



Global Initiative on Out-of-school Children



Report on Out-of-school Children in Ninh Thuan Province

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ABBREVIATIONS

ANAR	Adjusted Net Attendance Rate
DOLISA	Department of Labor, Invalids and Social Affairs
GSO	General Statistics Office
MOET	Ministry of Education and Training
OOSC	Out-of-school children
UIS	UNESCO Institute for Statistics
UNESCO	United Nations Educational, Scientific & Cultural Organization
UNICEF	United Nations Children's Fund
5DE	5 Dimensions of Exclusion

1. Overview

This report presents an analysis of the out-of-school children (OOSC) aged 5-14 in Ninh Thuan Province. OOSC are children who have never attended school or had attended but later dropped out.

The report was developed in parallel with the report *Out-of-school Children in Viet Nam: A country study*, which was prepared by the Ministry of Education & Training (MOET) with the support of UNICEF and technical consultants. Ninh Thuan is one of the eight provinces with an in-depth analysis of the OOSC profile. The eight provinces are Lao Cai, Dien Bien, Ninh Thuan, Kon Tum, Gia Lai, Ho Chi Minh City, Dong Thap and An Giang.

The report aims to highlight several key issues related to education disparity in Ninh Thuan through an analysis of the profile of the out-of-school children aged 5-14 in Ninh Thuan and of those who were attending primary and lower secondary schools but were at risk of dropping out and an analysis of the barriers and bottlenecks which limited their school attendance. The report expects to enhance understanding of OOSC, contribute to improved education planning and management, and support policy advocacy in order to remove and reduce barriers and realize the right to education of all children, with a particular focus on disadvantaged children.

The analysis is based on the 5 Dimensions of Exclusion (5DE) defined in the Global Initiative on Out-of-school Children launched by the United Nations Children's Fund (UNICEF) and the Institute for Statistics (UIS) of the United Nations Educational, Scientific & Cultural Organization (UNESCO).

The 5 Dimensions of Exclusion include:

Dimension 1: Children of pre-primary school age who are not in pre-primary or primary school

Dimension 2: Children of primary school age who are not in primary or secondary school

Dimension 3: Children of lower secondary school age who are not in primary or secondary school

Dimension 4: Children who are in primary school but are at risk of dropping out

Dimension 5: Children who are in lower secondary school but are at risk of dropping out

The first three dimensions cover out-of-school children. Dimension of Exclusion 1 (DE1) focuses on five-year-old out-of-school children, DE2 focuses on out-of-school children of primary school age, and DE3 focuses on out-of-school children of lower secondary school age.

The remaining two dimensions address children who attend a primary or lower secondary school, irrespective of their age, but are at the risk of dropping out.

The data used for the analysis was sourced from Viet Nam's 2009 Population and Housing Census (2009 Census). The sections on barriers and recommendations are based on consultations conducted in December 2012 with education managers from different units of the Department of Education and Training of Ninh Thuan Province, the Bureau of Education and Training of Thuan Nam District and representatives of teachers, students, parents and local authorities at Gia Primary School and Truong Van Ly Lower Secondary School.

Remarks on the data and key considerations in the analysis:

- The 2009 Population and Housing Census enumerated all the Vietnamese regularly residing in the territory of the Socialist Republic of Viet Nam at zero hour on 1 April 2009.
- As per the 2009 Population and Housing Census, respondents were only given credit for the full years that they had completed by 1 April 2009 (a full year is 365 days). This calculation method

is different than that used by the education sector, which calculates by deducting the year of birth from the current year. These different calculation methods resulted in a discrepancy in the data from the GSO and the education sector. To address this issue and ensure alignment with the schooling age calculation, age in this report was calculated based on the year of birth against 2008, meaning age was counted by deducting the year of birth as declared in the census. For example, the five-year-old children in this report are those who reported they were born in 2003 (2008 minus 2003 = five years) and the 14-year-old children are those who reported they were born in 1994 (2008 minus 1994). Therefore, the data in this report is comparable to the data used by the education sector for the 2008-2009 school year.

- The education-related questions as asked in the 2009 census included *Are you attending school* and *Did you drop out or did you never go to school?* and there were three response options: *attending school*, *attended but dropped out* and *never went to school*. The responses formed the basis for analyzing school attendance in this report.
- There were four questions in the 2009 census related to disability of the four major functions: vision, hearing, movement (walking) and cognition (learning or understanding). These questions were asked of members of the household who were aged five and over. Answers were based on self-evaluation and were placed into four categories: *No difficulty*, *A little difficulty*, *Very difficult* and *Unable*. A person was considered to have a disability if s/he was unable to do one or more of the four major functions and to have a partial disability if s/he reported having a little difficulty or that it was very difficult to perform any of the four functions. Those who reported having no difficulty doing any of the four functions were categorized as having no disability.
- Migration, as referred to in this report, follows the concept utilized in the 2009 Census, in which a migrant was interpreted as a person who had moved from one district to another at least once during the five years before the 2009 census. In Viet Nam people often move from a rural area to an urban area within a province or move from a rural province to a city outside their province.

However, there was a data limitation. There was no question about the purpose of the migration in the 2009 census, which made it impossible to identify whether people migrated to look for a job in a city, for casual seasonal work or due to a natural disaster.

As the 2009 census does not have data on child labor, this chapter does not analyze the situation of working children.

- When analyzing based on specific disaggregations, weighted cell values less than 50 were omitted from the tables (i.e. the value was changed to zero) as the sample size was too small. All related cells were left blank. However, one must be cautious when making conclusions based on cells with weighted values that are only slightly higher than 50 observations.
- There are 54 ethnic groups in Viet Nam, among which the Kinh make up the majority of the population and all other groups are considered to be ethnic minorities. This report analyzes out-of-school children among the Kinh and key ethnic minorities in Ninh Thuan such as the Raglay, the Cham, the Co Ho, the Hoa, and the Chu Ru.

2. Characteristics of the children aged 5-14 in Ninh Thuan

According to data from the 2009 Census, the total number of children in Ninh Thuan aged five in 2008, aged 6-10 in 2008 (of primary school age and born between 1998 and 2002) and aged 11-14 in 2008 (of lower secondary school age and born between 1994 and 1997) was 10,572, 55,607 and 53,801 respectively (see Table 1).

The ratio of male to female children aged five in Ninh Thuan was about 52:49, and for children aged 6-10 and 11-14 it was about 52:48. Such ratios indicate a clear gender imbalance in the school-age population.

66-68% of the children aged 5-14 in Ninh Thuan lived in rural areas. About 25% of the children aged 5-14 in Ninh Thuan belonged to an ethnic minority group, mainly the Raglay and the Cham. In Ninh Thuan less than less than 1.9% of the children had a disability or a partial disability, and the remaining 98.1% of the children had no disabilities. The children of migrant families accounted for less than 1.7% of the total number of children.

Table 1: Distribution of child population aged 5-14 in Ninh Thuan

		Age in 2008		
		5	6-10	11-14
Total (persons)		10,572	55,607	53,801
Age (persons)	5	10,572		
	6		10,597	
	7		10,713	
	8		12,251	
	9		10,581	
	10		11,466	
	11			12,173
	12			13,172
	13			14,083
	14			14,374
Gender (%)	Male	51.54	52.14	52.31
	Female	48.46	47.86	47.69
Urban/Rural (%)	Urban	33.81	31.92	32.52
	Rural	66.19	68.08	67.48
Ethnicity (%)	Kinh	74.91	73.53	76.16
	Hoa	0.26	0.26	0.30
	Cham	10.52	11.82	10.77
	Cơ Ho	0.60	0.59	0.50
	Raglay	13.39	13.35	11.86
	Chu Ru	0.18	0.20	0.17
Disability (%)	Other	0.13	0.25	0.23
	Disabled	0.48	0.17	0.22
	Partially disabled	1.16	1.21	1.72
Migrant (%)	Not disabled	98.36	98.62	98.05
	Yes	1.69	1.13	1.19
	No	98.31	98.87	98.81

3. Out-of-school children (OOSC)

3.1. Out-of-school children aged five

Five-year-old OOSC included five-year-old children who did not attend a pre-primary school for children aged five or a primary school.

According to data from the 2009 Census, there were 10,572 children aged five in Ninh Thuan in 2008 (born in 2003), of whom 83.87% attended school and 16.13% did not. There were 1,705 five-year-old OOSC in Ninh Thuan. The percentage of five-year-old OOSC in Ninh Thuan was 1.2 times higher than the national average (12.19%) and ranked fourth among the eight provinces (see Figure 1).

