



MULTIDIMENSIONAL CHILD POVERTY OF ETHNIC MINORITY CHILDREN

SITUATION, DYNAMICS, AND CHALLENGES

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Abbreviations and acronyms

BLS	Baseline Survey
CEMA	Committee on Ethnic Minority Affairs
CPG	Child poverty gap
CPIT	Child poverty intensity
HDR	Human Development Report
IRC	Indochina Research and Consulting
MARD	Ministry of Agriculture, Rural and Development
MFA	Ministry of Foreign Affairs
MICS	Multiple Indicator Cluster Survey
MOET	Ministry of Education and Training
MOF	Ministry of Finance
MOH	Ministry of Health
MOLISA	Ministry of Labour, Invalids and Social Affairs
MPI	Ministry of Planning and Investment
OPHI	Human Development Initiative by the University of Oxford
P135-II	Program 135 – Phase II
UNDP	United Nations Development Programme
UNICEF	United Nations Children’s Fund
VHLSS	Vietnam Household Living Standards Survey

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Ethnic Minority Policies Management Board
Committee for Ethnic Minority Affairs (CEMA)

Executive Summary

Context

After two decades of attacking poverty that lifted around 35 million people out of poverty, Vietnam has achieved arguably most impressive records in promoting economic growth and poverty reduction. Nevertheless, poverty remains persistent in some ‘pockets of poverty’ – which are mainly the most difficult and mountainous areas with high density of ethnic minorities. Accounting for less than 15 percent of the total population, ethnic minorities constitute of more than a half of the total poor. Previous studies, such as IRC-CEMA-UNDP (2013), have suggested that if no radical changes secured, poverty will largely be an ethnicity phenomenon in the coming years.

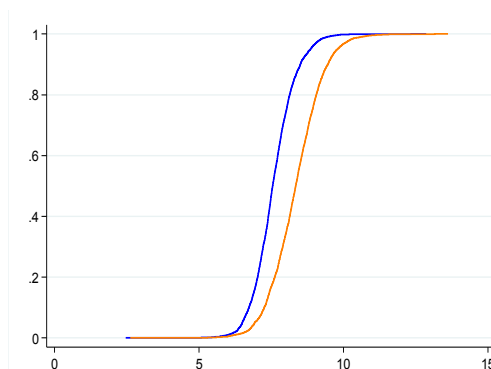
Being born and grown up in the ‘pockets of poverty’, children are arguably one of the most vulnerable groups in the country. Existing studies have highlighted persistent poverty in these ethnic minority areas but been not informative on child poverty. UNICEF-Maastricht-MOLISA (2008) in a pioneer study using multidimensional poverty approach reported a prevalence of child poverty that is considerably higher than using uni-dimensional (e.g. income or consumption expenditure) poverty approach. At this stage, child poverty in the ethnic minority areas remains an under-researched issues. This study is expected to fill in this gap.

Using the two comprehensive surveys available from P135-II, which covers a panel of nearly 6,000 households that are representative for the extremely difficult communes in the mountainous and ethnic minority areas (hereafter in ‘ethnic minority areas’) across the two years of 2007 and 2012, the study focuses on child poverty in these areas, using the multidimensional poverty approach. With the multi-dimensional poverty measure method basically same as the method used in study of UNICEF, Maastricht University, and MOLISA (2008), the report provides a narrative on child poverty in different poverty domains, dynamics of multidimensional child poverty over time, as

well as how multidimensional poverty exerts its impacts on some future outcomes of poor children. In addition, it provides some reviews of the current policies and programs that are directly or indirectly addressing child poverty. Based on such new insights and findings, the study produces a number of policy recommendations.

Key Findings: 'Dimensions' of Poverty

Income-based Poverty. To provide a benchmark for multidimensional poverty, the study notes that there have been significant improvements in income aspect of the living standards in the 'pockets of poverty'. The cumulative distribution function (CDF) of per capita income has shifted to the right by a considerable extent, demonstrating a reduction of income poverty by an order of 11 percentage points between 2007 and 2012 (from 60.5 to 49.5 percent). This means annual rate of poverty reduction by nearly two percentage points. Poverty in different domains according to multidimensional poverty approach will be analyzed in reference to this income poverty.



Poverty in the domain of education is measured by the percentage of children either not going to school at the appropriate enrolment age or children aged between 11 and 15 years not completing primary education level. By 2012, around one fifth of children in the ethnic minority areas are poor in education. Compared to 2007, there has been a very modest improvement in the poverty rate in this domain by an order of 1.5 percentage point within the five year period. This modest improvement is observed under plenty of policies to provide access to education for children in these 'pockets of poverty'. It could be taken to suggest that the recent initiatives in education have not effectively addressed the key constraints that keep children in the most difficult areas either not completing primary education or not enrolling at the enrollment age. The graph on the right hand side suggests that there is a small proportion of children that are poor in both income and education (around 15 and 12 percent in 2007 and 2012,

respectively). This is certainly the group that needs support most. It is also noted that many income non-poor children is actually poor in education (e.g. 15.2 percent of children in 2012). If income poverty is used as the only targeting criterion for support, this group of children would be excluded.

Poverty in the domain of shelter is defined as percentage of children who are residing in temporary shelters or in shelters without access to national electricity grid. Figures on shelter poverty provide an encouraging picture as the rate of shelter poverty has decreased significantly by around 24 percentage points between 2007 and 2012. This is one of the few cases where ethnic minority children were found to experience the reduction that was as fast as the Kinh ethnic children. The percentage of children being poor in terms of both income and shelter has decreased substantially over time. Especially, there are $\frac{1}{4}$ children who are poor in income but not in the domain of shelter. So, significant improvement in income (as mentioned above) perhaps has permitted households to improve housing conditions and using electricity. Besides, policy to support poor households and ethnic minorities with houses has brought positive signals in improving sheltering condition for those people. Despite of such improvement, improving housing conditions remains a challenge as 36 percent of ethnic minority children are poor in shelter while the corresponding figure of Kinh ethnic children is around 24 percent.

Poverty in the domain of engaging in child labour is measured by the percentage of children aged between 6 and 15 years old and engaged in some paid work (either for their household businesses or other households). It is noted that the age of 15 was selected as many of children in the ethnic minority areas leave schools after lower secondary level and could start working. Results on in the domain of children engaging in child labour reveals an encouraging picture. Accordingly, the prevalence of children in the ethnic minority areas engaging in child labour has decreased from 27 percent in 2007 to around 14 percent in 2012, meaning a reduction of nearly 2.5 percentage points per year. Apparently, income improvement reported earlier is likely to be the major cause underlying this reduction. Perhaps, the most striking finding from the graph on the right hand side is that there is a

small percentage of children who are poor both in income and in the domain of engaging in labour. In fact, nearly 44 percent of children in the ethnic minority areas were found to be poor in income but not poor in engaging child labour. This represents certainly a positive note as income poverty is not the major reason that makes parents putting their children at work to support income generation of the families.

Poverty in the domain of water and sanitation covers two aspects of living conditions including safe drinking water and hygienic toilets. A child is considered to be poor in this dimension if his/her household does not have access to either of these two facilities. The report reveals a worrying situation in the level of access by children to safe water and hygienic toilet facilities. In the first year of the period 2007-2012, nearly all children in the 'pocket of poverty' were poor in this domain. After five years, there has been a moderate reduction by an order of 11 percentage points but poverty in water and sanitation among children in the ethnic minority areas remain very high at 81 percent. Underlying the 11 percentage point reduction, calculated figures suggest that this improvement was caused by increasing availability of toilet facilities while the level of access to safe water remains relatively stable in this period. Notably, It was reported that more than one third of children in these 'pockets of poverty' were non-poor in income but poor in water and sanitation in 2012. In this case, if income poverty is used as the targeting criterion, this significant group of children would then be left out of beneficial scale.

Poverty in the domain of healthcare is measured by the percentage of children aged between 2 and 4 years old who have not been taken to formal health facilities (e.g. commune health center, hospitals) in the last 12 months. The study reflects a worrying situation as poverty in healthcare in the ethnic minority areas has increased by around 13 percentage points from 40.5 percent in 2007 to 54 percent in 2012. This increase was reported while the percentage of children having health insurance remains as high as 94 percent in the period and there has been improvements in the level of access to healthcare services reflected in availability of healthcare facilities in most of the communes in Vietnam. This finding suggests that ensuring the

level of access does not mean 'having the job done'. Instead, further efforts are needed to ensure that children, subject to their parents' decision, would be taken care by professional health workers when experience sickness. \The report also emphasizes that, there were nearly one fifth of the children (e.g. 19.4 percent) who were poor in healthcare but non-poor in income. This proportion of children could be excluded from support policies if income poverty is used as the main targeting background. It is also noted that the increase in health poverty was mainly driven by the increase in the prevalence of income non-poor children who became poor in health in the period 2007-2012 (i.e. from 9.8 percent to 19.4 percent between the two years).

Poverty in the domain of social inclusion is measured by the percentage of poor children in terms of social inclusion, including 2 criteria: (i) children stay in the family whose household head cannot work because of disability or old age; (ii) using common language in communicating outside household. Figures on poverty in social inclusion also represent a worrying situation. Between 2007 and 2012, the rate of social inclusion has increased from nearly 53 percent to approximately 62 percent. Examining the causes underlying this dynamics reveals that the decreasing ability of ethnic minority children in using the majority language is the driving force. This finding is of particular attention as language barrier has considered an obstacle and many efforts have been put in place, especially in providing language classes for ethnic minority children, in order to improve the majority language ability of ethnic minority children

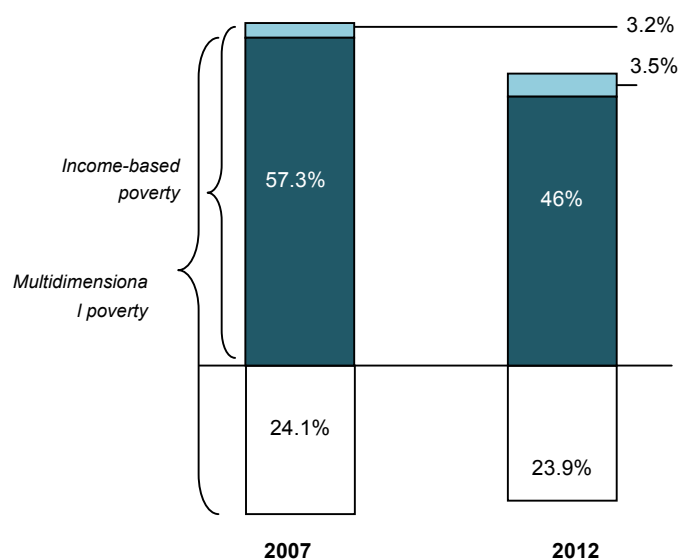
Key Findings: Multidimensional Child Poverty

Multidimensional poverty rate. Combining poverty from different domains, the multidimensional poverty rates were reported at 81.4 percent in 2007 and 70 percent in 2012, meaning a reduction of around 11.5 percentage points or a rate of around 2.2 percentage points per annual. Though this moderate reduction is observed, multidimensional child poverty remains very high. On average, nearly two third of children in the ethnic minority areas are considered poor. This is considerably higher than the income

poverty headcount found in these ‘pockets of poverty’ (i.e. at 49.2 percent in 2012, using the same dataset). Notably, the gap in multidimensional poverty between the Kinh children and the ethnic minority children is considerably more pronounced. In 2012, for instance, 29 percent of Kinh ethnic children were reported to be poor while the majority of ethnic minority children (i.e. 81 percent) were poor. Most importantly, this high prevalence of child poverty and the marginalized position of ethnic minority children persists after two decades of implementing many policies and programs for socio-economic development of the areas, including the two phases of P135. This raises very important question on effectiveness of the past and existing interventions.

Multidimensional vs. income-based poverty.

The graph below presents the overlap in poverty rates according to income and multidimensional measurement approaches. It is first noted that almost all poor children in terms of income are also poor according to multidimensional poverty



approach. However, around one fourth of the children in the ethnic minority areas of the countries were found to be non-poor in terms of income but they were poor in at least two domains out of the six domains of multidimensional poverty approach adopted in this study. In principle, as income poverty has been largely used as targeting criterion, many of these children could be excluded from support policies and programs. Again, this highlights a potential problem of applying income poverty as the exclusive selection criterion when targeting the poor.

Dynamics of multidimensional poverty. Using the figures on multidimensional poverty across 2007 and 2012, it was reported that 70 percent of children in the ethnic minority areas remain poor over this five year period; only 14 percent of children were lifted out of multidimensional

poverty; six percent of children fell back into multidimensional poverty; and around ten percent of children in these pockets of poverty were found to be non-poor cross the period. It means that for around 80 percent of the children population in the ethnic minority, there are no changes in their poverty status across the period 2007-2012. This finding is consistent with the reported reduction of poverty in this area (as above). This finding was reported in the context of the GoV and its development partners having several policies and programs on poverty reduction for ethnic minorities. This raises a very important question: why there have been very little changes in multidimensional child poverty while there are a lot of poverty reduction interventions?

Determinants of multidimensional poverty and its dynamics. Economic modeling was then adopted to examine empirically the determinants of multidimensional poverty and its dynamics. The results generally show that children in the Kinh-headed households are much less likely to be multidimensional poor in a given time and more likely to escaping poverty and/or stay non-poor over time. Educational attainment levels of household heads were also reported as an important determinant of multidimensional poverty. Landholding, especially irrigated annual crop land was found to be another determinant of multidimensional child poverty in most cases. It was also reported that the presence of most basic infrastructure and facilities at the commune levels is a contributing factor to improvement of living standards of children in the ethnic minority areas.

Potential impacts of multidimensional child poverty on some future outcomes of children remain a very challenging question, both methodologically and empirically. Using the panels of children and their households available from the two surveys, the study reported that being multidimensional poor in 2007 could exert negative effects of some outcomes in living standards of children in 2012. Particularly, if a child was poor in 2007, on average and other things stay the same, the number of schooling years of that child in 2012 would be lower than the others by around 25 percent. In addition, being poor in 2007 would induce the probability of being engaged in child labour by 3.4 percentage points in

2012. Finally, the estimates also suggest that being poor in 2007 could produce negative effect on access to healthcare services in 2012. On average, a poor child in 2007 would be less likely to be treated in hospital while sickness by around five percentage points. One central message from all of these figures is that child poverty, as it is confirmed by this study, would have materialized and negative impacts on some outcomes in living standards of children in the future. From policy perspective, this lends a further background for having the support to address child poverty in the ‘pockets of poverty’ in Vietnam.

Drawbacks in children poverty reduction policies and institutions

There have been too many policies and programs. The study reported a number of at least 52 policies and programs that aims directly or indirectly to improve the living standards of children according to different

Areas	Number of policies
Education	20
Healthcare	16
Housing	8
Water & sanitation	5
Child labour	9
Social inclusion	7

domains of poverty. It is noted that counting the number of policies and programs in the areas of poverty reduction is a very challenging job given the complexity of the institutional setting in the country. Hence, there could be some issues of measurement in this review exercise but even taking this into account, the number of policies and programs that aim at addressing child poverty in the most different areas is clearly far too many. As shown in the table on the right hand side, of different domains under consideration, education appears to be the land of as many as 20 policies and programs; ranked at the second, healthcare has attracted a number of 16 different policies and programs. For the other dimensions, there are between five to nine policies and programs each.

Most of the existing policies and programs are seriously under-resourced.

Tracking the resources going under such a plethora of policies and programs is near impossible. In fact, having some agreed figures on the resources

Areas	Example	Under-resourced
Education	NTP on education	85%
Healthcare	NTP on health	51%
Housing	Decision 167	27%
Water & sanitation	NTP on RWS	17.5%
Child labour	NTP on child protection	16%
Social inclusion	NTP on culture	31%

spent for poverty reduction in Vietnam is already a challenge for the authorities. This is possibly the result of the lack of transparency and accountability in allocating public resources. This might also originate from the fact that there are too many stakeholders involved in the course of poverty reduction, which render it impossible to have a precise estimate. Therefore, the next table presents a snapshot by selecting some typical programs and/or policies under each domain of poverty, where data on resources allocation could be traceable. The figures, albeit rough, suggest an astonishing picture of how resources have been allocated for addressing poverty in general and child poverty in the ethnic minority areas in particular. It was reported that education is an exception with an actual allocation ratio of 85 percent observed for the National Target Program (NTP) on Education (i.e. 85 percent of the resources expected was actually allocated for implementation). The NTP on healthcare also received a relatively high actual allocation ratio of 51 percent. But clearly, having a half of the total budget 'missing' make it impossible to reach the targets of that NTP. For all other domains, the examples show that policies and programs are seriously under-resourced.

Lack of effective coordination mechanisms was what could be drawn from reviewing who are in charge of the plethora of policies and programs reviewed in this study. In principle, having different Government agencies and development partners does not represent a problem as child poverty is a multidimensional issue that hence the involvement of different stakeholders is a must. However, such involvement would not be translated into bottlenecks in implementation if there have been working coordination mechanisms. Unfortunately, this precondition is not observed in most cases. Hence, poverty reduction efforts managed by many different stakeholders are seemingly not coordinated by effective coordination mechanisms. These could be then translated into overlaps of efforts, waste of resources, and low effectiveness of poverty interventions.

Policy Recommendations

This study, together with few previous studies, has highlighted a very high prevalence of poverty among children in the ethnic minority areas, especially among ethnic minority children, regardless what poverty measurement approaches are adopted. It also highlights that given the importance and significance of this issue, there has been a plethora of policies and programs that aim at addressing child poverty in these areas. Despite of some encouraging improvements in different aspects of living standards of children, child poverty remains very high. There are four multidimensional poor children out of every five children in the ethnic minority areas. This calls for urgent policy actions.

It is first important to argue that children should be considered as the targeting unit in many policies and programs. At this stage, most of the policies and programs target areas and households rather than individuals. There are many intermediate stages and mechanisms through which interventions to the areas or households could be translated into children and hence whether the existing policies and programs could reach children as expected is not guaranteed. This is also the time to consider seriously on application of multidimensional poverty in both targeting and monitoring. This represents an important departure to the mainstream approach toward poverty reduction over the past two decades, which is largely based on income poverty. If this strategy is adopted, actions are needed now to incorporate and mainstream this into the new socio-economic development plans 2016-2020.

Rationalizing the plethora of policies and programs on poverty reduction is most needed. In addition, setting institutional arrangements that could empower a 'conductor' and put an effective coordination mechanism is very important to ensure effectiveness of poverty reduction efforts. In this regard, Resolution 80 on the direction for sustainable poverty reduction has created important institutional background for such arrangements. Unfortunately, the implementation of this Resolution has been subject to a number of constraints. However, unless this arrangement could be sorted out, all other solutions to create more effective coordination would not be

able to solve the root of the status quo institutional setting for poverty reduction in the country.

Having sufficient resources that could be allocated and informed in a more transparent manner is a necessary condition for planning poverty reduction efforts. At this stage, resources are allocated mainly by MPI and MoF. Many agencies that are the 'owning agencies' of different policies and programs are not aware of how much and when the resources would be made available. Program 30A represents a typical example. Being such an ambitious poverty reduction package, this Program was allocated the amount of resources that equalled to between 15 to 20 percent of the level required. In this regard, bold reforms are needed in terms of how public resources are allocated for future policies and programs on poverty reduction.

Introduction

Vietnam has made remarkable achievements in poverty reduction. The poverty rate fell from 58 percent in 1993 to 20.7 percent in 2010 (according to the Vietnam Living Standard Survey (VLSS) 1992/93 and the Vietnam Household Living Standards Survey (VHLSS 2010)). However, the rate of poverty levels of ethnic minority groups was considerably lower. In 2010, the poverty rate of the majority (e.g. the Kinh or Viet ethnic group) was only 7.5 percent, meanwhile that of ethnic minorities was nearly 48 percent. Although ethnic minority groups comprised less than 15 percent of the country population, they accounted for nearly 53 percent of the total poor population of the country. Deprivation among ethnic minority groups is also reflected in other non-monetary measurement of living standards. For instance, 44 percent of ethnic minority household heads did not complete primary education, while it was 25 percent among the majority ethnic group (using VHLSS 2010). High prevalence of child malnutrition also reflects low living standards of ethnic minority groups. In 2010, approximately 37 percent of under-5 ethnic minority children were malnourished, whereas that of the majority ethnic group was only 22 percent. Among ethnic minorities, children are known to be as one of the most vulnerable groups.

In the recent years, there are increasing number of studies that adapt the multidimensional poverty approach (see Alkire and Foster, 2009 for a review) in analysing the trends and causes of poverty in general and poverty of ethnic minorities in particular. The report by Ministry of Labour, Invalids, and Social Affairs (MOLISA), University of Maastricht, and UNICEF (2008) is probably the most influential study in the literature on multidimensional poverty (Mdp) in Vietnam to date. The report estimated that one third of children under age of 16 were reported to be multidimensional poor (i.e. equivalent to approximately seven million poor children). On different dimensions of child poverty, poverty in water and sanitation, recreation and

healthcare were found most serious. This study also highlighted significant gaps in child poverty across regions. Multidimensional child poverty rates were reported to be the highest in the northern mountainous regions (i.e. the North West and the North East) and Mekong River Delta. Furthermore, it indicated ethnic minority children are more likely to be deprived in multiple dimensions compared to Kinh children.

Using the same approach as MOLISA, Maastricht University and UNICEF (2008) on different dataset (i.e. Multi Indicator Cluster Survey – MICS), Roelen et al. (2010) reported a rate of multidimensional child poverty of 37 percent. The study also highlighted considerable gaps in multidimensional child poverty (MdCP) across different ethnic groups. More recently, Roelen (2013) used VHLSSs 2004, 2006 and 2008 to analyse trends in poverty and poverty dynamics, the study reported that the rate of multidimensional child poverty in Vietnam has been reduced over the period 2004-2008. However, a significant proportion of children remained persistently in multidimensional poverty and this calls for policy attention to address the root cause of child poverty.

All of these studies have shown that the prevalence of poverty is considerably higher when using multidimensional poverty approach compared to those measured against income or expenditure (i.e. unidimensional poverty approach). Most notably, the result indicates that the rate of multidimensional child poverty is worryingly high in Vietnam. While these studies have had several policy implications, perhaps what is most noted was the emphasis that poverty when measured by income or expenditure is likely to provide an incomplete and even misleading conclusion on poverty as it affects children. Hence, it is reasonable to argue that policies and strategies on poverty reduction using this unidimensional approach might not be sufficient to address multiple facets of poverty. Furthermore, it raises a question on whether using unidimensional poverty approach would affect targeting effectiveness of poverty reduction policies.

Although many studies examine the poverty using the MdP approach, they did not provide in-depth insights on the poverty status of ethnic minority children and its dynamics. So far, there is no comprehensive study on poverty of ethnic minority children in Vietnam. This report aims at filling in this gap. The report uses data available from the Baseline Survey 2007 and Endline Survey 2012 of the Program 135, Phase II (P135-II). Each survey includes nearly 6,000 households, of which 76 percent are ethnic minorities. These two surveys are considered high quality and representative of the areas with most difficult socio-economic conditions in the country, the areas with high concentration of ethnic minorities (and for that reason, the term ‘ethnic minority areas’ is used interchangeably for these areas). Using these two surveys, this study examines poverty among ethnic minority children with the following objectives:

- To analyse poverty among children in the ethnic minority areas, using the multidimensional approach that covers different dimensions, including education, healthcare, drinking water and sanitation, shelter, child labor and social inclusion; and evaluate poverty dynamics of ethnic minority children;
- To identify the socio-economic determinants of multidimensional child poverty in the ethnic minority areas and assess some long-term impact of multidimensional child poverty on future child development;
- To provide a review of recent policy changes related to multidimensional child poverty in the ethnic minority areas; and, combining with the analysis above, to suggest some policy recommendations on reduction of multidimensional poverty for children in the ethnic minority areas.

The report adapts the multidimensional child poverty approach as in MOLISA, Maastricht University, and UNICEF (2008). In addition, the current study will empirically examine the determinants of multidimensional child poverty and investigate the effects of multidimensional poverty on child development, especially among ethnic minority children. This represents a novelty of the study as there has been very little evidence on the

relationship between multidimensional poverty in child development.¹ It is expected that this report will inform policy dialogue on socio-economic development for children in the areas with high concentration of ethnic minorities in Vietnam as well as researchers in the relevant fields.

The report is structured as follows:

- Chapter 1 provides the framework for the analysis of multidimensional poverty of children in the ethnic minority areas.
- Chapter 2 analyses the status-quo of multidimensional child poverty in the ethnic minority areas. The analysis covers six dimensions of child poverty, including education, healthcare, drinking water and sanitation, shelter, child labour, and social inclusion.
- Chapter 3 examines the dynamics of multidimensional child poverty over the period 2007-2012. It empirically investigates the effects of some socio-economic factors as well as the determinants of multidimensional child poverty and the long-term impact of multidimensional poverty on some child development outcomes (which will be discussed in details later).
- Chapter 4 discusses the existing poverty reduction policies that relate to children in the ethnic minority areas. Consolidating the findings from Chapter 2 and 3, this Chapter will suggest some policy implications for reducing multidimensional child poverty in the ethnic minority areas.

¹ In Vietnam, a study by Roelen (2013) is the first to provide some analysis of changes in multidimensional child poverty over time. This study uses data from VLHSS 2004, 2006 and 2008. However, the analysis of multi-dimensional child poverty of ethnic minority groups using data from VHLSSs have certain limitations because the number of ethnic minority households in the survey sample are quite small.

Chapter 1 – Analytical Framework

This chapter describes the multidimensional child poverty approach applied in the current study, making references to the literature on multidimensional poverty. The first section outlines the measurement issues and empirical models employed for the analysis. The second section details the sources of data used and some remarks on data availability and its implications on the results.

I. Methodology

I.1 Measurement of Multidimensional Child Poverty

Multidimensional child poverty in this study is measured in accordance with MOLISA, Maastricht University and UNICEF (2008) methodology. For some specific poverty domains, this report makes changes to the measurement of indicators to be appropriated with data availability. The table below compares the differences in measurement of multidimensional child poverty per each dimension between MOLISA, Maastricht University and UNICEF (2008) and the current study.

