

COMPLETING POLICY ON RESOLVING EMPLOYMENT FOR LABORERS IN ETHNIC MINORITY REGION IN VIETNAM UP TO 2030

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Received: 02.05.2020

Revised: 01.06.2020

Accepted: 25.06.2020

Abstract

The level of socio-economic development in ethnic minority areas is still slow, the socio-economic infrastructure is still poor, the economy is mainly self-sufficient and people's life is still difficult. Employment issues for workers in ethnic minority areas still face many difficulties and shortcomings; the rate of people without jobs and unemployment is increasing; Policies to attract and create jobs in this region have not brought about the desired effect. The paper focuses on researching the situation of labor issues and creating jobs for ethnic minority laborers; Thereby, the author proposes a number of solutions to complete the employment policy for ethnic minority laborers in Vietnam in the near future.

Keywords --- Completing policies; Jobs; Employment policy; ethnic minority

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DOI: <http://dx.doi.org/10.31838/jcr.07.08.177>

INTRODUCTION

Ethnic minority areas are mainly mountainous, border, divided terrain, harsh climate, poorest infrastructure in the country, starting from very low; climate change, environmental incidents (landslides, saltwater intrusion in the Mekong Delta; pipe floods, flash floods in the Northwest provinces; drought in the Central Highlands and Central Coast provinces ...) takes place seriously and unpredictably ... The production and circulation of goods are large so it is very difficult to attract social resources to invest in socio-economic development of ethnic minority areas, greatly affecting the employment policy for ethnic minority laborers.

This is also an area with harsh natural conditions and weak infrastructure; low starting point and socio-economic development, high rate of poor households, low educational level, often affected by natural disasters, floods ... Life of the majority of ethnic minorities has many difficulties, with many poverty reduction mechanisms and policies issued in the recent period, the average poverty rate at the end of 2018 in poor districts decreased to less than 35%(Project on socio-economic development of ethnic minority and mountainous areas, 2019). The lives and jobs of workers in ethnic minority areas are prone to precariousness, instability, difficulty in maintaining, low educational level, potential risks of security and political instability.

Therefore, the study of employment issues for ethnic minority people in Vietnam aims to offer solutions to solve jobs for ethnic minorities in mountainous and border areas, remote areas ... associated with socio-economic development, national defense and security and ecological environment protection in ethnic minority areas are essential.

CURRENT SITUATION OF IMPLEMENTING EMPLOYMENT POLICIES FOR ETHNIC MINORITY LABORERS IN VIETNAM Current situation of implementation of poverty reduction policies

In recent years, all levels, sectors and the political system have made great efforts for poverty reduction in ethnic minority areas

and achieved the national target program on sustainable poverty reduction. With many poverty reduction mechanisms and policies issued in the recent period, the average rate of poor households at the end of 2018 in poor districts decreased to less than 35% (down about 5% compared to the end of 2017); The rate of poor households in extremely difficult communes decreased by 3-4% / year. Eight districts have escaped from the poor district under Decision 30a of the Prime Minister; 14 districts are excluded from the policy entitlement like poor districts. Currently, according to reports of localities, 124 communes and 1,298 villages are eligible to consider and reach the target of Program 135. The rate of poverty reduction in ethnic minority areas meets the target set out in Decision No. 1722 / QĐ-TTg dated September 2, 2016 of the Prime Minister. Especially, some provinces have poverty reduction rate of over 5%, such as Lao Cai, Yen Bai, Lai Chau ... (Project of socio-economic development in ethnic minority areas, mountainous areas, 2019) .