Figure 1: Children aged five attending school and children out of school in Ninh Thuan

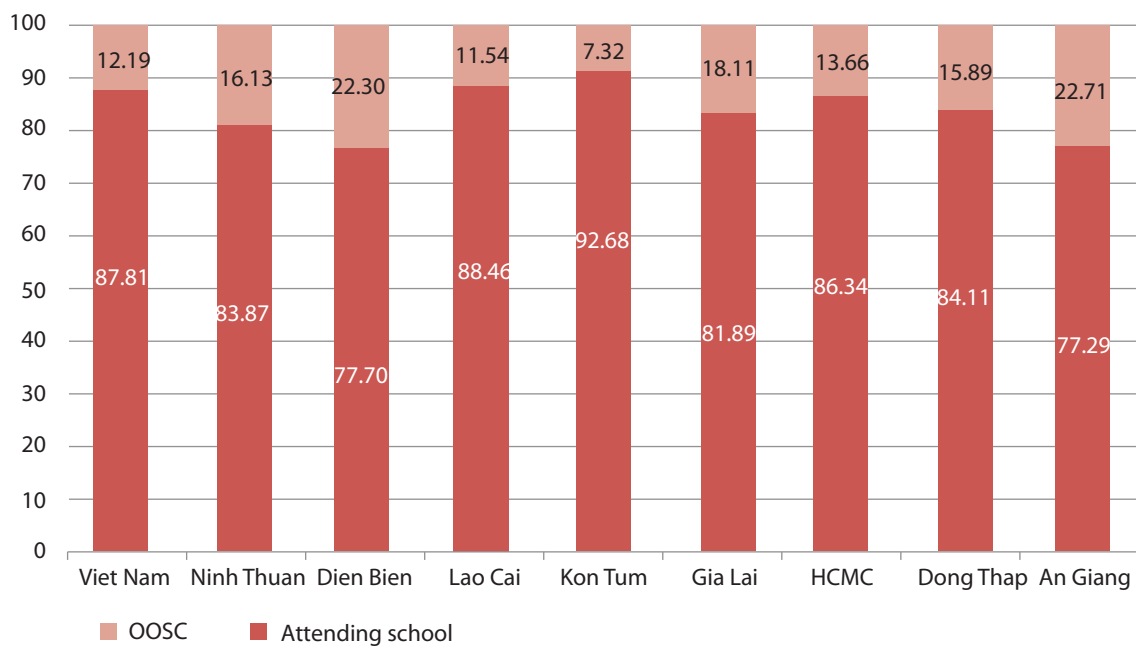
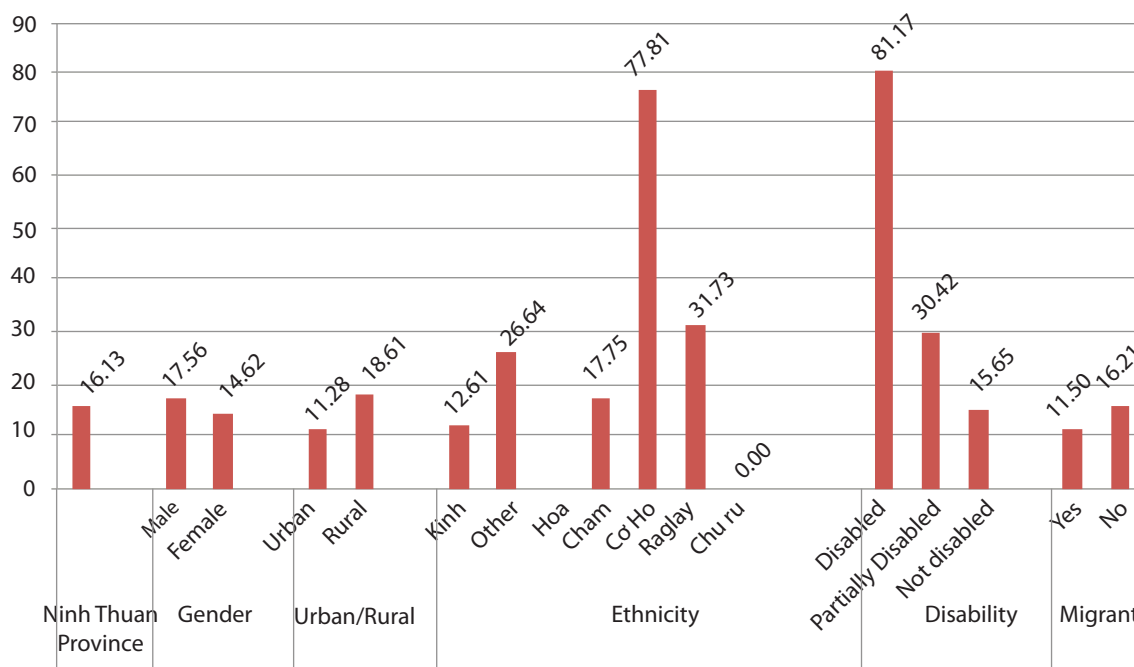


Figure 2 provides a graphical illustration of the relevant data for five-year-old OOSC in Ninh Thuan classified by the children’s characteristics, including gender, residential area (urban or rural area), ethnic group, disability and migration status.

Figure 2: Percentage of five-year-old OOSC in Ninh Thuan



The percentage of male five-year-old OOSC was considerably higher than that of female OOSC, 17.56% and 14.62% respectively. However, there were big differences in the percentages of five-year-old OOSC in Ninh Thuan in urban and rural areas; the Kinh and other ethnic groups; disabled children and those with no disabilities; and migrant and non-migrant children.

There were 1.5 times more five-year-old OOSC in rural areas than in urban areas, 18.61% and 11.28% respectively.

The percentage of five-year-old OOSC among other ethnic groups was twice as high as that of the Kinh, 26.64% and 12.61% respectively, of whom the five-year-old Co Ho OOSC accounted for the highest percentage (77.8%), about six times higher than the Kinh, followed by the Raglay (31.7%) and the Cham (17.7%), 2.5 and 1.5 times higher than the Kinh respectively.

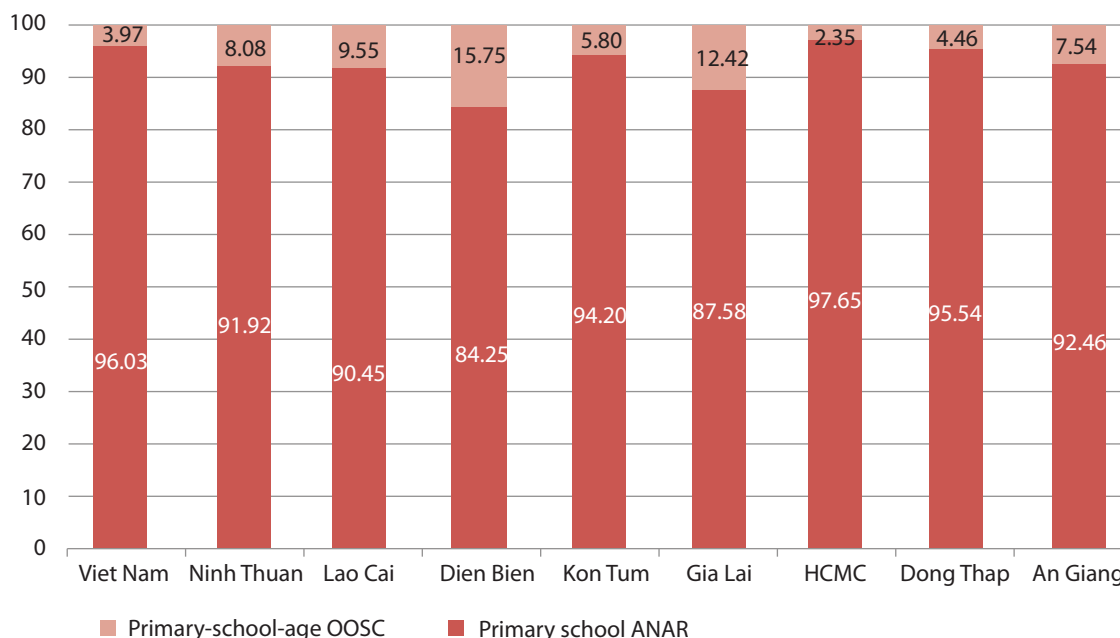
81.17% percent of the five-year-old children with disabilities were out of school. That means four out of every five children aged five with disabilities in Ninh Thuan did not attend school. There were nearly twice as many five-year-old OOSC with partial disabilities as five-year-old OOSC with no disabilities, 30.42% and 15.65% respectively. The percentage of OOSC among migrant families was considerably lower than the percentage of OOSC among non-migrant families, 11.50% and 16.21% respectively.

3.2. Out-of-school children of primary school age

OOSC of primary school age included those aged 6-10 not attending a primary or lower secondary school.

According to data from the 2009 Census, there were 55,607 children aged 6-10 in Ninh Thuan in 2008 (born between 1998 and 2002), of whom 91.92% attended a primary or lower secondary school and 8.08% were out of school (see Figure 3). The number of OOSC aged 6-10 in Ninh Thuan was 4,493. The percentage of primary-school-age OOSC in Ninh Thuan was double the national average (3.97%) and ranked fourth among the eight provinces.

Figure 3: Percentage of primary-school-age children in Ninh Thuan attending school and out of school



Note: The primary school ANAR indicates the percentage of primary-school-age children attending a primary or lower secondary school.