Dimension	MOLISA, Maastricht University, and UNICEF (2008) ²	This research
1. Education	<ul style="list-style-type: none"> <input type="checkbox"/> Not attending school at the right age³ <input type="checkbox"/> Not having completed primary education level 	<ul style="list-style-type: none"> <input type="checkbox"/> Not attending school at the enrolment age <input type="checkbox"/> Not having completed primary education level
2. Healthcare	<ul style="list-style-type: none"> <input type="checkbox"/> Children aged 2-4 not having visited a health facility in the last 12 months 	<ul style="list-style-type: none"> <input type="checkbox"/> Children aged 2-4 not having visited a health facility in the last 12 months

² MOLISA, Maastricht University, and UNICEF (2008) uses two datasets: VHLSS2006 and MICS 2006. The report presents a slightly different set of indicators for each dataset. This set of indicators is used for VHLSS 2006 which is very similar to the dataset used in our paper.

³ In MOLISA, Maastricht University, and UNICEF (2008), “right age” enrolment is defined as: (1) children in age 5 attending pre-school as a percentage of all children at that age; (2) children in age 6-10 attending primary school as a percentage of all children in age 6-10; (3) children in age 11-15 attending lower secondary school as a percentage of all children aged 11-15.

3. Shelter	<input type="checkbox"/> Living in dwellings without electricity <input type="checkbox"/> Living in improper shelter	<input type="checkbox"/> Not living in dwellings with electricity <input type="checkbox"/> Living in improper shelter
4. Water and sanitation	<input type="checkbox"/> Living in dwellings without hygienic sanitation <input type="checkbox"/> Living in dwellings without safe drinking water	<input type="checkbox"/> Living in dwellings without hygienic toilet <input type="checkbox"/> Living in dwellings without safe drinking water
5. Child labour	<input type="checkbox"/> Working at the age of between 6 and 15 years old	<input type="checkbox"/> Working at the age of between 6 and 15 years old
6. Social inclusion	<input type="checkbox"/> Children in age 0-15 living in households with heads being unable to work due to disability or old age	<input type="checkbox"/> Children in age 0-15 living in households with heads of households who are unable to work due to disability or old age. <input type="checkbox"/> Usage of the majority's language outside households
7. Leisure	<input type="checkbox"/> Not having toys <input type="checkbox"/> Not having any book	<input type="checkbox"/> Not possible to measure as no information is available

Measurement of poverty (which is sometimes called deprivation) under different domains is usually a challenge in most studies on multidimensional poverty and this study is not an exception. While measuring poverty in the domains of education or shelter could be straightforward, this could be difficult in some other domains due to either methodological issues or data constraints. For example, data on social inclusion of a child is hardly available to measure poverty in the domain of social inclusion and thus existing studies explored different sources of data and measurement approaches to capture social inclusion. Due to this difficulty in measurement (which is mainly constrained by data availability), many studies adapt the same multidimensional poverty approach but differ across from one another in terms of measurement of poverty in different domains.

The current study employs the baseline and the endline surveys of the P135-II. These surveys mirror the World Bank under the Living Standards Measurement Survey (LSMS), and are therefore considered to be high quality. To date, this is probably the most comprehensive dataset available on the ethnic minority areas (See IRC, UNDP, and CEMA 2013 for more details). The measurement of poverty in each domain is explained below:⁴

⁴ To facilitate comparison with earlier studies, the measurement of different poverty domains is pursued in a way that is essentially the same as that of MOLISA, Maastricht University and UNICEF (2008). In the description of this

- *Poverty in the domain of education (or education poverty)* is measured by the percentage of children either not going to school at the appropriate enrolment age or children aged between 11 and 15 years not completing primary education level. Children not attending school at the right enrolment age are defined as children aged 5 years old but not attending pre-schools (or kindergarten); or children aged 6-10 years old but not currently attending primary schools; or children aged 11-15 years old but not attending lower secondary schools.
- *Poverty in the domain of health (or health poverty)*, as per MOLISA, Maastricht University, and UNICEF (2008), is the percentage of children aged between 2 and 4 years old who have not been taken to formal health facilities (e.g. commune health centre, hospitals) in the last 12 months.
- *Poverty in the domain of shelter (or shelter poverty)* is defined as percentage of children who are residing in temporary shelters or in shelters without access to national electricity grid. The definition of temporary shelter is similar to what employed in the World Bank-GSO VHLSS series.
- *Poverty in the domain of water and sanitation (or water and sanitation poverty)* covers two aspects of living conditions including safe drinking water and hygienic toilet facilities. A child is considered to be poor in this dimension if his/her household does not has access to either of these two facilities. The definition of safe drinking water and hygienic toilet facilities are consistent with international practices, for instance those used in the series of VHLSSs or GSO's Population and Housing Census 2009.
- *Poverty in terms of children engaged in child labour (or child labour poverty)* refers to children aged between 6 and 15 years old and engaged in some paid work (either for their household businesses or other

measurement, when differences made in the current study compared to that in MOLISA, Maastricht University and UNICEF (2008), these will be noted.

households). It is noted that the age of 15 was selected as many of children in the ethnic minority areas leave schools after lower secondary level and could start working.

- *Poverty in of the domain of social inclusion (or social inclusion poverty)* implies the inclusion of a child in a family and a community. The report by MOLISA, Maastricht University and UNICEF (2008) (when using MICS dataset) measures the degree of social inclusion based on the criteria that children do not have birth certificates or their caregivers (e.g. household heads) are unable to work due to a disability and old age. In the current study, as the information birth certificate was not available, poverty in terms of social inclusion is measured using two criteria, including either (i) household heads were unable to work due to disability or old age; or (ii) usage of the Kinh language outside households. While the usage of the former is straightforward, introduction of the latter requires an appropriate rationale. Previous studies show that language is an important factor for access to public services. Grant and Wong (2003) find that language is a barrier to learning of ethnic minority students. Martinez (2010) shows evidence that language barriers prevent access to health services, and therefore affect the health of ethnic minority groups. Studies by Baulch et al (2009) and IRC, UNDP, CEMA (2010) also show that if ethnic minority household heads have the ability to speak Vietnamese fluently, their risk of falling into poverty is lower compared to that of the families with household heads who cannot speak Vietnamese or speak little.⁵ It could be argued that the ability of using the majority's language is likely a factor of social inclusion for ethnic minority children. However, information on ability of using the majority's language is not available from the dataset used in the current study. Instead, the surveys identified which languages were used by children outside their households. There were five options listed in the survey questionnaires,

⁵ Due to data limitations, some important domains of poverty are discussed in previous studies but not covered in the current study. For instance, domains of nutrition or leisure are arguably important domains of multidimensional poverty. This study does not capture these dimensions due to data constraints.

including (i) Only use ethnic minority languages; (ii) Mainly use ethnic minority languages and little Kinh language; (iii) Both ethnic minority languages and Kinh majority's language; (iv) Mainly use Kinh language and little ethnic minority languages; or (v) Only Kinh language. As nearly all children in the ethnic minority areas enrols to schools and are taught the Kinh majority's language, hence those who selected the first two options could be arguably considered as having limited ability to use the majority's language.

Given the above approach and measurement, child poverty rate under each of the six domains above could be calculated. A child is considered poor in one domain if he/she experiences deprivation in that domain.⁶ Computationally, each dimension is assigned with a deprivation score between 0 and 1 (i.e. zero if the child does not suffer deprivation in that dimension and 1 otherwise). For some dimensions that consists of two aspects (e.g. education), each aspect will has a deprivation score of between 0 and 0.5. For these dimensions, a child is considered deprived or poor in that dimension if the total deprivation score is equal to 0.5 or 1.

Based on poverty rates under different domains, a multidimensional child poverty index is constructed as the un-weighted sum of the deprivation score obtained in all dimensions. Equal weight for each dimension is assigned as every dimension significantly contributes to a child's living standards. Conceptual considerations have not resulted in compelling reasons to assign greater weight to certain dimension over others. Moreover, equal weighting scheme would provide a more justifiably accurate picture of multidimensional poverty pattern, which acts as an instrumental asset for policy implication. Specifically, equal weighting scheme enables policy makers to identify the most pressing areas of deprivation within all six dimensions for each ethnic minority group based

⁶ The terms poverty and deprivation are used interchangeably in the literature of MdP. But the term 'poverty' is preferred in this study as the term 'poverty' is more familiar with the majority of the readers. In addition, the term 'poverty' in different domains of MdP is usually compared with the term 'poverty' which is measured by income in this report, and hence this term is used for the ease of reading.

upon an unbiased assessment of every dimension. Within each dimension, we use equal weights for indicators (if any). A child is considered “deprived” or “poor” in one dimension if he/she is deprived in *at least* one indicator in that dimension. This measurement of multidimensional poverty using at least two dimensions, as suggested in MOLISA, Maastricht University, and UNICEF (2008), is less sensitive compared to the measurement using only one dimension.

Using the approach outlined above, Chapter 2 of this study will provide a narrative of multidimensional child poverty in the ethnic minority areas. To further inform different aspects of multidimensional child poverty, the indicators will be disaggregated (when appropriate) according to parameters ethnicity, region, poverty status, age and gender of children as below:⁷

- *Ethnicity*: to highlight different child poverty across ethnic groups, the report presents indicators calculated separately the Kinh/Hoa children (‘Kinh’ hereafter in) and ethnic minority children. Within ethnic minority children, the analysis provides the disaggregated figures for 13 ethnic minority groups (see Appendix 1).
- *Regions*: figures will be calculated for the eight geographic regions of the country. However, the Red River Delta has relatively less observations compared to the remaining regions and thus the figures on this region is sensitive to some outliers and thus not reliable. But merging this region into any one of the remaining regions will undermine cross comparison with other studies on poverty in Vietnam. Therefore, figures on the Red River Delta will be reported but no interpretation should be made.
- *Household poverty*: figures on multidimensional child poverty will be reported according to poverty status of households, which is classified by MOLISA, using the income (unidimensional) poverty line.

⁷ Note that all calculated figures reported in this study are adjusted for sampling weights so that the figures could be considered as representative for the ethnic minority areas.

- *Children's age*: when appropriate, figures will be calculated according to three age intervals, including the age between 0-5, 6-10 and 11-15. This classification of three age intervals are consistent with the enrolment ages at pre-school, primary education, and lower secondary education, respectively.
- *Gender*: to inform whether multidimensional child poverty represents some gender aspects, figures on child poverty will be calculated separately for boys and girls.

It should be noted that the narrative on multidimensional child poverty in Chapter 2 will be provided for both 2007 and 2012 – where the data is available. It is thus important to focus on the changes of child poverty over this 5-year period. In order to identify whether the changes are statistically significant (and hence should be interpreted), a standard t-test was performed. If a change is not statistically significant, this change is best understood as ‘statistical noise’ rather than change in the indicator itself and thus should not be analysed.⁸

II.2 Empirical models

Chapter 3 of this study employs some econometric models to empirically examine the determinants of multidimensional child poverty and the effect of multidimensional child poverty on child developments. The essences of these empirical models are outlined below.

Determinants of multidimensional child poverty

To evaluate the factors affecting multidimensional child poverty, Chapter 3 presents some regression models using the datasets of 2007 and 2012. In these models, the dependent variable is the multidimensional child poverty index while the set of independent variables are selected household characteristics, access to some infrastructure and public services, and

⁸ For ease of interpretation, the report does not present unnecessary technique on t-test. Only the results on t-test are provided.

dummies for geographic regions. In the most simplified specification, an OLS regression equation could be expressed as below:

$$Y_i = \alpha_0 + \alpha_1 X_i + \epsilon_i \quad [1]$$

where Y_i is multidimensional poverty index of child i ; X_i is a vector of variables including gender of the child, household demography, characteristics of household heads (age, ethnicity, education), household landholding, regional dummies, and a set of community-level variables.

A Probit model could be also used to empirically investigate the determinants of multidimensional child poverty. The Probit regression equation could be expressed below:

$$Pro(Y_i = 1) = \beta_0 + \beta_1 X_i + \epsilon_i \quad [2]$$

where $Pro(Y_i = 1)$ is the probability of a child being multidimensional poverty; X_i is a vector of variables defined similarly to the vector X_i in equation [1]

Equation [1] and [2] could be estimated for the two years of 2007 and 2012 separately. In addition, equation [2] could also be modified to examine whether a child being poor in the previous period ($t - 1$) could exert influence on multidimensional poverty at the current period t as:

$$Y_{i,t} = \theta_0 + \theta_1 Y_{i,t-1} + \theta_2 X_{i,t} + \epsilon_i \quad [3]$$

Where $Y_{i,t}$ is the poverty status of a child i at time t . If [3] is estimated using OLS, then $Y_{i,t}$ is the multidimensional poverty index; if [3] is estimated using Probit, $Y_i = 1$ if the child is multidimensionally poor and 0 otherwise; $Y_{i,t-1}$ represents the poverty status of that child i at time ($t-1$); X_i is a vector of variables defined similarly to the vector X_i in equation [1].

Determinants of multidimensional child poverty dynamics

As a panel could be identified from the two surveys used in this study (as below), analysis of poverty dynamics is possible. There will then be four outcomes of multidimensional child poverty dynamics, including being poor

in both 2007 and 2012 (P-P); being poor in 2007 and non-poor 2012 (out of poverty, P-NP); being non-poor in 2007 and poor in 2012 poverty (fall into poverty) (NP-P); and being non-poor in both 2007 and 2012 (NP-NP).

Chapter 3 will empirically examine the determinants of these poverty dynamics outcome. A multinomial logit (MNL) model is the relevant econometric model in this context. The MNL model has been used in a number of other studies on poverty dynamics in Vietnam. For example, Glewwe et al (2002) and Justino et al (2008). The MNL regression equation could be expressed as follows:

Let $Y_{ij} = 1$ if the i^{th} child being in the j^{th} alternative multidimensional child poverty outcome, the probability that a child i experiences (unordered) outcome j is expressed as follows (the individuals subscript i is suppressed for simplicity)

$$P(Y = j) = \frac{e^{X'\beta_j}}{\sum_{j=1}^3 e^{X'\beta_j}} \quad \text{for } j = 1, 2, 3, 4 \quad [4]$$

where $P(Y=j)$ with $j = 1, 2, 3, 4$ represents the probability of a child being in either one of the four poverty dynamics outcome above (with (P-P) = 1; (P-NP) = 2; (NP-P) = 3; and (NP-NP) = 4); X is a vector of variables defined similarly to the vector X_i in equation [1]. As required, the Theil normalization needs to be applied to coefficients of one of the outcomes to get the reduced form of equation [4] for estimation.

Impacts of multidimensional child poverty on child development

A part of Chapter 3 aims at investigating empirically how multidimensional poverty affects child development in the future. Expressing in another way, the question is how the multidimensional poverty status of a child in the previous period affects his/her development in the following period.

In fact, poverty is generally considered to have long-term detrimental effects on the development of children. There has been a limited literature in this

direction. For instance, Emerson et al (2006), Power (2007), and Bromley et al (2010) show that children growing up in poor households would face many unfavourable health conditions in the future. Other studies argue that children in poor families are more likely to be born underweight; this would affect their physical health as well as spiritual development at later stage (Hack et al, 1995; Anderson et al, 2007, Ben - Shlomo, 2002). Further, Carneiro et al (2007) show that children's cognition can affect their wages at adulthood, this finding is consistent with that by Blanden et al (2008).

However, examining this question is usually constrained by data availability. In pursuing this exploration, a panel of children must be available for the period under consideration. Measurement of child development outcomes represents another empirical challenge. In addition, controlling for factors that could simultaneously affect child poverty and some child development outcome is not an easy empirical task. As an explorative exercise, one part of Chapter 3 empirically addresses this challenge. The following model is adopted:

$$K_{i,t} = \partial_0 + \partial_1 Y_{i,t-1} + \partial_2 X_{i,t} + \vartheta_i \quad [5]$$

where $K_{i,t}$ is the dependent variable that express some child development outcomes of the child i at time t ; $Y_{i,t-1}$ is an independent variable that reflects child poverty status of the child i at time $(t-1)$; $X_{i,t}$ is a vector of variables including gender of the child, household demography, characteristics of household heads (age, ethnicity, education), household landholding, regional dummies, and a set of community-level variables at time t . Either OLS or Probit could be used to estimate a reduced form of the equation [5] above (the expression of the resultant regression equations will be re-expressed accordingly).

It is reasonable to argue that the most challenging task of estimating equation [5] is how to measure child development outcomes $K_{i,t}$. In chapter 3 of the current study, child development will be measured by the following outcomes:

- *Child's number of years of schooling*: the hypothesis is that if a child was at time $(t-1)$, then the number of years of schooling he/she obtains at time t would be lower than that of other non-poor children, on average and ceteris paribus.
- *Child labour*: the hypothesis for testing is that if a child was poor at time $(t-1)$, he or she could be more likely to engage in child labour at time t . Thus, poor child at time $(t-1)$ may increase the probability of engaging in child labour at time t .
- *Number of sick days*: this variable captures the number of sick days in the last 12 months. The question to examine is that if a child was poor in period $(t-1)$, this would affect his/her health at time t . In addition to this variable, two other alternatives are also explored, including being ill in the last 12 months and having medical treatment in the last 12 months.
- *Indebtedness*: it is a likely that if a child was in a poor family at time $(t-1)$, his/her family would be more likely to be indebted at time t .
- *Shelter condition*: this is to test the hypothesis that if a child was poor at time $(t-1)$, the probability of his family having a permanent house at time t would be reduced.
- *Participation of rural households in a village meeting for selection of priority projects*: the question to empirically examine is that a household with poor child is less likely to actively participate in the village meeting compared to other households.

II. Data sources

This study makes use of the data available from the Baseline and End-line Surveys of Program 135-II as the main data source for its analysis. These two Surveys were conducted in 2007 and 2012, respectively. The surveys cover the same sample of nearly 6,000 households residing in 400 communes. All of these communes located in the areas with the most difficult socio-

economic conditions, and 76 percent of surveyed households are ethnic minority groups. The samples of the two surveys were selected using the same sampling procedure and could be considered as representative of the areas with most difficult socio-economic conditions across the country. These two surveys are arguably one of the most comprehensive data source on the living standards of the ethnic minority groups to date. Since these two surveys became available, the dataset has been used in most of the studies and policy debates on ethnic minority groups in Vietnam (see, for instance, IRC, UNDP and CEMA, 2010; 2013 for a review).

For this study, the baseline survey covers a sample of 9,817 children aged 0-15, of which 86 percent are ethnic minorities. The end-line survey consists of 8,919 children aged 0-15, of which 87 percent are ethnic minorities. From these two samples, a panel of 7,207 children could be identified as the basis for the analysis of child poverty dynamics in this study. Using this panel allows an empirical examination of different poverty dynamics outcomes between 2007 and 2012. It also allows an analysis on potential effects of child poverty in 2007 on some outcomes of child development in 2012. It is important to note that these 5-year period coincided with the timeframe of Program 135-II (as one of the most important poverty reduction initiative led by the Government) and many other poverty reduction initiatives for ethnic minorities. Therefore, the poverty dynamics analysis produced in this report is expected to provide further evidence on the impacts of policies and programs on poverty among ethnic minority groups (see IRC, UNDP and CEMA, 2013 for a final impact evaluation of Program 135-II).

In addition, the study makes use of data sources, including (i) data available from the VHLSS, when relevant to make comparison; (ii) data from other sources, for instance, Ministry of Education and Training (MoET) or Central Committee for Ethnic Minorities (CEMA) to validate the analysis; (iii) some additional data on resource allocation for selected policies and programs when analysing existing poverty reduction initiatives (see Chapter 4 for more details on these policies).

Some limitations of the study were considered. It is important to note that the surveys were designed to capture the target areas of Program 135-II and hence the samples could be considered as representative for the areas with most difficult socio-economic conditions with high concentration of ethnic minorities.⁹ The figures and analysis reported in the study should be interpreted as those that are relevant for these areas with high concentration of ethnic minorities. In addition, the surveys were designed to evaluate the impacts of Program 135-II rather than to inform multidimensional poverty of those in the ethnic minority areas and thus these data sources are not sufficient to inform some poverty domains employed in the current report. For instance, there is little information on social inclusion of ethnic minority children (as discussed above). This warrants areas for future research on multidimensional child poverty in the country.

⁹ This study will use the words “most difficult areas”, “areas with high concentration of ethnic minorities”, or “ethnic minority areas” interchangeably to refer to these areas of with social-economic difficulties, mountainous areas, and areas with high concentration of ethnic minorities.

Chapter 2: Multidimensional Child Poverty of Ethnic Minorities in Vietnam

This chapter presents analytical results of multidimensional ethnic minority child poverty using the methodological framework explained in Chapter 1. In the first part of this chapter, the unidimensional poverty (i.e. income poverty) results are presented to provide the 'base' to compare to the other poverty dimensions of multidimensional approach. Part II focuses on the dimensions of education, health, shelter conditions, water and sanitation, child labor and social inclusion. On that basis, part III calculates the multidimensional poverty index to highlight multidimensional child poverty in the ethnic minority areas.

I. Child Poverty: Unidimensional approach

Table 2.1 shows the poverty rate under unidimensional approach using the official income poverty line defined by the Government.¹⁰ Results show that the rate of income child poverty fell 11 percentage points between 2007 and 2012 in the most difficult communes, particularly income poverty rate was 60.5 percent in 2007 and 50 percent in 2012. Thus, during this period, the poverty rate of children in ethnic minority areas decreased by more than 2 percentage points per year. This rate was significantly higher than the calculation of GSO (2011) which used data from VHLSS and a similar methods of calculation, whereby the national child poverty rate was 20.7 percent.¹¹ Compared with the poverty rate of children across the country,

¹⁰ For unidimensional poverty (i.e. income poverty) approach, a child is poor in income if residing in a household with monthly per capita income of less than 200.000 VND/month in 2007 (applied before 2010) and less than 400.000 vnd/month in 2012 (applied from 2010 onward).

¹¹ On the contrary, according to official statistics, the income poverty rate using national poverty line in 2010 was 14.2 percent (and 20.7 percent by WB-GSO poverty line in the same year).

the poverty rate among ethnic minority children is very high (more than three times higher than the average).

When comparing the income poverty rate among Kinh people and ethnic minorities, the results show that the decline in poverty rate among ethnic minorities was higher than that of Kinh people; specifically, poverty reduction rate between 2007 and 2012 of Kinh people and ethnic minorities was 6.2 and 12.3 percentage points respectively. However, the income poverty rate among ethnic minorities was higher than that of Kinh over the period 2007-2012. Looking at the decline in income poverty rate among different ethnic minority groups, H'Mong, Bana, H're was the group with fastest rates of decline, dropping by 24, 31, and 18 percentage points year between 2007 and 2012, respectively. Meanwhile, income poverty rate of Thai, Co-Tu and Khmer remained the same over the these years (the difference is small and stastically insignificant).

Table 2.1 Prevalence of Income Poverty (unit: %)

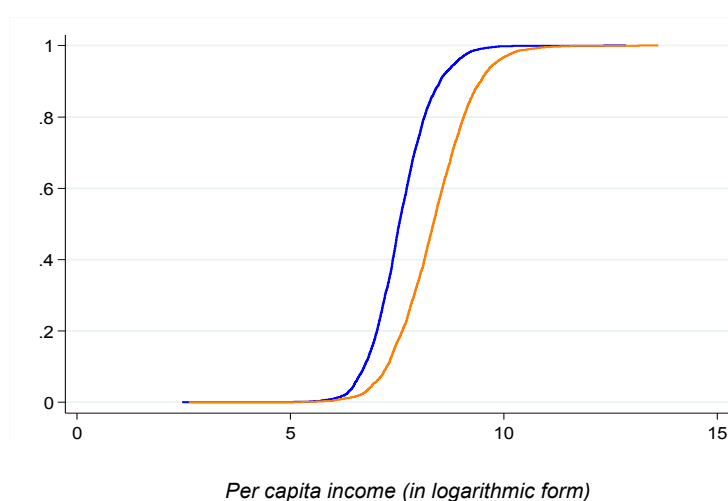
	2007	2012	Difference
Average	60.5	49.5	-11.0***
Ethnicity			
Kinh	37.4	31.1	-6.2**
Ethnic minorities	66.8	54.5	-12.3***
Tay	62.6	52.9	-9.6***
Thai	58.4	57.7	-0.7
Muong	52.7	43.3	-9.5***
Nung	64.3	45.7	-18.6***
H'Mong	85.5	61.5	-24.0***
Dao	68.7	62.4	-6.3**
Other EMs in the Northern areas	60.2	40.5	-19.7***
Bana	76.3	45.0	-31.3***
H're	79.6	59.2	-20.4***
Co Tu	74.0	67.0	-7.1
Other EMs in the Central Highlands	70.4	61.3	-9.2**
Khmer	38.8	35.0	-3.8
Others	73.1	64.0	-9.1***
Geographic region			
Red River Delta	42.2	37.4	-4.8
Northeast	69.9	51.3	-18.6***
Northwest	64.4	52.1	-12.3***
North Central Coast	61.8	63.2	1.3

South Central Coast	63.7	52.1	-11.6***
Central Highlands	62.0	47.2	-14.8***
Southeast	41.9	31.1	-10.8*
Southwest	34.6	37.7	3.1
Child age group			
Ages 0-5	63.9	50.4	-14.2***
Ages 6 – 10	61.8	50.1	-11.4***
Ages 11 -15	56.3	48.2	-8.1***
Child gender			
Male	60.0	49.0	-11.0***
Female	61.1	50.1	-11.0***

Note: ***, **, and * indicating statically significance of estimates at 1 percent, 5 percent and 10 percent, respectively.

