



1. Project Data

Project ID P150060	Program Name VN-Enhancing Teacher Education	
Country Vietnam	Practice Area(Lead) Education	
L/C/TF Number(s) IDA-58780	Closing Date (Original) 30-Jun-2022	Total Program Cost (USD) 48,040,291.24
Bank Approval Date 29-Jun-2016	Closing Date (Actual) 30-Jun-2022	
	IBRD/IDA (USD)	Grants (USD)
Original Commitment	95,000,000.00	0.00
Revised Commitment	47,647,015.16	0.00
Actual	48,040,291.24	0.00

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2. Program Context and Development Objectives

a. Objectives

As stated in the February 6, 2017 Financing Agreement between the Socialist Republic of Vietnam and IDA (Schedule 1, p. 5), "The objective of the Program is to strengthen teacher training institutions to enhance teacher and principal effectiveness through improved continuous professional development." The design document presented the same statement (*PAD*, pp. 18, 47 and 52).

The PDO did not change throughout the project's life. Two PDO-level targets were revised downward to a less ambitious level because of implementation delays, but a split evaluation methodology is not



warranted. First, one of the PDO indicators does not fully capture the intended, multi-pronged capacity strengthening outcomes. Other measures of achievement reported in the ICR provide ample evidence that capacity strengthening was indeed substantially achieved and that the project scope was not substantially changed (Section 4). Second, both the original and revised targets set for the other PDO indicator were exceeded by the project's end.

b. Were the program objectives/key associated outcome targets revised during implementation?

Yes

Did the Board approve the revised objectives/key associated outcome targets?

Yes

Date of Board Approval

27-Apr-2021

c. Will a split evaluation be undertaken?

No

d. Components

Original Components:

In 2013 the Government of Vietnam's 11th Party Congress adopted the Fundamental and Comprehensive Education Reform (FCER), whose priority was general education (grades K-12) reform, under which learning approaches were to become less content-based and more competency- and quality-based. The intention was for all Vietnamese students to obtain higher cognitive and behavioral skills, enabling improvements in their critical and creative thinking, problem solving, teamwork, and effective communication. Because reform success depended heavily on the preparedness of teachers to master the new pedagogical paradigm, and on their enhanced professional competencies and continuous support, in 2016 the government approved the Ministry of Education and Training's (MoET's) National Teacher Education Program (NTEP), focused on six solution areas: (i) strengthening teacher education management planning; (ii) renovating pre-service teacher education; (iii) establishing and delivering continuous professional development (CPD) programs for teachers and school managers; (iv) building capacity of key lecturers and managerial staff of teacher training institutions; (v) enhancing the physical environment and facilities/equipment of teacher training institutions; and (vi) promoting socialization and international cooperation in teacher education.

Of NTEP's six elements, the government and the World Bank agreed that this operation, the Enhancing Teacher Education Program (ETEP), would focus primarily on the third element – establishment and delivery of CPD – through a Program for Results (PforR) approach. The enhanced CPD system was to provide more, higher quality, relevant, and timely training and support directly to teachers and principals at the school level, based on the revised curriculum emanating from the broad-based reform.

The ETEP aimed to strengthen the provision of CPD through two main vehicles:



- core teachers and principal advisors, who would be assigned to schools and school clusters to provide face-to-face peer support; and
- an online platform that could provide needs-based, interactive training and support directly to teachers and principals.

Eight Lead Teacher Training Universities (LTTUs) (corresponding approximately to regions) were selected to train and provide support to core teachers and principal advisors, develop the online services and applications, and help develop the needs assessment systems. They were envisaged to provide technical leadership and guidance for the school-based CPD system. The project design also provided for the mobilization of world-class expertise to help develop and operationalize strategies for improving school-based CPD for teachers and principals. This technical assistance was meant to support MoET and LTTUs to: (i) prepare and operationalize policies and directives; (ii) inform and improve the technical quality of the expected results; and (iii) reinforce the Program's implementation, monitoring, and evaluation capacity.

In keeping with its PforR design, ETEP had four Results Areas, which were drawn from the NTEP and constituted the principal strategies for establishing an effective and well-functioning CPD system capable of providing school-based training for teachers and principals. These Program results and associated disbursement-linked indicators (DLIs) were as follows:

Results Area 1: Improved teacher capacity of LTTUs and central teacher management units to enhance teachers' and principals' effectiveness

- **DLI 1:** Institutional capacity of LTTUs to support the new CPD system for teachers and principals enhanced (**Initial DLI Allocation: \$27 million or 28 percent of project funds**)

Results Area 2: Development of teacher and principal training needs assessments to inform CPD program development

- **DLI 2:** Systems are in place to: (i) measure whether teachers and principals meet new professional standards; (ii) track and record evaluations of CPD programs; and (iii) record assessments of CPD needs of teachers and principals (**Initial DLI Allocation: \$18 million or 19 percent of project funds**)

Results Area 3: School-based and continuous professional development for teachers and principals

- **DLI 3:** Number of core teachers and principal advisors selected and trained to provide systematic face-to-face school-based CPD to teachers and principals (**Initial DLI Allocation: \$22 million or 23 percent of project funds**)
- **DLI 4:** Number of core teachers and principal advisors providing school-based CPD to teachers and principals (**Initial DLI Allocation: \$14 million or 15 percent of project funds**)

Results Area 4: Teachers and principals have access to CPD programs and resources through an information and communications technology (ICT)-based system

- **DLI 5:** Number of teachers and principals who are satisfied with ICT-based interactive CPD services provided under the program (**Initial DLI Allocation: \$14 million or 15 percent of project funds**)



The DLIs each had one or more disbursement-linked results (DLRs) that would trigger periodic disbursements, as expected incremental progress over the life of the project would be achieved. The original DLI disbursement periods were defined as: (i) **period 1** – the period from the signing of the Financing Agreement to December 31, 2017; (ii) **period 2** – calendar year 2018; (iii) **period 3** – calendar year 2019; (iv) **period 4** – calendar year 2020; and (v) **period 5** – calendar year 2021.

Revisions to Components

Project restructuring, finalized on April 27, 2021, maintained the original PDO statement and Results Areas, but it introduced revisions to PDO and DLI targets. While all eight of the original LTTUs would still implement their performance agreements, cosigned with MoET, and benefit from the project's wide array of institutional strengthening and infrastructure support, it was decided to focus teacher educational development index (TEIDI) capacity development resources on the six highest performing LTTUs for the project's remaining 14 months. In light of low achievement of their performance agreement targets and implementation delays, the two LTTUs that would no longer directly receive TEIDI capacity development support would instead receive capacity development and training from the higher performing LTTUs. This arrangement allowed MoET to focus its stretched capacity on the supervision of the six highest performing LTTUs. The scope of the project did not change, as the two other LTTUs continued: (i) the upgrading of their facility and ICT infrastructure as laid out in their performance agreements; (ii) participation in program-organized and –supported workshops related to CPD delivery; and (iii) teacher training related to CPD. Moreover, the restructuring did not impact activities undertaken by all eight LTTUs: (i) the nationwide rollout of the CPD; (ii) the training of core teachers and principal advisors to provide face-to-face school-based CPD to teachers and principals; or (iii) the interaction with all 63 provinces and departments of education and training. The restructuring did modify (i) the DLI 1 target for the project's last two years (reducing from eight to six the number of LTTUs conducting an annual TEIDI self assessment, with results published) and (ii) a PDO target, reducing from eight to six the number of LTTUs achieving a Level 5 TEIDI performance rating, since the remaining two would no longer conduct an annual TEIDI assessment. These were not the only, or even the most salient, measures of capacity strengthening achievements, as discussed in Section 4 (Achievement of Objectives).

Implementation delays prompted two other changes: cancellation of a portion of credit funds to be disbursed against each of the DLIs; and a modification of the remaining period dates, as follows: (i) **period 4** was modified from calendar year 2020 to January 1, 2020 – March 31, 2021; and **period 5** was modified from calendar year 2021 to April 1, 2021 – December 31, 2021.

