



KINGDOM OF CAMBODIA

Nation Religion King

ROYAL GOVERNMENT OF CAMBODIA

Education for All

National Plan 2003-2015

Education for All All for Education

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ABBREVIATIONS AND ACRONYMS

ADB	Asian Development Bank
AIDS	Acquired Immune Deficiency Syndrome
BMC	Budget Management Centre
CBO	Community based organisation
CBU	Capacity Building Unit
CEDAW	Convention on Elimination of all forms of Discrimination Against Women
CEFAC	Commune EFA Commission
DEFAC	District EFA Commission
CRC	Convention on the Rights of the Child
CSO	Civil Society Organisation
DNFE	Department of Non-Formal Education [MoEYS]
DG	Director General [MoEYS]
DoHE	Department of Higher Education [MoEYS]
EC	European Commission
ECCD	Early Childhood Care and Development
ECCE	Early Childhood Care and Education
ECED	Early Childhood Education Department
EFA	Education for All
EFA / SRF	EFA Sub-Regional Forum
EFMG	Education Finance Monitoring Group
EMAB	Education Materials Approval Board
EMIS	Education Management Information System
EQIP	Education Quality Improvement Project
ESDP	Education Sector Development Program
ESP	Education Strategic Plan
ESSP	Education Sector Support Program
ESWG	Education Sector Working Group
FDI	Foreign Direct Investment
FoP	Faculty of Pedagogy
GoC	Government of Cambodia
HE	Higher Education
HEI	Higher education institutions
HIV	Human immunodeficiency virus
HQ	Headquarters [of MoEYS]
HRD	Human resource development
IEC	Information, Education, Communication
IECD	Integrated Early Childhood Development
JICA	Japan International Co-operation Agency
LSS	Lower Secondary School
MDG	Millennium Development Goals
MoD	Ministry of Defense
MoEF	Ministry of Economics and Finance
MoEYS	Ministry of Education, Youth and Sports
MoH	Ministry of Health
MoI	Ministry of the Interior
MoP	Ministry of Planning
MoWVA	Ministry of Women's and Veteran's Affairs
MTEF	Medium Term Expenditure Framework
NEFAC	National EFA Commission
NEP	NGO Education Partnership
NER	Net Enrolment Ratio
NFE	Non-formal education
NGO	Non-Governmental Organisation
NIR	Net Intake Ratio
NPAR	National Program for Administrative Reform
NTB	National Training Board
NTF	National Training Fund
PAP	Priority Action Program

PCR	Pupil-class ratio
PED	Provincial Education Department
PEFAC	Provincial EFA Commission
PEO	Provincial Education Office
PER	Public Expenditure Review
PDH	Publishing and Distribution House
PIP	Public Investment Program
PIU	Project Implementation Unit
PNTR	Pupil/Non Teaching Staff Ratio
POE	Provincial Office of Education
PPTA	Project Preparation Technical Assistance
PRESET	Pre-Service Teacher Training
PRSP	Poverty Reduction Strategy Plan
PTR	Pupil-Teacher Ratio
PTTC	Provincial Teacher Training College
RGoC	Royal Government of Cambodia
RTTC	Regional Teacher Training College
SEDP II	Socio-economic Development Plan II
Sida	Swedish International Development Agency
STD	Sexually Transmitted Disease
TOR	Terms of Reference
TTD	Teacher Training Department [MoEYS]
TTC	Teacher Training College
TVET	Technical and Vocational Education and Training
UNESCO	United Nations Education, Scientific and Cultural Organisation
UNICEF	United Nations Children's Fund
ULSE	Universal Lower Secondary Education
UPE	Universal Primary Education
WB	World Bank
WFP	World Food Program

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FOREWORD

The Royal Government of Cambodia (RGoC) accords the highest priority to sustainable education reform and development. We recognise that strengthening the education and training systems is critical for improving the human resource base as part of enhancing Cambodia's economic competitiveness in an increasingly global and regional economy. Developing a high quality and flexible work force will be pivotal in encouraging inward foreign investment as Cambodia positions itself for entry into World Trade Organisation

We are also acutely aware that improved education and training systems are a key bridge between economic growth and broad and balanced social development. Increasing equitable access to education and training opportunities, especially for the first nine years of basic education, is a key enabling factor that will help Cambodia's poorest families to move out of poverty and improve their social well being.

This long-term EFA Plan is therefore an important policy and strategy document for achieving Cambodia's broader and long-term socio and economic development goals and objectives. Its fundamental thrust is to ensure that all Cambodia's children and youth have equal opportunity to access formal and non-formal basic education, independent of economic status, gender, geography, physical disability, and ethnicity. In so doing, the Royal Government reaffirms its strong commitment to the United Nation *Convention on the Rights of the Child* (CRC) and the *World Education Forum on the Dakar Framework for Action on EFA* by 2015. It should be noted that Cambodia was an active participant in the latter forum in 2000.