Figure 2.1 is the graph of the cumulative probability function (CDF) of per capita income in the most difficult communes in 2007 and 2012. Clearly, the CDF of per capita income line shifted dramatically from left to right in this period, reflecting the sharp increase in the average income of households. This shift is reasonable and matches to the figures of poverty reduction rate between the two years calculated in the table above. Despite a poverty reduction pace of nearly two percentage points per year, yet nearly half of children living in the most difficult communes and villages were still suffered from income poverty. To provide a more comprehensive narrative of child poverty in the ethnic minority areas, the next section will focus on poverty in different domains before analyzing the multidimensional child poverty.

Figure 2.1 Cumulative Probability Function (CDF) of Per Capita Income



II. Different Domains of Multidimensional Child Poverty

This section focuses on the analysis of the individual domains, namely: education, health, shelter and access to property, water and sanitation, child labor, and social inclusion.

II.1. Education

Poverty in the domain of education (or education poverty) results are reported in Table 2.2. The education poverty rate of children living in the most difficult areas was 21.3 percent in 2007 and fell slightly to 19.8 percent in 2012. Thus, the poverty rate changed very little between 2007 and 2012 (1.5 percentage points). As it can also be seen, the changes in education poverty rates under different analytical aspects were mostly not statistically significant. This “modest” improvement is observed while there has been a number of policies supporting access to education for ethnic minority children between 2007 and 2012. This raises a question on whether these policies had not successfully addressed the remaining problems in the education sector.¹²

In terms of differences across ethnic groups, the results show that education poverty rate among Kinh children was lower than that of ethnic minorities, and had not changed over the period for both groups. For ethnic minority children, there are certain changes in the education poverty rates over time but these changes are not statistically significant. This implies that those rates remained unchanged over time. In terms of geographical dimension, reduction in education poverty was statistically significant in the Northwest, with poverty rate decreasing from 24 percent to around 20 percent between 2007 and 2012. Notably, the rate of education poverty of children in income poor households was reduced by more than two percentage points and it was statistically significant. In the same period, the education poverty rate of

¹² See Table 2A.1 in Appendix 2 to have details on the percentages of children dropouts for primary school and right-age enrolments.

children in the non-poor households remained unchanged. From gender perspective, the percentage of education poverty of male children decreased and this reduction is statistically significant while for the corresponding rates of female children did not change between 2007 and 2012.

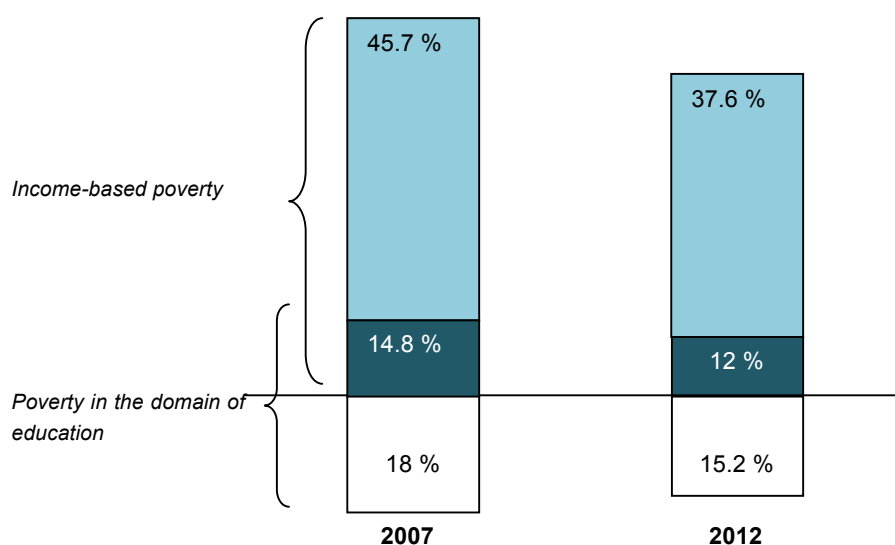
Table 2.2 Poverty in the Domain of Education (unit: %)

	2007	2012	Difference
Average	21.3	19.8	-1.5*
Ethnicity			
Kinh	16.6	14.0	-2.5
Ethnic minorities	22.7	21.4	-1.4
Tay	10.5	8.1	-2.4
Thai	17.5	16.3	-1.1
Muong	10.9	9.3	-1.6
Nung	14.2	12.1	-2.1
H'Mong	32.4	32.8	0.5
Dao	25.4	24.0	-1.4
Other EMs in the Northern areas	25.7	31.1	5.4
Bana	21.9	23.9	2.0
H're	22.2	19.6	-2.6
Co Tu	10.0	14.7	4.7
Other EMs in the Central Highlands	25.1	23.2	-1.9
Khmer	30.3	25.4	-4.9
Others	27.1	23.9	-3.2
Geographic region			
Red River Delta	9.3	16.4	7.1
Northeast	20.0	20.6	0.6
Northwest	24.1	20.2	-3.9**
North Central Coast	15.2	15.0	-0.2
South Central Coast	18.4	16.1	-2.3
Central Highlands	21.3	19.6	-1.7
Southeast	23.3	20.0	-3.3
Southwest	24.7	22.4	-2.3
Household income-based poverty status			
Non-poor	18.1	19.0	0.9
Poor	22.9	20.6	-2.3**
Child age group			
Ages 6 - 10	27.3	19.2	-8.7***
Ages 11 -15	30.4	38.1	7.7***
Child gender			
Male	21.4	18.8	-2.6**
Female	21.2	20.9	-0.3

Note: as notes in Table 2.1.

Figure 2.2 illustrates the comparison between education and income poverty headcounts, and point to important findings. *Firstly*, only a small percentage of children were poor in both income and education (14.8 percent and 12 percent in 2007 and 2012, respectively). *Secondly*, there was approximately 15 percent of children who lived in households with adequate living standards but did not have sufficient access to education. Thus, if poverty is only measured by income, those children would be excluded from potential support that adopts income poverty as the targeting criterion. *Thirdly*, and also most importantly, there was a large proportion of children not suffering from education poverty but from income poverty. For example, in 2012, 37.6 percent of children were considered as in income poverty but not in education poverty. This may be the result of preferential policies promoting access to education for children in poor families.

Figure 2.2 Income-based Poverty vs. Poverty in the Domain of Education



Notes:

- (i) The dark rectangle on the top shows percentage of children suffering from income poverty and not from education poverty;
- (ii) The dark rectangle in the middle shows percentage of children suffering from both income and education poverty;
- (iii) The white rectangle at the bottom shows percentage of children not suffering from income poverty but from education poverty.

II.2. Healthcare

Table 2.3 reveals a very worrying fact of poverty in the domain of health (or healthcare poverty) of children in the ethnic minority areas, particularly health poverty among children aged between 2 and 4 years old. The analysis shows that the percentage of children in health poverty increased significantly between 2007 and 2012. In 2007, there were 40.5 percent of children in the most difficult areas who were considered to be health poverty; and the percentage increased to nearly 54 percent in 2012 (the change is statistically significant). This increase in the health poverty rates of children in the most difficult communes mainly attributed to the sharp increase in health poverty rate among ethnic minority children (nearly 15 percentage points); while the health poverty rate of Kinh children also increased modestly but the change was not statistically significant. From regional perspective, the health poverty rates among some main ethnic minority groups in Northwest rose sharply between 2007 and 2012. Specifically, the highest increase was observed in Dao group (rising by 29.3 percentage points), and followed by H'Mong (25.6 percentage points), and finally the Thai group (23.8 percentage points). All three of them are ethnic minority groups residing mainly in the North West, therefore, the calculation results at the bottom of the table indicates that the health poverty rate increased most rapidly in that region.

Table 2.3 Poverty in the Domain of Healthcare (unit: %)

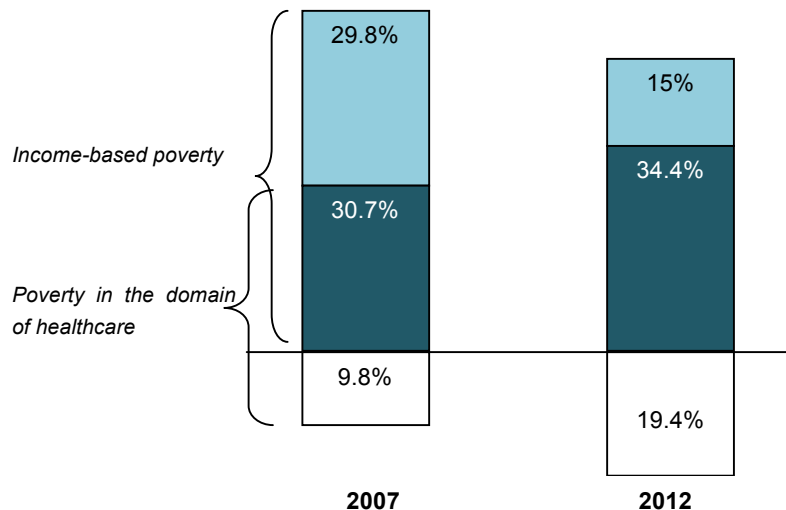
	2007	2012	Difference
Average	40.5	53.8	13.3***
Ethnicity			
Kinh	40.9	48.1	7.2
Ethnic minorities	40.4	55.3	14.9***
Tay	41.4	35.0	-6.4
Thai	29.9	53.8	23.8***
Muong	31.0	44.3	13.3
Nung	40.3	44.0	3.7
H'Mong	55.4	81.1	25.6***
Dao	39.0	68.3	29.3***
Other EMs in the Northern areas	31.3	73.0	41.6***

Bana	61.8	60.7	-1.2
H're	10.8	32.2	21.5
Co Tu	60.7	36.2	-24.4
Other EMs in the Central Highlands	23.5	34.7	11.2
Khmer	25.3	52.1	26.8
Others	54.2	43.7	-10.5
Geographic region			
Red River Delta	32.5	59.6	27.0
Northeast	50.7	58.5	7.8**
Northwest	38.8	59.2	20.4***
North Central Coast	36.6	51.5	14.8**
South Central Coast	26.6	34.1	7.6
Central Highlands	31.5	36.2	4.6
Southeast	71.9	38.2	-33.7**
Southwest	26.4	58.3	32.0**
Household income-based poverty status			
Non-poor	32.9	48.9	15.9***
Poor	45.4	58.8	13.4***
Child gender			
Male	38.5	52.7	14.3***
Female	42.6	54.9	12.3***

Note: as in Table 2.1

Figure 2.3 shows the comparison between child income poverty and child health poverty. The results show that percentage of children suffering from both health care and income poverty increased slightly from 30.7 percent to 34.4 percent (an increase of about four percentage points). Notably, the percentage of children living in income poverty but in health poverty increased significantly over time. In 2007, there were approximately 9.8 percent of children considered to experience income poverty but not poverty in the domain of health. To 2014, that figure doubled to 19.4 percent. Thus, if the income-based poverty is used to measure the poverty of children so as to provide access to medical support, then nearly one fifth of children in 2012 (those who were poor in terms of health care service, thus, should be provided with medical supports; however, they were not entitled to support because they were not income-poor children) would be omitted from the policy coverage.

Figure 2.3 Income-based Poverty vs. Poverty in the Domain of Healthcare



Note:

- (i) The dark rectangle on the top shows percentage of children being in income poverty and not being in health poverty;
- (ii) The dark rectangle in the middle shows percentage of children being in income and health poverty;
- (iii) The white rectangle at the bottom shows percentage of children not being in income poverty and poor in terms of health.

The reason for the upward trend of poverty in the domain of healthcare raises a major question to the research team, especially in consideration of the Government’s determination and policies in ensuring access of to health care services among poor and ethnic minority households between 2007-2012 (as will be analyzed in Chapter 4 of this report). As can be seen in Table A2.2, Appendix 2, the percentage of children with health insurance remained at a very high level at 94 percent between 2007 and 2012. However, there was a difference between Kinh children and ethnic minority children, where the proportion of Kinh children with health insurance declined by 10.2 percentage points between 2007 and 2012. During the same period, as mentioned above, the average household income in the most difficult communes significantly improved. Generally, when household income improves, the family will spend more for their children to access social services. The final impact evaluation of P135-II, IRC, CEMA, and UNDP (2013) presents a number of indicators showing positive progress in access to health care services in the most difficult communes. Nevertheless, the

calculation using actual data shows that child health poverty increased significantly over time.

The methodology used to measure health poverty may partially be attributed to this result. In the absence of detailed information on the health and nutrition situations of children, we assume that if children aged between 2 and 4 years old (whose frequency of sickness is often higher than the older age groups) and did not go to the medical facility within the past 12 months shall be considered as being in health poverty. This assumption is also used in the previous studies about the child health poverty. However, this assumption is quite misleading because there is the possibility that healthy children might have not needed to use health care services in the previous 12 months and had been considered as being in health poverty. Another possibility is that some children did not go to a health facility but were treated at home when they are sick, and thus, were also classified as being in health poverty. With the availability of data from the survey of Program 135- II, this measurement problem is not addressed thoroughly due to the absence of detailed and suitable information on health conditions of children. Given such conditions, tracing the cause of the increase in the health child poverty rate should require further studies.

II.3. Shelter

Table 2.4 shows the results on poverty in the domain of shelter (or shelter poverty), revealing that the percentage of children in shelter poverty fell by 23.6 percentage points (from 60 percent to 36 percent) between 2007 and 2012. The rate of reduction in shelter poverty among children from ethnic minorities was the same as among the children from the majority both decreased by 23.9 percentage points). However, there was still a large gap between shelter conditions between ethnic minority and Kinh children. Specifically, while 23 percent of Kinh children experienced shelter poverty, this rate of ethnic minority groups was nearly 40 percent in 2012.

The rates of poverty in the shelter domain plunged between 2007 and 2012 among different minority groups, particularly for Tay ethnic group (39.8 percentage points) and H're (35.8 percentage points). Shelter conditions for children of other ethnic groups such as the Tay, Muong, Nung, Dao, and other groups in the Central Highlands were improved, growing at higher pace than the average in general. Notably, the shelter conditions for children of Thai, H'Mong, Khmer have also been improved but at a significantly lower rate than the average between 2007 and 2012.

In terms of geographical regions, most significant improvements in the conditions of shelter were found in the Northwest and Central Highlands. There the rates of shelter poverty decreased by 27 percent and 32.8 percentage points after five years, respectively. Since most of ethnic minority groups reside in these two regions in Vietnam, the improvement in the shelter conditions of children in those areas certainly leads to significant improvements in the shelter conditions for the most difficult areas in general. Another encouraging result is that the improvement in the shelter conditions of children in poor households is higher than those of non-poor households. In addition, the bottom of Table 2.4 also shows that both male and female children experienced a significant improvement in conditions of shelter.

Table 2.4 Poverty in the Domain of Shelter (unit: %)

	2007	2012	Difference
Average	59.7	36.2	-23.6***
Ethnicity			
Kinh	46.9	22.9	-23.9***
Ethnic minorities	63.6	39.8	-23.9***
Tay	54.6	14.8	-39.8***
Thai	58.0	40.1	-17.9***
Muong	42.9	13.7	-29.2***
Nung	44.4	17.3	-27.2***
H'Mong	76.5	63.7	-12.8***
Dao	76.6	49.7	-27.0***
Other EMs in the Northern areas	85.8	53.3	-32.6***
Bana	44.5	14.3	-30.3***

	2007	2012	Difference
H're	48.2	12.4	-35.8***
Co Tu	60.6	57.4	-3.1
Other EMs in the Central Highlands	51.2	17.8	-33.4***
Khmer	77.5	59.1	-18.4***
Others	51.7	33.4	-18.3***
Geographic region			
Red River Delta	4.1	0.0	-4.1
Northeast	62.2	36.7	-25.6***
Northwest	67.9	40.9	-27.1***
North Central Coast	40.0	36.4	-3.6
South Central Coast	40.5	22.5	-18.1***
Central Highlands	46.5	13.7	-32.8***
Southeast	38.4	15.1	-23.3***
Southwest	74.2	56.7	-17.5***
Household income-based poverty status			
Non-poor	45.2	28.5	-16.7***
Poor	66.9	44.0	-22.8***
Child age group			
Ages 0-5	62.6	34.0	-23.5***
Ages 6 - 10	61.6	39.8	-17.6***
Ages 11 -15	55.5	35.0	-20.5***
Child gender			
Male	59.1	35.5	-23.5***
Female	60.4	36.8	-23.6***

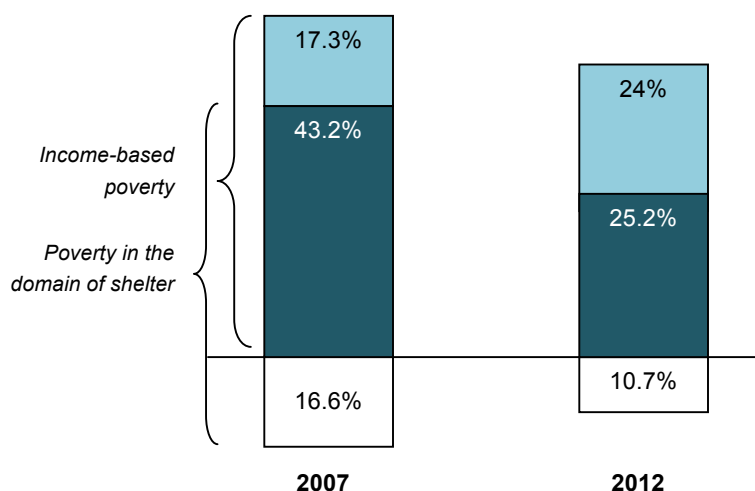
Note: as in Table 2.1

There are many reasons for the significant improvement of shelter for children in the most difficult communes.

Table A2.3 in Appendix 2 gives detailed results on the proportions of children living in households with permanent house and electricity. The proportion of children living in permanent houses increased from 60.7 percent in 2007 to 76 percent in 2012. At the same time, the proportion of households having access to electricity also increased significantly between the two years by nearly 17 percentage points. Table 2.4 provides additional evidence that the improvement in shelter conditions via a set of asset indicators (including television, telephones, motorcycles, and electric stove). The results indicate that for all types of assets, the level of household ownership increased significantly between 2007 and 2012. These findings are consistent with previous studies (such as Oxfam and ActionAid, 2011) .

In Figure 2.4, a modified type of Venn diagram is used to make comparisons between income and shelter poverty. It is found that the overlap of income poverty and shelter poverty is quite large. It is worthwhile noting that the proportion of children not being in both shelter and income poverty significantly reduced over time (from 43.2 percent in 2007 to 25.5 percent in 2012). However, this Venn diagram makes two noteworthy findings. Firstly, the proportion of children in shelter poverty but not in income poverty fell from 16.6 percent to 10.7 percent. This implies that nearly 5 percent of children not in income poverty had improved shelter conditions between 2007 and 2012. Therefore, if we only use income to identify the beneficiaries on shelter support policies, these children would be excluded (because these children needs shelter improvement but they are living in non-poor households in terms of income). Secondly, the proportion of children in income poverty but not in shelter poverty increased from 17.3 percent to 24 percent. This implies that conditions of shelter improved for nearly seven percent of children being in income poverty between 2007-2012. Once again, the comparison between the shelter poverty and income poverty in this Venn diagram suggests the necessity of having policies that aim to children not being in income poverty but being in shelter poverty.

Figure 2.4 Income-based Poverty vs Poverty in the Domain of Shelter



Note:

- (i) The dark rectangle on the top shows percentage of children being in income poverty and not being in shelter poverty;
- (ii) The dark rectangle in the middle shows percentage of children being in both income and shelter poverty;
- (iii) The white rectangle at the bottom shows percentage of children not being in income poverty and being in shelter poverty.

II.4. Water and Sanitation

Poverty in the domain of water and sanitation as calculated in Table 2.5 suggests that the proportion of children experiencing deprivation in the domain of water and sanitation fell by 11 percentage points between 2007 and 2012, and this change was statistically significant. Table A2.5 in Appendix 2 implies that the reduction came from the significant increase in the percentage of children using sanitary latrines, while the percentage of children with access to safe drinking water was almost unchanged during this period. Specifically, the percentage of children living in households with sanitary latrines increased from 10 percent to 30 percent. Meanwhile, the proportion of children in households using safe drinking water remained at a similar level of around 49 percent in 2012.

When analyzing the poverty rate in terms of access to safe drinking water and sanitation, the results in Table 2.5 show remarkable findings. In terms of ethnicity, the level of improvement in access to safe drinking water and

sanitation for Kinh children (20 percentage points) was significantly higher than that for ethnic minority children (8.8 percentage points). In particular, children from Khmer group have experienced the most significant reduction of 30.3 percentage points in water and sanitation poverty rate; while the corresponding figures for children in Muong, Tay and other ethnic minorities in the Central Highlands were respectively 23.5 and 15 percentage points. The data in Table A2.5 of Appendix 2 also show an increase in the proportion of children with access to sanitary latrines, resulting in a decrease in the poverty in safe drinking water and sanitation of ethnic groups. It should be noted that deprivation in safe drinking water and sanitation among Dao, H'Mong, Thai and the other groups were lower than the average rate.

Furthermore, access to hygiene water of children of non-poor households improved faster than that of poor households. In 2007, children in all regions generally had good access to safe drinking water and hygiene sanitation. However, after five years, the pace of progress was faster in the South than in the North. Therefore, by the end of 2012, deprivation in safe drinking water and sanitation in the South was significantly lower than that in the North (see Table A2.5 in Appendix 2 for more details).

Table 2.5 Poverty in the Domain of Safe Drinking Water and Sanitation (unit: %)

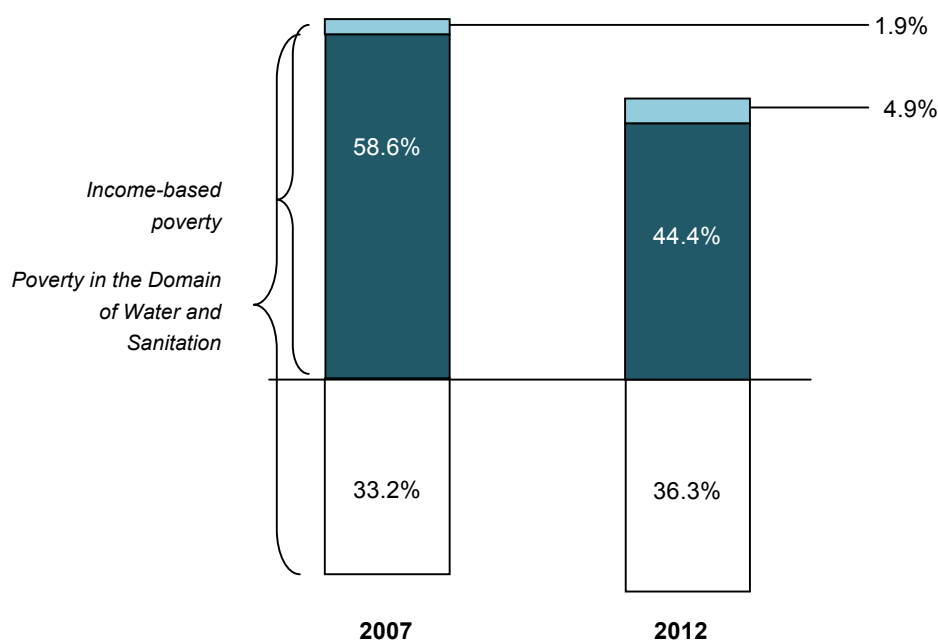
	2007	2012	Difference
Average	91.8	80.9	-10.9***
Ethnicity			
Kinh	77.3	57.1	-20.2***
Ethnic minorities	96.2	87.4	-8.8***
Tay	95.3	80.5	-14.8***
Thai	97.1	92.7	-4.4***
Muong	89.0	65.5	-23.5***
Nung	97.1	86.0	-11.1***
H'Mong	99.9	99.1	-0.7***
Dao	98.7	95.7	-3.0***
Other EMs in the Northern areas	100.0	97.3	-2.7***
Bana	100.0	100.0	0.0
H're	99.9	99.5	-0.3
Co Tu	100.0	100.0	0.0
Other EMs in the Central Highlands	99.3	83.9	-15.4***

Khmer	82.6	52.3	-30.3***
Others	98.9	97.2	-1.7**
Geographic region			
Red River Delta	73.7	49.9	-23.7**
Northeast	95.1	84.1	-11.0***
Northwest	97.7	91.2	-6.6***
North Central Coast	88.9	84.5	-4.4**
South Central Coast	94.4	92.4	-2.0
Central Highlands	96.8	73.0	-23.7***
Southeast	77.5	61.4	-16.0***
Southwest	82.0	61.0	-21.1***
Household income-based poverty status			
Non-poor	85.3	71.9	-13.4***
Poor	96.8	90.1	-6.7***
Child age group			
Ages 0-5	91.7	79.4	-7.9***
Ages 6 – 10	93.2	83.3	-6.3***
Ages 11 -15	90.8	80.3	-10.5***
Child gender			
Male	91.7	81.0	-10.8***
Female	91.9	80.9	-11.0***

Note: as in Table 2.1

Figure 2.5 compares the income poverty with deprivation in access to safe drinking water and sanitation. The results show some remarkable findings. First, the child poverty rates in both income and access to clean water and sanitation decreased significantly from 58.6 percent in 2007 and 44.6 percent in 2012 (equivalent to 14 percentage points). Second, the proportion of children not being in income poverty but being in poverty in the access to safe drinking water and sanitation tended to increase slightly (about three percentage points) and remained high (nearly 36 percent in 2012). As for this group of children, if poverty was measured by income, support policies with regard to access to safe drinking water and sanitation would not define them as beneficiaries (while they were poor in accessing to safe drinking water and sanitation). Third, the percentage of children being in income poverty but not in poverty in safe drinking water and sanitation was not significant (only about two percent in 2007 and nearly five percent in 2012). Therefore, it is most likely that for children living in the most difficult areas, if they are in income poverty, they are also found in poverty in the domain of safe drinking water and sanitation.

Figure 2.5 Income-based Poverty v. Poverty in the Domain of Water and Sanitation



Note:

- (i) The dark rectangle on the top shows percentage of children being in income poverty in and not being in poverty in safe drinking water and sanitation;
- (ii) The dark rectangle in the middle shows percentage of children being in both income poverty and safe drinking water and sanitation;
- (iii) The white rectangle at the bottom shows percentage of children not being in income poverty and being in poverty in safe drinking water and sanitation.