The April 2021 restructuring also reduced a PDO target (number of teachers and principals satisfied with school-based CPD) from 480,000 to 320,000 because of implementation delays in the development of ICT-based CPD programs.

A second restructuring, approved on April 13, 2022, requested by the government, cancelled an additional portion of IDA funding, and introduced a second modification of the period 5 disbursement time frame to compensate for COVID-19-related disruptions.

e. Comments on Program Cost, Financing, Borrower Contribution, and Dates



Project Cost. Originally estimated at \$100 million, the actual cost of the project was \$54 million equivalent. The difference in planned versus actual cost is attributable to the cancellation of about half of the IDA Credit (\$47 million equivalent) due to implementation delays.

Financing and Borrower Contribution. Of the total actual project cost of \$54.0 million equivalent, \$48.0 million was financed by IDA, \$2.54 million was financed by the government (about half of its original commitment of \$5.0 million), and \$3.42 million was financed by LTTUs (unanticipated at appraisal). In terms of SDRs, the original IDA credit of 67.8 million SDRs was 50 percent disbursed, with a total of 33.7 million SDRs cancelled during the 2021 and 2022 restructurings and 34.1 million SDRs disbursed.

Key Dates. The project was approved on June 29, 2016, became effective one year later on June 5, 2017, and closed, as scheduled, on June 30, 2022. On April 27, 2021 (1.5 years after the mid-term review) the project was restructured, including: a change in the results framework, a cancellation of part of the IDA financing, and changes to the time frames for DLIs, due to implementation delays. One year later, on April 13, 2022, another restructuring cancelled an additional portion of IDA funding and extended the end of the final time frame for disbursing against DLIs from December 31, 2021 to March 31, 2022. This compensated for COVID-19-related lockdowns and social distancing between May and October 2021, which delayed the development of e-courses for teacher training.

3. Relevance

a. Relevance of Objectives

Rationale

The PDO is highly relevant to current country conditions. The project has made a substantial contribution to the ongoing implementation of the FCER, which seeks to evolve general education learning approaches to be less content-based and more competency- and quality-based to meet the needs and demands of Vietnam's socialist-oriented market economy and international integration. The preparedness and professionalism of teachers continue to be at the center of the reform process. The success of currently practicing teachers and principals in responding to different and constantly changing contexts and challenges will continue to depend heavily on the delivery of a quality CPD program, composed of training, support, greater interaction between professionals, reciprocity, mentorship, coaching, and on-time advice. Continued support, implementation, monitoring and evaluation, adaptation, and quality assurance of the CPD will therefore be critical in the years ahead.

The PDO is highly relevant to the current development priorities of the country. The government's 2010-2020 Socio-Economic Development Strategy (SEDS) sought to transition the Vietnamese economy to a market economy with a workforce better suited to the new economy's needs. The new SEDS (2021-2030) continues this vision, seeking to develop an integrated, efficient, and sustainable economy. In continued support of the SEDS' priorities, the ongoing FCER also aims for education to meet the requirements of industrialization and modernization in the socialist-oriented market economy and international integration. Indeed, the FCER prioritizes general education (grades K-12), where learning



approaches are continually being revised to become less content-based and more competency- and quality-based, with teachers and CPD as core to this effort.

The PDO is highly relevant to the Bank's Country Partnership Framework (CPF) 2018-2022. The project remains consistent with the CPF's focus on the twin goals of eliminating extreme poverty and promoting shared prosperity by investing in people and building the human capital base in Vietnam. Specifically, the CPF provides continued support for activities that promote inclusive growth in order to generate more and better economic opportunities for households, and invest in human capital to increase household endowments. The project falls within the CPF's "Focus Area 2: Investing in People in Knowledge," and its "Objective 8: strengthening the relevance and quality of tertiary education and labor market institutions." LTTUs supported under the project are tertiary institutions.

The Bank's previous experience in Vietnam rendered it well equipped to undertake the project. *First, the Bank had accumulated considerable experience in supporting Vietnam's education sector.* At the time of project design, the Bank's engagement in Vietnam was increasingly focused on higher order skills and competencies, while privileging the needs of disadvantaged students. Its portfolio of general (K-12) education operations consisted of: School Readiness Promotion (P117393); Integrated Deaf Education Outreach (P125581); School Education Quality Assurance (P091747); Vietnam Global Partnership for Education (P120867); and Reform of General Education (P150058). All of these projects included teacher training as an integral and important component. However, a system-wide teacher education system to support teachers and principals more effectively was considered to be a needed complement to ensure the establishment of a systematic and comprehensive approach to teacher training.

Second, at the time of project design, the Bank had both prior and ongoing experience in Vietnam with PforR operations. These operations proved Vietnam's capacity and preference to deliver large reform programs without additional controls typical of investment projects. PforR experience in Vietnam showed how simplified disbursement, financial management, and procurement provided the government the advantage of allowing more time and attention to benefit from the Bank's technical expertise, with lower transaction costs and fewer implementation issues (PAD, pp. 7-9).

Rating

High

b. Relevance of DLIs

DLI 1

DLI

Institutional capacity of LTTUs to support the new Continuous Professional Development system for teachers and principals enhanced

Rationale

This DLI was critical to the achievement of the project's objective to strengthen teacher training institutions' capacity. The TEIDI baseline assessment and signed Performance Agreements with MoET for all eight



LTTUs provided them with the tools for strategic management, including: target-setting vis-a-vis their baselines and TEIDI standards, planning, programming, budgeting, monitoring and evaluation, and improvement of approaches and results. The performance agreements also served as a tool for accountability and coordinating with MoET.

Rating
High

DLI 2
DLI

Systems are in place to: (i) measure whether teachers/principals meet new professional standards; (ii) track and record evaluations of CPD programs; and (iii) record assessments of the CPD needs of teachers and principals

Rationale

The establishment of a baseline assessment of teachers and principals' standards against new professional standards was an important input for ensuring the quality, relevance, and focus of the CPD training design and delivery. The annual tracking of the extent to which teachers and principals meet the new professional standards under the reform was important for evaluating the effectiveness of CPD training delivered and for its finetuning to address shortcomings in the full achievement of professional standards and to ensure its alignment with the requirements of FCER. The publication of annual results on professional standards achieved and on CPD needs of teachers and principals supported transparency and accountability and encourages improvements in future CPD training.

Rating
High

DLI 3
DLI

Number of core teachers and principal advisors selected and trained to provide systematic face-to-face school-based CPD to teachers and principals

Rationale

The selection of an adequate number of core teachers and principal advisors was the most critical component to the delivery of in-person school-based training and follow-up coaching and mentoring.

Rating
High

DLI 4
DLI



Number of core teachers and principal advisors providing school-based continuous professional development to teachers and principals

Rationale

Having a core of trained school-based specialists that provide systematic face-to-face school-based CPD to teachers and principals was at the crux of the delivery of the program, and key for achieving enhanced teacher and principal effectiveness.

Rating

High

DLI 5

DLI

Number of teachers and principals who are satisfied with ICT-based interactive CPD services provided under the program

Rationale

Teacher and principal satisfaction with ICT-based interactive services provided an indication of access, quality, convenience, relevance, and ease of use, all important for contributing to enhanced teacher and principal effectiveness through improved continuous professional development.

Rating

High

OVERALL RELEVANCE RATING

Rationale

The DLIs and associated DLRs were well articulated, each with a clear definition and protocol to evaluate achievement. They were reasonable in terms of expected achievement during implementation, with well distributed timing in terms of incentivizing and recognizing results as needed to put in place policies and procedures supporting program implementation. The DLI matrix was closely aligned with the Results Framework, including DLIs/DLRs that represented systems, procedures, or processes required for progress to be made towards other DLIs/DLRs. They provided strong incentives to institutionalize the systems and procedures needed to solidify and maintain the Program. The amounts allocated to DLRs were commensurate with their importance towards achieving other DLRs. The DLI matrix maintained its relevance throughout implementation. The April 2021 restructuring adjusted the DLI matrix to accommodate the two-year implementation delays to ensure targets were achievable, but it did not alter the goal of strengthening LTTUs or the medium-term outcome of enhancing teacher and principal effectiveness through the rollout and use of CPD. The achievement of DLRs led directly to the achievement of the PDO. Moreover, the DLIs provided continued incentives during COVID-19 to support virtual learning for CPD activities that had previously been conducted in person.