However, compared to the national poverty reduction results, the situation of poor and near-poor households in ethnic minority areas, especially the poverty of ethnic minorities is still one of the biggest challenges today. In which, according to the distribution of 6 regions with a large number of ethnic minorities, the results are as follows: (i) The Northeastern mountainous region has over 304 thousand households, accounting for 77%; (ii) Northwest mountainous region has over 192 thousand households, accounting for 96.9%; (iii) The North Central region has nearly 98 thousand households, accounting for 40.8%; (iv) The Central Coast region accounts for over 72,000 households, accounting for 41.2%; (v) The Central Highlands region has over 129,000 households, accounting for 73.6%; (vi) The Southeast region has more than 9,000 households, accounting for 27.8% and the Mekong River Delta has over 55 thousand households, accounting for 19.9%). Particularly, there are some provinces with a high proportion of poor households of ethnic minorities / total poor households over 80% such as: Cao Bang (99.5%), Ha Giang (99.3%), Lai Chau (98.7 %), Dien Bien (98.6%), Bac Kan (95.3%), Lang Son (94.1%), Kon Tum (92.6%), Lao Cai (92.2%), Gia Lai (86.5%)... By the end of 2018, poor ethnic minority

households in the total poor households nationwide accounted for 55.27% (while the proportion of ethnic minority population accounted for 14.6% of the country's population). On the other hand, there are still many ethnic minority groups with poverty

rates above 40% (nearly 8 times higher than the national average of the current rate of 5.23%) such as: La Hu, Array and Chut, O Du, Co, Kho Mu and Xinh Mun, La Ha, Khang, Mong and Xo Dang .. (Decision 1052 / QD-BLĐTB & XH, 2019)

Table 1. Total number of poor households, poverty rate of ethnic minorities and mountainous areas in 2018

No	Province/ City	Total number of households nationwide (household)	Total number of poor households nationwide (household)	In which		
				Number of poor ethnic minority households (household)	Proportion of poor households of ethnic minorities / Total poor households (%)	Proportion of poor households of ethnic minorities / Total number of households (%)
Nationwide		24.945.432	1.304.001	720.731	55,27	2,89
1.	Northeastern mountainous region	2.704.624	326.845	252.898	77,38	9,35
2.	Northwest mountainous region	722.671	175.121	169.576	96,83	23,47
3.	Red river delta	6.081.988	110.804	1.747	1,58	0,03
4.	North Central	3.018.780	182.181	77.322	42,44	2,56
5.	Central Coast	2.189.830	142.139	63.702	44,82	2,91
6.	Central Highlands	1.399.574	145.020	108.289	74,67	7,74
7.	South East area	4.220.542	24.681	7.464	30,24	0,18
8.	Mekong Delta	4.607.423	197.210	39.733	20,15	0,86

(Source: Decision 1052 of July 29, 2019 of the Ministry of Labor, War Invalids and Social Affairs)

The total number of poor households nationwide is 1,304,001 households, of which ethnic minority households are 720,731 households (accounting for 55.27%) (Decision 1052 / QD-BLĐTB & XH, 2019). To solve this problem requires breakthrough solutions with strong investment resources for poverty reduction policies associated with socio-economic development in ethnic minority areas to achieve the goal of narrowing the gap between rich and poor between the mountains and the plain, between ethnic minorities and the majority ethnic people.

Situation of creating livelihoods and living conditions of ethnic minority laborers

- Livelihood of people in ethnic minority areas, especially ethnic minorities, is still mainly agricultural and forestry production. The proportion of employed labor in agriculture and forestry is 81.9%, which is nearly double the national average (44%). Up to 20/53 ethnic groups have this target higher than 95% such as: Brau, Mong, Gia Rai, E De, Ba Na, Xo Dang, Mnong, Kho Mu, Xinh Mun, La Ha, La Hu, Mang and Ro Mam. The rate of ethnic minority groups having jobs in industry, construction and services is very low, not yet exploiting the potential in the field of tourism and services of the region. The percentage of ethnic minority households working in the tourism and service sectors accounts for a very low rate (0.3%). The proportion of ethnic minority households with traditional crafts occupies an average of only 1.8% (Project of Socio-Economic Development of Ethnic Minority and Mountainous Areas in 2019). The average income per person of ethnic minorities currently is about 1.1 million / person /