II.5. Child Labour

Table 2.6 presents deprivation in the domain of child labour between 2007 and 2012. The rate fell by 27.1 percent from 2007 to 13.8 percent in 2012 (nearly 13 percentage points). Clearly, improvements in income and other aspects of children's lives (as discussed above) play an important role in reducing the incidence of child labour in the early years. Edmonds (2005) using data from VHLSS also indicates the decrease in child labour; in addition, the author stressed that approximately 80 percent of this decrease are attributed to improvements in the living conditions of households. However, as indicated in

Table A2.6, although the proportion of children engaged in child labour fell, the average number of working days 4.7 days a month in 2007, and increased to 6.1 days a month in 2012.

Table 2.6 Poverty in terms of Children Engaged in Child Labour (unit: %)

	2007	2012	Difference
Average	27.1	13.8	-13.3***
Ethnicity			
Kinh	11.1	4.8	-6.3***
Ethnic minorities	31.9	16.4	-15.5***
Tay	33.9	6.8	-27.1***
Thai	26.7	13.7	-13.0***
Muong	16.8	8.5	-8.3**
Nung	33.4	9.0	-24.4***
H'Mong	44.6	27.0	-17.6***
Dao	37.9	19.8	-18.1***
Other EMs in the Northern areas	57.8	19.6	-38.2***
Bana	21.1	22.2	1.1
H're	57.8	20.1	-37.7***
Co Tu	21.1	3.0	-18.0***
Other EMs in the Central Highlands	23.4	20.8	-2.6
Khmer	17.9	5.6	-12.2*
Others	17.1	20.5	3.5
Geographic region			
Red River Delta	13.6	0.0	-13.6
Northeast	34.9	17.6	-17.3***
Northwest	40.1	14.0	-26.1***
North Central Coast	17.5	15.5	-2.0
South Central Coast	31.8	11.2	-20.6***
Central Highlands	18.4	17.9	-0.4
Southeast	12.5	9.0	-3.5
Southwest	8.0	3.8	-4.2
Household income-based poverty status			
Non-poor	23.0	13.5	-9.5***
Poor	31.5	14.2	-17.3***
Child age group			
Ages 6 – 10	8.7	4.0	-4.7
Ages 11 -15	42.8	22.7	-20.1***
Child gender			
Male	28.0	14.0	-14.0***
Female	26.2	13.6	-12.5***

Note: as in Table 2.1

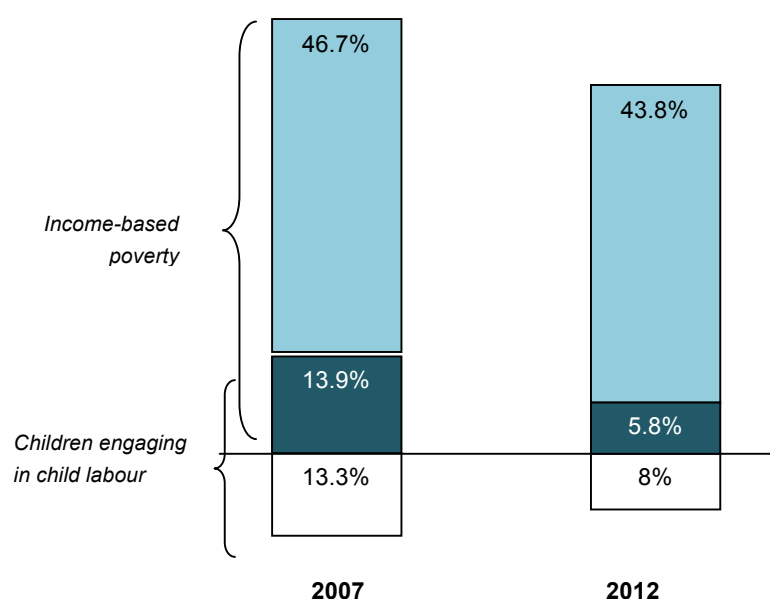
Comparing poverty rate in terms of children engaged in child labour amongst various ethnic groups, the results show that the rate ethnic minority children engaged in child labour fell rapidly during the period 2007-2012 (from 27 percent to almost a half - 13.8 percent). However, the rate of ethnic minority children engaged in child labour was nearly 3.8 times higher than that of Kinh children. It should be noted that the proportion of ethnic minority children working at 16.4 percent is higher than the world average (11 percent according to the ILO, 2013). Among ethnic minority groups, there are some groups experiencing high rate of reduction in children engaged in child labour. The rates of reduction in child labour for H're, Tay and Nung were very high at, respectively, 37.7 percent, 27.1 percent, and 24.4 percent. In particular, there were some ethnic minority groups with poverty rate in terms of children engaged in child labour almost unchanged such as Bana and other ethnic groups in the Central Highlands.

Although the percentages of child labour declined in both poor and non-poor households, the pace of reduction was higher in the poor households than that in the non-poor households. Specifically, the reduction in the rates of children being engaged in child labour fell by 17.3 percent and 9.5 percentage points for the non-income poor and income poor households between 2007 and 2012, respectively. Thus, until 2012, there were no significant differences in poverty rates in child labour between these two groups. By age groups, the result indicates that the proportion of children between 6 and 10 years engaged in child labour remained unchanged over time. Meanwhile, the proportion of children between 11 and 15 engaged in child labour fell by 20.1 percent between 2007 and 2012. There was no significant gender difference, both at nearly 14 percent, and followed the same declining trend between 2007 and 2012.

Figure 2.6 compares presents a comparison between child income poverty and poverty rate in terms of children engaged in child labour. The results suggest that the proportion of children engaged in child labour and that of experiencing income poverty declined nearly 14 percent and 5.8 percent between 2007 and 2012. The percentage of income poor children but not having to work was high (43.8 percent, which fell by three percentage points compared with 2007). The high rate of children in income poverty and not working is positive because they do not

have to work, given the difficult economic conditions, and they can go to school as well enjoy other child rights.

Figure 2.6 Income-based Poverty vs. Poverty in the Domain of Child Labor (unit: %)



Note:

- (i) The dark rectangle on the top shows percentage of children being in income poverty and not being in poverty in terms of engaging in child labour;
- (ii) The dark rectangle in the middle shows percentage of children being in poverty in terms of both income and children engaged in child labour;
- (iii) The white rectangle at the bottom shows percentage of children not being in income poverty and being in poverty in terms of children engaged in child labour.

II.6. Social Inclusion

Table 2.7 presents the analysis of deprivation in the domain of social inclusion, using the methodology outlined in Chapter 1 that makes references to two indicators. The analysis show that the proportion of children being affected in the domain of social inclusion was very high. In 2007, the percentage of children being affected in the domain of social inclusion was 53.3 percent. This rate increased to 61.6 percent in 2012 (corresponding to an increase of 8.3 percentage points between 2007 and 2012). Table A2.7 in Appendix 2 suggests that this increase might be associated with the eight-percentage-point increase of children in the most difficult communes having poor ability to use Vietnamese language outside their households. Meanwhile, the proportion of children living in a family with household head or spouse being unable to work remained almost unchanged (at

approximately three percent). Thus, the increase in the number of children with poor ability to use Vietnamese is the main factor contributing to be the reason for the increase in child poverty rate in terms of social inclusion. This is an alarming finding because it suggests that education in the most difficult communes might not have addressed effectively ethnic minority children's Vietnamese proficiency.

Because proficiency in Vietnamese is the main factor leading to the increase of child poverty rate in terms of social inclusion, it is understandable to observe that the proportion of Kinh children experiencing deprivation in the social inclusion domain remained unchanged over the five year period. Meanwhile, the proportion of ethnic minority children experiencing deprivation in the social inclusion domain increased by 8.6 percentage points (from 68 percent to 78.6 percent) and stayed at a very high level. Particularly, deprivation in the domain of social inclusion were very high in some ethnic minority groups, such as H'Mong at nearly 93 percent. This proportion was also found to be rather high among children of ethnic minority groups in the Central Highlands. As discussed in Chapter 1, many previous studies have stated that social inclusion is an important factor affecting the living standards of ethnic minority children in the future. The findings point out the necessity for a policy to enhance the Vietnamese proficiency for ethnic minority children in the most difficult areas.

Table 2.7 Poverty in the Domain of Social Inclusion (unit: %)

	2007	2012	Difference
Average	53.3	61.6	8.3***
Ethnicity			
Kinh	4.1	5.5	1.5
Ethnic minorities	68.2	76.8	8.6***
Tay	37.3	42.4	5.1*
Thai	63.1	82.1	19.0***
Muong	40.4	64.1	23.8***
Nung	61.2	49.6	-11.6**
H'Mong	86.5	93.0	6.5***
Dao	68.6	82.2	13.6***
Other EMs in the Northern areas	83.1	84.5	1.4
Bana	88.9	90.5	1.5
H're	16.3	94.9	78.6***
Co Tu	70.5	76.7	6.2
Other EMs in the Central Highlands	90.7	83.4	-7.3***
Khmer	81.2	65.6	-15.6**

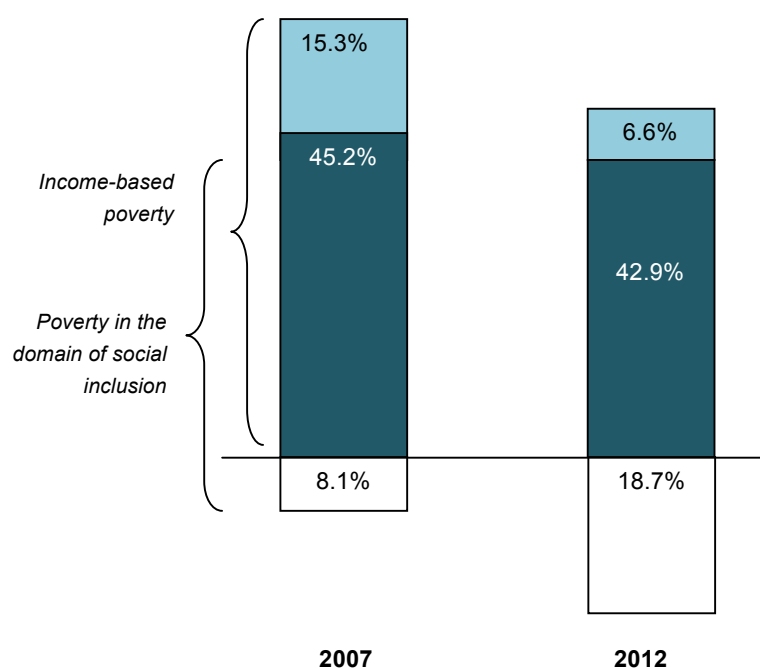
Others	66.2	87.2	21.0***
Geographic region			
Red River Delta	2.7	20.4	17.7***
Northeast	55.9	64.9	9.1***
Northwest	73.2	77.4	4.2**
North Central Coast	50.2	63.8	13.6***
South Central Coast	31.9	62.5	30.6***
Central Highlands	72.7	61.9	-10.8***
Southeast	34.5	37.2	2.7
Southwest	40.1	33.3	-6.8
Household income-based poverty status			
Non-poor	40.7	52.2	11.4***
Poor	65.0	71.2	6.3***
Child age group			
Ages 0-5	56.4	67.7	11.9***
Ages 6 – 10	56.2	60.6	6.9***
Ages 11 -15	48.1	56.6	8.5***
Child gender			
Male	53.2	61.9	8.8***
Female	53.5	61.3	7.8***

Note: as in Table 2.1

The comparison between income poverty and deprivation in the social inclusion domain is summarized in Figure 2.7. The first point to note is that the percentage of children experiencing income poverty and deprivation in the social inclusion domain was very high and there were no significant changes made. In 2012, there were up to nearly 43 percent of children in the most difficult communes affected by both domains. The number of children in income poverty but not experiencing deprivation in the social inclusion domain accounts for merely a modest proportion and tends to decrease over time. In 2007, over 15 percent of children were classified as being in income poverty but not in terms of social inclusion. By 2012, this figure dropped to about 6.6 percent (equivalent to a decrease of 7.4 percentage points). Notably, the percentage of children not in income poverty but experiencing deprivation in the social inclusion domain tends to increase over time (from eight percent in 2007 to 18.7 percent in 2012). In other words, even children of families with incomes above the poverty level could still experience deprivation in the social inclusion domain. In 2012, the ratio

of children not being in income poverty but being poor in terms of social inclusion was nearly 1:5.

Figure 2.7 Income-based Poverty vs. Poverty in the Domain of Social Inclusion



Note:

- (i) The dark rectangle on the top shows percentage of children being in income poverty and not being poverty in terms of social inclusion;
- (ii) The dark rectangle in the middle shows percentage of children being in poverty in both income and social inclusion;
- (iii) The white rectangle at the bottom shows percentage of children not being in income poverty and being poverty in terms of social inclusion.

II.7. Multidimensional Child Poverty

Part II.1 to II.6 above have presented the analysis on each individual domain in the multidimensional poverty approach. This last part aggregates the analysis of individual domains to calculate a composite indicator on multidimensional child poverty. In accordance with the method presented in Chapter 1, a child is defined as experiencing multi-dimensional poverty if he/she is deprived in at least 2 out of 6 domains.

Table 2.8 presents the result of the composite multidimensional child poverty index. The percentage of children in most difficult areas experiencing multidimensional child poverty is very high. In 2007, as many

as 81.4 percent of children in these areas were found to experience multidimensional poverty. In 2012, this percentage dropped by 11.5 percentage points, yet still remained very high at nearly 70 percent. Notably, this multidimensional poverty rate was significantly higher than the income poverty rate of 49.2 percent in the same year of 2012.¹³ After more than a decade of implementing two phases of the program 135 and many particular policies for the most difficult areas with high concentration of ethnic minority groups, nearly two thirds of the children in these areas still living in multidimensional poverty. .

Table 2.8 Multidimensional Child Poverty in 2007 and 2012

	2007	2012	Difference
Average	81.4	69.9	-11.5***
Ethnicity			
Kinh	55.5	28.9	-26.6***
Ethnic minorities	89.3	81.1	-8.2***
Tay	81.2	50.4	-30.9***
Thai	86.9	87.2	0.3
Muong	70.6	56.3	-14.3***
Nung	86.0	62.7	-23.3***
H'Mong	96.9	97.3	0.4
Dao	93.2	89.4	-3.8**
Other EMs in the Northern areas	97.2	92.2	-5.1***
Bana	93.5	96.5	3.0
H're	78.3	97.8	19.5***
Co Tu	90.8	93.0	2.2
Other EMs in the Central Highlands	95.3	77.5	-17.9***
Khmer	88.4	73.3	-15.1***
Others	92.7	92.0	-0.7
Geographic region			
Red River Delta	25.7	27.7	2.0
Northeast	85.3	70.0	-15.3***
Northwest	90.3	81.8	-8.5***
North Central Coast	70.9	73.1	2.1
South Central Coast	69.7	71.9	2.2
Central Highlands	83.9	61.1	-22.8***
Southeast	63.9	48.9	-15.0**

¹³ Table A2.8 in Appendix 2 presents deprivation index of at least one amongst 6 domains of poverty based on multidimensional poverty approach. The table shows that most of children in the most difficult communes deprive at least one domain. Particularly, the percentage of children depriving one dimension in 2007 was 95.5 percent, reducing to 90.5 percent in 2012.

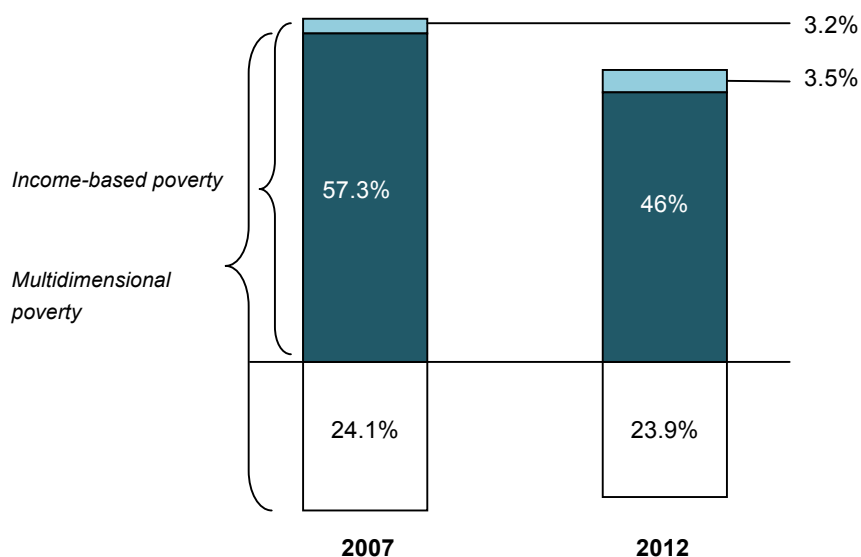
Southwest	80.6	61.7	-18.9***
Household income-based poverty status			
Non-poor	69.1	60.7	-8.4***
Poor	89.5	79.3	-10.2***
Child age group			
Ages 0-5	81.8	70.4	-5.5***
Ages 6 – 10	82.4	69.0	-8.8***
Ages 11 -15	80.3	70.4	-9.9***
Child gender			
Male	81.6	69.6	-12.0***
Female	81.3	70.3	-11.0***

Note: as in Table 2.1

Results show significant differences between multidimensional poverty indicators among children of Kinh and ethnic minority in the most difficult communes. In 2007, as many as 89.3 percent of ethnic minority children and 55.5 percent Kinh children were experiencing multidimensional poverty, with a gap of almost 45 percentage points). In 2012, the rate of multidimensional child poverty among Kinh people decreased rapidly to nearly 29 percent (with a decline of 26.6 percentage points, or nearly 5 percentage points per year). Although the poverty rate of ethnic minority children also decreased between 2007 and 2012, the rate of reduction is slow, just at 8.2 percentage points over five years, and remaining very high at 81 percent. While multidimensional child poverty among some minority groups such as Tay, Nung, H're have decreased faster than the average, no significant improvements have been observed among the other minority groups such as H'Mong group, Dao, Bana, Co Tu and some others in the North. While the poverty rate of children in the most difficult communes decreased between 2007 and 2012, the reduction in poverty rate among ethnic minority children is much slower than that of Kinh children. The fact that 81 percent of ethnic minority children was found in multidimensional poverty calls for further efforts to improve living standards of children in the ethnic minority areas, especially given that human resources development is one of the decisive factors in the long-term development for ethnic minority groups. Figure 2.8 compares the proportion of multidimensional child

poverty and that of income poverty. Firstly, it should be noted that most children who experience income poverty also experience multidimensional poverty. In 2007 and 2012, only about 3 percent of children experienced income poverty but not multidimensional poverty. However, a quarter of the children in the most difficult communes are in multidimensional poverty but not in income poverty. If traditional income poverty is used as the only measure of child poverty and a basis to identify poor children for targeted policies, almost a quarter of children who should have been eligible beneficiaries would be excluded. This again suggests that the application of traditional income approach to poverty can exclude ethnic minority children.¹⁴

Figure 2.8 Multidimensional Poverty vs. Income-Based Poverty



Note:

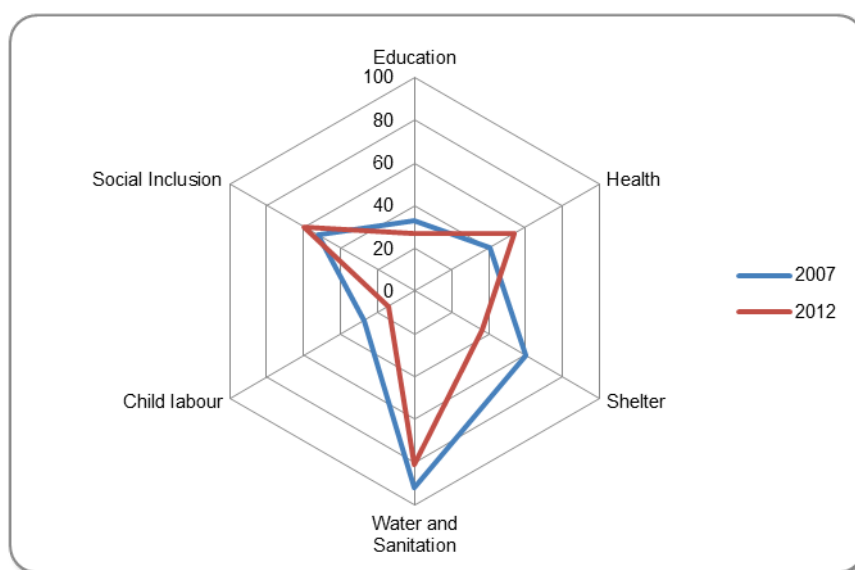
- (i) The dark rectangle on the top shows percentage of children being in income poverty and not being in multidimensional poverty;
- (ii) The dark rectangle in the middle shows percentage of children being in both income and multidimensional poverty;
- (iii) The white rectangle at the bottom shows percentage of children not being in income poverty and being in multidimensional poverty.

Figure 2.9 reflects the changes with respect to individual domains of multidimensional child poverty measurement between 2007 and 2012 . It indicates that child poverty in the domains of education, shelter, water and

¹⁴ Other indicators on the multidimensional child poverty: Child poverty gap (CPG) and Child poverty intensity (CPIT) are presented in Table A2.9 in Appendix 2.

sanitation, and being engaged in child labour have decreased over time. Such reduction is most pronounced in the domains of shelter and being engaged in child labour. As discussed earlier, the change in the child poverty rates in the domain of education is not statistically significant and hence does not actually mean any materialized improvements in this domain. On the other hand, it is noted that the child poverty rates in the domains of healthcare and social inclusion tend to increase between 2007 and 2012, especially in the domain of healthcare. The differences in changes across the domains of child poverty have caused a reduction in the multidimensional child poverty index (as highlighted earlier). This suggests an important note that when analysing poverty using a multidimensional approach, it is important to take into account changes across different domains of poverty.

Figure 2.9 Temporal Comparison of Child Poverty across Different Domains



In summary, the analysis in Chapter 2 provided an overview multidimensional child poverty among ethnic minority children, compared with the traditional income-based measurements in the most difficult areas with high concentrations of ethnic minorities. The analysis raises concerns around the well-being of ethnic minority children regardless of the approach. Although the multidimensional poverty rate among ethnic minority children declined, it still remains very high. The findings point towards improving

interventions to reduce poverty for ethnic minority children. The main findings of this chapter also indicate that policy interventions for child poverty reduction would be one-sided if we only use the income-based approach.

Chapter 3 – Determinants of Multidimensional Child Poverty

The previous chapter described the trends in multidimensional child poverty among the ethnic minority children between 2007 and 2012. This chapter provides further insights on the determinants of multidimensional child poverty, its dynamics, and especially regarding the potential effects of multidimensional child poverty on outcomes of child development, using the econometric models outlined in Chapter 1, Section II.2. The analysis of empirical results from estimating these econometric models will be the focus this chapter. Technical discussions (e.g. estimation method, specification tests, diagnostics tests of these econometric models) are not discussed here for brevity and simplicity. By focusing on the key determinants of multidimensional child poverty, it is expected that the study could indicate priorities for child poverty reduction efforts.

I. Determinants of Multidimensional Child Poverty

I.1 Determinants of Multidimensional Child Poverty

To evaluate the factors affecting multidimensional child poverty, this section highlights the results of the estimation obtained from regression equation [1] and [2] outlined in Chapter 1. When OLS is applied for equation [1], the dependent variable is the multidimensional poverty index; Probit is then applied for equation [2] where the dependent variable is defined as a discrete variable (e.g. equal to 1 if a child is multi-dimensionally poor and 0 otherwise). Table 3.2 provides the estimation results. To keep the analysis simple, the interpretation of the coefficient estimates will be made only on those of important variables. It is important to note that most of the

coefficient estimates are well determined and in line with the expected effects. The power of explanation (as reflected in the goodness of fit captured by R^2 or Pseudo R^2) is relatively high compared to cross-sectional estimation standards. This gives a confidence in the estimates and the interpretation reported in this section.

The estimation in Table 3.1 shows the effects of many determinants of multidimensional child poverty in the ethnic minority areas. Most notably, ethnicity was found as a very important driver of multidimensional poverty. Ethnic minority children are considerably more likely to be deprived in multiple aspects. On average and *ceteris paribus*, the probability of a child living in a Kinh-headed household being multi-dimensionally poor is lower than that of an ethnic minority child by between 25 to 48 percentage points (in 2007 and 2012, respectively). Educational attainment levels of household heads are also found to be an important determinant of child poverty. For instance, the probability of being multidimensionally poor of a child living with a household head having upper secondary education or above is lower than that of a child whose household heads having no education by an order of nearly percentage points in 2012 (and 15 percentage points in 2007). Household size also exerts some effect on child poverty. The estimates suggest that having one more person in the household makes the probability of children in that household being poor by one to three percentage points higher depending on the year under consideration. Effects of landholding on child poverty was not found consistent across years or approaches of estimation. While having irrigated cropland reduces the probability of children deprived in multiple aspects, the effect of forestry land was not statistically significant from zero.

Access to infrastructure and facilities are generally found to reduce child poverty. For instance, children living in communes with road are less likely to be multidimensionally poor than those in the commune without this access by between four to 10 percentage points, on average and *ceteris paribus*. In addition, access to electricity grid, having traditional occupations at the

villages, having village cultural houses, and markets were reported to reduce child poverty. In terms of regions, compared to the North Central Coast, children in the ethnic minority areas in the South Central Coast and Southeast are less likely to be multidimensionally poor. But effects of other regions on child poverty are not stable across the five years under consideration and the cross-sectional approaches used in this estimation.