Rating

High

4. Achievement of Objectives (Efficacy)

OBJECTIVE 1

Objective

Strengthen teacher training institutions to enhance teacher and principal effectiveness through improved continuous professional development

Rationale

As laid out in the ICR's Figure 1 (p. 7), presenting the PAD's theory of change, the project sought to strengthen the capacity of teacher education institutions and central teacher management units to deliver CPD to enhance the effectiveness of teacher and principal education. Under **Results Area 1** (improved teacher capacity of LTTUs and central teaching management units to enhance teachers' and principals' effectiveness) and in keeping with the PforR design, DLIs supported and encouraged the following activities: undertaking by LTTUs of a TEIDI baseline assessment and the preparation of performance agreements and their co-signature with MoET; and undertaking by LTTUs of annual TEIDI self-assessments and the publication of TEIDI scores by MoET on its website. Performance agreements and TEIDI baselines and updates were envisaged as tools for improving LTTUs' capacities in strategic management (goal setting, planning, programming, budgeting, monitoring, evaluation, and fine-tuning) to help guide, track, and achieve their capacity strengthening goals and to help MoET oversee their progress and hold them to account.

The April 27, 2021 restructuring did not change the scope of the project, which still aimed to strengthen the capacities of all eight originally targeted LTTUs. However, some elements of implementation were modified to accommodate implementation delays, the heavy burden on MoET to deliver and oversee capacity building of all eight LTTUs, and the sheer magnitude of the project, which was nationwide in its focus. Specifically, the restructuring modified MoET's oversight and support of LTTUs' capacity building to focus more (but not exclusively) on the six highest-performing LTTUs, which, in turn, would provide capacity building support to the two other LTTUs. Although capable and strong performers in the delivery of teacher training, these two LTTUs had experienced delays in the implementation of their performance agreements co-signed with MoET. The restructuring allowed these two LTTUs continuous and full access to all capacity strengthening interventions supported under the project. While all eight would continue to undertake strategic management of their performance agreements (target setting, annual reviews and refinements), only the performance of the six strongest LTTUs would continue to be tracked using the TEIDI to measure their achievement of Level 5 status. This was one measure of capacity strengthening, which was articulated as a PDO indicator, but not at all the sole measure of LTTUs' capacity gains under the project.

The project sought to enhance teacher and principal effectiveness through the support of three Results Areas, seeking to (i) assess training needs; (ii) establish capacity to deliver in-school, face-to-face training, coaching, and mentoring; and (iii) develop and deliver electronic training resource material and



support. **Results Area 2** (development of teacher and principal training needs assessments to inform CPD program development) was to be supported through DLI 2, which enabled disbursements against the production of Teacher Education Management Information System (TEMIS)-generated annual reports on CPD needs by provincial Departments of Education and Training (DoETs). **Results Area 3** (school-based and continuous professional development for teachers and principals) was to be supported through: DLI 3, which enabled disbursements against the number of core teachers and principal advisors selected and trained by LTTUs to provide systematic face-to-face school-based CPD to teachers and principals; and DLI 4, which enabled disbursements against the number of core teachers and principal advisors providing school-based continuous professional development to teachers and principals, in line with their individual annual plans. **Results Area 4** (teachers and principals have access to CPD programs and resources through an information and communications technology-based system) was to be supported through DLI 5, which enabled disbursements against the number of teachers and principals who are satisfied with ICT-based interactive CPD services provided under the program.

Outputs and intermediate results

Results Area 1: Improved teacher capacity of LTTUs and central teacher management units to enhance teachers' and principals' effectiveness

With project support, the LTTUs supported under the Program improved their capacity on the following fronts:

- ***University governance and leadership:*** The development and implementation of LTTUs' performance agreements have enhanced their strategic planning. Modified for use by Vietnamese LTTUs, the TEIDI instrument, including its framework and guidelines, guided and facilitated strategic management. All eight of the original LTTUs underwent a baseline TEIDI assessment providing the basis for their performance agreements, which included their mission, vision, development strategies, and short-, medium- and long-term goals. Annual performance agreement implementation plans included specific performance indicators and budget requirements and were publicly posted on LTTUs' websites. The LTTUs also used the PDCA (Plan, Do, Check, Act) cycle, key performance indicators, a stakeholder feedback system, and digital technology for continuous improvement in governance, teaching, and learning. The ETEP was a pilot on the use of performance agreements for strategic planning and budgeting, and the government is moving toward establishing this practice to other higher education institutions.
- LTTUs established ***Teacher-Learner Communities (between LTTU faculty and core teachers) and communities of practice (COPs) in competency-based teacher education (among faculty members of all LTTUs)***. The COPs enhanced faculty insights into classroom and school contexts, thus enhancing their practices in pre-service and in-service teacher education for all eight LTTUs. All LTTUs strengthened partnerships with provincial governments in continuous assessment of CPD needs and school-based professional development support for teachers and principals.
- ***Capacity strengthening in research, development, and innovation*** was achieved through the establishment of six cross-LTTU research groups on six educational science research topics, which were presented internationally. LTTU research was used to create a more demand-driven teacher education curriculum, online courses and blended programs, and deployed methodologies to enhance graduate employability skills and deliver a large-scale CPD program in coordination with



stakeholders. Moreover, LTTUs developed and implemented policies and plans on scientific research, development, and innovation, along with new research regulations, aligned with their visions, missions, strategies, and budgets. Between 2017 and 2022, all eight LTTUs substantially increased their international publications (detailed in the ICR, p. 17).

- Encompassing a broad range of training and continuous hands-on support and learning, **capacity development for teacher training lecturers** has helped LTTU faculty apply both theory and hands-on practical experience. Training and workshops were provided to teams in all eight original LTTUs, including core teacher training lecturers and core management lecturers. All eight participated in capacity building activities supported by education experts from the United Kingdom, Hong Kong, China, Taiwan, China, and Australia, as well as local experts recruited by ETEP. Between 2018 and 2022, the share of all lecturers in LTTUs with PhDs increased substantially in seven of the eight LTTUs, with the eighth (with an already high baseline) remaining stable (detailed in the ICR, p. 18).
- The TEIDI included a set of standards for **quality assurance and accreditation** of Vietnam's higher education institutions. The standards referenced are those of the Association of Southeast Asian Nations University Network Quality Assurance. Annual TEIDI assessments – undertaken initially in all eight LTTUs during the first three years and in six during the last two years – evaluated all quality assurance activities, based on these standards.
- **Capacity strengthening in curriculum development and pedagogical renovation:**
 - With project support, LTTUs developed 51 CPD modules (24 for general education teachers and 27 for general education managers) for primary, lower secondary, and upper secondary levels.
 - Of the 51 modules, nine were compulsory CPD training modules, developed by seven LTTUs (the six retained for TEIDI analysis, plus one of the two dropped from TEIDI analysis: National Academy of Education Management) for the national-scale rollout of the CPD to all 63 provinces.
 - All CPD modules were aligned with government Circulars on the establishment of the CPD program and with Circulars and Decisions related to the rollout of the new curriculum (New Competency-Based Curriculum 2018).
 - The quality and relevance of the CPD program were ensured through: (i) a highly participatory design process including a wide range of actors and stakeholders; (ii) the involvement of curriculum experts, ensuring strong alignment between pedagogical approaches, curriculum, and learning assessment; (iii) a rigorous quality assurance process that drew on state-of-the-art teaching and assessment knowledge and modern school governance practices; (iv) the independent verification agency (IVA)'s review and confirmation of a satisfactory process and program; and (v) the rollout of the program in conjunction with the new K-12 competency-based education program supported by the broader education reform (FCER) implementation.
 - The LTTUs also developed CPD e-learning courses consisting of 18 training modules for two target groups: core and general education teachers and managers at three levels, primary (grades 1-5), secondary (grades 6-9), and high school (grades 10-12). These became increasingly important during COVID-19, mitigating some of its negative impacts on the delivery of the CPD program.
 - ETEP created an effective CPD model for general education school teachers, which moved from a centralized professional development model to a continuing, onsite, blended model (using in-person and online training through learning management system [LMS] support), which is continuously delivered by all eight teacher training universities.
- **Upgrading of infrastructure:** All eight original LTTUs completed the upgrading of their facilities as well as their ICT projects, in line with their signed performance agreements. ICT infrastructure



included upgraded core software for training, upgraded network transmission systems, Wi-Fi access, new servers, internet connections, library software, learning materials, production equipment, installation of learning materials production studios, and installation and upgrading of functional modules in the LMS system. This equipment also facilitated LTTUs' establishment of an online training research institute.