month, less than half of the national average. Survey data of 53 ethnic minorities also show that the income per person among ethnic minorities is far from the average income per person in the country. While the average income of ethnic minorities is 1.16 million VND / person / month, the national average data is 2.64 million VND / person / month, more than double that of ethnic minorities. The average income per person also shows a deep differentiation among 53 ethnic minorities. The analysis shows that the lowest income group is below VND 632 thousand / month / person, including ethnic groups such as Array, Kho Mu, Lo Lo, Chut, La Hu, O Du, Mong, La Chi, Bru Van Kieu, Co Lao and Xinh Mun (Socio-economic Development Project for Ethnic Minorities and Mountainous Areas 2019).

- Labor and employment status of ethnic minorities
According to statistical data, only about 6.2% of ethnic minority laborers have been trained (from primary level and above), equal to one third of the national average. The underemployment of young ethnic minority people is currently a pressing problem. Among the 9.38 million ethnic minorities aged 15 and over, there are more than 1.3 million people without a stable job (Survey results, information collection on socio-economic status 53 ethnic minorities, 2019). An ethnic minority division of labor has moved to the industrial zone to look for work or to work as hired laborers in countries bordering the border. Due to lack of knowledge and life skills, there have been many consequences, so it is necessary to get help from the authorities at all levels.

Table 2. Employment status of ethnic minorities aged 15 and above of some ethnic groups

No	Ethnic minority	The number of people aged 15 and over having a job (people)	Rate of people aged 15 and over having a job (%)	People have jobs by gender (%)	
				Male	Female
A	B	1	2	3	4
TOTAL		8.079.186	86,1	52,0	48,0
1.	Tay	1.152.290	86,6	51,2	48,8
2.	Khmer	714.360	75,4	55,1	44,9
3.	Co Ho	111.476	87,2	51,9	48,1
4.	San Diu	100.778	87,1	53,2	46,8
5.	Hre	87.786	86,9	51,2	48,8
6.	Raglay	75.707	87,3	51,4	48,6
7.	Mnong	67.769	89,5	50,2	49,8
8.	Tho	50.336	87,0	55,1	44,9
9.	Xtieng	48.830	79,9	51,9	48,1
10.	Bru - Van Kieu	46.175	87,7	50,8	49,2
11.	Ha Nhi	13.501	87,7	51,5	48,5
12.	Ngai	505	84,6	76,4	23,6
13.	Chut	3.368	87,2	54,7	45,3
14.	Bo Y	1.506	86,6	53,4	46,6

(Source: Survey, gather information on socio-economic status of 53 ethnic minorities)

- Regarding credits for laborers in ethnic minority areas
Currently, there are many preferential lending policies for poor and near-poor households ... with a variety of subjects and purposes for borrowing from the Social Policy Bank. As of December 31, 2018, over 1.4 million ethnic minority customers benefited from most of the credit programs at Vietnam Bank for Social Policies, with a total outstanding loan of VND 46,159 billion, accounting for 24.6% of the total outstanding loans at Vietnam Bank for Social Policies, the average outstanding loan per ethnic minority household is VND 31.4 million / household; Meanwhile, the national average is 28.2 million VND / household (Document No. 3584 / NHCS-TDNN, 2019 of Vietnam Bank for Social Policies).

However, the capital allocated for policy credit programs and projects for ethnic minorities has not been timely, insufficient, and has not met the loan needs of policy beneficiaries, has not created a motive for lending households to boost investment in production and business. On the other hand, there is still no preferential credit policy for households who can start businesses and start businesses to create jobs and income for people in this area.

- Regarding the living conditions of the people
Programs and policies of the Party and State such as the National Target Program on Sustainable Poverty Reduction, Program on Building New Rural, Program 135 ... in recent years have promoted socio-economic development significantly in ethnic minority areas. The Government has also made great efforts in implementing the unexpected support policy, ensuring social security, leaving no one in need of hunger without support.