Figure 4 provides a graphical illustration of the relevant data for primary-school-age OOSC in Ninh Thuan classified by the children’s characteristics, including age, gender, residential area (urban or rural area), ethnic group, disability and migration status.

The percentage of primary-school-age OOSC increased slightly with age, which means the number of dropouts in the final grade of primary school increased slightly.

There were big differences in the rates for males and females, in urban and rural areas, for the Kinh and other ethnic groups, for those with disabilities and those with no disabilities, and for migrant and non-migrant families of primary-school-age OOSC in Ninh Thuan. Such differences were bigger than those for five-year-old OOSC.

The percentage of primary-school-age male OOSC was nearly 1.5 times higher than that of female OOSC, 9.27% and 6.78% respectively.

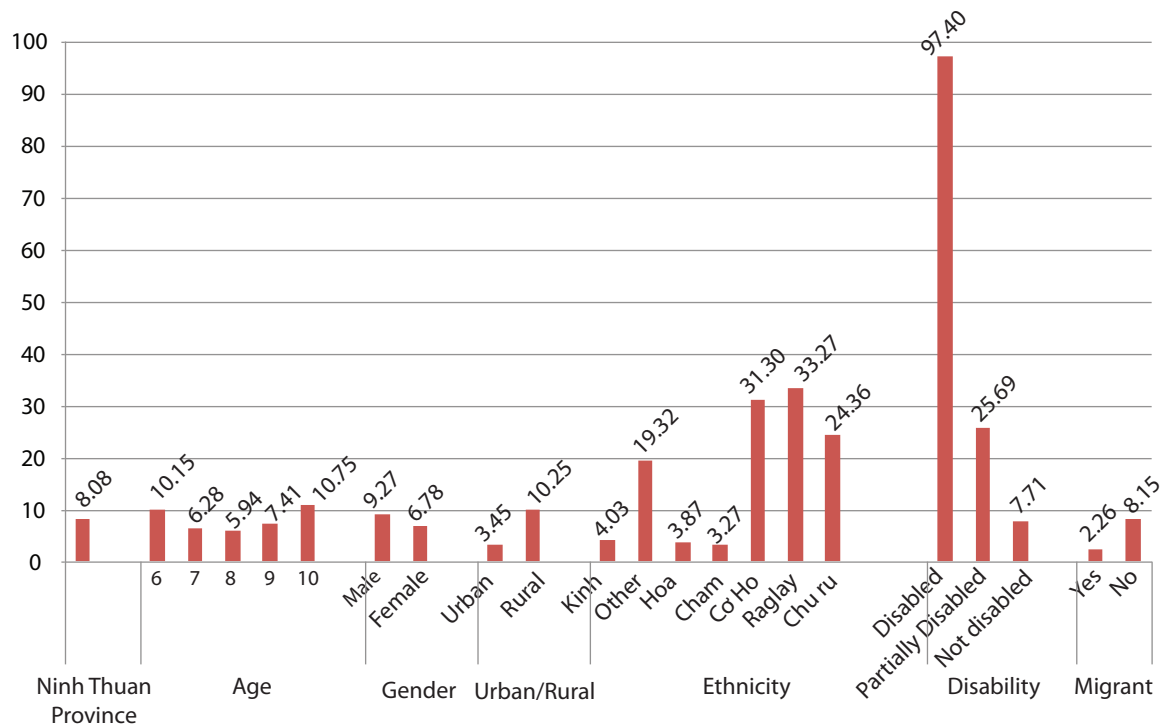
The percentage of primary-school-age OOSC in rural areas was three times higher than that of primary-school-age OOSC in urban areas, 10.25% and 3.45% respectively.

The percentage of primary-school-age OOSC of other ethnic groups was nearly five times higher than that of the Kinh, 19.32% against 4.03% respectively. The percentage of primary-school-age OOSC among the Raglay was the highest, 33.27%, which means that one out of three did not attend school. The percentage of primary-school-age Raglay OOSC was about eight times higher than the percentage of Kinh OOSC, followed by the Co Ho (31.3%) and the Chu Ru (24.36%), nearly eight and six times higher than the Kinh respectively.

The percentage of primary-school-age OOSC with disabilities was 97.40%, which means almost all the children of primary school age with disabilities did not attend school. The percentage of primary-school-age OOSC with partial disabilities was three times higher than their peers with no

disabilities, 25.69% and 7.71% respectively. The number of primary-school-age OOSC from migrant families was three times higher than the number of OOSC from non-migrant families, 8.15% and 2.26% respectively.

Figure 4: Percentage of primary-school-age OOSC in Ninh Thuan



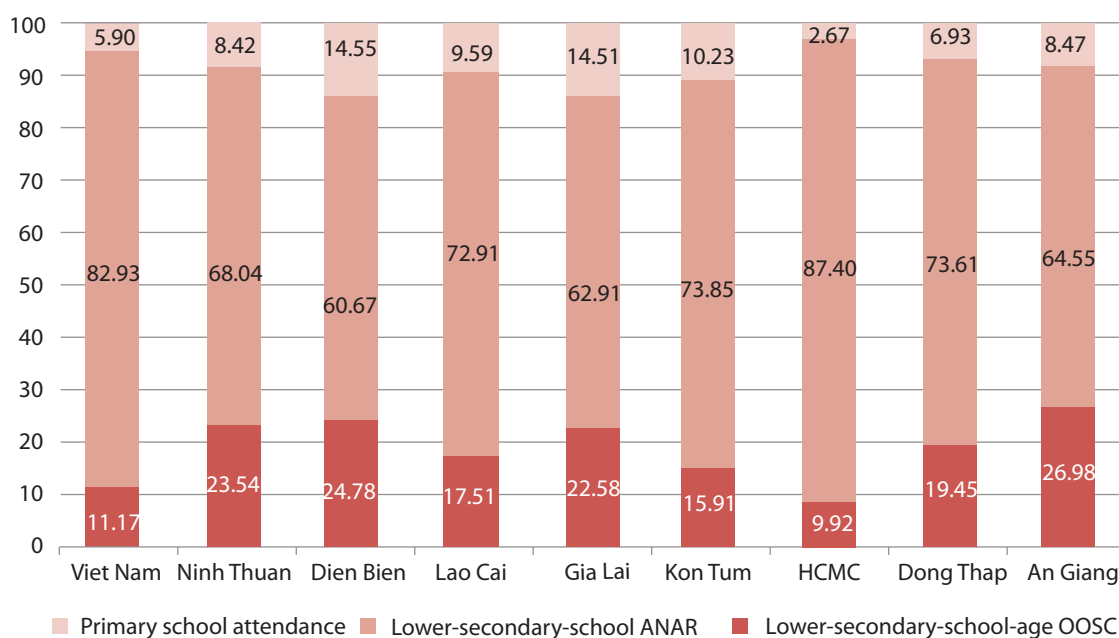
3.3. Out-of-school children of lower secondary school age

OOSC of lower secondary school age included those aged 11-14 who did not attend a lower or upper secondary school or a primary school.

According to the data from the 2009 Census, there were 53,801 children of lower secondary school age in Ninh Thuan in 2008 (born between 1994 and 1997), of whom 68.04% attended a lower secondary or upper secondary school, 8.42% attended a primary school and the remaining 23.54% were out of school. That means one out of four children of lower secondary school age did not attend school (see Figure 5). The percentage of lower-secondary-school-age OOSC in Ninh Thuan was nearly three times higher than that of primary-school-age OOSC in the same province (8.08%), two times higher than the national average of (11.17%) and ranked third among the eight provinces. The number of lower-secondary-school-age OOSC in Ninh Thuan was 12,665.

At the time of the 2009 Census, there were nine children of lower secondary school age in Ninh Thuan attending vocational training classes. This figure is very small and had no effect on the percentage of lower-secondary-school-age OOSC.

Figure 5: Percentage of the lower-secondary-school-age children attending school and lower-secondary-school-age OOSC



Note: The lower secondary school ANAR indicates the percentage of children of lower secondary school age attending a lower or upper secondary school.

Figure 6 provides a graphical illustration of relevant data for lower-secondary-school-age OOSC in Ninh Thuan classified by the children’s characteristics, including age, gender, residential area (urban or rural area), ethnic group, disability and migration status.

The percentage of lower-secondary-school-age OOSC in Ninh Thuan increased with age and at a faster rate than that of primary-school-age OOSC. This means that the number of dropouts increased in the final grades of lower secondary school, as it did in the final grades of primary school, but to a greater extent. At the age of 14, 33.61% of the lower-secondary-school-age children were out of school. That means one out of three children aged 14 did not attend school, while only 10.75% of the OOSC aged ten (one out of nine) did not attend school.