- The completion of these activities improved the procurement capacity and infrastructure management capacity of LTTUs. More importantly, these acquisitions contributed to unlocking LTTUs' potential to reach regional and international levels; maximizing LTTUs' efficiency in carrying out their functions (teaching, research, learning support, CPD, and networking, among others); enhancing collaboration and sharing of data among LTTUs; and mitigating the impacts on learning imposed by the COVID-19 pandemic restrictions.

Results Area 2: Development of teacher and principal training needs assessments to inform CPD program development (DLI2)

Outputs:

- MoET outsourced the provision of the TEMIS system to a corporation, which signed an agreement to provide TEMIS services for free until June 2026.
- The LMS, operated by the same company, was connected to the TEMIS to facilitate their interfaces. The TEMIS now houses teacher and principal self-assessment data and reports with supporting evidence, peer reviews, and management appraisal and is the first repository of its kind in Vietnam.
- The annual TEMIS reporting process moved the yearly performance assessment from paper-based to online, making teacher education information available at national, provincial, and district levels. This has increased the accountability of teachers, school principals, and local authorities in conducting honest assessments.
- MoET has also institutionalized user roles and processes through official guidelines and user training provided for all 63 provinces. This has resulted in the availability of reliable information on CPD needs and programs, which supports evidence-based planning, budgeting, and implementation.
 - **IRI 1:** The number of TEMIS-generated annual reports on CPD needs by provincial DoETs increased from a baseline of 0 in 2016 to 45 in 2022, **fully achieving the target** of 45. It is important to note that the TEMIS uses the new set of teacher and principal professional standards developed and adopted under the project to align with the new curriculum.
 - TEMIS was deployed in all 63 provincial DoETs, which are capable of extracting reports on teacher performance and CPD for teachers and principals, with 45 of the 63 meeting established quality standards.
 - The associated **DLI 2** (systems are in place in at least 45 DOETs to (i) measure whether teachers and principals meet new professional standards; (ii) track and record evaluations of CPD programs; and (iii) record assessment of CPD needs of teachers and principals) was **fully achieved**, given the 45 TEMIS reports generated.
 - The new teacher professional standards under Results Area 2 included a requirement for the mastery of ethnic minority languages, and TEMIS provides gender- and minority-disaggregated data so that DoETs could focus on the CPD needs of women and ethnic minorities.



Results Area 3: School-based and continuous professional development for teachers and principals

- **IRI 2:** The number of deployed core teachers and/or principal advisors having completed different priority training module sets for the year increased from the 2016 baseline of 0 to 30,134 (of which 26,319 were core teachers and 3,815 were principal advisors), all completing six modules cumulatively by 2022, **exceeding the target** of 28,600 completing six modules cumulatively.
- Thirty-six modules were delivered to the 30,134 core teachers and principal advisors at primary, lower secondary, and upper secondary levels in 63 provinces through in-person training and the LMS (blended model). The CPD blended model was essential in expanding equal access to CPD opportunities for teachers and principals all over the country. The online learning with onsite support has radically shifted the CPD paradigm for teachers and principals. Of the 36 modules that were delivered to more than 30,000 core teachers and principal advisors, 30 were compulsory, delivered by 911 core faculties from the LTTUs to over 600,000 teachers and principals supported by the trained core teachers and principal advisors.
- The online learning was advantageous during the COVID-19 pandemic, when in-person delivery was impossible in most provinces over six months in 2021. It also helped strengthen the instructional design of core faculty and the ICT skills of teachers and principals and ensured knowledge was not diluted through the cascading training module. The blended delivery model also allowed learners to learn at their own pace and at a time that would not disrupt classes.
- The core teachers and principal advisors' selection processes, as well as their roles and responsibilities, were institutionalized by the MoET to provide continuous school-based support for teachers across the country. This policy decision has contributed to the sustainability of ETEP.
- MoET's Official Note 3587 strongly encouraged DoETs to select ethnic minority teachers and principals to become core teachers and principal advisors and also encouraged gender balance.
- Both DLIs associated with this Results Area were substantially achieved.
 - **DLI 3** (number of core teachers and principal advisors selected and trained to provide systematic face-to-face school-based CPD to teachers and principals) was fully achieved by the project's end, with basic training provided to 25,000 core teachers and 3,600 principal advisors, **fully achieving the targets** of 25,000 and 3,600, respectively, for a total of 28,600 trained.
 - **DLI 4** (number of core teachers and principal advisors providing school-based continuous professional development to teachers and principals) was **substantially achieved** by the project's end: 25,000 core teachers and 3,288 principal advisors provided school-based CPD to teachers and principals, in line with their individual annual plans. This represented the full achievement of the 25,000 target for core teachers, and a 91 percent achievement of the 3,600 target for principal advisors.
 - Women made up 60 percent of the core teachers and principal advisors throughout implementation, and ethnic minorities comprised approximately 10 percent of the core teachers and principal advisors.
 - About 29 percent of the core teachers and principal advisors came from disadvantaged areas.



Results Area 4: Teachers and principals have access to CPD programs and resources through an information and communications technology-based system

- **IRI 3:** The number of teachers and school principals having completed different mandatory online modules of the CPD program set for the year through the LMS increased from the 2016 baseline of 0 to 527,532 (five modules cumulatively) by 2022, **exceeding the target** of 480,000 (five modules).
 - Of the total number of CPD participants each year, one quarter were from disadvantaged areas.
- The associated **DLI 5** (number of teachers and principals who are satisfied with ICT-based interactive CPD services provided under the program) reached 320,000 in period 5 (the project's last year), **fully achieving the target** of 320,000.
- In addition to the web-based LMS, social media capacity enabled rapid support by the LTTU faculty and core teachers to ensure quality and consistency of CPD at provincial levels.
- MoET also issued guidelines on: (i) CPD planning and monitoring at provincial and LTTU levels; (ii) online pre-learning activities; (iii) peer support; and (iv) monitoring and reporting.
- The development of the CPD mechanism was timely in that it prepared general education teachers and principals for the new national competency-based curriculum implementation in grades 1, 2, 3, 6, 7, and 10.
- In 2021-22, a survey to determine satisfaction levels of teachers and principals with the CPD online programs in five areas, all recorded on TEMIS, indicated that the project-supported CPD programs were relevant, useful, and practical. Almost all teachers and principals agreed or strongly agreed that the online CPD program was: relevant to the needs of continuing professional development (97 percent of teachers; 97 percent of principals), useful to apply to the learning curriculum (97 percent of teachers; 97 percent of principals), and a contribution to improvements in students' learning performance (97 percent of teachers; 97 percent of principals).
- Comments centered around the appreciation of respondents of: the availability of online CPD programs, which allowed for self-paced learning; and the importance of online interactive support, allowing learners to quickly and easily contact core teacher training lecturers to discuss professional issues and participate in regular discussions with colleagues through several channels of social networks such as Facebook, Zalo, email, messengers, and others.

Outcomes

The project was successful in strengthening the management and technical capacities of all eight teacher education institutions supported under the operation.