Most importantly, this EFA Plan reaffirms the principle that education is everybody's business, not simply the responsibility of the Ministry of Education, Youth and Sport. Achieving EFA will require effective partnerships at a number of levels, including those with other Government Ministries, community groups and parents and with our donor and NGO partners. In particular, the broad sectoral planning approach described in this document sets out the principle that Government spending priorities will be for basic education, complemented by a growing public/private partnership at later stages of education and training.

The Royal Government is confident that this EFA Plan presents both realistic and sustainable policies and strategies for achieving EFA by 2015. Government's strong leadership and commitment to education partnership is clearly already having strong impact. Recent progress with the education reform programme also suggests that, with sufficient resources, these EFA goals and targets can be achieved even earlier.

In presenting this EFA Plan, I would like to take the opportunity to reaffirm Government's own commitment to providing sufficient resources for education and training. At the same time, I would call on the international community to provide increased levels of support for Education for All in order that implementation can be undertaken as expeditiously as possible.

Phnom Penh, May 2003
Prime Minister
Royal Government of Cambodia

HUN SEN

INTRODUCTION

The formulation of this Education for All (EFA) plan consolidates and extends a number of Government social and economic planning initiatives. The EFA policy and planning process and objectives have been guided by the Cambodia Socio-economic Development Plan (SEDP) II, which sets out pro-poor development policies and strategies.

This EFA plan also derives strategic guidance from the ongoing Poverty Reduction Strategic Plan (PRSP) of 2002 which charts systemic and targeted interventions for poverty reduction in Cambodia, including clearly defined long and medium-term education policy, strategy and financing targets. This plan also reaffirms the Royal Government's commitment to a number of United Nation charters concerned with the rights of the child and education provision.

The design and planning process for the long-term EFA plan is based on the principle of effective integration between medium-term education policy, strategy and program priorities set out in the Education Strategic Plan (ESP), Education Sector Support Program (ESSP) and longer term EFA interventions. In particular, the ESP and ESSP are based on a rolling program of implementation of reforms through annual strategy and program adjustment driven by a joint annual sector performance review by Government and donor and NGO partners.

At the same time, the EFA plan broadens the range of policy and program priorities beyond that of the medium-term ESSP, incorporating expanded early childhood care and development (ECCD) as well as non-formal and informal education, literacy and skills training programs. Accordingly, the EFA planning, monitoring and financing scenario described in this document includes a broader based approach including contributions from other Government Ministries, NGOs and civil society groups (CSO).

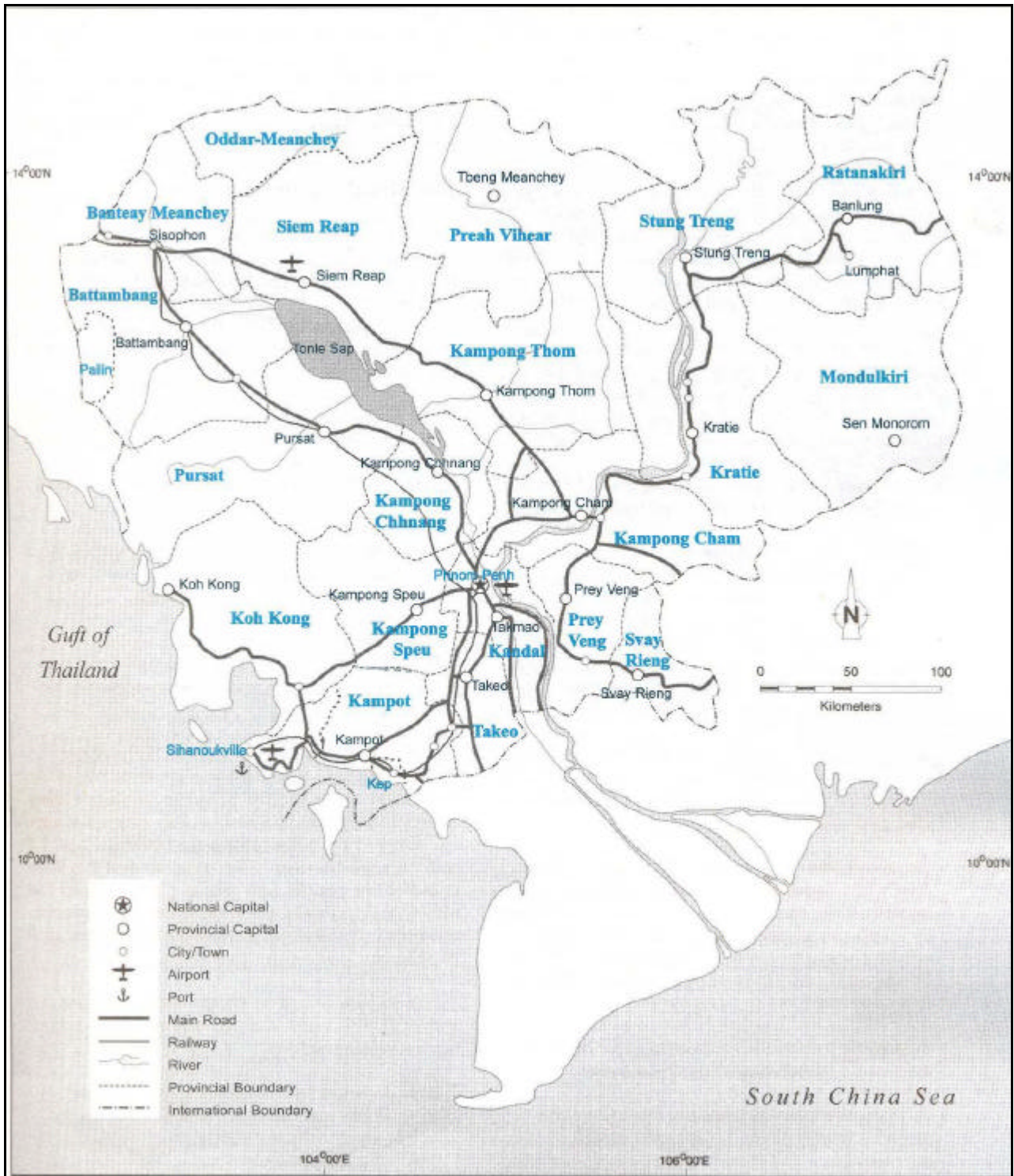
I would like to take this opportunity to thank Government and MoEYS senior technical staff for their intensive work in preparing this EFA plan. I would also like to extend my appreciation to the donor Education Sector Working Group (ESWG), NGO Education Partnership (NEP) and technical advisors who have provided strategic advice and feedback throughout the planning process.