Table 3.2 Determinants of Multidimensional Child Poverty – Cross Sectional Estimates

Independent variables	OLS estimation		Probit estimation	
	2007	2012	2007	2012
Household-level characteristics				
Household head is Kinh	-0.715***	-0.854***	-0.246***	-0.488***
Age of household head	0.0162***	-0.00714	-0.00555***	-0.00650***
Age of household head squared (/1000)	-0.187***	0.0634	0.0484***	0.0625***
Primary school education	-0.339***	-0.442***	-0.0912***	-0.145***
Lower-school education	-0.506***	-0.498***	-0.132***	-0.178***
Upper-school education and above	-0.531***	-0.584***	-0.153***	-0.235***
Household size	0.0261***	0.0493***	0.0098***	0.0264***
Area of annual land	0.0140*	0.0149***	0.00059	0.0065***
Area of perennial land	-0.00423	-0.0235**	0.000366	-0.0160***
Area of forest land	0.00058	0.0021	0.0008	0.0021
Percentage of irrigated annual land	-0.00240***	-0.0006***	-0.00044***	-0.0002*
Commune-level characteristics				
Electricity	-0.0475	-0.129**	-0.0637***	-0.0969**
Car road	-0.191***	-0.354***	-0.0410***	-0.101***
Traditional occupations	-0.240***	-0.285***	-0.0835***	-0.102***
Cultural house	-0.317***	-0.450***	-0.0821***	-0.171***
Irrigation scheme	0.0271	0.129***	-0.0157**	0.0183*
Market	-0.212***	0.0376*	-0.0507***	0.00445
Regions (base: North Central Coast)				
Red River Delta	-0.352***	-0.179	-0.0595*	-0.0613
North East	0.227***	0.0204	0.0318***	-0.0610***
North West	0.171***	0.0340	0.0154	-0.0082
South Central Coast	-0.216***	-0.216***	-0.0951***	-0.0350*
Central Highlands	0.0357	-0.274***	0.0340***	0.0958***
South East	-0.0561	-0.367***	0.0419***	-0.0321
Mekong River Delta	0.105*	-0.222***	0.0675***	-0.0173
Observations	10369	9619	10.369	9.425
(Pseudo) R-squared	0.326	0.328	0.2680	0.2812

Notes: ***, **, and * refers to 0.01; 0.05; and 0.1 level of significance, respectively; marginal effects are reported for the Probit estimation; R-squared is reported for OLS while Pseudo R2 is reported for Probit.

Results in Table 3.2 are obtained by estimating equation [1] and [2] in Chapter 1 separately for 2007 and 2012. As discussed earlier, a panel of 7,207 children could be identified across these two years. Use of this panel allows an additional investigation of determinants of multidimensional child poverty by adding child poverty status in 2007 into equation [1] or [2] for the year 2012 to transform these into equation [3]. In this case, the poverty status in 2007 could be considered as an exogenous variable. The 2012 estimation results, using both OLS and Probit are reported in Table 3.3. Figures suggest that child poverty in 2007 have significant impact on children after five years. With regards to OLS estimates, it is reported that if a child was considered experiencing multiple forms of deprivation in 2007, the multidimensional child poverty index of that child would be higher than those of other children by an order of 0.38, on average and *ceteris paribus*. When using Probit estimation, the result suggest that if a child was considered experiencing multiple forms of deprivation in 2007, he or she could be more likely to experience multiple forms of deprivation in 2012 by an order of as high as 20 percentage points. In addition, it is noted that the coefficient estimates in this table are better determined than those reported in Table 3.2 but remain essentially the same in terms of signs and magnitude.

Table 3.3 Determinants of Multidimensional Child Poverty – Panel Estimates

	OLS estimation	Probit estimation
Multidimensional poverty in 2007	0.381***	0.199***
Household-level characteristics		
Household head is Kinh	-0.613***	-0.424***
Age of household head	0.00877*	-0.0006
Age of household head squared (/1000)	-0.0429	0.0170
Primary school education	-0.347***	-0.135***
Lower-school education	-0.319***	-0.142***
Upper-school education and above	-0.404***	-0.202***
Household size	0.0360***	0.0245***
Area of annual land	0.0134***	0.0057**
Area of perennial land	-0.0151	-0.0127*
Area of forest land	-0.00294	0.0006
Percentage of irrigated annual land	-0.000482*	0.0002

Commune-level characteristics		
Electricity	-0.241***	0.0934
Car road	-0.219***	-0.0929***
Traditional occupations	-0.199***	-0.102***
Cultural house	-0.213***	-0.173***
Irrigation scheme	0.148***	0.0296**
Market	0.0877***	0.0123
Regions (base: North Central Coast)		
Red River Delta	-0.136	0.0227
North East	-0.102***	-0.0704***
North West	-0.0355	-0.0290
South Central Coast	-0.187***	0.0587**
Central Highlands	-0.316***	-0.103***
South East	-0.408***	-0.0794**
Mekong River Delta	-0.213***	-0.0029
Observations	7.207	7.207
(Pseudo) R-squared	0.406	0.2940

Notes: ***, **, and * refers to 0.01; 0.05; and 0.1 level of significance, respectively; marginal effects are reported for the Probit estimation; R-squared and Pseudo R2 are reported for OLS and Probit estimation, respectively.

I.2 Dynamics of Multidimensional Child Poverty

As discussed in Chapter 1, the panel of 7.207 children available from the two surveys could be used to identify four outcomes child poverty dynamics, including poor in both 2007 and 2012 (P-P); poor in 2007 and non-poor 2012 (out of poverty, P-NP); non-poor in 2007 and poor in 2012 poverty (move into poverty) (NP-P); and not poor both 2007 and 2012 (NP-NP). The results of Table 3.4 show that on average, 70 percent of children in the most difficult communes were always experiencing multiple forms of deprivation in both 2007 and 2012. During this period, only 14 percent of children escaped multidimensional poverty and 6.2 percent of children fell into multidimensional poverty. Approximately 10 percent of children were always non-poor across these two years. Minor dynamics was observed with respect to multidimensional child poverty in the ethnic minority areas with approximately 20 percent either escaping poverty or falling into poverty. This finding on poverty dynamics raises a very important policy question: why there has been many policies and programs for poverty reduction of ethnic minorities in this period 2007-2012 but the majority of children in the

ethnic minority children did not experience significant improvements in their living standards (e.g. 70 percent of children remained poor in both 2007 and 2012). It should also be noted that while 14 percent of children were no longer poor, more than six percent of children in the ethnic minority areas fell into poverty. In this regard, the ‘net’ effect of the existing policies and programs for the ethnic minority areas is very modest.

Table 3.4 Multidimensional Poverty Dynamics Outcomes

	P-P	P-NP	NP-P	NP-NP
Child poverty dynamics	70.1 %	14 %	6.2 %	9.7 %
Red River Delta	0 %	0.4 %	2.1 %	3.1 %
North East	43 %	45.9 %	31.0 %	36.9 %
North West	26 %	22.6 %	18.8 %	15.3 %
North Central Coast	9 %	9.7 %	16.4 %	18.4 %
South Central Coast	7 %	6.1 %	22.4 %	7.2 %
Central Highlands	10 %	9.4 %	4.5 %	10.8 %
South East	2 %	2.4 %	0.2 %	4.2 %
Mekong River Delta	2 %	3.5 %	4.5 %	4.1 %

Table 3.5 presents estimation results (expressed in marginal effects) on the determinants of multidimensional child poverty dynamics, using the multinomial logit model as reflected in equation [3] in Chapter 1. Amongst household characteristics, ethnicity and educational attainment of household heads, household size appear to be the most important determinants of multidimensional child poverty dynamics. Children in Kinh-headed households are less likely to experience multidimensionally poverty in 2007 and 2012 by an order of 30 percentage points compared to those in ethnic minority-headed households, on average and *ceteris paribus*. The probability of children in Kinh-headed households escaping from poverty is 13,5 percentage points higher than that of children in ethnic minority-headed households. Notably, children in Kinh-headed households are more likely to be non-poor in both years by nearly 15 percentage points compared to those in ethnic minority-headed households. This re-affirms the finding reported earlier that ethnicity is found to be one of the key driver of multidimensional poverty and its dynamics.

Educational attainment levels of household heads are reported to be another important determinant of multidimensional poverty dynamics. Children living with heads of households with some formal educational qualification are less likely to be poor between 2007 and 2012; more likely to escape from poverty, and more likely to stay non-poor during these two years. For instance, the probability of children living with heads who had attained lower secondary education is 16 percentage point less likely to continue experiencing multiple forms of deprivation than that of children living with heads of households who had no formal academic qualifications. The effects of educational attainments of household heads are quite stable across different educational levels. With regards to household size, the results show a negative effect of household size on the probability of staying poor and a positive effect of this variable on the probability of escaping poverty or staying non-poor in the two years 2007 and 2012, on average and other things being equal.

Table 3.5 Determinants of Dynamics of Multidimensional Child Poverty

	P-P	P-NP	NP-P	NP-NP
Household head characteristics				
Household head is Kinh	-0.302***	0.135***	0.019***	0.147***
Age of household head	-0.008***	-0.002	0.004***	0.005***
Age of household head squared	0.07***	0.016	-0.033**	-0.052***
Primary school education	-0.127***	0.045***	0.025***	0.057***
Lower-school education	-0.16***	0.048***	0.038***	0.074***
Upper-school education and above	-0.139***	0.023*	0.037***	0.078***
Household size	0.029***	-0.017***	-0.002	-0.009***
Area of annual land	0.012***	-0.017***	0.003	0.002
Area of perennial land	-0.008	0.012***	-0.003	-0.001
Area of forest land	0.004**	-0.003	-0.002	0.001
Percentage of irrigated annual land	-0.001***	0.001***	0.0062***	0.0042***
Commune characteristics				
Electricity	-0.184***	0.124***	-0.022	0.083*
Car road	-0.076***	0.029***	0.011	0.035***
Traditional occupations	-0.135***	0.075***	0.027	0.033
Cultural house	-0.072**	-0.078***	0.108***	0.041
Irrigation scheme	-0.007	-0.014*	0.017***	0.003
Market	-0.03***	-0.012	0.021***	0.021***
Regions (Base: North Central Coast)				
Red River Delta	-0.127	0.083	0.045	-0.001

North East	-0.029*	0.062***	-0.042***	0.009
North West	-0.029*	0.05***	-0.019**	-0.002
South Central Coast	-0.038*	-0.05**	0.057***	0.031**
Central Highlands	-0.01	0.068***	-0.071***	0.014
South East	0.079**	0.04	-0.131***	0.012
Mekong River Delta	0.1***	0.011	-0.04***	-0.07***
Pseudo R2	0.2668			
Observations	7.207			

Notes: ***, **, and * refers to 0.01; 0.05; and 0.1 level of significance, respectively.

In terms of infrastructure at commune level, the estimation results of multinomial logit model show that almost all the infrastructure and facilities contribute to reduce the probability of children continuing to experience multiple forms of deprivation between 2007 and 2012 (with exception of irrigation scheme, on which the coefficient estimate is not statistically significant). For instance, children living in a commune with electricity reduces the probability of being poor in both years by 18 percentage points compared with those in a commune without electricity, on average and ceteris paribus. On the other poverty dynamics outcome, the effects of these community level variables are however mixed. For instance, access to electricity grid, car road, traditional occupations at villages increase the probability of children escaping from poverty but having cultural house, irrigation scheme are reported to have an opposite effects. Therefore, the roles of these community-level infrastructure and facilities on the on poverty dynamics is mixed.

II. Impacts of Multidimensional Poverty on Child Development

As discussed in Chapter 1, one of the key question in this study is to empirically examine how multidimensional child poverty could exert influence on child development. Table 3.6 presents the effects of household and community-level characteristics (of 2012), and multidimensional child poverty (of 2007) on one of the six outcomes relating to child development. It is noted that the estimation performed in this sub-section is made to empirically examine the impact of multidimensional child poverty on some

outcomes of child development. Therefore, the focus is placed on the coefficient estimates of Y_{it-1} in equation [5]. The coefficient estimates are generally well determined but the goodness of fit is relatively low compared to panel estimation standards. This warrants caution when interpreting the results.

Multidimensional child poverty in 2007 had a negative impact on the number of years of schooling in 2012 (column 1). Specifically, other things being equal, one point increase in the multidimensional child poverty in 2007, on average, decreases the number of schooling years of a child by nearly 20 percent in 2012. Hence, a multidimensional poor child in the initial year has had less opportunity of going to school compared with non-poor children. Meanwhile, a child experiencing multiple forms of deprivations may have to drop out early to work or his/her academic results are sufficient to continue education. This result shows a significant impact of multidimensional child poverty education in the subsequent years.

Child poverty in 2007 increases the prevalence of children engaging in child labour in 2012 (column 2). Specifically, a percent point increase in multidimensional child poverty in 2007 increases the probability of child labour in 2012 by around four percent points, on average and other things being equal. Thus, multidimensional child poverty increases the chances of engaging in child labour in the subsequent years. Compared to the effect on education, the effect of multidimensional child poverty on child labour is relatively moderate. However, it should be noted that engagement in child labour could imply negative effects on the other dimensions, such as schooling or healthcare. Therefore, the direct effect of child poverty on child labour could be moderate but there may be secondary implications.

With respect to the impact of multidimensional child poverty on children's health, no conclusion could be drawn from the analysis. In the first instance, when healthcare outcome is measured by the number of sick days in the last 12 months or a dummy of being sick in the last 12 months, the coefficient

estimates are not statistically significant. When a dummy of having medical treatment in 2012 (e.g. having serious illness that required treatment) is used as proxy for healthcare outcome, the effect of multidimensional child poverty in 2007 on this outcome in 2012 is statistically different from zero. More specifically, a one point increase in multidimensional child poverty in 2007 decreases the probability of being treated at the medical care in 2012 by 5 percent points. Overall, Figures do not provide convincing evidence of the negative impact of multidimensional child poverty on the child health in the subsequent years. This might partly be attributed to data constraint when measuring outcomes of healthcare among children.

The coefficient estimates are poorly determined with respect to the impact of multidimensional child poverty on other variables that capture aspects of child development in columns 6, 7 and 8.. The effect of multidimensional child poverty is only statistically significant when using permanent house as a proxy for the child's living conditions. In particular, a one point increase in multidimensional child poverty in 2007 reduces the probability of having a permanent house in 2012 by nearly 9 percent points.

Table 3.6 Impacts of Multidimensional Child Poverty on Child Development Outcomes

Independent variables	Some healthcare outcomes							
	Number of schooling years in 2012	Engaging in child labor	Number of sick days in the past 12 months	Being sick in the past 12 months (= 1 if sick, 0 otherwise)	Having medical treatment in 2012	Loan for production improvement in 2012	Having permanent house in 2012	Participation of household head in community activities
	OLS	Probit	OLS	Probit	Probit	Probit	Probit	Probit
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
Multidimensional poverty in 2007	-0.208***	0.039***	0.073	-0.005	-0.057***	0.009	-0.090***	0.003
Number of schooling years in 2007	1.433***							
Engaging in child labor in 2007		0.277***						
Number of sick days in 2007			0.329*					
Being sick (1 if a child was sick, 0 otherwise)				0.052***				
Having medical treatment in 2007					0.081***			
Loan for production improvement in 2007						0.055***		
Having permanent house in 2007							0.084***	
Participation of household heads in community activities in 2007								0.028**
Regions (Base: North Central Coast)								
Red River Delta	-0.315		0.788	-0.100***	-0.157***	-0.008		-0.131
North East	-0.227***	-0.031**	-2.087***	-0.068***	0.026	-0.100***	0.061***	-0.214***
North West	-0.173**	-0.034***	-2.026***	-0.053***	-0.050***	0.010	0.153***	-0.174***
South Central Coast	-0.232**	-0.046***	-0.911	0.010	0.160***	-0.041***	0.126***	0.202***
Central Highlands	-0.270***	0.011	-2.018***	-0.027*	0.147***	0.025	0.099***	0.006
South East	-0.700***	-0.008	-2.945***	-0.095***	0.119***	0.070**	0.154***	-0.074*
Mekong River Delta	-0.153	-0.091***	-3.013***	-0.077***	0.115***	-0.020	-0.240***	-0.082***
Household head characteristics								
Household head is Kinh	-0.076	-0.032***	-0.031	-0.008	-0.040**	-0.011	0.067***	-0.011
Age of household head	0.083***	0.013***	-0.052	-0.008***	-0.004	0.002	0.009***	0.012***

Age of household head squared (/1000)	-0.802***	-0.125***	0.248	0.055***	0.007	-0.010	-0.087***	-0.129***
Primary school education	0.130**	-0.043***	-0.485*	0.008	0.041***	0.014	0.103***	0.089***
Lower-school education	-0.016	-0.035***	-0.079	-0.005	-0.004	0.005	0.120***	0.122***
Upper-school education and above	0.090	-0.064***	-0.359	0.023	0.086***	0.014	0.103***	0.093***
Household size	-0.070***	0.007***	-0.063	-0.006***	-0.023***	-0.006***	-0.008***	-0.010***
Commune characteristics								
Electricity	0.503***	-0.180***	2.143*	0.059***	0.037	0.031	-0.046*	-0.151***
Car road	0.100*	-0.003	0.085	0.002	0.029**	0.040***	0.070***	0.092***
Traditional occupations	0.310**	-0.013	-0.270	-0.003	0.110***	-0.013	0.157***	0.090**
Cultural house	-0.170	0.071***	-1.440	-0.046	0.011	-0.021	0.174***	0.046
Irrigation scheme	0.017	0.030***	0.070	0.023**	0.006	-0.008	-0.022*	-0.061***
Market	-0.045	0.047***	-0.019	-0.007	-0.040***	-0.001	-0.020	0.068***
Other information								
Observations	6.310	7.170	7.207	7.207	7.207	7.207	7.170	6.961
(Pseudo) R-squared	0.699	0.0982	0.103	0.0339	0.0683	0.0656	0.1156	0.0972

Notes: ***, **, * and * refers to 0.01; 0.05; and 0.1 level of significance, respectively; marginal effects are reported for the Probit estimation; R-squared and Pseudo R2 are reported for OLS and Probit estimation, respectively.

In sum, Chapter 3 presents key findings in relation to the determinants of multidimensional child poverty and its dynamics. Results indicate that ethnicity, educational attainment levels of household heads, household size, access to infrastructures are important factors that contribute to improvement of children' living standards in the ethnic minority areas. Using the panel of children available from the two surveys between 2007 and 2012, this chapter reported a very limited dynamics of multidimensional child poverty over time. In fact, changes in child poverty took place in around 20 percent of children in the ethnic minority areas, of which nearly one third fell into poverty. This raises an important question on the impact of the policies and programs for poverty reduction in the ethnic minority areas between 2007 and 2012. The chapter also highlights the potential impact of multidimensional child poverty on some outcomes of child development. Although the results are not conclusive, it generally indicates that multidimensional child poverty exert some negative effects on child development. The findings point towards giving priority to improve the living standards of minority ethnic children.

Chapter 4 – Poverty Reduction Policies for Children in the Ethnic Minority Areas

In order to implement the Millennium Development Goals and Convention on the Rights of the Child, as well as to address poverty in the ethnic minority areas, Vietnam has formulated several policies and programmes, both directly and indirectly addressing the child poverty in general, and poverty of ethnic minority children in particular. This chapter provides a review the majority of current policies/programmes that relates to multidimensional child poverty in the ethnic minority areas and, combining with the findings reported in earlier chapters, to provide the background for drawing recommendations of this study.

I. Approach Toward Child Poverty Reduction

Given the high poverty rates in the ethnic minority areas, an important policy question is what are the approaches to address child poverty in Vietnam? By reviewing most of the existing documents relating either directly or indirectly to policies and programmes on child poverty, there are two notable observations as below:

I.1 Policies for children from Ethnic minority groups

Currently, there are a few policies that clearly states the approach adopted by the Government to reduce child poverty, especially among ethnic minority child. For example:

Resolution 80 of the Government on the sustainable poverty reduction in 2011-2020 is one of the framework policies, playing a pivotal role in poverty reduction in Vietnam. The Resolution specifies: “Sustainable poverty reduction is a central issue of the 2011-2020 socio-economic development strategy aimed at improving the living conditions of the poor (especially those in mountainous

and ethnic minority areas); to make significant and comprehensive improvements in poor areas; and to narrow the gap between urban and rural areas, among regions, ethnic minorities and population groups.” Children are not mentioned explicitly as a group that would be considered as priority. It is likely that children could be a part of the term ‘population groups’ or ‘ethnic minorities’ in the Resolution. In other words, Resolution 80 – the framework for poverty reduction policies of the country - does not explicitly set a priority of addressing child poverty.

In terms of policies on ethnic minority development, the two most recent legislative documents are the Ethnic Minority Development Strategy through 2020 (in Decision 449/QĐ-TTg dated 13/03/2013) and Programme 135 in 2013-2015 and 2016-2020 (in Decision 551/QĐ-TTg dated 04/04/2013). These two documents clearly confirm the priority of Government of Vietnam in terms of poverty reduction for ethnic minorities. Nevertheless, the issue of child poverty in the ethnic minority are not mentioned in these two documents as a specific issue that needs to be addressed. Similar issues are observed in other poverty reduction policies for the ethnic minority areas. In other words, while priority and commitment for poverty reduction among ethnic minorities are certain, there are almost no explicit focus on the issue of child poverty in the current policies and programs for poverty reduction in the ethnic minority areas.

1.2 Targeting Children in the Current Policies and Programs on Poverty Reduction

Reviewing the existing policies and programs on poverty reduction (as below) reveals some shortcomings in targeting poor children in general and children in the ethnic minority areas in particular.

Household is the targeting unit in most of the existing policies and programs on poverty reduction. Accordingly, a policy on poverty reduction will select poor households as the priority beneficiary group and support will then be delivered to the household level. In this case, whether and how this policy could then be translated to children is dependent on how their parents decide to allocate the family resources. Evidence suggests that parents may not allocate resources for the benefits for their children, and there could be a gender bias towards male

children. Without an explicit targeting strategy on children, there are difficulties in reaching children through existing policies and programs on poverty reduction.

Secondly, one of the most important finding in this study is the challenges in using income poverty as the main targeting criterion in the existing policies and programs on poverty reduction. As highlighted earlier, significant percentage of children who are not income poor but remain multidimensionally poor especially in the domains of drinking water and sanitation, health care, and social inclusion. The implications of using income poverty as the main targeting criterion in the existing policies and programs on poverty reductions are as follows. First, the children who are not poor in terms of income but deprived in other domains would be excluded from these policies and programs. Second, there are children who are poor in terms of income but not poor in many other domains. In this case, the poverty reduction policies and should consider multidimensionally poor children in the target groups.

As discussed in Chapter 2 of the report, child poverty in the ethnic minority areas is of a concern, both from income poverty or multidimensional poverty approaches. Most notably, poverty among ethnic minority children are considerably higher than that of the Kinh children. This warrants the urgency of reforming and developing relevant and effective policies and programs to address the multifaceted poverty of children in the ethnic minority areas of the country, which are now considered as ‘pockets of poverty’.

II. Policies and Programmes for Reduction of Child Poverty

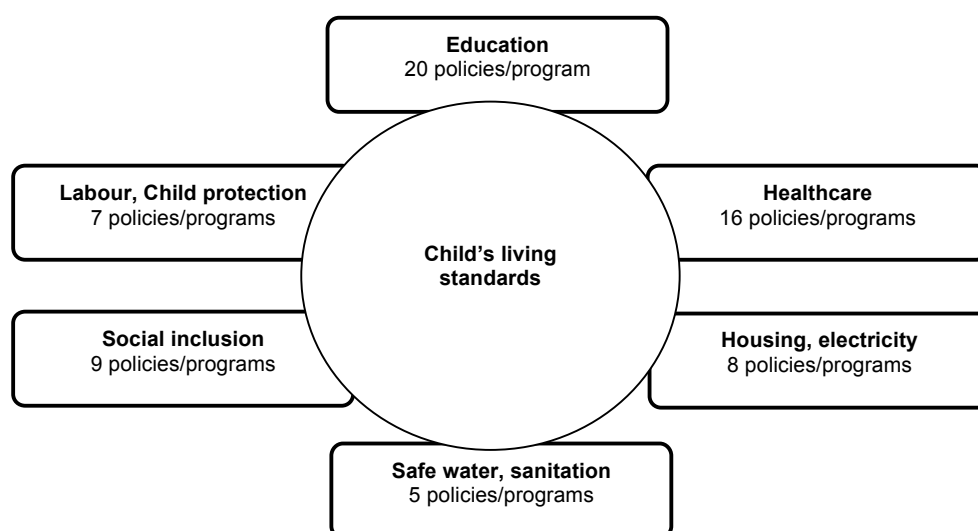
The gap in the living standards between the ethnic majority group and ethnic minorities is a long standing challenge to the socio-economic development in Vietnam. There are several poverty reduction policies and programmes prioritising ethnic minority people, particularly Programme 135 from 1999 to present; Programme 30A; National Target Programme (NTP) on Poverty Reduction. Generally, these policies and programmes cover almost all the dimensions in lives of ethnic minority people. Therefore, they also cover most of the issues of child poverty such as education, health care, shelter, safe

drinking water and sanitation, etc. Legislative framework guide some of the policies , such as those on universal education that has been included in Education Law; policy on supporting the healthcare service has been included in Law on Health Insurance. Based on the analysis of the current policies and programmes, this Report proposes some comments on the limitations in poverty reduction intervention for children in general and for children in communes with the most difficult socio-economic situation in particular.

II.1 There Are Too Many Policies and Programmes on poverty reduction.

Figure 4.1 summarises the mechanisms of policies and programmes for children by six groups, following the multidimensional poverty approach as in this report. The diagram shows that there are as many as 52 policies directly or indirectly relating to child poverty (details of the policies and programmes are in Annex 3). Synthesising policies and programmes is not easy in the context of Vietnam. Therefore, the diagram presented in this report is the best effort of the authors given the constraints in terms of time and resources available to the study. The exact number of policies and programmes can be more or less than 52, but the difference should not be very high. Regardless what are the most accurate numbers, it is apparent that there are too many policies and programs on poverty in the ethnic minority children.