From 2016 to September 2018, the Prime Minister granted 117 thousand tons of rice free of charge to support localities with large ethnic minorities; from the central budget of VND 1,000 billion to support the construction of houses for households affected by natural disasters and floods, mostly in ethnic minority areas.

Compared to the past, the living conditions of ethnic minorities have improved markedly, but there are still significant differences in some aspects compared to the common ground.

SOLUTIONS TO COMPLETE EMPLOYMENT POLICIES FOR LABORERS OF ETHNIC MINORITIES IN VIETNAM IN THE COMING TIME

Policies to create jobs for trading, services and tourism for ethnic minority laborers

It's necessary to:

- Develop policies to exploit unique natural and cultural resources and cuisine of ethnic groups to promote the development of eco-tourism and experience; historical - cultural tourism, developing "green" tourism products, respecting natural factors and local culture in ethnic minority areas such as Bac Po (Cao Bang), Tan Trao (Tuyen Quang), Dinh Hoa (Thai Nguyen), Hung Temple (Phu Tho), Sa Pa (Lao Cai), Mau Son (Lang Son), Dien Bien Phu (Dien Bien), Ban Me Thuot, Buon Don (Dak Lak), Dak To (Kon Tum), Chu Se (Gia Lai), Tri Ton, Tinh Bien (An Giang), Thoi Binh (Ca Mau); big lakes such as Ba Be (Bac Kan), Nui Coc (Thai Nguyen), To Nung (Gia Lai), Lak lake (Dak Lak), Thac Ba (Yen Bai), Hoa Binh and Son La (Business Development Scheme social economy in ethnic minority areas, 2019) ... creating conditions for job creation for local workers.

- Develop policies to encourage all economic sectors to invest in the development of border markets, rural mountain markets and appropriate marketplaces and consumption of commodity products of the people; Promote the application of scientific and technological advances in developing distribution channels and e-commerce; Review, plan and invest in infrastructure of telecommunications services, information, credit, transportation ... to develop border-gate economy with trade in China, Laos and Cambodia....;

Policies on vocational education development, improving the quality of human resources and creating jobs for ethnic minority people

It's a need to:

- Continue to implement synchronously and effectively programs, schemes and policies on vocational education development and job creation; Give priority to and focusing on investment in building material foundations and equipment for vocational education establishments in ethnic minority areas, especially boarding ethnic minority schools; Develop vocational education forms suitable to the natural conditions and population practices in ethnic minority areas and areas meeting with exceptional difficulties; especially training for primary and short-term training under 3 months, creating conditions for ethnic minorities to learn vocational training, create and create jobs for themselves, participate in labor export, raise income, improve life condition;

- Train vocation based on the labor needs of the society (overcoming the situation of only teaching jobs for which the school has teachers) in the direction of post-training support. After finishing the job, the government will support the household's expenses for vocational training;

- Foster knowledge of skills (orientation education) for ethnic minority youth to look for jobs in industrial parks;

- Continue to study and issue policies to support businesses of all economic sectors to attract investment in ethnic minority areas; policies to encourage organizations and individuals to invest in training and receiving new jobs for ethnic minority people.

Policies on forestry economic development and production projects to create livelihoods, increase employment and income for ethnic minority people

They are:

- Developing forestry economy and raising cattle: To protect and develop forests in association with creating livelihoods and

raising incomes for people. To develop breeding of grazing cattle and specialty poultry according to the value chains suitable to each region in order to exploit the potential of advantages in the direction of restructuring plants and animals effectively, creating jobs to increase income for households, contributing to sustainable poverty reduction in ethnic minority areas; developing ecological grasslands and processing food for raising cattle and grazing cattle towards high-tech production and application;

- Developing ginseng and rare and precious medicinal herbs, especially herbal and traditional medicinal plants, which have the prevention and curative effect on the development of traditional medicine.