Phnom Penh, May 2003

**Deputy Prime Minister
Minister of Education, Youth and Sport**

TOL LAH

MAP OF CAMBODIA



COUNTRY PROFILE

Year

Demographic: (1)

Number of provinces/municipalities	24	
Number of districts	185	
Number of communes	1,621	
Number of villages	13,406	
Number of households	2,188,663	
Total area (thousand square kilometers)	181,035	
Population density per square kilometer	72	
National population (millions)	13.099	2000
Percentage Urban population	15.7	1998
Percentage Rural population	84.3	1998
Percentage Female population	51.8	1998
Percentage of population 3-5 years old	9.2	1998
Percentage of population 6- 11 years old	18.1	1998
Percentage of population 0-14 years old	42.8	1998
Annual population growth rate	2.5	90-99
Percentage of labor force in agriculture	75.3	1998
Adult literacy rate (15 years & above), total	67	1998
Adult literacy rate (15 years & above), female	57	1998
Adult literacy rate (15 years & above), male	80	1998

Socio-economic Environment (2)

GNP per capita (US \$)	260	1999
GDP per capita (US \$)	297	1997
Households under the Poverty Line	36%	1999

Education: (3)

Number of Pre-schools	1,015	2001-2
Number of Primary schools	5,741	2001-2
Number of Lower Secondary schools	534	2001-2
Number of Upper Secondary schools	163	2001-2
Net Primary Enrolment Rate, total	87.0	2001-2
Net Primary Enrolment Rate, female	84.2	2001-2
Net Primary Enrolment Rate, male	90.0	2001-2
Survival Rate, grade 6, total	47.8	2000-1
Primary School Attendance Rate, total	67.6	2000
Primary School Attendance Rate, female	66.5	2000
Primary School Attendance Rate, male	67.6	2000

Child Health & Nutrition: (4)

Infant mortality Rate, total	95.0	2000
Infant mortality Rate, female	82.2	2000
Infant mortality Rate, male	102.8	2000
Under five Mortality Rate, total	124.0	2000
Under five Mortality Rate, female	132.8	2000
Under five Mortality Rate, male	110.1	2000
Percentage Underweight (moderate and severe, -2SD), total	45.2	2000
Percentage Underweight (moderate and severe, -2SD), female	46.3	2000
Percentage Underweight (moderate and severe, -2SD), male	44.3	2000
Percentage Stunting (moderate and severe), total	44.6	2000
Percentage Stunting (moderate and severe), female	45.9	2000
Percentage Stunting (moderate and severe), male	43.3	2000
Percentage Wasting (moderate and severe), total	15.0	2000
Percentage Wasting (moderate and severe), female	14.6	2000
Percentage Wasting (moderate and severe), male	15.4	2000

Sources:

- (1) General Population Census of Cambodia, 1998
- (2) National Institute of Statistics, 1997, 1999, 2000
- (3) Education Management Information System (EMIS), 2000, 2001
- (4) Cambodia Demographic Health Survey (CDHS), 2000

Note: Provincial rankings on selected indicators are also provided in Table 4.4

EXECUTIVE SUMMARY

The preparation of this EFA plan draws upon a number of other development planning initiatives by the Royal Government of Cambodia. The EFA planning process is guided by the Cambodia Socio Economic Development Plan (SEDP) II, approved by Government in 2002, which sets out pro-poor development policies and strategies. This EFA plan also derives strategic guidance from the ongoing Poverty Reduction Strategic Plan (PRSP) of 2002 which charts systemic and targeted interventions for poverty reduction in Cambodia, including clearly defined education policy, strategy and financing targets.

This EFA plan is directly responsive to the broader demographic, macro-economic and social development outlook for the next 10-15 years in Cambodia. The broad features of the development context for EFA planning are outlined in section 3 of the plan. In particular, implementation of EFA needs to take account of the existing education/poverty trap, which contributes to inequities in access to education services for the poorest families.

The EFA plan also is informed by the need to position the education/training system to become more responsive to a fluid and uncertain labour market and macro-economic outlook. In addition, the action plan is specifically designed to address a number of social and cultural constraints, especially those, which contribute to under representation of girls and ethnic minorities in primary and secondary schooling and non-formal education.

The plan also places considerable importance on capacity building requirements to make future discussions regarding the actual implementation of the plan highly credible. While capacity building requirements will be addressed at all commission levels, there is especially strong emphasis on strengthening the role of local level EFA commissions in achieving stated goals, particularly with respect to (i) internalization of EFA principles, (ii) dissemination, (iii) implementation, and (iv) monitoring. Budgetary provisions for these capacity building requirements are also described in section 3 of the document.

The design and planning process for the long-term EFA plan is based on the principle of effective integration between medium-term education policy, strategy and program priorities set out in the Education Strategic Plan (ESP), Education Sector Support Program (ESSP) and longer term EFA interventions. In particular, the ESP and ESSP are based on a rolling program of implementation of reforms through annual strategy and program adjustment driven by a joint annual sector performance review by Government and donor and NGO partners.

Initiated by the EFA 2000 performance assessment, the annual EFA plan review will adopt similar principles. A key feature of the EFA planning and monitoring process will be to extend the stakeholder consultative process to strengthen involvement of other Government Ministries, NGOs and civil society drawing on a comprehensive grassroots operational research program.

The formulation of this EFA plan takes account of a comprehensive education sector situation analysis and identification of the key challenges for EFA implementation. Section 2 of the report outlines the initial progress made towards achievement of EFA goals and targets over the past three years. The period 2000/02 has seen significant improvement in overall enrolment in the first nine years of basic education, substantial gains in internal efficiency (e.g. student progression rates) and increased representation of students from the poorest families, including rural girls and ethnic minorities.

The primary policy measure for achieving these gains has been systemic and targeted interventions to reduce the cost barriers on poor families. The EFA plan is predicated on a set

of assumptions and measures that consolidate and extend cost reduction strategies for accessing basic education services. The plan is also predicated on assumptions for incremental increases in education staff remuneration and a shift towards performance based remuneration and targeted incentives for teachers (e.g. remote school allowances) as well as merit driven promotion and training policies.

The EFA plan is also specifically designed to address a number of medium and long-term challenges for effective EFA implementation. General goals and objectives are set out for each sub-sector (e.g., ECCE, Basic Education, etc) in section 3; specific quantitative targets (such as 95% primary NER by 2005, etc.) are described in table 7.2 to facilitate monitoring. Qualitative targets, however, will need to be more thoroughly refined through an inter-ministerial process as implementation of EFA gets under way. In particular, the EFA plan will adopt specific strategies to provide EFA opportunities in currently remote and underserved areas through an integrated planning system. A second challenge will be to adopt strategies that achieve an effective balance between access and quality improvements, including expansion of early childhood care and development (ECCD), non formal education and literacy programs and newly targeted informal skills training programs. It is important to note too that quality in this context is defined as more than gains in internal educational efficiency but includes a broad characterisation that takes in classroom practice and student learning. The main challenges are also set out in Section 2 of the plan.

In order to formulate a realistic and achievable EFA Plan, the Government has adopted a financing scenario, within a sector wide education-planning context which envisions shifting the costs of ECCE as well as non-formal education to non-government and local community resources with increasing though gradual reliance on public-private partnerships for the implementation of proposed programs. Public resources would, however, continue to be allocated to the poorest communities and members of society for educational services in ECCE and non-formal education.

The broad principles, which underpin the financial scenario described above with respect to the EFA plan are that Government spending will accord the highest priority for implementation of EFA and associated teacher development programs. As implied above, the remaining programs and sub-sectors will be managed and financed through a growing public/private partnership including other Government Ministry providers (e.g. Ministry of Health for ECCD), the private sector and local and international NGOs.