- All eight originally selected institutions were substantially strengthened under the project to deliver the CPD program nationwide to 63 provinces.
 - The undertaking of their baseline TEIDI assessments, coupled with the preparation of performance agreements and their co-signature with the government, strengthened their capacities – and their practice – with regard to strategic management: planning, programming, vision- and target-setting, implementation, monitoring, and evaluation.
 - Their participation in Teacher-Learner Communities and Communities of Practice enhanced their exposure to new ideas, professional exchanges with colleagues, and the real challenges faced at the classroom level, and strengthened partnerships with the provinces they served.



- Stepped up research, development, and innovation enhanced the quality and evidence base of the CPD and substantially increased the international publications of all eight LTTUs.
- Training, workshops, and technical assistance enhanced the capacities of teacher trainer lecturers, exposing them both to classroom realities in Vietnam and to international best practices, along with new pedagogical approaches to delivering training and coaching.
- More attention to quality assurance and accreditation under the TEIDI assessments, which all eight LTTUs initially underwent, introduced an enhanced focus on quality standards in their development plans and in plan implementation.
- Both through the provision of international technical expertise and through applied work, the capacities of LTTUs to design and deliver CPD modules aligned with the new curriculum and reform was enhanced.
- The upgrading of the eight LTTUs' physical facilities and their ICT capacity and equipment contributed to improvements in the quality and reach of training and training materials.
- Six LTTUs improved their performance to provide CPD as measured by the TEIDI. Between the baseline year of 2017 and 2022 (project's closing), all six achieved an increase in their TEIDI scores achieving level five (defined as a score of >4.43), **fully achieving the target** of achieving level five, set at the time of the April 2021 restructuring. The baseline and endline data for each of the six institutions (verified by IVA) are as follows:
 - Hanoi National University of Education: from 3.47 to 5.00 (level 5)
 - Thai Nguyen University of Education: from 3.30 to 4.72 (level 5)
 - University of Education – Vinh University: from 4.22 to 4.86 (level 5)
 - Hue University of Education-University of Hue: from 3.55 to 4.95 (level 5)
 - Da Nang University of Education-University of Da Nang: from 3.34 to 4.88 (level 5)
 - Ho Chi Minh University of Education: from 3.10 to 4.91 (level 5).

The revised target actually set the bar much higher than **the original target** (a 15 percent increase over the baseline score), which **was exceeded**.

- All eight LTTUs included in the original project design signed performance agreements with MoET and conducted baseline TEIDI assessments, the DLI 1 for periods 1, 2, and 3 (eight LTTUs conducted an annual TEIDI assessment and published the TEIDI scores on their website), enabling the full disbursement against this DLI for those initial three years. The absence of TEIDI endline data for the remaining two LTTUs is a result of project restructuring/simplification and not an indication of their performance.

The project contributed to improved effectiveness of teachers through its transparent collection, monitoring, and use of teacher training needs assessments to design, tailor, and improve the delivery of CPD, encompassing school-based training, coaching and mentoring, virtual support, and electronically accessible resource materials. The results framework categorized improved teacher effectiveness as a “medium-term” outcome,” in recognition that it would start accruing during the later years of the project, when LTTUs would have been strengthened, training needs assessments would have been undertaken and monitored, and the new CPD approach would have been designed and launched. Early indications reveal improvements in teachers' and principals' effectiveness.

- Supervisors' assessments of teachers' and principals' effectiveness, based on the MoET professional standards and recorded in the new TEMIS, reveal improvements in performance assessment results between the 2019-2020 and 2020-2021 school years. TEMIS data show that:



- The share of principals assessed as “distinguished” (out of a four-scale ranking of unmet, threshold, competent, and distinguished) increased for all 18 criteria set out in the professional standards. Ninety-eight percent of all principals assessed were rated either “competent” or “distinguished” for both school years, but there was an increase of 11 percentage points (from 51.6 to 62.6 percent) in the share of those assessed as “distinguished.”
- The share of teachers assessed as “distinguished” increased for 14 out of the 15 criteria set out in the professional standards. Ninety-six percent of all teachers assessed were rated either “competent” or “distinguished” for both school years, but there was an increase of 10 percentage points (from 44.7 to 54.5 percent) in the share of those assessed as “distinguished.”
- Moreover, all teachers assessed as “distinguished” showed improvements against criteria 2 (teachers’ working style), 4 (development of teaching and instructional plans for student development in personal qualities and competencies), 5 (use of teaching and educational methods to develop students’ personal qualities and competencies development), and 7 (student counseling and support). This is important, because one aspect required within the above-cited criteria is that students of these teachers demonstrate substantial learning progress or exceed the set targets towards the end of the academic year. An increase in the share of teachers assessed as “distinguished” among all teachers implies substantial progress of their students in academic results.
- The number of teachers and principals satisfied with school-based continuous professional development increased from the baseline of 0 in 2016 to 637,279, **exceeding the original target** of 480,000 **and almost achieving a doubling of the revised target** of 320,000 established in 2021. Satisfaction was measured by a composite index taking into account: (i) interactive support provided; and (ii) quality of ICT-based interactive CPD services, including availability, relevance to new teacher and principal standards, usefulness in the classroom, and contribution to improved student outcomes. Satisfied teachers and principals were those with an average score of 3 and above (on a scale of 1 to 4/totally satisfied), with no scores below 2.5. The ICR attributes these scores to the introduction of the TEMIS and LMS systems, which, although delayed, ultimately allowed access to this survey and to the CPD training materials and teacher self-assessments.
 - TEMIS data showed that 96.7 percent of all female teachers were satisfied with the new school-based CPD and that 97.1 percent of the female ethnic minority teachers were satisfied. These are important gender and ethnic minority participation-related accomplishments for the sector.
 - A 2021 survey of teachers and principals from disadvantaged areas showed that 96.9 percent of teachers and 96.6 percent of principals were satisfied with the new school-based CPD.

Rating
Substantial

OVERALL EFFICACY

Rationale



First, the project strengthened MoET's capacity in strategic management and enabled the successful institutionalization of school-based CPD for teachers and principals through key MoET actions including: the development and implementation of teacher professional development policies and regulations; establishment and monitoring of new professional standards for teachers and principals; assessing demand for school-based CPD; assessing the effectiveness and ensuring the quality of CPD interventions; and using evaluation results for learning and adjusting. **Second**, the project strengthened LTTUs' capacities in: strategic management, including M&E; research; the delivery of a more demand-driven and blended (combining in-person and online) teacher education curriculum; and substantial upgrades in IT facilitating continuation of service delivery during COVID, the development and use of integrated management information systems, and blended learning platforms. The Teacher-Learning Community (between LTTU faculty and core teachers) and communities of practice (among faculty members of all LTTUs) have strengthened partnerships and collaboration providing for continuous, evidence-based improvements. **Third**, teachers and principals who benefited from the CPD training program interventions have been assessed by their supervisors as having improved their effectiveness. **Fourth**, the DLIs were achieved and the mechanisms and monitoring tools that they put into place have been used at scale to train hundreds of thousands teachers a year, all leading to systemic change and a paradigm shift for teacher training and continuous professional development

Attribution. During her March 29, 2023 meeting with IEG the TTL provided the following assessment. Project attribution is strong. This operation was the first-ever investment of its kind in GoV's education sector. GoV's original request to the Bank in 2013 was for investment in the infrastructure of seven teacher training universities. Given GoV's launch at that time of wide-reaching curriculum reform (from general knowledge-based to competency-based), the Bank convinced GoV to link the proposed project to this reform, providing needed support to enhance the capacity of Vietnam's teachers to deliver on this major reform. No other development partner was involved in this dialogue or support.

Counterfactual. The TTL also conveyed to IEG during their March 29, 2023 meeting her assessment of the counterfactual. The success of Vietnam's education reform was highly contingent on the development of teachers' competencies and skills to deliver the new curriculum. Without this project, teachers would most likely not have acquired the skills to deliver the reformed curriculum. Moreover, had the PforR design not been the chosen instrument, the achievement of capacities and systems strengthening would likely have been considerably more modest. At the time of design, education projects in Vietnam were exclusively input-based. The PforR approach of disbursing against the delivery of results supported and nurtured the very capable LTTUs to assume accountability and responsibility for implementing their plans, achieving their goals, and enhancing their partnerships and collaborations with the 63 provincial education offices in the delivery and ongoing refinement of CPD.