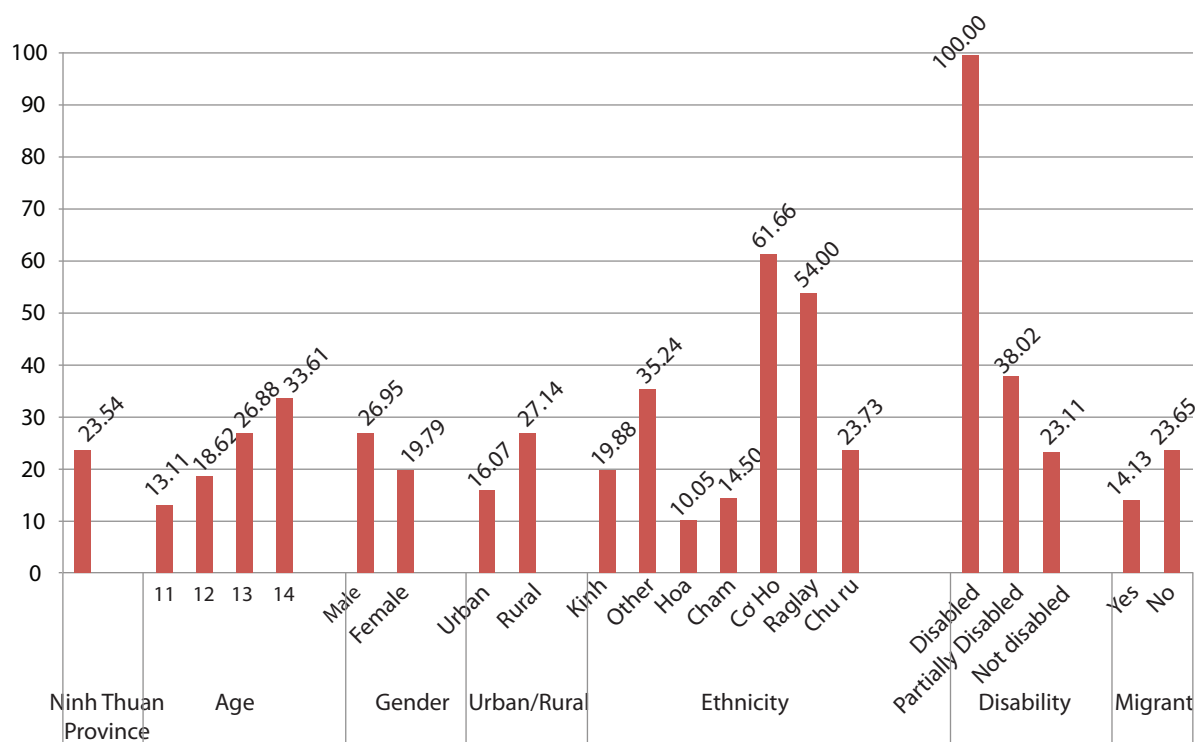
There were considerable differences in the rates for males and females (27% and 20%), in urban and rural areas (16% and 27%), for children with disabilities and those without disabilities (100% and 23.11%), and for migrant and non-migrant migrant lower-secondary-school-age OOSC (14.1% and 23.6%). Such differences were dramatically larger than those of primary-school-age OOSC.

The percentage of lower-secondary-school-age male OOSC was 1.3 times higher than that of the female OOSC, 26.95% and 19.79% respectively.

The percentage of lower-secondary-school-age OOSC in rural areas was nearly double that of those in urban areas, 27.14% and 16.07% respectively. The rate was 1.8 times higher among other ethnic minority groups than among the Kinh. The Co Ho and the Raglay had the highest OOSC rates, 61.6% and 54% respectively. That means one out of two lower-secondary-school-age children from these ethnic groups did not attend school. The lower-secondary-school-age OOSC rate among the Chu Ru was 23.73%, meaning one out of four children from this ethnic minority group did not go to school. However, the situation of the lower-primary-school-age Kinh OOSC was not much better: One out of every five did not attend school.

The out-of-school rate among children with disabilities and with partial disabilities was significantly higher than the rate among those with no disabilities. The percentage of lower-secondary-school-age OOSC from migrant families was 1.5 times higher than the percentage of those from non-migrant families, 23.65% and 14.13% respectively.

Figure 6: Percentage of lower-secondary-school-age OOSC



4. Children at risk of dropping out

Dimensions 4 and 5 cover children in school who are at risk of dropping out, in other words, the potential OOSC of tomorrow. A simple way to do this is to look at the children who have dropped out of school. Understanding the profiles of children who are at risk of dropping out and then drop out provides insight into the profiles of children currently at risk.

A dropout is defined as a child who had attended school in a particular year but did not attend school the following year even though s/he was supposed to. Such a dropout can be referred to as a single-year dropout. However, school attendance data for two consecutive years is required to determine if that is the case.

The 2009 Census contained no such data, only the educational background of the OOSC, those who left school, and the students who were overage for the grade they were in. This data was used to analyze potential OOSC. The data on children leaving school was used to report dropouts.

Included in this analysis were children of primary school age (6-10) and lower secondary school age (11-14) in 2008 who had previously attended school but had dropped out by the time of the 2009 Census.

4.1. Primary-school-age dropouts

As shown in Figure 7, 2.45% of the primary-school-age children in Ninh Thuan had dropped out of school. The rate in Ninh Thuan was the third highest among the eight selected provinces and twice as high as the national average, which was 1.16%.

Figure 7: Percentage of primary-school-age children who had dropped out of school

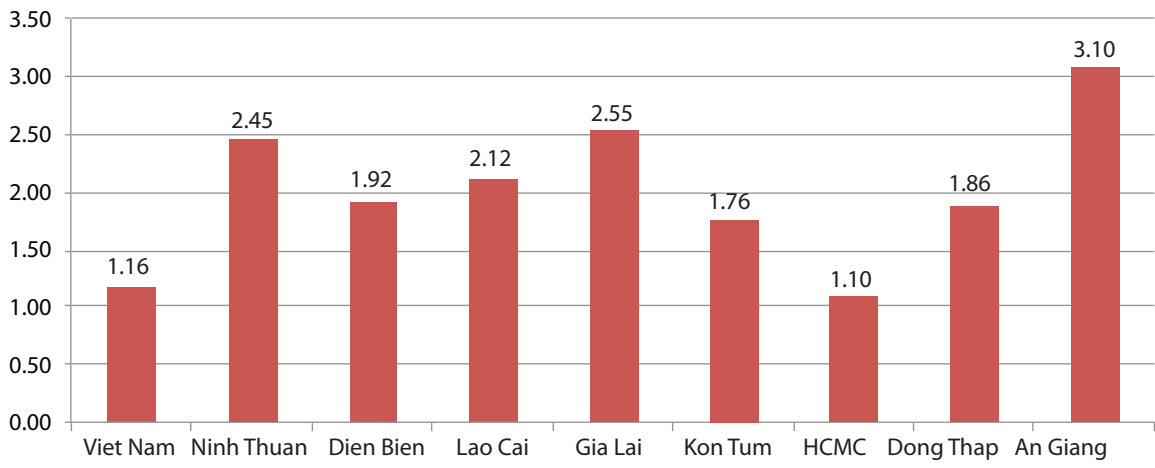
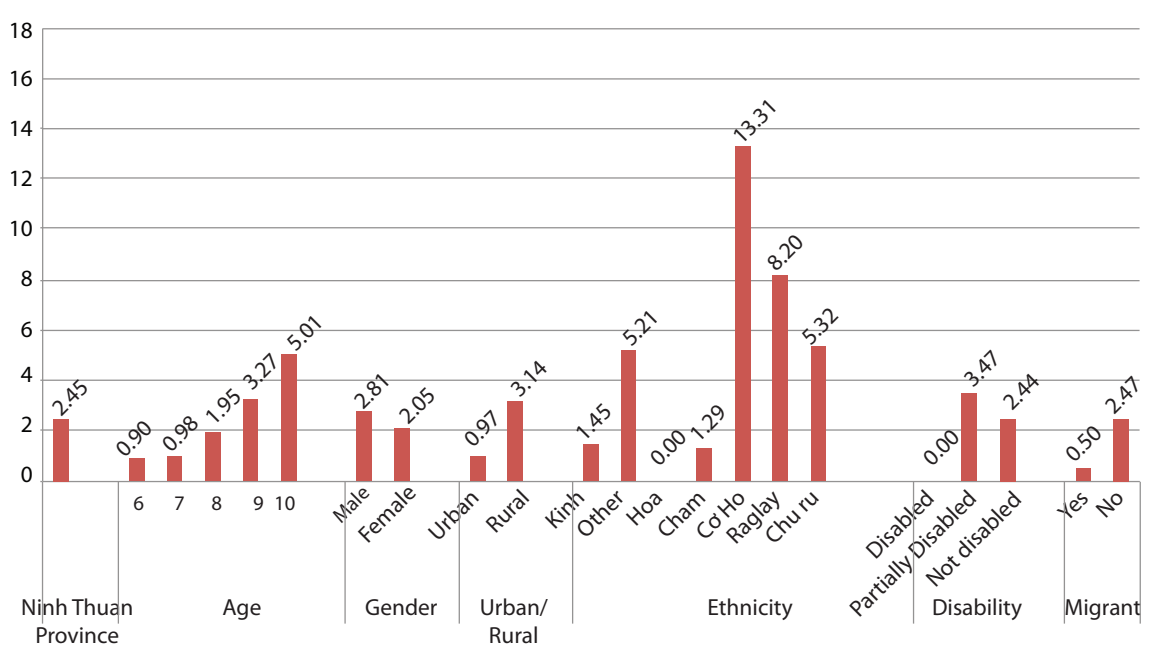


Figure 8 provides a graphical illustration of the data for dropouts among primary-school-age children in Ninh Thuan classified by the children’s characteristics, including age, gender, residential area (urban or rural area), ethnic group, disability and migration status.