The policy and financing assumptions for implementation of the EFA plan are summarised in section 3.2 of the plan. The initial target is to achieve universal access to nine years of high quality basic education by 2010, alongside selective expansion of other sub-sectoral provision, especially ECE and NFE. The EFA plan will consolidate and expand current improvements in internal efficiency, including high rates of progression within primary grades and transition to lower secondary schooling.

These strategies will be complemented by new cost effective strategies for the expansion of an integrated and inter-ministerial approach to implementation of ECCD by 2015. The plan also includes expanded NFE such as re-entry and equivalency programs to ensure return of school dropouts to mainstream schooling. Some inter-ministerial components of ECCD and NFE are not costed in the overall financing plan as summarised in Section 3.5.

The EFA plan will also adopt medium and long-term measures to improve the quality of formal and non-formal basic education. The policy thrust will be to maintain a high share of Government spending on basic education at around 70 per cent per annum over the plan period. A second policy thrust will be to maintain a high non-wage spending share (between 45-55 per cent) over the planned period through rigorous planning and regulation of agreed staff deployment norms and containment of education salaries growth in line with broader

civil service pay reform.

Simultaneously, the plan envisages expansion of recently introduced targeted education manager and teacher performance-based incentives designed to ensure equitable deployment and better performance of more experienced and qualified staff in currently disadvantaged areas. The operational, financing and budgetary assumptions are provided in annex 5.

The broad features and targets of the EFA plan are summarised in section 3.3. It is projected that basic education enrolment will rise to around 3.8 million by 2007/08, stabilising at this level by 2015 as internal efficiency gains and retention of school age cohorts take effect. ECE and NFE enrolments are projected to rise to around 280,000 and 15,000 per annum over the plan period. Short-term measures to accommodate the overage bulge in enrolment over 2003/08 will include maintenance of double shift classroom and teacher usage and expansion of multi-grade teaching provision.

The plan also projects gradual increases in primary and secondary school instructional hours from around 2007 onwards as the primary and lower secondary enrolment begins to stabilise. It is projected that from 2007 onwards, available classroom accommodation will allow for a gradual introduction of full morning/afternoon schooling and introduction of a full teaching day for the majority of primary and secondary school teachers. Teacher supply/demand planning will also be improved to ensure that the changing enrolment patterns between primary and secondary education levels are responded to effectively.

The EFA plan builds on current inter-ministerial partnership and cooperation with donors, NGOs and civil society for planning and implementation. Current partnership arrangements will be further strengthened as outlined in Section 3.4.

The total costs of EFA implementation, including administration, early childhood education, formal basic education, non-formal education and literacy programs and teacher development will rise from riels 419 billion (in 2002) to around riels 855 billion (in 2015). The share of overall education spending on EFA implementation, including MoEYS funding, other Government Ministries, NGO and private/parental contributions will decline from around 90% (in 2002) to 66% (by 2015). This is consistent with Government/MoEYS policy to expand post basic education, which will be financed through a public/ non-public partnership. The projected public/non-public spending shares for various sub-sectors are shown in annex 4, tables 4 and 5.

It is projected that the MoEYS contribution to the annual recurrent costs of implementing EFA will rise from around riels 329 billion (US\$83 million) in 2002 to around riels 805 billion (US\$ 203 million) in 2015. These projections are considered feasible since the projected education recurrent spending share would be a maximum of 24 per cent in 2010 falling to around 21 per cent in 2015.

At the same time capital expenditure (focussed on additional facilities and capacity building) is projected to increase from around riels 94.7 billion per annum (US\$24 million) in 2002 to around riels 233.3 billion per annum (US\$59 million) by 2015. It is envisaged that up to 2010 the priority capital investments will be for primary and secondary school construction, with a shift to more expensive post-secondary education facilities beyond 2010.

The monitoring of the implementation of the EFA plan will be based on the current annual ESSP joint performance review by Government, MoEYS, donors and NGOs. The rolling program approach will allow for annual adjustment of sector performance targets and program strategies, taking account of lessons learnt. The EFA secretariat, alongside other Working Groups and technical departments of relevant line Ministries will co-ordinate and manage this EFA monitoring process.

As part of strengthening medium and longer-term EFA monitoring systems National EFA Commission (NEFAC) will take steps to strengthen monitoring and management information systems at central, provincial and district levels. In order to ensure broader accountability for EFA implementation, the NEFAC will strengthen information exchange arrangements with provincial, district, and commune level EFA Commissions (PEFAC, DEFAC, and CEFAC) as well as civil society groups through Annual EFA Forums with EFA Commission at all levels as well as an annual provincial and national education congresses of relevant line ministries.