- Encouraging starting a business or starting a business for people in ethnic minority areas with high professional qualifications, studying and studying at prestigious and quality educational institutions in the country and abroad;

- Developing policies to attract investment in ethnic minority areas, attract vocational training enterprises and create jobs for ethnic minority people; Combined with vocational education institutions, higher education institutions in the study area forecast the trend of developing potential career types, training is one step ahead.

- Building a policy model that links the people - the border guards in socio-economic development in association with the protection of border security and sovereignty of the country.

Policies to support residential land, improve housing, support land for production, daily-life water and other basic social services, creating conditions for ethnic minority laborers to rest assured to work and produce

- Completing sedentary settlement projects under Decision 1342/QĐ-TTg; continue planning and rearranging the population, especially in areas prone to flash floods and landslides ...; planning and bringing people to the border, building village clusters and villages close to the border to keep land, protect territorial sovereignty. Stabilizing spontaneous migrants;

- Solving the shortage of production land for poor people who lack production land: For localities having production land fund, support so that people may be assigned production land equal to the local average but only granted certificates of specific land use rights (according to a separate form issued by the Ministry of Natural Resources and Environment, these types of land cannot be transferred). For areas where there is no land eligible for ethnic minority households, the policy of support for new job training and job change shall be implemented.

Policies on preserving and promoting the cultural identity of ethnic minorities in association with vocational training and development of eco-tourism and community-based tourism

- Supporting folk artisans in transmitting and disseminating traditional cultural activities and training and fostering their neighbors.

- Adopting policies to directly support cultural and folk art clubs in ethnic minority villages.

- Supporting in researching and restoring festivals and forms of cultural activities, musical instruments, costumes, traditional architecture, imbued with national identity.

- Strengthening management and support to build a model of community-based tourism to experience effectively increasing people's income and creating jobs.

Policies on training, fostering and developing human resources for laborers in ethnic minority areas

- Fostering ethnic knowledge for cadres, civil servants and public employees according to the subjects specified in Decision No. 771 / QD-TTg of the Prime Minister on the Scheme Approval "Fostering ethnic knowledge for cadres, civil servants and public employees in the 2018-2025 period"; Implementing the contents of propaganda, raising awareness and fostering knowledge about ethnic groups under the Project "Support of information and propagation on ethnicity and religion" according to Decision No. 219 / QD-TTg dated 21 February 2, 2019 by the Prime Minister; Implementing contents of online training and fostering on ethnic minority work under the Project "Enhancing the application of information technology to support ethnic minority people in socio-economic development and order and security assurance for ethnic minority people in Vietnam in the period of 2019 - 2025" according to Decision No. 414 / QD-TTg April 12, 2019 of the Prime Minister;

- Developing the contingent of cadres, civil servants and officials of ethnic minorities in the new period under the Prime Minister's Decision No. 402 / QD-TTg of March 14, 2016. To implement specific policies on recruiting officials and employees of ethnic minority people working in ethnic minority areas;

- Continuing to implement synchronously the programs, schemes and policies on vocational education development; in which focusing on effective implementation of vocational training activities for rural workers; develop and diversify forms of vocational training suitable to the natural conditions and the habits of people in ethnic minority areas, particularly difficult areas; promote forms of vocational training at elementary and under 3 months suitable to each target group in each area; strengthening mobile and on-the-job vocational training (on fields, farms ...); vocational training in the form of mentoring, hand-holding, job transfer in craft villages; vocational training on the mass media, creating conditions for ethnic minority people to participate in vocational training, create and create jobs for themselves.