Rating
Substantial

5. Outcome

The relevance of the PDO is rated **high** as the project was responsive to country conditions and issues faced by Vietnam's education sector today, and remains tightly aligned with the government's ongoing reform (FCER), whose success depends heavily on quality CPD for practicing teachers and principals. Strengthened capacity of



teacher education institutions to deliver improved continuous professional development was **substantially achieved**. All eight targeted institutions improved their capacities in: strategic management, including M&E; research; the delivery of a more demand-driven and blended (in-person and online) teacher education curriculum; and substantial upgrades in physical facilities and ICT, the latter facilitating continuation of service delivery during COVID. Moreover, enhanced teacher and principal effectiveness through continuous professional development was **substantially achieved**. Based on MoET's professional standards, supervisors' assessments of in-service teachers and principals' effectiveness revealed substantial improvements in the share assessed as "distinguished" (the highest rating of a four-point scale) increasing, respectively, by 11 and 10 percentage points. An increase in the share of teachers assessed as "distinguished" among all teachers implies substantial progress of their students in academic results.

Outcome Rating

Satisfactory

6. Risk to Development Outcome

The risk that the development outcome will not be sustained is low. **First**, the design and implementation were technically sound. The complete CPD mechanism, including the LMS, demonstrated that it can deliver online and face-to-face training, and contributed to systemic change and a paradigm shift in how CPD is conducted for teachers and principals. Core teachers and principals now provide teachers with coaching and mentorship at the school level to help improve their teaching. **Second**, this system, now delivering training at a national scale, has earned the high satisfaction of participants, all creating an expectation among beneficiaries and other stakeholders that it will continue to be the core teacher training system. **Third**, the LTTUs showed enhanced capacity and a strong commitment on the part of their leadership and middle management in their success in achieving a level 5 TEIDI score. **Fourth**, the deliverables under this operation have been institutionalized within MoET's Department of Teachers and Education Managers (DTEM), which has issued guidelines for 2022 TEMIS reporting and teacher training with the CPD model and is committed to annual guidance in future years. This includes using the CPD material development quality assurance process, coordinating with the LTTUs in developing materials for new training modules, and amending Circular 19 (on teacher CPD) accordingly. **Fifth**, the DTEM and ICT department have agreed to ensure the interface between TEMIS and the education sector database and to continue the ETEP's CPD blended delivery model. **Sixth**, the TEMIS will be maintained until 2026 by the current provider, after which MoET has committed to developing an in-house TEMIS, specified in the ministry's information technology Master Plan. **Seventh**, government commitment is assessed as strong, given that the success of its ongoing education sector reform (FCER) depends heavily on continued delivery, quality assurance, and improvement of the CPD program. **Finally**, the following comments of the TTL shared with IEG during their meeting of March 29, 2023, shed light on financial sustainability of the CPD. At project closing, MoET and the Ministry of Finance issued a Circular providing the legal basis for the financing of CPD for teachers. The Circular authorized the establishment of budget lines at the provincial level for CPD and guides how this financing can be used to support associated expenses of e-learning, training, workshops, coaching, and mentoring. In short, it institutionalized the mechanisms for CPD financing. Budget amounts are not currently sufficient to meet all needs, but there is a law establishing all teachers' rights to access 120 hours of CPD annually and assigning provincial education offices the responsibility for covering 75 percent of this need. The provinces are satisfied with the LTTUs' capacity to deliver CPD and continue to engage them.



7. Assessment of Bank Performance

a. Quality-at-Entry

The project design was fully embedded in, and supportive of, Vietnam's sector-wide education reform (FCER), which aimed to prepare for greater integration in the global economy by providing students with new skills and competencies. Vietnam's NTEP was a key component of the FCER, and the project supported the catalytic component of the NTEP: teacher continuous professional development. The PDO was relevant to the country's needs and priorities. The results areas, along with the DLIs/DLRs, were directly linked to – and supportive of – the PDO. DLIs and associated DLRs were clearly defined, and protocols to evaluate their achievement were clear, reasonable, and measurable. There were shortcomings in the coherence between the theory of change (results chain) (ICR, Figure 1, p. 7) and the PDO statement (see Section 8 for details). The PforR financing instrument was an appropriate choice for supporting the reform of the teacher professional development system. The Bank team deserves recognition for its success in negotiating an evolution in the government's initial (2013) request for investment in the upgrading of teacher training universities' infrastructure to an operation that would also develop the capacities of these institutions to support the sector-wide reform through the design and delivery of CPD for teachers to facilitate reform implementation in the classroom.

The program's technical design drew from globally recognized approaches to improving teacher education through training, coaching, and mentorship at the school level, culminating in the appropriate focus on the four Results Areas. Implementation arrangements, including the M&E design, both used and further strengthened the capacities of MoET and LTTUs. Implementation arrangements for the Program were embedded within the formal sector structure, ensuring that capacity would be nurtured and developed at all levels. MoET was responsible for the strategic management, strengthening, and institutionalization of the CPD program, along with: (i) operating the M&E system; (ii) overseeing the implementation of LTTU performance agreements; (iii) creating a Project Management Unit (PMU) for tracking reporting on DLIs and sending disbursement requests to the Bank; and (iv) hiring the IVA. Provincial DoETs were responsible for overall quality control of the CPD process at the provincial level through: (i) administrative oversight of the core teachers and principals; (ii) ensuring that CPD was implemented at the local level; (iii) tracking needs assessments and associated training based on assessments; and (iv) overseeing the evaluation of teacher standards. LTTUs were responsible for implementing CPD improvements through training, research, online services, and support to core teachers and principals.

Risk assessment was sound, and mitigation activities were effectively reflected in a sound design, including: technical assistance; capacity development activities; performance agreements between MoET and LTTUs to ensure timely provision of resources to LTTUs and financial management capacity development for LTTUs; criteria within performance agreements for promoting collaboration with other LTTUs and DoETs; utilization of the TEIDI tool to measure the effectiveness of needs-based CPD; and an IVA to ensure that DLIs were achieved as designed. The design also sought to ensure that female teachers and principals had equal access to regular and CPD training opportunities and that training was relevant to the cultural needs of ethnic minorities, through consultation workshops with women and ethnic minorities on the development and implementation of CPD programs.



Quality-at-Entry Rating

Satisfactory

b. Quality of supervision

Consistent supervision by the Bank team in-country provided the needed technical expertise to support the nationwide implementation of the new CPD program and was key to the project's achievements. In total, 12 World Bank review and implementation support missions, including a mid-term review, were undertaken, averaging over two per year. As a complement to these missions, the in-country Bank team worked with the Program teams to solve implementation challenges that arose, actively supporting the government in project implementation. The supervision teams consistently reported on safeguards, financial management, and procurement progress and worked with the PMU to build capacity in these areas. They also systematically documented project progress in aide-memoires, back-to-office reports, and Implementation Status and Results Reports, keeping Bank management apprised of progress and providing the foundation for the ICR's analysis. The Bank had a solid and ongoing relationship with MoET, enabling good collaboration and coordination, and contributing to the success achieved under the project. The Bank also included technical and area-specific experts as needed on supervision missions. The Bank's positive response to the government's request for the two restructurings was important, leading to the achievements made under this operation and the systemic changes within teacher education and CPD.