A key feature of the EFA monitoring process will be to increase attention to the assessment of quality improvement programs, building on new minimum standards of learning outcomes, activities and inputs scheduled for introduction in 2003/04. Quality monitoring will also incorporate extending grassroots operational research by MoEYS, NGOs and other small-scale program management groups to ensure that the impact assessment of EFA reforms includes field level and school/classroom realities. This is detailed in section 4.4 of the EFA plan.

1 EFA: DEVELOPMENT CONTEXT

1.1 POVERTY PROFILES

Various assessments point to extensive levels of poverty in Cambodia. The poverty headcount index in 1999 was an estimated 36 per cent (Poverty Profiles, 1999). Although comparisons between different poverty measures are difficult, the incidence of poverty appears largely unchanged from 1997. Poverty rates are highest in rural areas where roughly 90.5 per cent of the poor live. The remainder of the poor is located in other urban areas (7.2 per cent) and the capital Phnom Penh (2.3 per cent). The recent Cambodia Socio-Economic Survey (CSES 1999) largely confirmed these patterns. Average annual income in rural areas was less than one-third of Phnom Penh residents (rural US\$ 197 per annum, Phnom Penh US\$ 691 per annum).

Cambodia compares unfavourably with other Asian countries on broader human poverty indices. For example, using the UNDP Cambodia human poverty index (HPI), a score of 42.5% is reported. In comparison, the average score for Southeast Asia and Pacific developing countries is 25%. Poor performances on primary school completion, health and sanitation service access and child nutrition are major contributing factors to the low HPI in Cambodia. Clearly improved access to basic education services in poor rural areas is a top priority in reducing human poverty rates.

There are also large urban/rural disparities in human poverty. For example, the HPI in urban areas (16 per cent of the population) is 34.2 per cent. In contrast, the figures in rural areas are 44.9 per cent for 84 per cent of the population. Other indicators reinforce these wide disparities. Per capita consumption in urban areas is twice that of rural people. Urban residents have an additional five years life expectancy and higher levels of education attainment. Cost and access barriers appear to be a significant factor since Phnom Penh residents spend between 12 times as much on education as the rural population.

A recent survey (MoEYS 1999) shows some correlation between vulnerability (especially food security) and education participation and attainment. For example, in around 550 vulnerable communes, the literacy rate for 10 – 14- year-olds was around 63 per cent compared to a national average of 68 per cent. The proportion of people never attending school from these vulnerable communes was 50 per cent compared to a national average of 45 per cent. These figures suggest that targeted school feeding programs, especially for upper primary and lower secondary grades, could have positive benefits for enhanced school enrolment and retention of pupils from poor families.

Three key issues emerge from the above discussion. A first priority is to broaden the availability of education services, especially lower secondary provision. A second priority is to alleviate cost barriers to access to primary and secondary education. A third priority is to examine equitable resource allocation policies, possibly including some affirmative poverty indexing in Government spending on basic education services.

1.2 DEMOGRAPHIC AND GEOGRAPHICAL PERSPECTIVES

Cambodia's population of approximately 13 million people, as projected from the 1998 Census, has a unique age-related distribution that reflects the nation's tragic losses of life during the Khmer Rouge period of the 1970s and ensuing civil war. The age-profile and sex-profile are unusual, as illustrated in the population pyramid from the national Census in 1998.

Figure 4.1 below highlights some of the unusual features of Cambodia's current population distribution. Cambodians under 20 years of age account for almost half of the population, with an unusual drop in the 0-4 cohort. Relatively low numbers of people in the 40+ age

groups, especially men, due to the very high levels of mortality during the 1970s contributed to the smaller numbers of children born during that period, who are now in the 20-24 age group. Overall, there are more females than males, largely due to differential mortality affecting men during the late 1970s. Currently, about 52 per cent of adult Cambodians are women, and more than 80 per cent live in rural and remote areas.