Figure 8: Percentage of primary-school-age children who had dropped out of school classified by characteristics



The percentage of primary-school-age children in Ninh Thuan who dropped out of school increased with age. The closer they got to the final grades of primary school, the higher the dropout rate. The percentage of primary-school-age male children who had dropped out of school was higher than that

of the females, but this is insignificant compared to the big discrepancies between the rates for rural and urban areas, for the ethnic minorities, for children with disabilities and those with no disabilities, and for migrants and non-migrants.

The rate of primary-school-age children in rural areas who had dropped out was three times higher than the rate of those in urban areas, 3.14% and 0.97% respectively. The dropout rate of primary-school-age children of ethnic minorities was three times higher than that of the Kinh, 5.21% and 1.45% respectively. The Co Ho, the Raglay and the Chu Ru had higher primary-school-age dropout rates, 13.31%, 8.2% and 5.32% respectively. The percentage of Co Ho primary-school-age dropouts was ten times higher than that of the Kinh, and the rate of the Raglay was four times higher than that of the Kinh. The dropout rate of the Cham children was lower than the Kinh, 1.29% and 1.45% respectively. The dropout rate of primary-school-age children with partial disabilities was 1.5 times higher than those with no disabilities. The dropout rate for children of migrants was five times higher than the rate of children of non-migrants.

4.2. Lower-secondary-school-age dropouts

Children reported in this section as having dropped out were between 11-14 years of age and had previously attended school but were not going to school at the time of the 2009 Census.

According to Figure 9, in Ninh Thuan 18.10% of the lower-secondary-school-age children had dropped out of school. This is 7.5 times higher than the percentage of primary-school-age children in the same province who had dropped out (2.45%), making it the second-highest rate among the eight selected provinces and nearly double the national average (9.47%).

Figure 9: Percentage of lower-secondary-school-age children who had dropped out of school

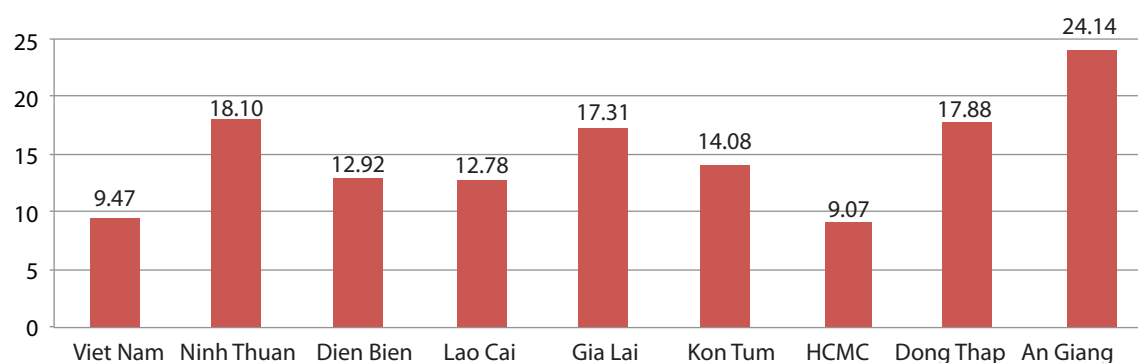
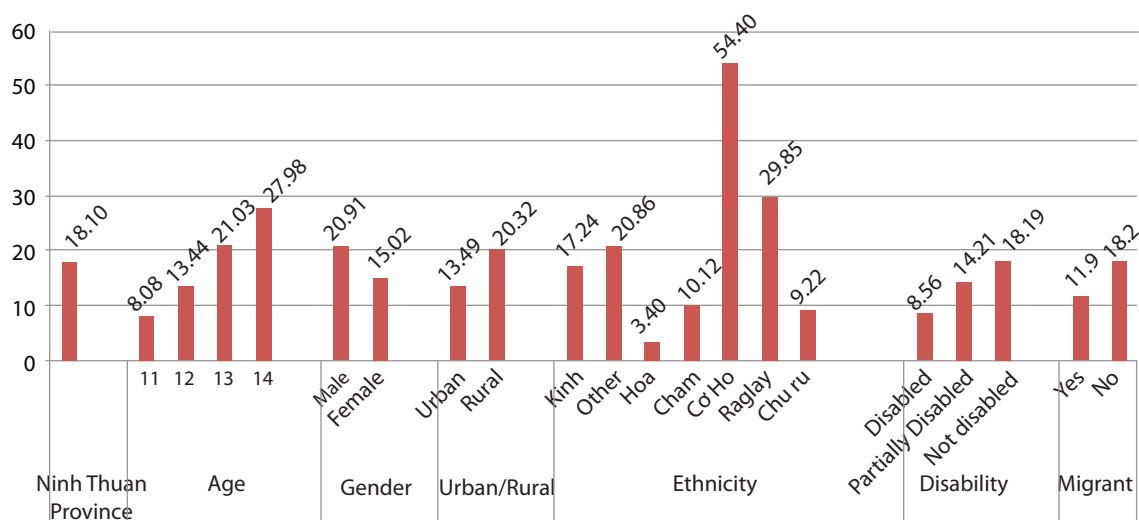


Figure 10 provides a graphical illustration of the data for dropouts among lower-secondary-school-age children in Ninh Thuan classified by the children's characteristics, including age, residential area (urban or rural area), gender, ethnic group, disability and migration status.

Figure 10: Percentage of lower-secondary-school-age children who had dropped out of school classified by characteristics



The percentage of lower-secondary-school-age children in Ninh Thuan who had dropped out increased with age. The closer they got to the final grades of lower secondary school, the higher the dropout rate. At age 14 (grade 9), 27.98% of the children (one out of four) had dropped out of school.

The percentage of lower-secondary-school-age children in rural areas in Ninh Thuan who had dropped out of school was 1.5 times higher than that of lower-secondary-school-age children in urban areas. The dropout rate of lower-secondary-school-age children among ethnic minorities was higher than that of the Kinh, 20.86% and 17.24% respectively. The Co Ho and the Raglay had the highest rates, 54.40% and 29.85% respectively, meaning one out of two lower-secondary-school-age Co Ho children and one out of three lower-secondary-school-age Raglay children had dropped out. The low percentage of dropouts among lower-secondary-school-age children with disabilities compared to those with no disabilities is attributed to the small sample size. Notably, the dropout rate among lower-secondary-school-age children of migrants was considerably higher than that of non-migrants, 18.2% and 11.9% respectively.

5. Overage school attendance

Overage was a reason for dropping out and it was a risk factor for potential OOSC. Being older than one's peers and having to repeat a class resulted in low self-esteem, difficulties in integrating with one's peers and becoming bored with schooling, which eventually led to dropping out.

At the time of the 2009 Census, 8.42% of the lower-secondary-school age children (in 2008) in Ninh Thuan were attending a primary school, which means they were overage. The overage rate ranked sixth among the eight provinces and was 1.4 times higher than the national average (see Figure 11).

Figure 11: Percentage of lower-secondary-school-age children attending primary school