A full-year delay in program effectiveness was due to two conditions of effectiveness not being met, including the completion of the program operational manual. The Bank provided considerable support through the Korea-World Bank Partnership Facility to build capacity to prepare this manual. In addition, delays in the Medium-Term Investment Plan and in the program financing regime led to delays in signing LTTU performance agreements, all of these disrupting the process of preparing, allocating, and approving the annual budgets of the PMU and LTTUs. By the November 2019 mid-term review, MoET had made significant progress in: (i) giving LTTUs autonomy in planning and budgeting of project activities directly linked to DLI outcomes; (ii) clearly articulating institutional arrangements for project implementation; and (iii) finalizing agreements on the implementation and management of the LMS and TEMIS through existing systems. The Bank accommodated the government's request for the April 2021 restructuring after which disbursements doubled and there was a strong turnaround in implementation, and development objectives were achieved. The PforR design facilitated a continuous dialogue with the government. Delays in updating the curriculum at the teacher training institutions and the COVID-19 outbreak contributed to implementation delays. COVID-19 also played a role in accelerating the implementation of online self-paced CPD training, appreciated by beneficiaries.

Quality of Supervision Rating

Satisfactory

Overall Bank Performance Rating

Satisfactory



8. M&E Design, Implementation, & Utilization

a. M&E Design

The PforR's results areas, and the corresponding DLIs, were fully supportive of the PDO "...to strengthen teacher training institutions to enhance teacher and principal effectiveness through improved continuous professional development." However, the theory of change (results chain) (ICR, Figure 1, p. 7) and the PDO statement were not fully coherent with one another. The theory of change categorized three successive goals: (i) "improved capacity of LTTUs and central teacher management units to enhance teacher and principal education effectiveness" as an *output*; (ii) "the meeting of teacher training and support needs through the delivery of onsite and on-line CPD services" as a *short-term outcome*; and (iii) "enhanced teacher effectiveness" as a *medium-term outcome*. All three of these, however, are included as *outcomes* in the PDO statement. Indeed, as the project was designed and implemented, the strengthening of LTTUs and the design and delivery of a reformed CPD are outcomes. Because these two project outcomes, once achieved, were expected, in turn, to have an impact on teacher effectiveness, end-of-project data may provide only preliminary indication of improved teacher effectiveness, given that it is contingent on the achievement of the two previous outcomes.

The choice of one outcome indicator -- improved performance of the eight lead teacher training universities (LTTUs) (selected for support under this project) to provide CPD, as measured by the Teacher Educational Development Index (TEIDI) -- was a good choice for assessing strengthened institutional capacity. On the other hand, the other outcome indicator -- number of teachers and principals satisfied with school-based continuous professional development -- was not a sufficiently objective or rigorous indicator for assessing teachers' and principals' effectiveness. In addition, the PAD's theory of change specified that capacity strengthening was intended not only for LTTUs, but also for central teacher management units of MoET, but there was no indicator to assess strengthened MoET capacity. The ICR and this ICRR do assess this strengthened capacity as an outcome.

Other than the above-cited shortcomings, PDO-level indicators, intermediate outcome indicators, and DLIs/DLRs were clearly defined at appraisal, consistent, and mutually reinforcing. The stated results areas and indicators helped establish and implement the needed governance structure and frameworks to ensure systematic change within the teacher and principal CPD program. The M&E design enabled routine monitoring and reporting on progress in meeting the intermediate outcome and PDO targets in the results framework. M&E was also facilitated by the LTTUs' performance agreements, which were a new and innovative design feature for donor-supported activities in the education sector, and by use of the TEIDI instrument for greater transparency and ease of tracking results. The online platform (TEMIS) enabled DoETs in all 63 provinces to track teacher and principal training needs and activities, along with their performance assessments. The design also included the development of the LMS for the delivery of online training. As a vehicle for confirming the achievement of DLIs/DLRs to authorize disbursements, the design included the hiring of an IVA, in this case the higher education quality unit of the Vietnam National University, Hanoi, which also provided capacity development for LTTUs in quality assurance during the verification process. M&E design and arrangements for this operation used -- and further strengthened -- M&E capacities of MoET and the LTTUs.



b. M&E Implementation

The collection and reporting of data for the results framework indicators was carried out, as planned, throughout implementation. Performance indicators were tracked regularly, and the results framework was updated in a timely manner for supervision missions and the mid-term review. MoET's signed contract with the IVA enabled the independent assessments of DLI/DLR achievements, which were used to authorize disbursements, as well as the provision of training in quality assurance to all LTTUs. All eight LTTUs developed performance agreements based on the TEIDI instrument; and the online LMS and TEMIS were developed. The PMU developed and promulgated a quality assurance mechanism for CPD material development, training of core teachers and principal advisors, and training of teachers and principals, which provided the basis for LTTUs to strengthen their supervision and quality assurance capacity. Capacity building included the development of M&E regulations, guidelines, and reporting forms between MoET and the LTTUs, as well as the establishment of M&E departments within the universities, responsible for performance agreement implementation; agreements related to DLIs and outcome indicators, and submission of evaluation reports based on PMU guidance. LTTU M&E departments also monitored the quality of CPD material development and other program activities following quality assurance processes introduced by the PMU, with support from MoET's quality assurance department and other key technical departments. In retrospect, it may have been helpful, as a part of the April 2021 restructuring, to have either replaced the PDO assessing capacities of LTTUs as measured by the TEIDI, or added additional capacity outcome indicators, to document that, even though the target for this PDO indicator was reduced from eight to six LTTUs, neither the scope of the project nor its capacity achievements fell short of the original target of all eight LTTUs.

c. M&E Utilization

Data were made available regularly for the results framework and were used to: (i) analyze project progress towards reaching the PDOs and suggest remedial actions when risk to their achievement was identified; (ii) inform the two project restructurings; and (iii) inform the ICR analysis and findings. The IVA reports were used to validate DLI/DLR reports and disburse IDA resources. The TEIDI assessments were used to develop LTTU performance agreements, and performance agreement reports were used by MoET to allocate resources to the LTTUs to support agreed activities and actions. The LTTU M&E departments ensured the quality of the CPD materials, which were ultimately rolled out to all 63 provinces in Vietnam through the LMS. Provinces generated TEMIS reports on teacher assessments against professional standards. These reports helped to determine needs for teacher professional development, encompassing online training and face-to-face training and support. The multi-pronged quality assurance process established for CPD under the project has now been institutionalized throughout the system.

M&E Quality Rating

Substantial

9. Other Issues

a. Safeguards



The TTL confirmed, during the March 29, 2023 exchange with IEG, that this operation was classified as Category B. An Environmental and Social Systems Assessment (ESSA) determined that the project was not expected to have negative environmental impacts, although some generation of noise, dust, solid waste and wastewater, and health and safety risks might be caused by some of the LTTU upgrading activities. The potential negative environmental impact of these works was assessed to be minor, temporary, and localized. Any negative environmental impacts were to be mitigated by applying the Environmental Codes of Practice and Worker's Codes of Conduct, and by implementing communication activities in construction contracts to manage issues at construction sites. The ESSA was disclosed in the World Bank InfoShop on June 8, 2016 and in Vietnam on April 12, 2016. Safeguards performance was monitored and supervised regularly by the PMU, relevant consultants, and LTTU authorities, and rated satisfactory in the Bank's internal reporting, with the exception of one six-month period in January 2021, when safeguards were rated moderately satisfactory. The downgrade was made because: (i) not all the LTTUs' bidding and contractual documents covered environmental provisions as required in the Operations Manual, nor the Bank's guidance on COVID-19 control and prevention; and (ii) the LTTUs had not provided a sound management plan to avoid dumping of expired ICT equipment and infrastructure. By August 2021, these issues were resolved, and the rating was restored to satisfactory.

A Grievance Redress Mechanism was established for the program, consisting of: (i) a website containing a link for the public to provide complaints and comments; (ii) a feedback survey mechanism for core teachers and principals who participated in LTTU training; (iii) software provided by MoET to house complaints within the system, including project-related complaints; (iv) LTTU hotlines; and (v) People's Inspectorates, already established within each LTTU. The program operations manual and the project's Official Note 85 (on information disclosure and handling of complaints and denunciations) provided this information.