Figure 4.1 System of programmes and policies addressing aspects of child poverty¹⁵



¹⁵ Aggregated number of policies/programs in Figure 4.1 is 66, not 52 because 7 policies have large intervention coverage, which cover more than one domain of poverty, hence, they are duplicated (for example NTP-SPR 2012-2015 includes the support for infrastructure development for education, health care, water and sanitation, etc.)

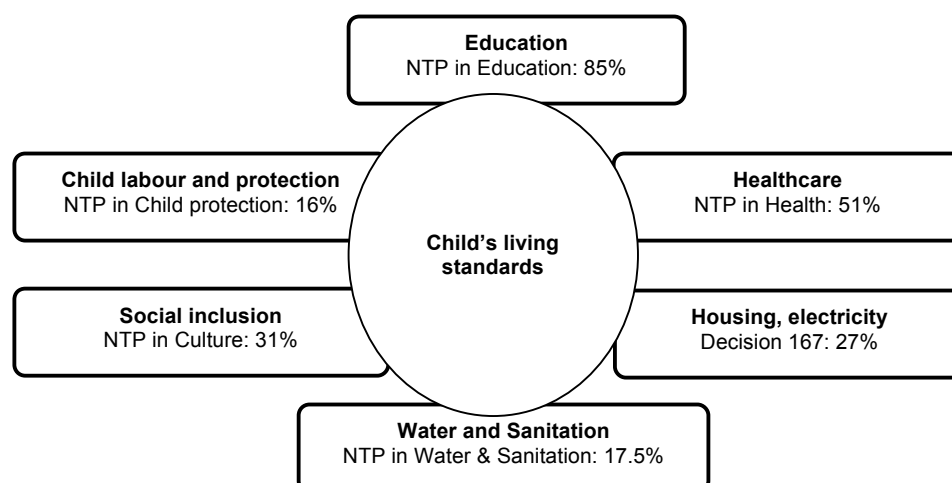
that the existence of many policies and programs on child poverty is a reflection of the political commitment of the Government of Vietnam in addressing poverty, including that affecting children. However, too many policies and program interventions in this field has resulted in overlaps regarding objectives, beneficiaries, and implementation arrangements. According to the present study, a majority of policies and programs are in the education domain (with 20 policies and programs). Given this multitude of initiatives, understanding the procedures associated to these initiatives is already a difficulty, not to mention the challenges encountered in implementation. When it comes to practice, this large number of policies and program are most likely to cause confusion and problem in coordination. The next section will analyze some consequences of such overlaps.

II.2 Most Policies/Programmes Are Under-Resourced

While there are many policies and programs directly or indirectly addressing child poverty, an important question is whether adequate resources have been allocated to support the implementation of those policies and programs? This is a very difficult question to answer given the data availability and institutional constraints. With regard to data availability, there are no systematic statistics on the disbursement of resources for poverty reduction initiatives (except figures maintained by development partners on their portfolios). While reviewing information about the policies and programs listed in Appendix 3 and in Figure 4.1 above, less than 10 percent of the policies and programs were found with information on the financial imbursement. In terms of institutional constraints, as poverty reduction initiatives are managed by any different agencies without effective coordination mechanisms, compiling patchy data from different sources appear to be very challenging.

Therefore, the current study employs a ‘proxy’ approach. Accordingly, under each domain of multidimensional poverty, only key policies and programs are chosen. Then, information from different sources is reviewed to analyse how resources were allocated in practice. Apparently, this ‘proxy’ approach cannot provide a satisfactory answer to the important question above but this could be informative and indicative of the above question. Figure 4.2 below suggests that most of the existing policies and programs on child poverty are seriously under-resourced to realize their objectives. The National Target Program in Education 2012-2015 is an 'exception' with allocated funds of 85 percent of the total funding planned for 2013. In the healthcare sector, the National Target Program in Healthcare from 2012 to 2015 were allocated approximately 51 percent of the total funds planned for 2013. For all other fields, figures show that the actual level of resources allocation meet only a small proportion (from 16 percent to 31 percent) of the resources planned level (see details in the notes of Figure 4.2 below).

Figure 4.2 Allocated funds for some key policies and programs (%)



Source: authors collect from various sources on Central government website, relevant ministries and departments, and their official reports.

Note:

1. NTP in Education 2012-2015 has a planned budget of VND 15,200 billion; thus VND3,800 billion per annum. In 2013, allocated funds were VND3,230 billion (GoV's website).
2. NTP in Child Protection 2011-2015 approved by PM in Decision 267/QĐ-TTg, Dated 22/2/2011. However, this program is not in the list of 16 programs approved in Decision 2406/QĐ-TTg dated 18/12/2011. According to Decision 267/QĐ-TTg, the program has total estimated fund of VND 1,755.5 billion. In 2012, the program had been allocated VND 69 billion (website of Provincial People' Committee of Dong Nai).
3. According to Report 486/BC-CP, dated 20/11/2013 of the Government, by 2012 there have been 500 thousand households who have received support from Decision 167.

4. NTP in Water and Sanitation has estimated fund of VND27,600 billion, or 6900 billion per annum. According to the data on the GoV Budget (available from the GoV's website), VND 1205 billion was allocated to this NTP in 2013.
5. NTP in Culture 2012-2015 has planned budget of VND 7,399 billion, or nearly 1,850 billion per annum. The actual budget allocated was VND580 billion in 2013 (GoV's website).
6. NTP in Healthcare 2012-2015 has a planned budget of VND12,770 billion, or nearly 3193 billion per annum. The actual of budget allocation for this NTP was VND1,625 billion in 2013.

In the context of the recent economic slowdown, the GoV has frozen public investment and other public expenses. This could exert important implications in resource mobilization for poverty reduction efforts. The question is whether the under-funding could be reversed in the near future. Although the the scope of the current study will not be able to generate a satisfactory answer to this question, it is not unreasonable to argue that being under-resourced would remain a problem in the near future due to prolonged economic difficulties and the resultant budget constraints.

In response to the recent economic slowdown, the GoV has lowered the budget mobilization as percentage of GDP. The budget mobilization of Vietnam has been very high compared to that of other developing countries. Before the current economic turmoil, the budget mobilization was nearly 30 percent of GDP in the period 2006-2008. However, this budget mobilization has decreased rapidly in the recent years to about 21.1 percent in 2012 (compiled from the GSO Statistics, various years). As the recovery prospect remains uncertain, it is not likely to postulate a turnback of this trend in the next few years. In this context, official statistics on the budget investment (available from the GoV's website) shows that the proportion of spending for NTPs as percentage of the budget has decreased in the recent years. The expenditure for all NTP were estimated at around 7.1 percent of the total budget in 2008. By the end of 2012, this figure dropped to just 4.68 percent. In this context, there is little room for the Government to adjust the under-financing as observed in the existing policies and programs on child poverty reduction.

II.3 Having Too Many Agencies Operating Without Effective Coordination Mechanisms

The implementation of the overlapping policies and programs related to child poverty as discussed in Figure 4.2, is a challenge. For example, National Targeted Programme for Sustainable Poverty Reduction (NTP) 2012-2015 aims at investing in the construction of a wide range of infrastructures and public facilities that facilitate accessibility to education, health care, water and sanitation, electricity. The design and implementation guidance is complex. As stipulated in 1489/QD-TTg decision enacting the NTP, MOLISA has overall responsibility for program management, and is directly responsible for the Project 1, 3, 4 while the Central Committee on Ethnic Minority Affairs (CEMA) is responsible for directly managing Project 2. Other Ministries, including Ministry of Planning and Investment (MPI), Ministry of Finance (MoF), and Ministry of Agriculture and Rural Development (MARD) are also participating (especially the role of MPI in implementing Program 30a, which is a part of Project 1 of that NTP).

While the involvement of multiple stakeholders is enriching, coordinating Having different stakeholders involved is not necessarily a problem if there is an effective coordination mechanism at place. However, such coordination mechanism was found to be weak and ineffective in coordinating information exchange, planning, and resource allocation is a challenge, especially in ensuring the synergy across activities managed by different stakeholders. While NTP is uniform in its design, actual implementation of the different components NTP SPR is left to different stakeholders using their own implementation arrangements. For instance, infrastructure investment under project 1 consists of two guidelines, one on infrastructure under Program 30a, the other applied for extremely difficult communes coastal areas and islands; infrastructure development under project 2 (i.e. Program 135) follows another procedure stated in a

recent inter-Ministerial circular led by CEMA. In other words, the fact that there are different agencies involved in managing the NTP SPR has resulted in having different implementation arrangements for one single activity.

Such institutional set up of the NTP SPS challenges the implementation at the local level. In many provinces, the Department of Planning and Investment (DPI) is the authority responsible for the implementation of the program 30a (as part 1 of Project 1); Department of Labour, War Invalids, and Social Affairs (DOLISA) direct the extremely difficult communes in the coastal areas and islands (as another part of Project 1), Project 3 and Project 4; while Provincial Ethnic Committee (PECM) is accountable for Project 2 (i.e. Program 135); Department of Agriculture and Rural Development (DARD) carries out a number of models of poverty reduction (Project 2) and provide further support in the implementation of other production development in Project 1 and 2. In addition, there are other agencies involved including the Department of Finance (DoF), the vocational training schools (mainly for vocation training activities under Program 30a), and other mass organizations (e.g. Farmers Association, Women's Union). It is therefore challenging effectively coordinate the provincial agencies involved in implementation of NTP SPR, Preventing DOLISA from exercising its 'steering' role in coordinating activities under NTP SPR.

In summary, Vietnam has shortage of poverty reduction policies and programs that seek to directly or indirectly improve the well-being of children, resulting in overlaps and challenges in the implementation arrangements. In the lack of effective coordination mechanisms involving different stakeholders, such overlaps and complication make it difficult to ensure the synergy across different agencies. More importantly, many of these policies and programs are seriously under-resourced and also not effectively implemented, making difficult to achieve the expected goals

and objectives. This situation calls for important policy changes and institutional reforms in the near future. Recommendations in this direction are provided below.

Conclusions and Policy Recommendations

Based on the analysis results above, the report draws some conclusions as follows:

First, child poverty in the ethnic minority areas remains very highly prevalent regardless of measurement approaches adopted. In terms of income poverty, nearly half of children in the ethnic minority areas were found to be poor. According to the multidimensional poverty approach, nearly two thirds of children in the ethnic minority areas were reported to be poor in at least two domains of poverty and at least a half of children in the ethnic minority areas are deprived of many basic aspects of living standards.

Second, in the most difficult areas of the country, there is a large gap between the living standards of ethnic minority and Kinh children. Using the multidimensional poverty among Kinh children fell from 55.5 percent to 28.9 percent, equivalent to an average of more than five percentage points per year. Meanwhile, the poverty rate of ethnic minority children was still very high at 89.3 percent in 2007, and remained at 81 percent in 2012, implying an annual reduction rate of less than two percentage points. In other words, for any five ethnic minority children, there is only one child that is non-poor in multidimensional poverty terms. The fact that 81 percent of ethnic minority children are poor in at least two out of the six domains of living standards in 2012 raises concern. This situation remains persistent despite the implementation of many policies and programs on socio-economic development in the ethnic minority areas.

Third, further analysis of different domains of child poverty in the ethnic minority areas over the period 2007-2012 show some important findings as follows:

Regarding the domains of poverty: deprivation in the domains of shelter, safe drinking water and sanitation, engaging in child labour tends to decrease significantly over time; while there almost no improvements were observed in the deprivation in the education domain. Notably, child poverty in the domains of healthcare and social inclusion tends to increase relatively substantially. As a result, while multi-dimensional child poverty in the ethnic minority areas has decreased at a moderate rate at less than two percentage points per year, many aspects of well-being are worsening or remain stubbornly high.

In terms of ethnicity: minor improvements have been observed in the multidimensional poverty rates among Hmong, Khmer and Bana although change in poverty in different dimensions of these groups is small compared with the average change at national level or is not statistically significant. Ethnic groups such as Tay, Thai, Muong, Nung and Dao have experienced a reduction in multidimensional child poverty faster than the average. The remaining ethnic groups have experienced some improvements, however at a lower rate than the others. It should be noted that while the existing policies and programs on poverty reduction facilitate equal access for all ethnic groups (except some designated policies to support the ethnic groups with very low population), results show that different groups benefit from these policies and programs quite differently.

Concerning geographical regions: children have exited from multidimensional poverty faster in the South compared to the North. In addition, drivers of multidimensional poverty dynamics differ across regions. While there are minimal differences in the domain of education, improvements in the domain of safe drinking water and sanitation is a major driver in the reduction of multidimensional child poverty among the ethnic minority areas in the South. Meanwhile, the domain child labour was reported to as the driver of reduction in multidimensional

child poverty in the ethnic minority areas in the North. Notably, a significant increase in the deprivation in the health domain was observed in the two poorest regions of North West and Central Highlands, where most of ethnic minority group reside.

Fourth, the results of regression analysis indicate that children living in Kinh families are more likely to escape poverty compared with those in ethnic minority families. Education level of the household head was reported to be one of the most important determinant of children escaping poverty and reducing the likelihood of children falling into poverty. The percentage of the irrigated annual crop land is also positively associated with the rate of escaping from poverty and negatively related to the rate of falling into poverty (this effect is statistically significant but not very strong). In terms of infrastructure at commune level, the analysis results show that electricity, road that cars can travel, villages with traditional occupations (e.g. handicraft, textile), commune cultural hall, and daily market decreases the likelihood of children falling into poverty. Besides, the regression estimation results also indicate a negative impact of multidimensional poverty on the number of years of schooling and possibility of being engaged in child labour in the future, which are two important outcomes of child development.

Fifth, existence of multiple policies and programs directly or indirectly aiming at improving living standards of children, especially those in the ethnic minority areas have resulted in considerable overlaps in their implementation. Notably, most of the key policies and programs were found to be under-resourced by some significant levels. In addition, the involvement of multiple stakeholders in the policies and programs has brought opportunities as well as challenges. The management of existing policies and programs are by different agencies without effective coordination mechanisms is a major challenge, especially with respect to the effectiveness and efficiency of poverty reduction initiatives. These

shortcomings could be an important cause that lead to the fact that child poverty has been persistent in the ethnic minority areas (e.g. there are four multidimensionally poor children out of every five children living in the ethnic minority areas).

Based on these findings, the report draws some policy recommendations as follows:

Firstly, it is necessary to have a consistent approach on child poverty. This approach should ensure that children are taken into account as direct target beneficiaries of specific support policies and programs. Income should not be the only criterion in targeting. The income-based approach to poverty has several shortcomings in identifying the beneficiaries as many children would be excluded from critical policies. Therefore, multidimensional poverty approach is recommended to be used in poverty monitoring and identifying beneficiaries of poverty reduction policies and programs. Accordingly, different domains of child poverty should be monitored (instead of focusing only on income poverty) and resource allocation should then be made to address the challenges that are specific to each domain. More importantly multidimensional poverty approach is recommended to be applied when selecting the beneficiary for different policies and programs on poverty reduction.

Second, rationalization and integration of poverty reduction policies and programs is recommended. Child poverty is a multidimensional issue and it cannot be addressed thoroughly if child poverty is based only on one policy. However, in addressing multiple deprivation requires an integrated policy response rather than stand-alone initiatives, in such a way to maximize the resources and impact. The integrated policy response is recommended to be complemented with effective coordination mechanisms performed by one or two leading agencies in the field of poverty reduction.

Third, the reform of existing policies and programs is recommended to be associated with improvements in the resource allocation mechanisms. Resource allocation is recommended to be based on medium and long term approaches rather than annually planning and information on resource allocation needs to be available for all stakeholders involved. This will be the background to move forward a more 'realistic' approach while designing poverty reduction policies and programs. It would be important to consider reform in the national socio-economic planning and budget-allocation mechanisms.

Fourth, it is also important to define the role and responsibilities of stakeholders in the management and implementation of poverty alleviation initiatives. Improving the effectiveness of the coordination mechanism is urgent in reducing the fragmentation policy, programmes and resources. Given poverty reduction is now more difficult and thus more 'expensive' than it was before, such rationalization would be an important improvement toward more efficient usage of the resources for reduction of poverty in general and of child poverty in particular.

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Annexes

Annex 1. Classification of ethnic minority groups

In order to ensure the statistical representativeness and the logic in analysing, this report classifies the surveyed households into 14 ethnic groups based on their ethnic characteristics. In Vietnam, Kinh people comprise the major ethnic group, accounting for 86 percent of the population. The other 53 ethnic groups have the population of around one million, such as Tay, Nung, Thai, Muong, Khmer, to just around a few hundreds, such as O Du and Brau. Kinh people inhabit across the country, yet most densely concentrated in the lowland areas and river deltas. Most of the other ethnic groups inhabit in the mountainous and midland areas in the North and Central of the country; most of them coexist in mixed communities, like those in the North and Northern Central areas.

In this report, we integrate Chinese people and Kinh people in one ethnic group. This integration is in line with other reports and researches. In addition, Chinese group comprises an insignificant proportion in the sample, just around 0.7 percent. Moreover, these two groups share the similarities in economic activities. Therefore, 14 ethnic groups classified for analysis purpose include: the Kinh majority, Tay, Thai, Muong, Nung, Mong, Dao, Other EMs in the Northern areas, Bana, H'Re, Co Tu, Other EMs in the Central Highlands, and others. Among these, Bana is the group with smallest proportion in the survey sample, accounting for around 1.5 percent. Table A1.1 below gives information about the number of observations in each ethnic group:

Table A1.1 Distribution of households of 14 ethnic groups in BLS

Ethnic group	2007		2012	
	Number of observations	percent	Number of observations	percent
<i>Kinh majority</i>	1.282	21.49	1.160	20.47
Tay	753	12.62	741	13.08
Thai	584	9.79	544	9.6
Muong	498	8.35	484	8.54
Nung	292	4.90	282	4.98
Mong	808	13.55	783	13.82
Dao	578	9.69	558	9.85
<i>Other EMs in the Northern areas</i>	211	3.54	180	3.18
Bana	90	1.51	88	1.55
H'Re	120	2.01	119	2.1
Co Tu	90	1.51	90	1.59
<i>Other EMs in the Central Highlands</i>	309	5.18	225	3.97
Khmer	133	2.23	114	2.01
Others	217	3.64	299	5.28

Annex 2. Some detailed calculation results

Table A2.1 % attending school at the enrollment ages and not completing primary education

(unit: %)

	Not attending school at right age (age of 5-15)			Not completing primary education level (age of 11-15)		
	2007	2012	Difference	2007	2012	Difference
Average	21.3	19.7	-1.6**	13.4	9.4	-4.0***
Ethnicity						
Kinh majority	16.6	13.8	-2.7	9.5	7.4	-2.1
Ethnic minorities	16.6	21.3	-1.4*	9.5	10.0	-4.6***
Tay	10.5	8.1	-2.4	6.3	2.4	-3.9***
Thai	17.5	16.1	-1.3	10.3	6.6	-3.7**
Muong	10.9	9.3	-1.6	7.1	3.3	-3.8**
Nung	14.2	12.1	-2.1	10.1	4.4	-5.7**
H'Mong	32.4	32.8	0.5	20.7	16.8	-3.8**
Dao	25.4	23.7	-1.6	17.1	11.9	-5.1**
Other EMs in the Northern areas	25.7	31.1	5.4	16.7	14.7	-2.0
Bana	21.9	23.9	2.0	14.2	10.0	-4.2
H'Re	22.2	19.6	-2.6	18.7	8.9	-9.8*
Co Tu	10.0	14.3	4.3	5.9	3.8	-2.1
Other EMs in the Central Highlands	25.1	23.2	-1.9	18.1	12.5	-5.6*
Khmer	30.3	24.8	-5.5	18.0	12.4	-5.6
Others	27.1	23.9	-3.2	18.0	10.7	-7.4***
Geographic region						
Red River Delta	9.3	16.4	7.1	6.8	3.3	-3.5
Northeast	20.0	20.5	0.6	12.2	9.4	-2.8***
Northwest	24.1	20.1	-4.1**	17.0	9.4	-7.6***
North Central Coast	15.2	14.9	-0.3	7.1	6.8	-0.4
South Central Coast	18.4	16.0	-2.4	14.6	6.6	-8.0***
Central Highlands	21.3	19.6	-1.7	15.2	9.8	-5.4***
Southeast	23.3	20.0	-3.3	9.1	8.0	-1.2
Southwest	24.7	21.9	-2.8	14.7	13.3	-1.4
Household income-based poverty status						

Non-poor	18.1	19.0	0.8	11.4	8.1	-3.3***
Poor	22.9	20.4	-2.5**	14.4	10.7	-3.6***
Child age group						
Ages 0-5	5.9	1.6	-4.2***	.	.	.
Ages 6-10	27.3	19.2	-8.7***	.	0.0	0.0
Ages 11-15	30.4	37.8	7.4***	13.4	27.0	5.3***
Child gender						
Male	21.4	18.7	-2.7**	13.7	8.8	-4.9***
Female	21.2	20.7	-0.5	13.0	10.1	-2.9***

Table A2.2 Children having health insurance card (unit: %)

	2007	2012	Difference
Average	93.3	93.9	0.55
Ethnicity			
Kinh majority	88.4	78.2	-10.2***
Ethnic minorities	94.2	96.3	2.1***
Tay	93.1	97.4	4.3***
Thai	91.6	94.4	2.8*
Muong	81.0	92.8	11.8***
Nung	93.9	96.7	2.8
H'Mong	97.2	96.3	-0.9
Dao	94.9	96.8	1.9*
Other EMs in the Northern areas	99.3	98.7	-0.6
Bana	99.3	96.0	-3.3*
H'Re	92.7	96.9	4.2
Co Tu	95.5	99.3	3.8**
Other EMs in the Central Highlands	98.8	98.8	-0.03
Khmer	81.0	81.9	0.9
Others	95.4	98.0	2.6**
Geographic region			
Red River Delta	78.7	88.5	9.8
Northeast	94.9	97.3	2.4***
Northwest	95.2	92.4	-2.8***
North Central Coast	88.8	94.0	5.2***
South Central Coast	94.4	98.2	3.8***
Central Highlands	94.9	93.0	-1.9
Southeast	88.2	81.1	-7.1*
Southwest	72.2	64.9	-7.3
Household income-based poverty status			
Non-poor	90.8	92.6	1.8**
Poor	94.8	94.9	0.1
Child age group			
Ages 0-5	-	-	-
Ages 6-10	94.3	92.9	-1.4**
Ages 11-15	92.5	94.7	2.3***
Child gender			
Male	93.3	94.1	0.8
Female	93.4	93.7	0.3

Table A2.3 Children living in inconcrete dwelling and no electricity (unit: %)

	Proportion of children living in concrete dwelling			Proportion of children living in households having electricity usage		
	2007	2012	Difference	2007	2012	Difference
Average	60.7	76.1	15.4***	64.4	81.6	17.2***
Ethnicity						
Kinh majority	56.5	77.9	21.4***	89.9	98.4	8.5***
Ethnic minorities	68.4	75.9	13.6***	54.1	71.4	20.3***
Tay	60.3	91.7	31.4***	77.9	92.1	14.1***
Thai	73.3	81.8	8.5***	52.4	73.5	21.1***
Muong	64.1	86.3	22.3***	88.1	99.7	11.6***
Nung	78.7	93.1	14.4***	69.0	89.0	20.0***
H'Mong	66.0	57.9	-8.1***	31.9	58.2	26.3***
Dao	68.6	80.8	12.3***	33.1	64.8	31.7***
Other EMs in the Northern areas	44.9	88.6	43.6***	21.9	50.6	28.7***
Bana	57.3	85.7	28.4***	98.2	99.1	0.9
H'Re	80.5	93.7	13.2**	66.4	90.6	24.2***
Co Tu	62.3	70.6	8.3	66.1	49.8	-16.4**
Other EMs in the Central Highlands	58.7	85.1	26.4***	77.4	95.6	18.2***
Khmer	22.5	44.5	22.0***	72.0	89.4	17.4**
Others	73.3	76.7	3.3	68.1	83.9	15.8***
Geographic region						
Red River Delta	95.9	100.0	4.1	100.0	100.0	0.0
Northeast	67.2	75.4	8.2***	58.5	79.7	21.2***
Northwest	64.7	85.5	20.8***	41.3	66.8	25.5***
North Central Coast	71.3	71.5	0.2	79.0	85.7	6.7***
South Central Coast	82.1	89.0	6.8***	71.9	81.5	9.6***
Central Highlands	61.1	87.9	26.8***	84.8	97.5	12.7***
Southeast	67.8	86.4	18.6***	87.7	96.7	9.1**
Southwest	27.6	46.0	18.3***	80.4	93.6	13.3***
Household income-based poverty status						
Non-poor	68.8	81.0	12.1***	78.1	87.4	9.2***
Poor	58.6	71.1	12.5***	55.6	75.8	20.2***
Child age group						
Ages 0-5	58.2	78.0	13.4***	61.9	82.1	19.4***

Ages 6-10	58.2	72.9	9.2***	63.4	80.5	16.5***
Ages 11-15	65.2	77.1	11.9***	67.7	82.2	14.5***
Child gender						
Male	61.7	76.7	15.0***	64.6	81.8	17.1***
Female	59.7	75.4	15.8***	64.2	81.5	17.2***

Table A2.4 Possession of some household assets (unit: %)