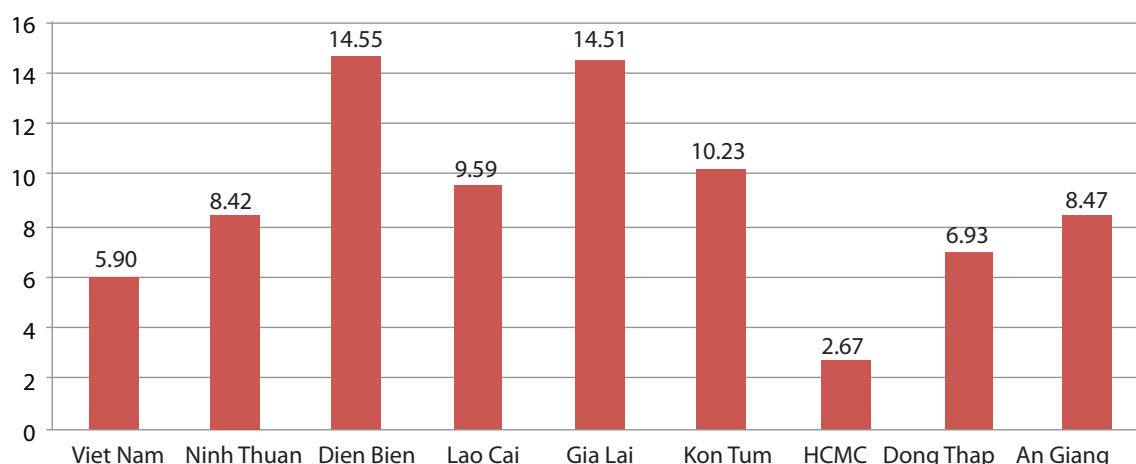
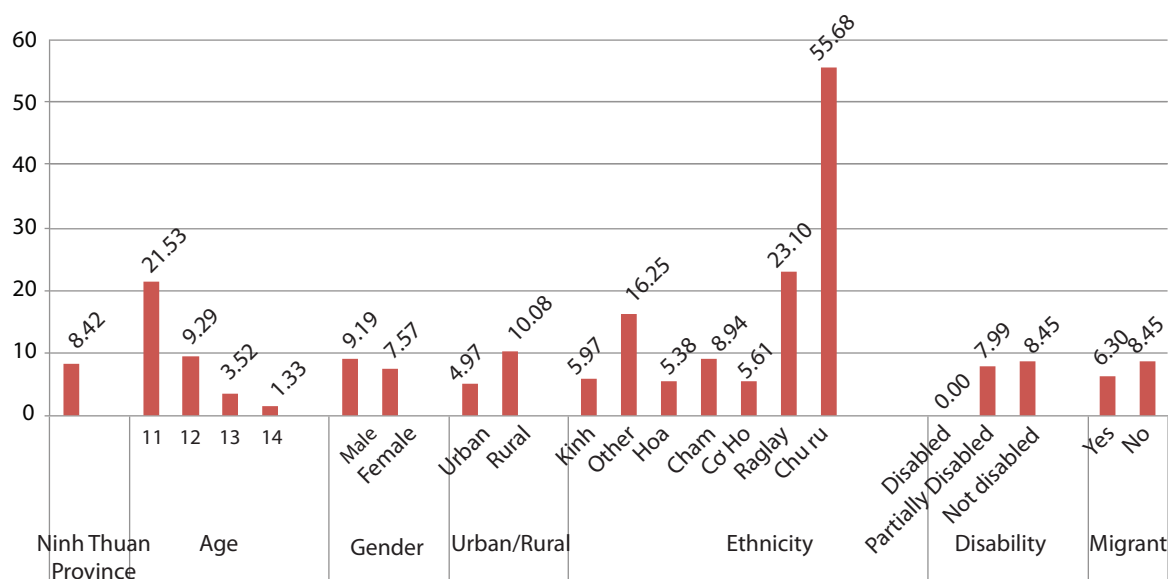


Figure 12 provides a graphical illustration of data for lower-secondary-school-age children attending a primary school in Ninh Thuan classified by the children's characteristics, including age, gender, residential area (urban or rural area), ethnic group, disability and migration status.

Figure 12: Percentage of lower-secondary-school-age children attending primary school classified by characteristics



The rate of average attendance at primary schools in Ninh Thuan fell as the age of the children increased. 21.53% of the eleven-year-old children remained in primary school. However, only 3.52% of the children aged 13 and 1.33% of the children aged 14 (686 children in total), children who would normally be in the final grades of secondary school, were still in primary school (see Table 3). These children were very likely to drop out.

The differences in average attendance among males and females and migrants and non-migrants in Ninh Thuan were not significant. The percentage of lower-secondary-school-age male children attending primary school was higher than the percentage of females, 9.19% and 7.57% respectively. A similar discrepancy was found between the students of migrant families and those of non-migrant families: The rate of average attendance among children from migrant families was slightly lower than the rate among children from non-migrant families.

However, big discrepancies were found between urban and rural areas, and between the Kinh and other ethnic groups. The rate of overage students in rural areas was double the rate of overage students in urban areas, 10.08% and 4.97% respectively. The rate of other ethnic groups was 2.7 times higher than the rate for the Kinh, 16.25% and 5.97% respectively. The Chu Ru and the Raglay had the highest overage attendance rates among all the lower-secondary-school age groups, 55.68% and 23.10% respectively. That means one out of two lower-secondary-school-age students among the Raglay was overage and one out of five lower-secondary-school-age children among the Chu Ru was overage.

6. Summary of the key findings from the 2009 Census data

- At the time of the 2009 Census, the total number of children aged five in 2008 (born in 2003) in Ninh Thuan was 10,572, the number of children of primary school age, 6-10 (in 2008, born between 1998 and 2002), was 55,607, and the number of children of lower secondary school age, 11-14 (in 2008, born between 1994 and 1997), was 53,801.
- The total number of OOSC in Ninh Thuan was 18,863 and included:
 - o 1,705 five-year-old OOSC, which accounted for 16.13% of the five-year-old children. The percentage of five-year-old OOSC in Ninh Thuan was 1.2 times higher than the national average (12.19%) and ranked fourth among the eight provinces.
 - o 4,493 primary-school-age OOSC, which accounted for 8.08% of the primary-school-age children. The rate of primary-school-age OOSC in Ninh Thuan was double the national average (3.97%) and ranked fourth among the eight provinces.
 - o 12,665 lower-secondary-school-age OOSC, which accounted for 23.54% of the children of lower secondary school age. The rate of OOSC of lower secondary school age was three times higher than that of OOSC of primary school age in Ninh Thuan (8.08%), double the national average (11.17%), and it was third highest among the eight provinces. .
- The rate of OOSC in Ninh Thuan was high among children aged five, fell considerably among children of primary school age, and then rose again among children of lower secondary school age, even higher than the rate for the five-year-old OOSC.
- The percentage of male OOSC in Ninh Thuan was higher than the rate for females across all three age groups. It was 1.2 times higher at age five and 1.4 times higher among OOSC of primary and lower secondary school age.
- The OOSC rate in rural areas in Ninh Thuan was considerably higher than the rate in urban areas, 1.6 times higher at age five, three times higher at primary school age and 1.7 times higher at lower secondary school age.
- There were twice as many five-year-old OOSC among the ethnic minorities in Ninh Thuan as among the Kinh, and the rate was five times higher among children of primary school age. The rate dropped to 1.8 times higher among children of lower secondary school age, not because their situation was better but because the Kinh OOSC rate was also high: One out of five lower-secondary-school-age Kinh OOSC did not attend school. The number of OOSC among the Co Ho, the Raglay, the Chu Ru and the Cham was very high. The percentage of five-year-old OOSC among the Co Ho was 77.8%, among the Raglay it was 31.7%, and among the Cham it was 17.7%. The primary-school-age OOSC rate among the Raglay was 33.27%, followed by the Co Ho (31.3%) and the Chu Ru (24.36%). The Co Ho and the Raglay had the highest OOSC rate among children of lower secondary school age, 61.6% and 54% respectively, followed by the Chu Ru (23.7%).
- Across all three age groups the OOSC rate among children with disabilities or partial disabilities was much higher than among those with no disabilities.

- The OOSC rate among migrant families in Ninh Thuan was surprisingly lower than the rate among non-migrant families. This may be attributed to either the small sample size or other contextual reasons in Ninh Thuan, which may require further research.
- The OOSC rates were higher in the final grade at primary and lower secondary schools, and the rate at lower secondary schools was three times higher than the rate at primary schools.
- The percentage of dropouts in Ninh Thuan among primary- and lower-secondary-school-age children were the third and second highest respectively among the eight selected provinces, and these rates were twice as high as the national average. The percentage of lower-secondary-school-age dropouts was seven times higher than that of primary-school-age children. The dropout rate was higher in the final grades at both primary and lower secondary schools.
- Overage attendance of lower-secondary-school-age children was mainly concentrated among those 11 and 12 years of age who were attending primary school. However, 3.52% of the children aged 13 and 1.33% of the children aged 14 (686 children in total), the ages at which one attends the final grades of lower secondary school, were still attending primary school. The percentage was higher for boys, for those living in rural areas and for ethnic minority groups, especially the Chu Ru and the Raglay. These children were very likely to drop out.

7. Barriers and bottlenecks

This chapter looks at the barriers and bottlenecks that can cause a child to be excluded from education. Barriers and bottlenecks may derive from the demand side concerning children and their parents and the supply side of education, which also involves other stakeholders such as communities with different cultural norms and practices and the agencies governing the socio-economic development processes at all levels.

Children and their parents

Due to poverty, children in Ninh Thuan had to work to help support their families, and natural disasters caused damage that made their situation even worse. Both poverty and natural disasters were economic barriers that affected children's access to education.

Cultural and social barriers also prevented children from attending school. They did not want to attend school because they or their parents did not recognize the value of education. They felt that education is of secondary importance. In addition, some students felt embarrassed and/or had low self-esteem because they were overage. Other factors included peer pressure and influence by certain aspects of modern life.

Poor grades at school may lead to decreased self-confidence and eventually dropping out. This was particularly concerning among poor and ethnic minority students since their parents often did not help them with their homework, they were not motivated or encouraged by their families to attend school, and their teachers did not give them enough attention or care about them. Parents sent their children to school, but they otherwise failed to get involved with their children's education. This was probably due to an overreliance on the schools because they were busy working or because they were illiterate. These were the contributing factors that resulted in poor learning outcomes and students dropping out of school.