Social safeguards were continuously rated as satisfactory. The project supported the development of detailed guidelines to facilitate meaningful consultations with vulnerable groups and a detailed communications plan, fully implemented by the PMU and LTTUs. The LTTUs: (i) integrated the "Bias Avoidance Framework" in the development of the CPD training materials; (ii) ensured inclusion of regional differences and ethnic minority and gender issues in training materials; (iii) disaggregated teacher feedback by ethnicity, gender, and disadvantaged areas in their reports; and (iv) extended the e-learning time for core teachers and principals in ethnic minority and remote areas because of connection difficulties. Consultations and surveys were undertaken to gain feedback from teachers who are female, of an ethnic minority, and/or from disadvantaged areas in order to improve tailoring and delivery of activities to these groups.

b. Fiduciary Compliance

Financial Management. During project design, the Bank's Fiduciary System Assessment found that the project's financial management arrangements provided reasonable assurance that financing proceeds would be used for the intended purposes. As recommended by this assessment, the Ministry of Finance established and maintained a separate account for project funding to ensure the monitoring of related activities. In addition, an IVA was contracted in accordance with the Financing Agreement. Disbursements were approved against IVA validation of all DLI/DLR achievements. Qualified financial management specialists were maintained throughout implementation and, when needed, capacity development workshops were conducted by Bank financial management specialists for PMU and LTTU financial management staff to help adhere to requirements. The required audits were submitted to the Bank in accordance with the Financing Agreement. Auditors' opinions were unqualified (clean) throughout



the Program period. During the March 29, 2023 exchange with IEG, the TTL confirmed that the final audit report, due on December 31, 2022, was submitted to the Bank on time and with an unqualified (clean) opinion.

Financial management performance was rated satisfactory or moderately satisfactory during implementation, except for the year between December 2018 and December 2019, when it was rated moderately unsatisfactory. This was largely due to inefficient ETEP budgeting and planning, specifically for: (i) 2018 financial plans for LTTUs, which were approved late; and (ii) prolonged delays in the confirmation and allocation of the Medium-Term Investment Plan budget for the project, leading to delays in capital expenditure allocations for the LTTUs. By December 2019, the financial management performance rating returned to moderately satisfactory and remained so until project closing. Of the original IDA financing amount of \$95 million equivalent, an amount of \$46,959,709 equivalent was cancelled under two restructurings. The total Program disbursements amounted to \$48 million equivalent.

Procurement was to follow national procurement laws and regulations. The Bank's assessment of procurement arrangements undertaken during appraisal found that the system in place was generally sound, and the gaps in the government's procurement systems were not major. Procurement under the proposed Program was modest in size and complexity, mainly including civil works of small and medium sized lecture halls and small upgrading construction; goods (furniture, ICT equipment) for small and medium sized laboratories, libraries, and classrooms; and consulting services.

The procurement performance rating was satisfactory or moderately satisfactory throughout implementation except for the year between December 2018 and December 2019, when it was rated moderately unsatisfactory. The downgrade was due to slow progress in the procurement of packages related to contracting the IVA and the development of the LMS-TEMIS, and to the delay in the Medium-Term Investment Plan, noted above in the financial management discussion. Delays in the LMS-TEMIS were rooted in MoET's indecision on how the system would be developed and maintained. By December 2019, these issues were resolved and ratings returned to satisfactory and moderately satisfactory until project closing. Procurement was implemented in compliance with the Procurement Action Plans, with all activities included in these plans ultimately completed. During implementation, Bank procurement staff provided training to the PMU and LTTUs to ensure compliance with guidelines. Procurement plans were updated and submitted to the Bank regularly and were always of good quality.

c. Unintended impacts (Positive or Negative)

None reported.

d. Other

None

10. Ratings



Ratings	ICR	IEG	Reason for Disagreements/Comment
Outcome	Satisfactory	Satisfactory	
Bank Performance	Satisfactory	Satisfactory	
Quality of M&E	Substantial	Substantial	
Quality of ICR	---	Substantial	

11. Lessons

The following lessons, slightly reworded by IEG, are a subset of the six relevant and insightful lessons presented in the ICR:

- **The PforR design can provide education sector authorities with an opportunity to think through comprehensive reform and alignment of the system.** The project, together with the Bank-financed Renovation of General Education Project, aligned the new general education competency-based curriculum with the teacher and principal CPD and training. This involved: (i) moving from a centralized model to a continuing, online and blended model (combining in-person and online training); building LTTUs' capacity to participate effectively in the reform; (iii) preparing training modules and recording of participation and linking it to incentives; (iv) creating a cadre of core teachers and principal advisors to support and coach teachers and principals on the job; and (v) linking financing to program results. The project has shown that results-based financing can indeed lead to enhanced accountability, systemic change, and a paradigm shift in service delivery and serves as a model, influencing the government's gradual transition to a performance-based state budget allocation.
- **The creation of communities of practices (COPs) linking LTTUs with schools, other stakeholders, and the provincial and district levels can create an important feedback loop throughout the system, which is well poised to improve teacher training relevance and effectiveness.** Teacher-learner communities and COPs provided LTTUs with important links to teachers and principals at the school level and critical insights into the classroom, which served to enhance LTTUs' in-service and pre-service teacher education. These connections were strengthened during project implementation and institutionalized. This feedback mechanism has helped both in-service and pre-service providers gain a better understanding of the challenges that teachers face in the classroom, which is essential for improving the quality of the system.
- **Inclusion of specific gender and ethnic minority criteria for participation can enhance equality of access to Program benefits.** The project focused specifically on the participation of women and ethnic minorities in disadvantaged areas. Consultation workshops organized with women and ethnic minorities on the development and implementation of the CPD program and an awareness-raising communications strategy targeting women and ethnic minorities led to active participation of women and minorities as core teachers and principal advisors and to the fuller participation of these groups in all aspects of the CPD program. As a result, women made up to 60 percent and ethnic minorities comprised approximately 10 percent of the core teachers and principal



advisors. TEMIS reports also provide gender- and minority-disaggregated data so that provincial DoETs can continue to track and address the CPD needs of women and ethnic minorities.

- **Appropriate institutional implementation arrangements and coordination across institutions are critical for ensuring the implementation of a broad reform agenda.** Given that this operation was supporting part of a broader reform, having MoET fully manage the activities was an appropriate design element, essential for smooth implementation. At the project's outset, institutional implementation arrangements were weak and fragmented, with roles and responsibilities ill-defined for LTTUs and provincial DoETs. Once MoET clearly defined the roles of the implementation units, performance agreements specified accountabilities and partnerships between LTTUs and MoET, and ICT capacities facilitated communication and collaboration with all 63 provinces, there was considerable improvement in implementation. In addition, MoET, PMU, and LTTUs began to use technical assistance in strategic areas that brought in the needed expertise to support international best practices for the CPD modules. MoET's undertaking of the substantive educational work enabled the relevant connections to the broader reform as well as strong system-wide capacity development.

12. Assessment Recommended?

No

13. Comments on Quality of ICR

Quality of Evidence was strong, thanks to good M&E design and implementation and verification of data and findings by an Independent Verification Agency. The data was systematically presented and properly cited in the ICR.

Quality of Analysis was also sound. The analysis drew on available data and quantitative evidence and, while it systematically reported on all indicators (PDO, intermediate outcomes, and outputs) and DLIs, it was not limited to a simple tally of achievements and shortcomings vis-à-vis targets. It also infused an interesting and relevant analysis of the qualitative evidence that shows how the project strengthened capacities, accountabilities, coordination, and collaboration of the multiple institutions and agencies involved in the reform, all supporting and nurturing system-wide reform. Both quantitative and qualitative evidence was clearly linked to findings.

Quality of Lessons presented in the ICR was high, providing insight and guidance, grounded in this project's experience, that would be relevant to other countries and Bank teams contemplating support for education (and other sector) reform through a PforR instrument.

Results Orientation of this ICR was strong, with its careful assessment of the PDO, organized around and drawing on the outcome and intermediate outcome indicators, results areas, DLIs, and DLRs to explain how the entire results chain led to the outcomes, both quantitative and qualitative.



Internal Consistency/adherence to guidelines: The ICR was internally consistent and adhered to guidelines. It would have been helpful to have the final disbursement amounts presented in terms of SDR for a true indication of the disbursement rate.

a. Quality of ICR Rating
Substantial