	Proportion of household owning TVs			Proportion of household owning telephones and cell phones			Proportion of household owning motor cycle			Proportion of household owning refrigerator			Proportion of household owning electric stove		
	2007	2012	Difference	2007	2012	Difference	2007	2012	Difference	2007	2012	Difference	2007	2012	Difference
Average	49.6	72.6	23.0***	13.2	69.4	56.2***	41.0	70.4	29.4***	3.9	12.8	8.9***	19.8	29.0	9.2***
Ethnicity															
Kinh majority	74.0	91.5	17.4***	37.1	83.0	45.9***	51.8	79.1	27.4***	10.0	33.4	23.4***	49.0	61.5	12.5***
Ethnic minorities	43.4	63.0	19.6***	5.5	65.3	59.7***	39.1	65.1	30.3***	1.89	6.38	5.2***	8.4	15.9	9.3***
Tay	65.2	83.4	18.2***	11.8	77.1	65.3***	50.8	79.7	29.0***	5.6	15.1	9.5***	16.0	16.6	0.6
Thai	45.4	72.7	27.2***	3.2	54.6	51.4***	43.1	73.4	30.3***	1.6	4.8	3.2***	8.7	19.3	10.6***
Muong	66.9	89.4	22.5***	10.4	84.5	74.1***	41.4	77.8	36.4***	5.3	21.7	16.3***	23.3	44.7	21.4***
Nung	53.4	75.9	22.5***	8.8	78.1	69.3***	45.9	79.9	34.0***	5.7	20.5	14.7***	9.2	23.7	14.5***
Mong	17.1	42.2	25.1***	1.6	60.0	58.4***	25.5	56.2	30.7***	0.0	0.8	0.8***	1.7	2.9	1.2**
Dao	43.0	61.0	18.1***	4.5	81.2	76.7***	45.1	74.7	29.6***	2.6	4.3	1.7*	3.4	17.9	14.5***
Other EMs in the Northern areas	26.1	53.4	27.3***	1.2	54.5	53.3***	35.2	64.6	29.3***	0.0	5.3	5.3***	2.7	7.4	4.7***
Bana	41.9	79.8	37.9***	0.2	67.8	67.6***	56.9	76.1	19.2***	0.0	1.2	1.2**	7.3	27.1	19.8***
H'Re	44.4	55.7	11.3	0.0	39.0	39.0***	36.3	51.9	15.6**	0.0	1.4	1.4*	2.7	16.8	14.1***
Co Tu	35.2	66.0	30.8***	2.8	41.8	39.0***	9.5	36.2	26.7***	0.0	0.0	0.0	0.4	5.8	5.3***
Other EMs in the Central Highlands	62.4	88.5	26.1***	4.1	66.6	62.5***	52.7	75.7	23.1***	0.6	2.9	2.3***	17.4	31.1	13.7***
Khmer	40.3	76.2	36.0***	19.1	71.7	52.7***	32.7	69.3	36.6***	3.1	12.4	9.4***	35.8	56.1	20.3***
Others	41.6	68.0	26.4***	2.0	48.8	46.8***	20.7	44.8	24.1***	0.3	2.1	1.8***	5.7	11.5	5.8***
Geographic region															
Red River Delta	91.5	88.8	-2.8	29.7	89.7	60.0***	51.9	84.1	32.2**	3.3	26.7	23.4***	51.0	64.6	13.7
Northeast	46.0	64.6	18.5***	8.6	70.1	61.5***	38.2	66.7	28.4***	3.9	12.0	8.1***	10.2	15.8	5.6***
Northwest	38.4	69.9	31.5***	4.5	67.3	62.8***	46.7	78.4	31.7***	1.7	10.3	8.6***	6.6	17.9	11.3***
North Central Coast	49.1	74.9	25.8***	8.4	65.2	56.8***	32.7	55.4	22.6***	4.3	7.3	3.0**	19.2	34.3	15.1***
South Central Coast	49.0	67.9	18.9***	9.7	44.1	34.4***	34.7	62.3	27.6***	3.4	10.3	6.9***	15.1	31.2	16.1***
Central Highlands	64.2	88.5	24.3***	16.9	74.6	57.7***	61.8	81.0	19.2***	4.1	13.6	9.5***	27.0	41.4	14.3***

	Proportion of household owning TVs			Proportion of household owning telephones and cell phones			Proportion of household owning motor cycle			Proportion of household owning refrigerator			Proportion of household owning electric stove		
	2007	2012	Difference	2007	2012	Difference	2007	2012	Difference	2007	2012	Difference	2007	2012	Difference
Southeast	79.1	82.0	2.9	25.9	81.7	55.8***	70.4	90.8	20.4***	6.5	25.2	18.7***	46.3	51.2	4.9
Southwest	54.8	85.1	30.2***	30.3	74.8	44.5***	31.2	65.5	34.4***	4.5	19.1	14.6***	44.1	62.2	18.2***
Household income-based poverty status															
Non-poor	69.8	80.4	10.5***	25.1	77.0	51.9***	58.5	78.3	19.8***	7.4	22.1	14.7***	34.9	39.0	4.1***
Poor	36.4	64.8	28.4***	3.9	61.6	57.6***	31.3	62.4	31.1***	1.2	3.5	2.3***	8.1	18.9	10.8***
Child age group															
Ages 0-5	44.6	73.5	25.9***	12.5	70.5	60.0***	38.9	72.1	31.6***	3.4	14.4	7.8***	19.5	29.5	9.3***
Ages 6-10	47.6	69.8	19.1***	12.9	67.7	58.3***	39.5	67.4	26.1***	4.3	11.8	5.6***	18.6	27.7	8.0***
Ages 11-15	55.9	74.4	18.4***	14.0	69.7	55.7***	44.3	71.4	27.1***	4.0	12.3	8.3***	21.1	29.7	8.6***
Child gender															
Male	49.8	73.4	23.7***	13.5	70.6	57.0***	41.6	71.7	30.1***	3.9	13.8	9.9***	19.7	28.7	9.0***
Female	49.5	71.8	22.4***	12.8	68.1	55.3***	40.4	69.1	28.7***	3.9	11.8	7.9***	19.8	29.4	9.5***

Table A2.5 Children using safe water and hygienic toilet (unit: %)

	Proportion of households using safe water			Proportion of households using hygienic latrine		
	2007	2012	Difference	2007	2012	Difference
Average	47.9	49.4	1.5	10.0	30.1	20.1***
Ethnicity						
Kinh majority	91.1	91.9	0.8	24.5	51.2	26.7***
Ethnic minorities	34.9	37.9	3.0***	5.6	24.4	18.8***
Tay	44.5	46.9	2.4	8.3	36.7	28.4***
Thai	28.9	26.6	-2.2	4.9	24.0	19.1***
Muong	60.9	66.3	5.4	14.0	50.6	36.6***
Nung	34.1	49.5	15.4***	8.5	28.4	19.9***
H'Mong	18.2	15.4	-2.8*	0.6	2.5	1.9***
Dao	10.6	15.3	4.7**	5.6	21.4	15.8***
Other EMs in the Northern areas	20.2	16.7	-3.5	0.6	16.4	15.8***
Bana	49.5	59.5	10.0	0.0	19.8	19.8***
H'Re	55.3	35.7	-19.6**	1.9	13.6	11.7***
Co Tu	0.0	2.6	2.6***	0.4	60.1	59.7***
Other EMs in the Central Highlands	53.7	75.1	21.4***	1.1	25.6	24.6***
Khmer	81.0	93.1	12.1**	17.4	47.7	30.3***
Others	16.0	22.4	6.3**	1.9	18.9	17.0***
Geographic region						
Red River Delta	96.6	100.0	3.4	29.8	77.5	47.8***
Northeast	38.0	38.5	0.5	7.7	28.7	21.1***
Northwest	17.9	21.2	3.3**	3.8	20.6	16.8***
North Central Coast	51.0	49.9	-1.2	13.8	28.1	14.2***
South Central Coast	40.3	44.4	4.1	6.4	33.2	26.8***
Central Highlands	64.1	79.7	15.6***	4.4	36.5	32.1***
Southeast	82.3	85.2	2.8	23.5	40.9	17.4***
Southwest	89.0	95.9	6.8**	18.0	39.0	21.1***
Household income-based poverty status						
Non-poor	60.1	58.1	-2.0	17.7	39.4	21.7***
Poor	37.9	40.6	2.7**	4.2	20.5	16.4***
Child age group						

Ages 0-5	46.7	48.1	-0.2	9.9	31.9	19.0***
Ages 6-10	47.2	48.9	-0.2	8.5	27.2	17.7***
Ages 11-15	49.6	51.1	1.5	11.2	30.9	19.7***
Child gender						
Male	48.3	48.7	0.4	10.2	30.3	20.2***
Female	47.6	50.2	2.6*	9.7	29.8	20.1***

Table A2.6 Conditions of child poverty (unit: %)

	Average working hours per day			Average working days per month			Average working months per year		
	2007	2012	Difference	2007	2012	Difference	2007	2012	Difference
Average	4.4	6.1	1.7***	16.7	18.6	1.9***	7.3	8.9	1.6***
Ethnicity									
Kinh majority	3.8	5.3	1.5***	15.3	18.5	3.2***	7.5	8.1	0.6
Ethnic minorities	4.5	6.2	1.7***	16.8	18.6	1.8***	7.3	9	1.7***
Tay	3.8	5.9	2.1***	17.2	16.5	-0.7	7	9	1.7
Thai	4.1	5.7	1.6***	16.6	18.1	1.5*	6.5	8.8	2.4***
Muong	4.3	4.3	-0.0	17.8	19.5	1.7	7.3	8.4	1.2
Nung	3.8	4.3	0.4	16.5	16.4	-0.1	7.7	8.7	1.0
H'Mong	4.9	6.5	1.6***	17.6	19.2	1.6***	7.9	9.5	1.6***
Dao	4.4	6.0	1.6***	16.9	19.7	2.7***	8.3	8.5	0.3
Other EMs in the Northern areas	4.4	5.4	1.1**	17.0	20.4	3.3***	6.5	10	3.5***
Bana	6.3	7.0	0.7	14.2	16.5	2.3	6.5	7.9	1.4
H'Re	3.5	6.1	2.6***	13.8	17.9	4.2***	8	8.5	0.6
Co Tu	4.0	6.0	2.0*	13.1	17.5	4.4	4.9	8	3.1
Other EMs in the Central Highlands	5.5	6.9	1.4***	14.6	16.4	1.8	8	8.7	0.6
Khmer	6.3	5.8	-0.6	14.7	22.5	7.8	6.6	8.8	2.3
Others	4.6	6.5	1.9***	16.0	17.7	1.7	7.2	8.2	1.0
Geographic region									
Red River Delta	3.9	.		18.4	.		4.3	9.2	1.3***
Northeast	4.3	5.9	1.6***	17.5	18.1	0.7*	8	9.6	3.0***
Northwest	4.5	6.2	1.8***	16.7	20.9	4.2***	6.6	6.3	-1.2*
North Coast	4.0	6.1	2.0***	15.5	16.7	1.1	7.5	8.2	0.8
South Coast	3.9	6.1	2.2***	13.2	17.3	4.1***	7.4	8.9	1.1*
Central Highlands	5.8	6.8	0.9***	15.3	16.7	1.4	7.7	9.4	1.6
Southeast	6.6	7.0	0.4	18.8	23.0	4.3	7.9	9.6	4.5
Southwest	6.7	4.5	-2.2*	16.4	29.2	12.8***	5.1	9.2	1.3***
Household income-based poverty status									
Non-poor	4.2	6.0	1.8***	16.5	18.7	2.2***	6.7	9.1	2.4***
Poor	4.5	6.2	1.7***	16.8	18.5	1.7***	7.6	8.7	1.1***

	Average working hours per day			Average working days per month			Average working months per year		
	2007	2012	Difference	2007	2012	Difference	2007	2012	Difference
Child age group									
Ages 0-5									
Ages 6-10	3.5	5.4	1.9***	15.5	16.8	1.2*	7.2	8.9	1.5***
Ages 11-15	4.6	6.2	1.6***	16.9	18.9	2.0***	7.4	9	1.6***
Child gender									
Male	4.3	6.0	1.7***	16.4	18.3	1.9***	7.2	8.9	1.7***
Female	4.5	6.2	1.6***	17.0	18.9	1.9***	7.5	9	1.5***

Table A2.7 Language competency and Children living in households whose head or his/her spouse are unable to work (unit: %)

	Proportion of children not able to use Vietnamese fluently			Proportion of households whose head or his/her spouse are unable to work		
	2007	2012	Difference	2007	2012	Difference
Average	52.3	60.2	7.9***	2.6	3.1	0.5*
Ethnicity						
Kinh majority	2.2	1.3	-0.9	2.0	4.2	2.2***
Ethnic minorities	67.4	76.1	8.8***	2.7	2.8	0.1
Tay	34.4	40.6	6.2**	4.7	3.5	-1.2
Thai	62.8	81.9	19.2***	2.5	3.0	0.5
Muong	37.4	63.8	26.4***	3.6	3.4	-0.1
Nung	60.1	48.4	-11.7**	2.9	3.2	0.3
H'Mong	86.5	93.0	6.5***	0.9	1.5	0.5
Dao	67.6	80.6	13.0***	3.9	4.2	0.2
Other EMs in the Northern areas	82.7	84.5	1.7	0.9	2.7	1.8*
Bana	88.9	88.4	-0.5	5.4	2.7	-2.8
H'Re	15.8	94.1	78.3***	0.5	2.0	1.5
Co Tu	70.5	76.7	6.2	5.2	2.4	-2.7
Other EMs in the Central Highlands	90.5	83.4	-7.0***	9.7	4.1	-5.6**
Khmer	81.2	63.6	-17.6***	0.0	2.0	2.0**
Others	65.8	87.2	21.4***	1.9	3.5	1.6
Geographic region						
Red River Delta	0.7	11.9	11.2***	2.0	8.5	6.6
Northeast	54.3	63.7	9.4***	3.1	2.7	-0.4
Northwest	73.0	77.0	4.0**	1.7	2.7	1.0*
North Coast	48.3	63.1	14.8***	3.3	4.2	0.8
South Coast	30.6	62.3	31.7***	2.6	1.0	-1.6
Central Highlands	72.5	61.5	-11.0***	6.8	2.7	-4.0***
Southeast	32.5	32.8	0.3	2.0	6.1	4.0**
Southwest	38.8	29.5	-9.4*	1.3	3.9	2.6*
Household income-based poverty status						

Non-poor	39.4	51.3	11.9***	2.0	2.0	-0.0
Poor	63.9	69.2	5.3***	3.3	4.3	1.0**
Child age group						
Ages 0-5	55.6	66.0	11.6***	2.3	3.5	0.8**
Ages 6-10	55.1	59.4	7.1***	2.5	2.6	0.2
Ages 11-15	46.7	55.2	8.5***	3.0	3.3	0.3
Child gender						
Male	52.2	60.3	8.1***	2.4	3.4	1.0**
Female	52.3	60.1	7.8***	2.8	2.8	0.0

Table A2.8 Children having shortage in at least one dimension (unit: %)

	Proportion		
	2007	2012	Difference
Average	95.5	90.5	-5.0***
Ethnicity			
Kinh majority	84.8	70.8	-14.0***
Ethnic minorities	98.8	95.9	-2.9***
Tay	98.9	86.3	-12.6***
Thai	99.4	97.7	-1.7***
Muong	93.2	88.6	-4.6**
Nung	98.8	89.7	-9.1***
H'Mong	100.0	99.9	-0.1*
Dao	99.1	98.2	-0.9
Other EMs in the Northern areas	100.0	98.9	-1.1***
Bana	100.0	100.0	0.0
H'Re	100.0	100.0	0.0
Co Tu	100.0	100.0	0.0
Other EMs in the Central Highlands	100.0	98.7	-1.3***
Khmer	95.9	94.5	-1.5
Others	99.5	99.1	-0.5
Geographic region			
Red River Delta	76.0	67.2	-8.7
Northeast	97.5	91.4	-6.1***
Northwest	98.6	94.7	-3.9***
North Central Coast	93.7	92.6	-1.1
South Central Coast	96.3	93.3	-3.0**
Central Highlands	97.4	86.1	-11.3***
Southeast	88.4	73.8	-14.6***
Southwest	90.5	88.5	-2.0
Poverty status			
Non-poor	91.2	85.6	-5.6***
Poor	98.5	95.6	-2.9***
Child age group			
Ages 0-5	95.1	90.2	-3.7***
Ages 6-10	96.6	91.1	-3.4***

	Proportion		
	2007	2012	Difference
Ages 11-15	95.0	90.4	-4.6***
Child gender			
Male	95.3	90.7	-4.6***
Female	95.7	90.4	-5.3***

Table A2.9 Other indexes on multidimension child poverty (unit: %)

	Child poverty gap (CPG)			Child poverty intensity (CPIT)			Child poverty index (CPI)		
	2007	2012	Difference	2007	2012	Difference	2007	2012	Difference
Average	20.1	26.3	6.2***	39.4	35.5	-3.9***	32.1	24.9	-7.2***
Ethnicity									
Kinh majority	3.7	4.4	0.8	30.9	29.1	-1.7**	25.1	20.4	-4.7***
Ethnic minorities	25.1	32.2	7.1***	41.0	36.2	-4.8***	33.4	25.3	-8.1***
Tay	14.4	9.8	-4.6***	36.6	29.6	-7.0***	29.8	20.7	-9.1***
Thai	20.1	31.5	11.4***	39.1	35.2	-3.9***	31.8	24.6	-7.2***
Muong	8.2	9.2	1.0	33.1	28.3	-4.8***	26.9	19.8	-7.1***
Nung	16.0	11.9	-4.0*	37.0	29.5	-7.5***	30.2	20.6	-9.5***
H'Mong	40.3	60.2	19.9***	46.7	43.4	-3.4***	38.1	30.4	-7.7***
Dao	34.9	42.6	7.7***	45.4	38.8	-6.6***	36.9	27.2	-9.8***
Other EMs in the Northern areas	44.7	48.5	3.7	48.6	40.5	-8.1***	39.6	28.3	-11.2***
Bana	20.7	20.8	0.1	37.5	29.7	-7.9***	30.6	20.8	-9.8***
H'Re	16.8	21.8	5.0	37.6	30.5	-7.2***	30.6	21.3	-9.3***
Co Tu	22.8	23.7	0.9	40.5	31.6	-8.9***	33.0	22.1	-10.9***
Other EMs in the Central Highlands	23.6	19.8	-3.9	39.1	30.6	-8.5***	31.8	21.4	-10.4***
Khmer	15.6	15.1	-0.5	37.2	30.9	-6.3***	30.3	21.6	-8.6***
Others	21.0	34.6	13.6***	38.7	35.2	-3.5***	31.5	24.6	-6.8***
Geographic region									
Red River Delta	0.2	0.5	0.3	25.6	20.7	-4.9*	20.8	14.5	-6.3***
Northeast	23.8	31.9	8.1***	40.9	38.0	-2.9***	33.3	26.6	-6.7***
Northwest	32.6	36.0	3.4**	44.5	37.8	-6.7***	36.2	26.5	-9.8***
North Central Coast	12.4	26.5	14.2***	35.7	35.1	-0.7	29.1	24.5	-4.5***

	Child poverty gap (CPG)			Child poverty intensity (CPII)			Child poverty index (CPI)		
	2007	2012	Difference	2007	2012	Difference	2007	2012	Difference
South Central Coast	14.6	18.0	3.4*	38.0	31.6	-6.4***	30.9	22.1	-8.8***
Central Highlands	18.5	14.7	-3.8**	37.7	30.2	-7.5***	30.7	21.2	-9.6***
Southeast	6.7	8.7	2.0	32.9	27.9	-5.0***	26.8	19.5	-7.2***
Southwest	8.9	12.1	3.2	33.6	30.8	-2.8**	27.4	21.6	-5.8***
Poverty status									
Non-poor	12.2	19.2	6.9***	35.9	33.5	-2.4***	29.3	23.5	-5.8***
Poor	26.0	33.5	7.5***	41.5	37.1	-4.4***	33.8	26.0	-7.8***
Child age group									
Ages 0-5	14.1	21.8	10.8***	36.6	33.6	-3.0***	29.8	23.5	-6.4***
Ages 6-10	16.7	19.6	4.4***	37.5	32.8	-5.2***	30.6	22.9	-8.1***
Ages 11-15	28.5	36.6	8.1***	43.6	39.9	-3.8***	35.5	27.9	-7.6***
Child gender									
Male	19.8	25.7	5.9***	39.2	35.3	-3.9***	32.0	24.7	-7.2***
Female	20.4	26.9	6.5***	39.6	35.8	-3.8***	32.2	25.0	-7.2***

Annex 3. List of programmes/policies on child poverty

Table A3.1 List of programmes/policies supporting children

Content of the support	Program/Decree/Circular	Responsible agencies	Effectiveness (April 2014)
EDUCATION FOR CHILDREN			
Overall support	<p>1. Education Law 2005 (Law No. 38/2005/QH11, dated 14/06/2005)</p> <p>Law Amending and Supplementing a Number of Articles of Education Law No. 38/2005/QH11(Law No. 44/2009/QH12, dated 04/12/2009)</p> <p>Decree No. 75/2006/ND-CP, dated 02/08/2006 detailing and guiding the implementation of a number of articles of the Education Law</p> <p>Decree No. 31/2011/ND-CP, dated 11/05/2011 amending and supplementing some articles of Decree No... 75/2006/ND-CP, dated 02/08/2006 detailing and guiding the implementation of a number of articles of the Education Law</p> <p>Decree 07/2013/ND-CP, dated 09/01/2013 amending and supplementing some articles of Decree No. 75/2006/ND-CP detailing and guiding the implementation of a number of articles of the Education Law</p> <p>Joint Circular No. 109/2009/TTLT-BTC-BGDDT dated 29/05/2008 by MoF and MoET guiding on the regime of finance for students in ethnic minority boarding school and</p>	<p>MOF, MOET</p>	<p>x</p> <p>x</p> <p>(partly expired)</p> <p>x</p> <p>x</p> <p>x</p> <p>x</p>

ethnic minority pre-college schools

2. National Action Program for Vietnamese Children in 2001 – 2010 in accordance to Decree No. 23/2001/QĐ-TTg, dated 26/02/2001 (*)	Vietnam Committee for Child Protection and Care , MPI, MOF, MFA, People's Committees of provinces and cities under central authorities, Vietnamese Fatherland Front and its member bodies, other social associations.	x
3. National Target Program for education and training to 2010 in accordance to Decree No. 07/2008/QĐ-TTg, dated 10/01/2008)	MOET manages, MOLISA coordinates with relevant ministries/sectors and local authorities, MPI, MOF and relevant ministries/sectors, People's Committees of provinces and cities under central authorities	x
4. National Program for Child Protection in 2011 - 2015 in accordance to Decision No. 267/QĐ-TTg, dated 22/02/2011 (**)	MOLISA , Ministry of Justice, Ministry of Public Security, MOET, MoCST, Ministry of Domestic Affairs, Ministry of Information & Communication, MOH, MPI, MOF, Vietnam News Agency, Voice of Vietnam, Vietnam Television Station and mass media agencies, People's Committees of provinces and cities under central authorities, Central Committee of Vietnamese Fatherland Front and its member associations, Central Women's Union, Central Ho Chi Minh Youth Union, Vietnam Association for Protection of Children's Right and other social associations.	x
5. National Target Program for Education and Training in 2012 – 2015 in accordance to Decision No. 1210/QĐ-TT dated 05/09/2012 by the Prime Minister	MOET , ministries/sectors, People's Committees of provinces and cities under central authorities.	x
6. National Action Program for Children in 2012 – 202016 in accordance to Decision No. 555/QĐ-TTg, dated 17/10/2012 (***)	MOLISA , Ministry of Justice, Ministry of Public Security, MOH, MoCST, Ministry of Information & Communication, Vietnam News Agency, VOV, VTV, MPI, MOF, People's Committees of provinces and cities under central authorities, Central Committee of Vietnamese Fatherland	x

¹⁶ Section 1b, Article 1 regulating the action objectives of education for children

Front, TW HLHPN VN, Central Ho Chi Minh Youth Union and other member associations, Vietnam Association for Protection of Children's Right.