Children with disabilities had low self-esteem and did not want to go to school. It was also sometimes the case that parents had low self-esteem and did not want to send their children to school.

In a number of ethnic minority communities, e.g. the Raglay, child marriage was still practiced. This was another reason for dropping out.

Infrastructure and school facilities

Most of the schools in the rural areas in Ninh Thuan were inadequate in terms of quantity and quality, especially in mountainous and remote areas. There was a great shortage of classrooms and function rooms at pre-primary schools. There were not enough classrooms for all the children aged 3-5 or for the children aged five who attended school all day. Some of the required facilities were not available; toilets were inadequate; clean water was not available; classrooms were of poor quality; and infrastructure for children with disabilities was unavailable. Continuing education centers had shortcomings and failed to motivate learners. Information technology facilities were very limited, and there was a lack of recreation and sports facilities to support physical development and stimulate learning.

Teachers

In Ninh Thuan there was a shortage of ethnic minority teachers, particularly at primary and lower secondary schools. The human resources to deliver the curriculum was both inadequate and redundant. Some teachers were highly qualified in theory, but in fact their professional capacity was inadequate. There was a big discrepancy between the quality of the teachers in remote areas and those in urban areas. Teachers were hesitant to offer inclusive education classes because they did not want to work harder without being appropriately compensated. Kindergarten teachers taught multi-age classes and they were not offered the same incentives that were offered to primary school teachers. Some of the teachers were not devoted to their profession or to their students and some had limited professional knowledge, so their lessons were of poor quality and they did not inspire the students, particularly those in rural and remote areas where ethnic minorities lived. The renovation of teaching methodology was not substantive and did not have an impact on education outcomes. Many challenges remained in the deployment and transfer of teachers. Quality issues remained in teacher education and in-service training.

Education management

Policy implementation was slow. The pursuit of exaggerated achievements in grade transition and graduation, for example, resulted in some lower secondary school students, especially ethnic minority students, being underqualified for the grades they were in, which was a burden on lower secondary schools and increased the risk that some students would drop out. Some of the school managers were not properly qualified. In some locations cooperation between schools, party committees, local governments, and related departments, organizations and unions at various levels remained limited and was not effective enough to get children to attend school. Out-of-school children were not tracked in a timely and ongoing manner.

There were inadequate human resources for education management and limited autonomy for the education sector in the context of decentralized education management. The education budget was mainly spent on salaries for personnel and little was left over for educational activities.

Policies

The compensation policies applied to teachers and education managers was insufficient for them to support themselves, and this negatively affected their dedication and enthusiasm. In remote areas a lot of effort was required to get dropouts to return to school, and teachers were not reimbursed for the costs of long distance travel to the community.

There were no policies for the management of the student accommodation at semi-boarding schools or those with semi-boarding students. As a result, there were limited funds to run the boarding facilities. Contractual norms were not offered to kitchen staff, healthcare staff, security guards and dormitory supervisors. Therefore, head teachers and homeroom teachers had to undertake additional responsibilities without additional compensation. There was no incentive policy for the teachers who taught children with disabilities that required individual learning programs and separate follow-up records. This presented challenges in the implementation of the inclusive education policy for children

with disabilities. Students enrolled in continuing education centers did not enjoy the same policies applied to students in the general education system.

Many challenges remained in the implementation of education support policies such as Decree No. 49/2010/NĐ-CP, which regulates tuition exemption and/or reduction, education subsidies, tuition collection and the use of educational facilities which belong to the national educational system from the 2010-2011 school year to the 2014-2015 school year. For instance, many agencies were involved at different levels, and several administrative procedures were required. Other issues included timeliness of the support, autonomy of the schools, and how the subsidies were used by the children's families. As a result, the policy had not effectively helped poor children to attend school.

The education system

Language barrier was a challenge for ethnic minority students. They were taught Vietnamese only from the first grade, which caused great difficulties for both teachers and students. The language barrier limited the students' ability to understand the lessons, so they failed to complete all their exercises. The curriculum was intensive and students had to work hard. There was not much time for recreation, which is important to re-energize and to stimulate students.

Disaggregated data was often limited for groups like male and female or by migration or disability status. OOSC data was not routinely collected for education management. Data collected for the education universalization program was not widely used for planning. Discrepancies remained between the data on age-group population provided by the education sector and that by the statistics office, resulting in inconsistencies in the utilization and publication of statistical data.

8. Recommendations

The following recommendations are based on consultations held at various levels in Ninh Thuan. They concern the demand and the supply side of education, and they cover policy aspects that address some of the above-mentioned barriers and bottlenecks in order to promote education equity in Ninh Thuan to ensure the right to education for OOSC.

Children and their parents

- Enhance recognition of the value of education and implications for their future development among children and their parents so that parents encourage their children to study, support them as well as they can, and communicate and work with their children's teachers and schools. However, the social norms and perceptions among the various ethnic groups in Ninh Thuan differ and the approach needs to vary accordingly in order to be appropriate.
- Foster employment, income generation and poverty alleviation in order to reduce the number of OOSC.

Teachers

- Make preliminary and long-term plans to deal with the shortage of teachers, especially the Raglay teachers. Train and re-train the Raglay teachers that were appointed by local authorities. Train and provide in-service support for the teachers who work with students with disabilities.
- Teaching should be conducted in a way that promotes activeness and creativity among the students. Further enhance the capacity of the teachers who work with ethnic minority students and focus on addressing the language barrier and the quality of inclusive education for children with disabilities. Provide timely support to students with poor educational outcomes and who are at risk of dropping out. It might be a good idea to require new teachers to be competent in the language of the ethnic minorities they teach. Information technology should be used to enhance the quality of teaching and learning.

Schools

- Continued investment should be made available so that fifty per cent of the schools meet the national standards by 2030. Upgrade infrastructure and facilities, especially at pre-primary and primary schools. Improve facilities such as playgrounds and provide extra-curricular activities to attract students to school. It is important to improve the quality of satellite schools. Facilities for children with disabilities should be improved incrementally. Mobilize different sources of funding to build specialized schools for children.
- Fund the building of boarding facilities at ethnic minority semi-boarding schools and other schools where students have a boarding arrangement. The facilities should include residential areas, a kitchen, toilets, bathrooms and clean water, and there should be a wall around the facility.
- Publicize various education support policies so as to gain the trust of ethnic minority parents in regard to education equity as applied to their children at school.
- Have plans to monitor students' progress and improve the quality of tutorial support for students with poor educational outcomes and those at risk of dropping out, with special attention given to the first and final grades at schools.
- Maximize support from local authorities to reduce the number of OOSC. Cooperate for the timely tracking and monitoring of OOSC, and take measures to remove or reduce barriers so as to efficiently mobilize them to school.

Education management

- Strengthen the management skills of young educational officers by supporting good role models. Strengthen the capacity and autonomy of schools, teachers and managers.
- Review and carry out teacher planning with consideration of ethnic groups, subjects and levels of education, and increase the number of teachers at kindergartens and pre-schools for children aged 3-4 and the number of ethnic minority teachers at pre-primary and primary schools.
- Address the issues concerning the pursuit of exaggerated achievements in education, especially at primary schools when deciding whether a student should pass a grade and move on to the next level or graduate.
- Advise the relevant authorities to take measures against privately-owned companies that employ school-age laborers.
- Propose to provincial authorities actions that address the low enrollment in Ninh Thuan so as to obtain support for holistic solutions. Integrate OOSC-related issues in sector planning and management in order to put forward specific measures to reduce barriers and the level of complexity of barriers and ensure the right to education for disadvantaged children who have never been to school or who have dropped out.

Policies

- Research the full-day schooling model with boarding arrangements, reduce the size of classes with 100% ethnic minority students, and allocate more funds for the promotion of education.
- Create a policy that regulates the training of ethnic minority teachers and promotes the hiring of teachers who are from the area where a school is located. The training should target ethnic minority teachers who come from the local areas and incentives should be offered to teachers who teach Vietnamese to ethnic minority students before they enter first grade. Offer incentives to teachers who work with children with disabilities and in multi-grade classes and to teachers

who travel a long distance to get children to come to school. Policy provisions should be offered to teachers and managers at ethnic minority semi-boarding schools and other schools where students board, e.g. a workload allowance for teachers that take on an additional workload associated with running boarding facilities, a transport allowance, and maybe incentives for serving in remote and less-accessible areas. Contractual norms should be offered to healthcare workers, the kitchen staff and the security guards at the semi-boarding schools and other schools where students board.

- Introduce more relevant methods of teaching children with disabilities in inclusive classes.
- Take measures to address early marriage.
- Review policies and integrate policies to reduce duplication in management and implementation.
- Expand the implementation of national target programs such as the Poverty Alleviation Program and Program 135 to strengthen the effort to reduce disparities in education.