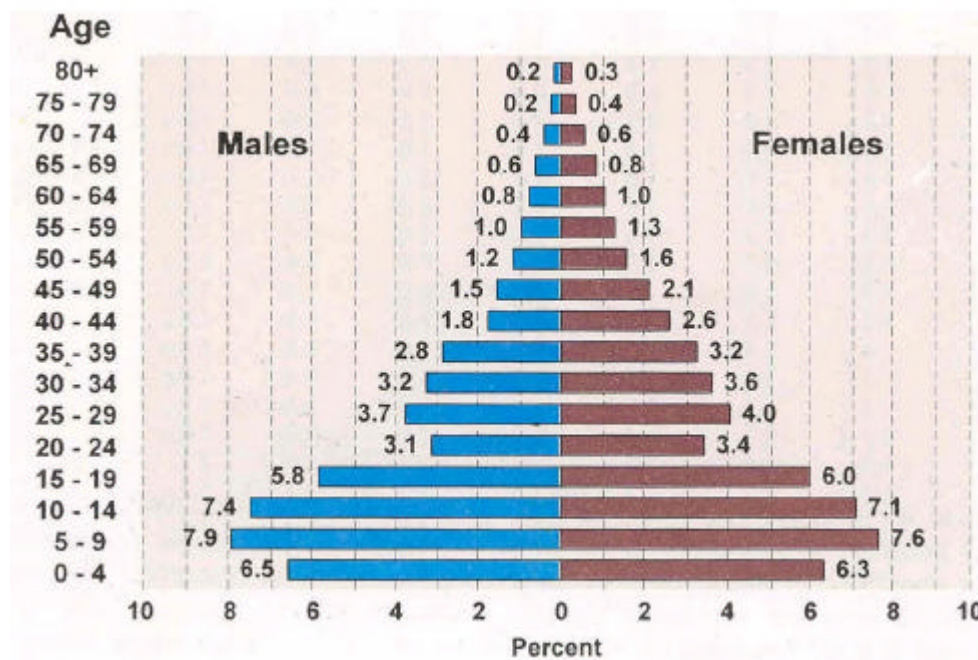


Figure 1.1 Age-Cohort Population Distribution Cambodia Source: Cambodia Census 1998

Population growth rates are declining slowly from 2.7 per cent p.a. in 1990 to an estimated 2.5 per cent p.a. in 1998, due to continued high child mortality, low life expectancy and high fertility rates. Fertility rates rose in the early nineties as Cambodian family life settled down after civil strife, but are gradually declining. At current rates, the population will rise from a current 11.4 million to around 14 million by 2005. Population growth will be highest in rural areas (urban TFR 4.2, rural TFR 5.3), contributing to stubbornly high poverty incidence.

The education sector development plans are directly responsive to current demographic patterns and projections over the period 2002-2015 based on the 1998 census. It is projected that the primary school-age population of 2,175,668 (1,104,380 boys and 1,071,288 girls) in 2000 (Annex 3: Age-Related Population and Projections 1998-2013) will *drop* to a low of 2,018,500 (1,024,252 boys and 994,248 girls) by 2005, then increase steadily thereafter. By 2008, the 6-11 school-age population will have increased to beyond the 2000 levels.

The same projected decrease in the 6-11 age-group will flow through to the lower secondary then upper secondary school populations, with a lag of 3-5 years, such that the peak in the 12-14 cohort, as projected for 2004, declines steadily to 2009, then increases until reaching the 2004 levels again in 2012. These projections are illustrated in figure 1.2. The medium-term aspects of the action plan will include efficiency measures (e.g. double shifting of classroom and teacher use) to accommodate the overage bulge in primary enrolment and avoid excessive classroom construction.