Promulgating specific mechanisms and policies in recruiting cadres, civil servants and public employees to work in ethnic minority areas

- Policies on training (intermediate, college, university, post-graduate qualifications), policies on training (apprenticeship; training according to the criteria of public servant ranks and standards of career titles of public employees; fostering before leading and managerial posts; fostering at the request of job positions; fostering annual compulsory specialized knowledge and skills); apply training programs; compilation of training programs and materials; evaluation and approval of training programs and materials; organizing refresher courses; rights and responsibilities of cadres, civil servants and public employees sent to training and fostering.g.;

- Periodic rotation policy for cadres and civil servants at provincial and district agencies on districts and communes of ethnic minority areas to help establishments better perform their tasks of economic development - culture - society, security and national defense in the locality;

- Preferential policies to encourage young intellectuals and technical and professional officials to work in the communes of ethnic minorities;

- Policies on fostering and improving state management capacity for young cadres and civil servants in communes (basic contents on state management for young cadres and civil servants in communes; solutions for product development export agriculture, forestry, handicrafts, farm economic development ...

in the commune; skills for young cadres and civil servants in the commune);

- Fostering ethnic knowledge for cadres, civil servants and public employees according to the subjects specified in the Prime Minister's Decision No. 771 / QD-TTg on Approving the Scheme on "Fostering ethnic knowledge" with officials, civil servants and employees in the period of 2018 - 2025 ";

- Developing ethnic minority officials, public servants and employees (formulating policies on recruitment, employment and management of ethnic minority officials, public servants and employees; training, fostering and improving the capacity of ethnic minority officials and public employees; raising the proportion of ethnic minority officials, public servants and public employees);

- Specific policies on recruiting officials and employees of ethnic minority people working in ethnic minority areas and extremely difficult socio-economic regions:

+ Regarding recruitment of civil servants, officials of very few ethnic groups or ethnic groups that are specific to each locality (for example, some provinces need to recruit 2 Mong ethnic cadres to perform tasks in an agency or field, it is necessary to select the profiles of suitable university graduates who are Hmong people to recruit specifically; choose the better-off among the Mong people);

+ Method of recruitment of civil servants and officials for ethnic minorities. In civil servant and civil servant exams organized by the Provincial People's Committees, it is required to formulate a percentage and structure for ethnic minority people to be admitted, organize civil servant recruitment exams, officials of the same examination council, general exam questions and general marks. When determining whether the candidate who is a ethnic minority is synthesized separately to consider the number of points from high to low until all criteria are ethnic minorities to be recruited but the matriculation scores of ethnic minorities the ethnic minorities must not be lower than 50% of the points compared to the Kinh people.

Strengthening scientific research and technology transfer; building a synchronous database for ethnic minority regions to serve the work of estimating, forecasting, planning, managing the implementation of vocational training policies and creating jobs for ethnic minority regions

- Strengthening scientific and technological activities to create motivation for socio-economic development of ethnic minority areas in order to contribute to the successful implementation of the National Work Strategy to 2030 and National Target Program on socio-economic development of ethnic minority areas.

- Continuing phase II of the National Science and Technology Program for the period of 2021 - 2025 "Basic and urgent issues on ethnic minorities and ethnic policies in Vietnam until 2030". In phase I, the Leading Agency has approved 51 scientific tasks for implementation. These projects will be completed in 2020, contributing to solving a number of basic and urgent issues on ethnic minorities, ethnic affairs and ethnic policies. In the trend of integration and development, many major issues posed in practice on ethnic minorities, ethnic affairs and ethnic policies, need to continue researching, clarifying and proposing to the Party and the State, National Assembly, Government solutions and feasible policies. At the same time, it is necessary to research and develop scientific and technological models and projects on livelihoods, culture and society, improve the physical condition, stature, conserve and breed ... suitable and effective based on the knowledge base, traditional culture combined with modern

knowledge, science and technology ... Therefore, the Project raises the issue of continuing the National Science and Technology Program "Issues Basic and urgent issues on ethnic minorities and ethnic policies in Vietnam until 2030 "Phase II (2021-2025);

- Researching and transferring of science and technology: Continue to implement applied research policies, support the transfer of science and technology for ethnic minorities and mountainous areas, paying special attention to transfer science and technology, apply high technology in models of production linkages along the value chain, concentrated production areas in the direction of goods directly linked to ethnic minorities.

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