Education system

- Promote a substantive and effective reduction of the curriculum load for ethnic minority students. Textbooks should be appropriate in terms of pictures and be written in the languages used by the local ethnic minorities. Encourage the expression of cultural diversity among ethnic minority students, and organize festivities and/or traditional games in schools to make the learning atmosphere more joyful.
- Continuously review the measures designed to help ethnic minority students learn Vietnamese more effectively, and examine and introduce mother-tongue-based bilingual education at pre-primary schools and during the first few years of primary school.
- Strengthen collaboration between the education sector and the statistics branch to address the discrepancies in data. Review and strengthen databases on the universalization of education for use in statistical work and education planning and management, and collect data on out-of-school children.
- Review the existing education curriculum in Ninh Thuan to integrate the values and typical cultural features of each ethnic minority group into the curriculum.

9. Conclusions

- According to this research, Ninh Thuan achieved moderate educational outcomes compared to the other seven provinces, yet the province still faces many difficulties.
- Because the number of OOSC of primary and lower-secondary-school age was nearly twice the national average, Ninh Thuan faced challenges implementing universal primary education and, in particular, universal lower secondary education.
- In Ninh Thuan the rate of OOSC among boys was consistently higher than the rate for girls, 1.4 times higher among primary-school-age and lower-secondary school-age children.
- In Ninh Thuan the OOSC rate in rural areas was considerably higher than the rate in urban areas across the three age groups. Ethnic minorities made up a significant percentage of the population in Ninh Thuan, and there was a high percentage of OOSC among them. Key education disparities were concentrated in rural and ethnic minority areas and among children with disabilities.

- The dropout rate in Ninh Thuan was higher than the national average, especially among children of lower secondary school age and particularly in the final grade. Appropriate measures are required to address this issue.
- Analysis of the 2009 Census data shows that Ninh Thuan still faces many challenges in the implementation of education equity and ensuring the right to education for all children. There are many OOSC, dropouts and students at risk of dropping out. These are disadvantaged children who need to be prioritized in education planning, in budget allocation for education, and in the socio-economic development processes at all levels in Ninh Thuan.

ANNEX

Table 2: Population aged 5-14 in Ninh Thuan

Unit: Persons

		Age 5	Age 6-10	Age 11-14
Total		10,572	55,607	53,801
Age	5	10,572		
	6		10,597	
	7		10,713	
	8		12,251	
	9		10,581	
	10		11,466	
	11			12,173
	12			13,172
	13			14,083
	14			14,374
Gender	Male	5,449	28,992	28,144
	Female	5,123	26,616	25,657
Urban/Rural	Urban	3,574	17,750	17,495
	Rural	6,997	37,857	36,306
Ethnicity	Kinh	7,919	40,888	40,974
	Chinese	28*	147	164
	Cham	1,112	6,575	5,797
	Co Ho	64	327	270
	Raglay	1,416	7,422	6,379
	Chu Ru	19*	112	91
Disability	Other	14*	137	125
	Disabled	51	94	120
	Partially disabled	122	671	927
	Not disabled	10,399	54,842	52,753
Migrant	Yes	179	629	638
	No	10,392	54,979	53,163

Remarks: - Age in 2008

- * Indicates disaggregated groups with less than 50 weighted cell values

Table 3: Percentage of children aged 5-14 attending school in Ninh Thuan

Unit: %

		Age 5 attending school	Primary school ANAR	Lower-second-ary-school-age children attending primary school	Lower secondary school ANAR
Total		83.87	91.92	8.42	68.04
Age	5	83.87			
	6		89.85		
	7		93.72		
	8		94.06		
	9		92.59		
	10		89.25		
	11			21.53	65.36
	12			9.29	72.09
	13			3.52	69.60
	14			1.33	65.07
Gender	Male	82.44	90.73	9.19	63.85
	Female	85.38	93.22	7.57	72.63
Urban/Rural	Urban	88.72	96.55	4.97	78.96
	Rural	81.39	89.75	10.08	62.78
Ethnicity	Kinh	87.39	95.97	5.97	74.15
	Hoa	0	96.13	5.38	84.57
	Cham	82.25	96.73	8.94	76.56
	Co Ho	22.19	68.70	5.61	32.73
	Raglay	68.27	66.73	23.10	22.90
	Chu Ru	0	75.64	55.68	20.59
	Other	0	82.04	13.90	61.95
Disability	Disabled	18.83	2.60	0	0
	Partially disabled	69.58	74.31	7.99	53.98
	Not disabled	84.35	92.29	8.45	68.44
Migrant	Yes	88.50	97.74	6.30	79.57
	No	83.79	91.85	8.45	67.90

Remark: Age in 2008

Table 4: Percentage of dropouts classified by age in Ninh Thuan

Unit: %

		Primary school age	Lower secondary school age
Total		2.45	18.10
Age	6	0.90	
	7	0.98	
	8	1.95	
	9	3.27	
	10	5.01	
	11		8.08
	12		13.44
	13		21.03
Gender	Male	2.81	20.91
	Female	2.05	15.02
Urban/Rural	Urban	0.97	13.49
	Rural	3.14	20.32
Ethnicity	Kinh	1.45	17.24
	Other ethnic groups	5.21	20.86
	Hoa	0.00	3.40
	Cham	1.29	10.12
	Cơ Ho	13.31	54.40
	Raglay	8.20	29.85
	Chư Ru	5.32	9.22
	Other	17.96	17.99
Disability	Disabled	0.00	8.56
	Partially disabled	3.47	14.21
	Not disabled	2.44	18.19
Migrant	Yes	0.50	11.86
	No	2.47	18.17

Remark: Age in 2008

Table 5: Percentage of out-of-school children aged 5-14 in Ninh Thuan

Unit: %

		Age 5	Age 6-10	Age 11-14
Total		16.13	8.08	23.54
Age	5	16.13		
	6		10.15	
	7		6.28	
	8		5.94	
	9		7.41	
	10		10.75	
	11			13.11
	12			18.62
	13			26.88
	14			33.61
Gender	Male	17.56	9.27	26.95
	Female	14.62	6.78	19.79
Urban/Rural	Urban	11.28	3.45	16.07
	Rural	18.61	10.25	27.14
Ethnicity	Kinh	12.61	4.03	19.88
	Other ethnic groups	26.64	19.32	35.24
	Hoa		3.87	10.05
	Cham	17.75	3.27	14.50
	Co Ho	77.81	31.30	61.66
	Raglay	31.73	33.27	54.00
	Chu ru		24.36	23.73
Disability	Other		17.96	24.14
	Disabled	81.17	97.40	100.00
	Partially disabled	30.42	25.69	38.02
	Not disabled	15.65	7.71	23.11
Migrant	Yes	11.50	2.26	14.13
	No	16.21	8.15	23.65

Remark: Age in 2008

Table 6: Household poverty rate in 2008

No.	Province	%	Order No.	Province	%
	Nationwide	13.4	32	Ben Tre	14.2
1	Lai Chau	53,7	33	Bac Lieu	13,9
2	Đien Bien	39,3	34	Thua Thien Hue	13,7
3	Ha Giang	37,6	35	Hau Giang	13,3
4	Bac Can	36,8	36	Ninh Binh	13
5	Son La	36,3	37	Ca Mau	12,7
6	Cao Bang	35,6	38	Ha Nam	11,6
7	Lao Cai	33,2	39	Vinh Phuc	11,3
8	Hoa Binh	28,6	40	Tien Giang	10,6
9	Kon Tum	26,7	41	Nam Dinh	10,6
10	Ha Tinh	26,5	42	An Giang	10,6
11	Quang Tri	25,9	43	Hung Yen	10,3
12	Thanh Hoa	24,9	44	Hai Duong	10,1
13	Gia Lai	23,7	45	Vinh Long	9,8
14	Đac Nong	23,3	46	Thai Binh	9,8
15	Nghe An	22,5	47	Kien Giang	9,3
16	Quang Binh	21,9	48	Binh Thuan	9,2
17	Đac Lac	21,3	49	Khanh Hoa	9,1
18	Tuyên Quang	20,6	50	Binh Phuoc	9,1
19	Yen Bai	20,4	51	An Giang	8,5
20	Quang Nam	19,6	52	Long An	7,7
21	Quang Ngai	19,5	53	Bac Ninh	7,5
22	Ninh Thuan	19,3	54	Can Tho	7
23	Lang Son	19,3	55	Ba Ria-Vung Tau	7
24	Tra Vinh	19	56	Ha Noi (new)	6,6
25	Soc Trang	17,9	57	Quang Ninh	6,4
26	Bac Giang	17,5	58	Hai Phong	6,3
27	Phu Tho	16,7	59	Tay Ninh	6
28	Thai Nguyen	16,5	60	Đong Nai	4,3
29	Phú Yên	16,3	61	Da Nang	3,5
30	Lam Dong	15,8	62	Ho Chi Minh City	0,5
31	Binh Dinh	14,2	63	Binh Duong	0,4

Source: General Statistics Office



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