7. Education Development Strategy 2011-2020 in accordance to Decision No. 711/QĐ-TTg, dated 13/06/2012
MOET governs, coordinates with provincial People's Committee, Ministry of Domestic Affairs, MOLISA, MPI, MOF, Ministry of Science and Technology, MONRE, MoCST, Ministry of Information & Communication x

8. Resolution No. 80/NQ-CP, dated 19/05/2011 on direction for sustainable poverty reduction in 2011-2020 (****)
Steering Committee for Poverty Reduction, MOLISA, CEMA, MARD, Ministry of Defence, MPI, MOF, MOH, Ministry of Construction, MoCST, Ministry of Domestic Affairs, Ministry of Justice, MONRE, State Bank of Vietnam, People's Committees of provinces and cities under central authorities, Central Committee of Vietnamese Fatherland Front. x

National Target Program for sustainable poverty reduction in 2012-2015 in accordance to Decision No. 1489/QĐ-TTg, dated 08/10/2012 (****)
MOLISA coordinates with MPI, MOF and relevant ministries/sectors, CEMA, People's Committees of provinces and cities under central authorities x

Approving the Program 135 on supporting the infrastructure investment and production development for specially difficult communes, border communes, safety zone communes and specially difficult villages in accordance to Decision No. 551/QĐ-TTg, dated 04/04/2013 (****)
CEMA, MPI, MOF, MARD, MOLISA, Ministry of Information & Communication, People's Committees of provinces and cities under central authorities x

9. Decision approving the Project on universalisation of pre-school education for children aged 5 in 2010 - 2015 in accordance to Decision No. 239/QĐ-TTg dated 09/02/2010
MOET, MOLISA, MOH, MPI, MOF, Ministry of Domestic Affairs, UBND at all levels, Vietnamese Fatherland Front, Vietnamese Women's Union, Vietnam Association for Education Promoting. x

10. Some policy to promote the development of pre-school education in 2011 – 2015 in accordance to Decision No. 60/2011/QĐ-TTg, dated 26/10/2011
MOET, MOLISA, Ministry of Domestic Affairs, MOF, MPI, MONRE, State Bank of Vietnam, relevant ministries/sectors, People's Committees of provinces and cities under central x

authorities

11. Prime Minister's decision on supporting high school students in areas with extremely difficult socio-economic conditions in accordance to Decision No. 12/2013/QĐ-TTg dated 24/01/2013

MOET, MOF, Chairperson of People's Committees of provinces and cities under central authorities

x

Supports for ethnic minority students

12. Adjusting scholarship levels for students in ethnic minority boarding schools and pre-college classes in accordance to Decision No. 82/2006/QĐ-TTg, dated 14/04/2006)

MOET, MOF

x

13. Decision of the Prime Minister on the issuance of some policies supporting students in ethnic minority semi-boarding schools in accordance to Decision No. 85/2010/QĐ-TTg, dated 21/12/2010)

MOET, MOF, MPI, Provincial People's Committee.

x

14. Project on education development for ethnic minorities in 2010 – 2015 in accordance to Decision No. 2123/QĐ-TTg, dated 22/11/2010

MOET, MPI, MOF, MOLISA, CEMA, provincial People's Committees of Lao Cai, Ha Gian, Dien Bien, Lai Chau, Nghe An, Kon Tum

x

Circular No. 03/2012/TTLT-BGDDT-BTC-BLDTBXH dated 19/1/2012 guiding the implementation of policies on education support for ethnic minority students in accordance to Decision No. 2123/QĐ-TTg by the Prime Minister on Project on education development for ethnic minorities in 2010 – 2015 in accordance to Decision No. 2123/QĐ-TTg, dated 22/11/2010

15. Regulations on scholarship policy for students of state-run educations institution in accordance to Decision No. 152/2007/QĐ-TTg, dated 14/09/2007

MOET, MOF, MOLISA

x

Financial support for education for children

Guiding the implementation of Decision No. 152/2007/QĐ-TTg, dated 14/09/2007 regulating the scholarship policy for students of state-run education institutions in accordance to Circular No. 23/2008/TTLT/BGDDT-BLDTBXH-BTC, dated

<p>28/04/2008).</p> <p>Guiding the procedure selecting the valid target to borrow credit in accordance to Decision No. 157/2007/QĐ-TTg dated 27/09/2007 by the Prime Minister on credit for students in accordance to Circular No. 27/2007/TT-BLĐTBXH, dated 31/11/2007</p>	<p>Government, People's Committees of provinces and cities under central authorities, UBND, Committee for Culture, Education, Youth, Pioneers and Children of the National Assembly, Council for Ethnic Affairs and other Committees of the National Assembly, Delegations of National Assembly Representatives, People's Councils and People's Councils' representatives at all levels, Vietnamese Fatherland Front and its member associations.</p>	<p>x</p>
<p>16. Resolution No. 35/2009/QH12, dated 19/06/2009 guiding and orienting the renewal of some financial mechanisms in education and training from school year 2010 – 2011 to school year 2014 – 2015</p>	<p>MOET, MOF, MPI, People's Committees of provinces and cities under central authorities and relevant ministries/sectors.</p>	<p>x</p>
<p>Regulations on the support for studying expenditures for ethnic minority students in accordance to Decision No. 66/2013/QĐ-TTg, dated 11/11/2013</p> <p>17. Decree No. 49/2010/NĐ-CP, dated 14/05/2010 regulation on the exemption and reduction of tuition, supports for studying expenditures and mechanisms to collect and use school fees in state-run education institution from school year 2010 - 2011 to school year 2014 – 2015</p> <p>Joint Circular No. 29/2010/TTLT-BGDĐT-BTC-BLĐTBXH dated 15/11/2010 by the Government on the exemption and reduction of tuition, supports for studying expenditures and mechanisms to collect and use school fees in state-run education institution from school year 2010 - 2011 to school year 2014 – 2015</p> <p>Decree No. 74/2013/NĐ-CP, dated 15/07/2013 amending and supplementing some articles in Decree No. 49/2010/NĐ-</p>	<p>Minister of MOET, Minister of MOLISA in the scope of function and authority, relevant ministries/sectors.</p> <p>MOLISA, MOF, MOET</p> <p>Minister of MOET, Minister of MOF and Minister of MOLISA, in their scopes of function and authority, coordinate with</p>	<p>x (amende) x</p>

CP, dated 14/05/2010 regulation on the exemption and reduction of tuition, supports for studying expenditures and mechanisms to collect and use school fees in state-run education institution from school year 2010 - 2011 to school year 2014 – 2015	relevant ministries/sectors to guide and organise the implementation	x (Partly expired)
Support for teachers in remote areas	<p>18. Favorable policies for teachers and management officers in special schools in areas with difficult socio-economic conditions in accordance to Decree No. 61/2006/ND-CP, dated 20/06/2006</p> <p>Decree No. 61/2006/ND-CP dated 20/06/2006 of the Government on guiding the implementation of the favorable policies for teachers and management officers in special schools in areas with difficult socio-economic conditions</p> <p>Decree No.19/2013/ND-CP, dated 23/02/2013 amending and supplementing some articles of Decree No. 61/2013/ND-CP of the Government on the implementation of the favorable policies for teachers and management officers in special schools in areas with difficult socio-economic conditions</p>	<p>MOET governs, coordinates with MOF, Ministry of Domestic Affairs to guide the implementation</p> <p>Ministers, Heads of ministerial agencies, Heads of agencies of Government, Chair man of People's Committees of provinces and cities under central authorities</p>
Vocational training	19. Decision No. 267/2005/QĐ-TTg, dated 31/10/2005 of the Prime Minister on the policy on vocational training for ethnic minority students in boarding schools	x
Other supports	<p>20. Decree No. 134/2006/ND-CP, 14/11/2006 regulating the earmark regime applied to state-run colleges, professional high schools.</p> <p>Guiding the implementation of some articles in Decree No. 134/2006/ND-CP, 14/11/2006 regulating the earmark regime applied to state-run colleges, professional high schools (Circular No.13/2008/TTLT-BGDĐT-BLDTBXH- BTC- BNV- CEMA, dated 17/04/2008)</p>	x
Policy on providing rice to students in areas with specially difficult socio-economic situations in accordance to Decision	MOF, MOET, People's Committees of provinces and cities	x

No. 36/2013 QD-TTg, dated 24/01/2013)

under central authorities, Minister of, Heads of ministerial agencies, Heads of agencies of Government, Chair man of People's Committees of provinces and cities under central authorities

21. CHILD LABOUR, CHILD PROTECTION

Child labour	22. National Action Program for Children in 2001 – 2010 ¹⁷ , in accordance to Decision No. 23/2001/QĐ-TTg, dated 26/02/2001 (*)	Vietnam Committee for Child Protection and Care , MPI, MOF, MFA, People's Committees of provinces and cities under central authorities, Vietnamese Fatherland Front and its member bodies, social mass organisations.	x
	23. Joint circular guiding and prescribing the list of working places and jobs for which the employment of laborers aged under 18 is banned in service establishments easy to be taken advantage of for prostitution activities (Joint Circular No. 21/2004/TTLT – BLDTBXH – BYT, dated 09/12/2004)	ĐOLISA , DOH of provinces and cities under central authorities coordinate with Department of Culture and Communication, Department of Commerce and Tourism, and relevant departments/sector, provincial Inspectorate agencies of labour, health, People's Committee at all levels.	x
	Labour Law (No. 10/2012/QH13, dated 18/06/2012)		x

Child

protection	24. Law on child protection, care and education (Law No. 25/2004/QH11, dated 15/06/2004)		x
	25. National Program on Child Protection in 2011 – 2015 by the Prime Minister in accordance to Decision No. 267/QĐ-dated 22/02/2011 (**)	MOLISA , Ministry of Justice, Ministry of Public Security, MOET, MoCST, Ministry of Domestic Affairs, Ministry of Information & Communication, MOH, MPI, MOF, Vietnam News Agency, Voice of Vietnam, Vietnam Television Station and mass media agencies, People's Committees of provinces and cities under central authorities, Central Committee of Vietnamese Fatherland Front and its member associations, Central Women's Union, Central Ho Chi Minh Youth Union, Vietnam Association for Protection of Children's Right and	x

¹⁷ Section 2d, Article 1: Goals of Child Protection

other social associations.

- | | |
|--|---|
| 26. Action Program preventing human trafficking in 2011-2015 in accordance to Decision No. 1427/QĐ-TTg dated 18/08/2011 | x |
| <hr/> | |
| 27. Vietnam family development strategy until 2020, with perspective to 2030 in accordance to Decision No. 629/QĐ-TTg, dated 29/05/2012) | x |

Ministry of Public Security, Ministers, Heads of ministerial agencies, Heads of agencies of Government, Chair man of People's Committees of provinces and cities under central authorities.

MoCST governs and coordinate with MPI, MOF, relevant ministries/sectors, Central Women's Union, other socio-economic organisations and People's Committees of provinces and cities under central authorities to implement, MOF, MARĐ, Ministry of Justice, Ministry of Information & Communication, Ministry of Science and Technology, Ministry of Public Security, CEĐA, People's Committees of provinces and cities under central authorities, Vietnamese Fatherland Front, Vietnamese Women's Union, Vietnamese Farmers' Association, Central Ho Chi Minh Youth Union, Central Committee Propaganda Department.

28. SUPPORT FOR SOCIAL INCLUSION

- | | | |
|--|--|---|
| Support for social inclusion for children | 28. National Action Program for Children in 2006-2010 ¹⁸ in accordance to Decision No. 23/2001/QĐ-TTg, dated 26/02/2001 (*) | x |
| <hr/> | | |
| | 29. Circular No. 39/2009/TT-BGDĐT dated 29/12/2009 by MoET regulating the inclusive education for children with difficult situations (Circular No. 39/2009/TT-BGDĐT, dated 29/12/2009) | x |

Vietnam Committee for Child Protection and Care, MPI, MOF, MFA, People's Committees of provinces and cities under central authorities, Vietnamese Fatherland Front and its member bodies, social mass organisations.

MOET, People's Committees at all levels, Departments and Divisions of Education and Training, families, schools and communities

¹⁸ Section 2đ, Article 1: Issuing the objectives on cultural, entertaining activities for children

30. National Program on Child Protection in 2011 – 2015 in accordance to Decision No. 267/QĐ-TTg, dated 22/02/2011 (**)	<p>MOLISA, Ministry of Justice, Ministry of Public Security, MOET, MoCST, Ministry of Domestic Affairs, Ministry of Information & Communication, MOH, MPI, MOF, Vietnam News Agency, Voice of Vietnam, Vietnam Television Station and mass media agencies, People’s Committees of provinces and cities under central authorities, Central Committee of Vietnamese Fatherland Front and its member associations, Central Women’s Union, Central Ho Chi Minh Youth Union, Vietnam Association for Protection of Children’s Right and other social associations.</p>	x
31. Regulation on reception of, and community reintegration support for trafficked women and children home from foreign countries in accordance to Decision No. 17/2007/QĐ-TTg, dated 29/01/2007)	<p>MOLISA, Ministry of Public Security, Ministry of Defence, MFA, Ministry of Justice, MOF, MPI, Committee for Population, Families and Children, MOH, Central Women’s Union, People’s Committees of provinces and cities under central authorities</p>	x
32. Decision of PM approving the Scheme supporting disabilities in the period 2012-2020 (Decision 1019/QĐ-TTg, dated 05/08/2012)	<p>MOLISA, MPI, MOF, MOH, MOET, Ministry of Construction, Ministry of Transportation, Ministry of Information & Communication, Ministry of Justice, MoCST, People’s Committees of provinces and cities under central authorities.</p>	x
33. Implementation plan of the provision of legal assistance for people with disabilities (3888/QĐ-BTP Decision, dated 18/12/2013)	<p>National Legal Aid Agency of Vietnam, Department of Justice, Centre for Legal Aid.</p>	x
34. National Action Program for Children period 2012-2020 (1555/QĐ-TTg Decision, dated 17/10/2012) (***)	<p>MOLISA, Ministry of Justice, Ministry of Public Security, MOH, MoCST, Ministry of Information & Communication, Vietnam News Agency, VOV, VTV, MPI, MOF, People’s Committees of provinces and cities under central authorities, Central Committee of Vietnamese Fatherland Front and its member associations, Central Women’s Union, Central Ho Chi Minh Youth Union and other member</p>	x

	associations, Vietnam Association for Child Rights Protection.			
35.	The National Target Programme on Culture in the period 2012-2015 (Decision 1211/QĐ-TTg, dated 05/09/2012): Support to upgrade and maintain recreational activities for children locally.		MoCST , MPI, MOF, Central ministries/sectors, People's Committees of provinces and cities under central authorities	x
36.	Regulations on social assistance policies for social protection (Decree 136/2013/ND-CP, dated 21/10/2013)		MOLISA , MOF.	x
Water and sanitation				
37.	NTP water and sanitation by 2020 (No.104/2000/QĐ-TTg Decision, dated 25/08/2000)		MARD , MOH, Ministry of Science, Technology & Environment, MOET, Ministry of Construction, MPI, MOF, Steering Committee for National Target Program on Rural Water Supply and Sanitation.	x
38.	National Action Program for Children 2006-2010 (23/2001/QĐ-TTg Decision, dated 26/02/2001) (*)		Vietnam Committee for Child Protection and Care , MPI, MOF, MFA, Vietnamese Fatherland Front.	x
39.	PM's decision on a number of policies to support production land, residential land, shelter and clean water for households of ethnic minorities and economic difficulties (134/2004/QĐ-TTg Decision, dated 20/07/2004) (*****) Decision amending and supplementing some articles of Decision No. 134/2004/QĐ-TTg dated 20/07/2004 of the Prime Minister on a number of policies to support production land, residential land, shelter and water activities for the protection of ethnic minorities and economic difficulties (Decision 187/2007/QĐ-TTg, 31/12/2007)		CEMA , Provincial People's Committees, MARD, Ministry of Construction, MOF.	x
40.	Program national goals of clean water and sanitation in rural areas for 2006-2010 (Decision No. 277/2006/QĐ-TTg, 11/12/2006)		MARD , People's Committees of provinces and cities under central authorities, MONRE, MOH, MOET, MPI, MOF.	x

<p>41. Resolution on the orientation of sustainable poverty reduction for the period 2011-2020 (Resolution No. 80/NQ-CP, dated 19/05/2011)¹⁹ (****)</p>	<p>Steering Committee for Poverty Reduction, MOLISA, CEMA, MARD, Ministry of Defence, MPI, MOF, MOH, Ministry of Construction, MoCST, Ministry of Domestic Affairs, Ministry of Justice, MONRE, State Bank of Vietnam, People's Committees of provinces and cities under central authorities, Central Committee of Vietnamese Fatherland Front.</p>	<p>x</p>
<p>Approving the National target program on Sustainable poverty reduction 2012-2015 period (Decision 1489/QD-TTg, dated 10/08/2012) (****)</p>	<p>MOLISA, CEMA, People's Committees of provinces and cities under central authorities.</p>	<p>x</p>
<p>Program 135: Approving investment support for developing production infrastructure of communes with extremely difficult economic conditions, communal borders, social security zones, villages particularly difficult (Decision 551 / QD-TTg, dated 04/04/2013) (****)</p>	<p>CEMA, MPI, MOF, MARD, MOLISA, Ministry of Information & Communication, People's Committees of provinces and cities under central authorities.</p>	<p>x</p>
<p>Medical care and nutrition</p>		
<p>Medical care 42. Decisions about health care for the poor (139/2002/QD-TTg Decision dated 15/10/2002)</p>	<p>MOH, MOLISA, CEMAMPI (coordinate with Provincial People's Committees, MFA, MOF, MOH) Central Committee of Vietnamese Fatherland Front.</p>	<p>x Partially expirec</p>
<p>Amending and supplementing some articles of Decision No. 139/2002/QD-TTg PM's about health care for the poor (QD 14/2012/QD-TTg, dated 01/03/2012)</p>	<p>MOH MOLISA</p>	<p>x</p>
<p>Guide on implementation of 14/2012/QD-TTg PM's Decision on amending and supplementing a number of articles of the PM's decision 139/2002/QD-TTg about health care for the poor. (TT 33/2013/TTLT-BYT-BTC, dated 18/10/2013)</p>	<p>CEMA, MPI (coordinate with Provincial People's Committees, MFA, MOF, MOH), Central Committee of Vietnamese Fatherland Front</p>	<p>x</p>
<p>43. Detailed regulations and guidelines for implementation of</p>	<p>MOH coordinates with MOF, MOLISA</p>	<p>x</p>

¹⁹Article 1c, Chapter III: Regulations of supporting nutrition for poor people, especially poor women and children.

the Law on Health Insurance (Decree 62/2009/ND-CP, dated 27/07/2009)

44. Decision approving the National Target Program on medical care in the period 2012 - 2015 (Decision dated 04/09/2012 1208/QĐ-TTg PM's) **MOH, MPI, MOF,** x

45. Joint Circular guiding the implementation of health insurance (09/2009/TTLT-BYT-BTC 14/08/2009) **Department of Health** coordinates with Provincial Social Insurance x

Social Insurance of Vietnam, Ministry of Defence, Ministry of Public Security, Vietnam government information security commission, coordinates with MOH, MOF

46. Guide on registration for medical examination, initial treatment and transfer using health insurance (TT 10/2009/TT/BYT, 14/08/2009) **Military Medical Service Department – Ministry of Defence** x
Department of Health- Ministry of Public Security
Department of Health

47. Raising the level of support for health insurance for people in poor households (797/2012/QĐ-TTg Decision, dated 26/06/2012) **MOF** x
Chairperson of Provincial People's Committees

Raising the level of support for health insurance for people near poor households (705/QĐ-TTg Decision, dated 08/05/2013)

48. Scheme implementation roadmap towards universal health coverage period 2012-2015 and 2020. (538/2013/QĐ-TTg Decision, dated 29/03/2013) **MOH and Social Insurance of Vietnam govern, MOF,** x
MOLISA, MOET

Ministry of Information & Communication, Ministry of Domestic Affairs, Ministry of Defence, Ministry of Public Security, MPI, Government Inspectorate, Provincial People's Committees and People's Councils, Vietnamese Fatherland Front

Vietnam Federation of Labour, Vietnam Women's Union
Vietnam Farmers' Association, Central Ho Chi Minh Youth Union
Vietnam Association of Medicine

Vaccinations and prevention of dangerous diseases	49. National Target Programme prevention of social diseases, dangerous epidemics of HIV and other (108/2007/QD-TTg decision, dated 17/07/2007)	MOH, MPI, MOF	x
	Decision supplementing Decision No. 108/2007/QD-TTg of the Prime Minister of the National Targeted Programme for prevention of social diseases, dangerous epidemics and HIV / AIDS for 2006-2010 (Decision the 172/2008/QD-TTg, dated 09/12/2008)	MOH, MOF, MPI	x
	50. Decree on encouraging socialisation in education, vocational training, health care, culture, sports and environment (Decree No 69/2008/ND-CP dated 30/05/2008).	MOET, MOLISA, MOH, MoCST, MONRE, People's Committees of provinces and cities under central authorities	x Partially expirec
	51. National target program on prevention of drugs (156/2007/QD-TTg decision, dated 25/09/2007) Scheme 4: Prevention of drug in school.	National Committee for Prevention of HIV/AIDS, Drug and Prostitution; National Steering Committee for Prevention of Drug.	x
	52. National Action Plan for Children Affected by HIV / AIDS by 2010 and vision to 2020 (84/2009/QD-TTg Decision, dated 04/06/2009)	MOLISA, MPI, MOF, MOH, MOET, People's Committees of provinces and cities under central authorities	x
Medical care infrastructure	53. Resolution on the orientation of sustainable poverty reduction for the period 2011-2020 (Resolution No. 80/NQ-CP, dated 19/05/2011)20 (***)	Steering Committee for Poverty Reduction, MOLISA, CEMA, MARD, Ministry of Defence, MPI, MOF, MOH, Ministry of Construction, MoCST, Ministry of Domestic Affairs, Ministry of Justice, MONRE, State Bank of Vietnam, People's Committees of provinces and cities under central authorities, Vietnamese Fatherland Front	x
	Approving the National target program on Sustainable poverty reduction 2012-2015 period (Decision 1489/QD-TTg, dated 10/08/2012) (***)	MOLISA, CEMA, People's Committees of provinces and cities under central authorities	x
	Program 135: Approving investment support for developing production infrastructure of communes with extremely	CEMA, MPI, MOF, MARD, MOLISA, Ministry of Information & Communication, People's Committees of provinces and	x

²⁰Article 1c, Chapter III: Regulations of supporting nutrition for poor people, especially poor women and children.

cities under central authorities.

difficult economic conditions, communal borders, social security zones, villages particularly difficult (Decision 551 / QD-TTg, dated 04/04/2013) (***)

Nutrition	54. National Strategy on Nutrition 2001-2010 (21/2001/QD-TTg Decision, dated 22/02/2001)	MOH, MPI, MARD, MOET, MOLISA, Committee of Commerce, Culture – Scientific Information – Technology and Environment of the National Assembly, Vietnam Committee for Child Protection and Care, Vietnam Committee for Poulation and Family Planning, General Statistics Office.	x
	55. National Programme of Action for Children 2001-2010 (23/2001/QD-TTg Decision, dated 26/02/2001) (*)	Vietnam Committee for Child Protection and Care, MPI, MOF, MFA, Vietnamese Fatherland Front.	x
	56. National Programme of Action for Children in the period 2012 - 2020 (1555/QD-TTg Decision, dated 17/10/2012) (***)	MOLISA, Ministry of Justice, Minstry of Public Security, MOH, MoCST, Ministry of Information & Communication, Vietnam News Agency, VOV, VTV, MPI, MOF, People’s Committees of provinces and cities under central authorities, Central Committee of Vietnamese Fatherland Front, Vietnamese Women’s Union, Central Ho Chi Minh Youth Union and other memeber associations, Vietnam Association for Child Rights Protection.	x
	57. National Strategy on Nutrition for 2011-2020 and vision to 2030 (Decision No. 226/QD-TTg, dated 22/02/2012)	MOH, MPI, MOF, MARD, MOET, MOLISA, Ministry of Information & Communication, Ministries, ministerial agencies, Government agencies, People’s Committees of provinces and cities under central authorities, Vietnamese Women’s Union, Central Committee of Vietnamese Fatherland Front, Vietnam Federation of Labour, Vietnam Farmers’ Association Việt Nam, DTNCS HCM, Vietnam Association for the Elderly, professional associations and other social organisations	x
Family planning	58. National target program on population and family planning, 2006-2010 (170/2007/QD-TTg Decision, dated 11/08/2007)	MOH, MPI, MOLISA, MARD, MOET, Bộ KH&CN, relevant ministries/sectors, Provincial People’s Committees, cities under central authorities, Central Committee of Vietnamese	x

	Fatherland Front, member associations, social and professional associations.
Housing support and electricity	
Housing support	x
59. PM's decision on a number of policies to support production land, residential land, shelter and clean water for households of ethnic minorities and economic difficulties (134/2004/QD-TTg Decision, dated 20/07/2004) (*****) Decision amending and supplementing some articles of Decision No. 20/07/2004 dated 134/2004/QD-TTg of the Prime Minister on a number of policies to support production land, residential land, shelter and water activities for the protection of ethnic minorities and economic difficulties (Decision 187/2007/QD-TTg. 31/12/2007)	CEMA , Provincial People's Committees, MARD , Ministry of Construction, MOF .
60. Policy supporting household migration to remote areas bordering with China (60/2005/QD-TTg Decision, dated 24/03/2005) Guiding the implementation of policies to support migration, resettlement for border communes Vietnam - Decision No. 60/2005/QD-TTg March 24, 2005 of the Prime Minister (Decision 11/2006 / TT-BNN dated 14/02/2006)	MARD
61. Policy supporting immigration households of ethnic minorities to resettle (Decision 33/2007 QD-TTg, dated 05/03/2007)	CEMA , MPI , MARD , Provincial People's Committees.
62. Housing support for ethnic minorities (167/2008/QD-TTg Decision, dated 12/12/2008) Joint Circular guiding the implementation of Decision No 167/2008/QD-TTg 12/12/2008 PM's support policy for shelter the poor (Inter-Circular No. 08/2009/TTLT-BXD-BTC-BKHD T MARD -SB-date 19/05/2009) Amending and supplementing some articles of the PM's	Ministry of Construction , MPI , MOF , People's Committees of provinces and cities under central authorities, Central Committee of Vietnamese Fatherland Front.

decision 167/2008/QĐ-TTg policy support for shelter the poor (29/10/2010 Decision 67/2010/QĐ-TTg)

63. Resettlement Plan for nomadic ethnic minorities until 2012 (1342/QĐ-TTg Decision, dated 25/08/2009)	UNDT, MPI, MARD, relevant ministries/sectors, Provincial People's Committees	x
64. Piloting solutions to support poor households improve shelter conditions for safety, to cope with floods North Central region and Central Coast (716/QĐ-TTg Decision dated 14/06/2012)	Ministry of Construction, MPI, MOF, NHCSXH, Provincial People's Committees, Đoàn TNCS HCM.	x
65. Resolution on the orientation of sustainable poverty reduction for the period 2011-2020 (Resolution No. 80/NQ-CP, dated 19/05/2011)21 (****)	Steering Committee for Poverty Reduction, MOLISA, CEMA, MARD, Ministry of Defence, MPI, MOF, MOH, Ministry of Construction, MoCST, Ministry of Domestic Affairs, Ministry of Justice, MONRE, State Bank of Vietnam, People's Committees of provinces and cities under central authorities, Vietnamese Fatherland Front	x
Approving the National target program on Sustainable poverty reduction 2012-2015 period (Decision 1489/QĐ-TTg, dated 10/08/2012) (****)	MOLISA, CEMA, People's Committees of provinces and cities under central authorities	x
Program 135: Approving investment support for developing production infrastructure of communes with extremely difficult economic conditions, communal borders, social security zones, villages particularly difficult (Decision 551 / QĐ-TTg, dated 04/04/2013) (****)	CEMA, MPI, MOF, MARD, MOLISA, Ministry of Information & Communication, People's Committees of provinces and cities under central authorities.	x
66. Planning for national electricity development period 2011 – 2020, with vision to 2030 (Decision dated 21/07/2011 1208/QĐ-TTg PM's)	Ministry of Commerce, MPI, MOF, STATE BANK OF VIETNAM, Vietnam Electricity, PetroVietnam, Vietnam National Coal - Mineral Industries Group, People's Committees of provinces and cities under central authorities.	x

Electricity

²¹ Article 1c, Chapter III: Regulations of supporting nutrition for poor people, especially poor women and children.