Total School Age Population Projections

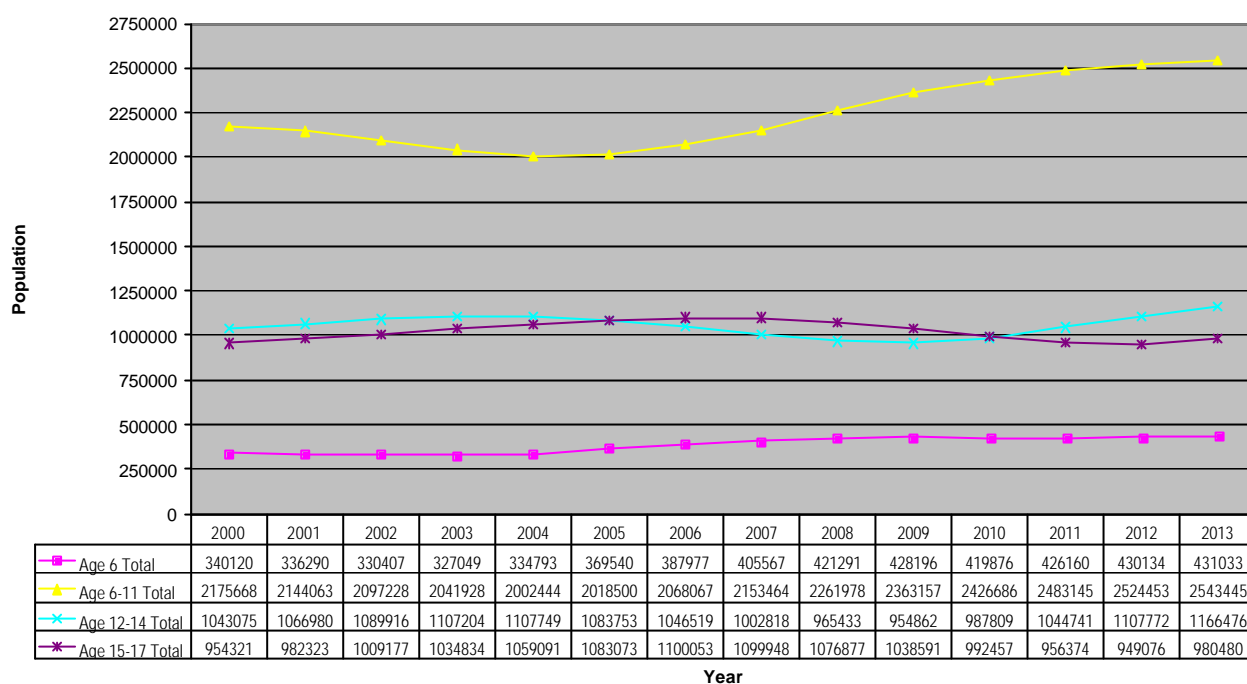


Figure 1.2: School-Age Population Projections: 2000-2013, Source: MoEYS EMIS, 2002

This demographic outlook, with a 20 per cent population rise over ten years, will fuel demand for education services and jobs. The 0-14 age population is around 42 per cent of the population and is likely to grow by around 1 – 1.5 million in ten years, with greatest demand in rural areas. Increased pressures on existing primary education services and demand for expanded secondary education provision are becoming evident. Specifically targeted education programs to improve the social and economic circumstances of women are pressing, given that women represent around 52% of the population and have higher life expectancy rates. Achieving an effective balance between accommodating growing education service demand and improved quality and effectiveness will be the critical challenge over the next decade.

There are few serious geographical barriers to efficient access and service delivery. Population density is around 64 people per km² (compared with the Lao PDR at 19 and Vietnam at 210 per km²). Often severe annual flooding and variable road infrastructure represent the major service delivery constraints. This was evident during the severe flooding of 2000. Most of the 5,000 villages in the country have a primary school, although almost half do not offer full primary schooling from grades 1 - 6. There are wide disparities between urban and rural areas in access and quality of basic education services. A much smaller proportion of rural villages has a lower secondary or upper secondary school in the village. These access barriers contribute to high repetition and dropout rates in the primary grades and less progression to secondary schools.

Better coverage of primary education in recent years has contributed to improved use of school facilities. Primary school sizes have risen from 350 to around 400 in recent years. Secondary school sizes are around 700. For primary and secondary levels, pupil-teacher ratios (PTR) are around 52 and 22 respectively (compared to Lao PDR 28 and 15). A rationalisation and efficiency gain for secondary education staffing deployment policy is a pressing issue. The recruitment and retention of trained teachers for schools in remote areas remains a critical problem. A priority will be to formulate and implement new and more

efficient staff deployment guidelines, including targeted incentives for teaching staff in remote areas and to redeploy non-teaching staff back to the classroom.

1.3 LABOUR MARKET OUTLOOK

Agriculture remains the predominant sector, employing more than 80 per cent of the work force. In rural areas, 89 per cent of the work force comprised subsistence farmers or unpaid family workers. In urban areas, around two-thirds of the work force, work in the service or small manufacturing sectors, as foreign direct investment (FDI) grew in the early and mid-nineties. In contrast, only around 11 per cent of rural workers are in the service sector, mainly as Government employees.

Demographic pressures reinforce the urgent need for employment generation. It is projected that the labour force will grow by around 200,000 per annum by 2010. Already the growth in the size of the agricultural labour force has resulted in overall decline in agricultural productivity in recent years. The situation is exacerbated by growing uncertainty in the labour market outlook. FDI has declined in recent years. Although the tourism sector is showing promising growth, the prospects for the garment industry (a recent engine of job creation in urban areas) is somewhat fragile.

The uncertain labour market outlook means that mechanisms need to be put in place that increase the responsiveness of the education and training system. Already there are strong signs of demand for specific training (e.g. management, computing, accounting, foreign languages) in urban areas. These private sector and NGO run programs constitute more than 90 per cent of current technical education and skills training provision. Selective use of user fees and public subsidies for private training provision, linked to improved training/market research and information, is a key measure for reinforcing the market signal.

In the rural areas, better quality primary education, non-formal education and literacy programmes are pivotal to better farming productivity. In urban areas, specific skills training needs to be of short duration with highly focused programmes tailored to changing work force needs. Recent efforts to reposition vocational training institutions, with greater autonomy and employer participation, are proving successful in stimulating the demand-side of skills training. This will also allow for greater responsiveness to the needs of the informal and self-employment sectors.

The role of Government will be to selectively provide programs where public sector involvement is clearly justifiable (e.g. very specialised technology and technician programs). A second role of Government will be to strengthen regulatory and quality assurance for this growing public/private partnership. A third role for Government will be to stimulate and build capacity of both public and private training providers. The demand-driven National Training Fund, linked to selective micro-credit, is a positive example of well-planned Government intervention.

1.4 ADDRESSING THE EDUCATION/POVERTY TRAP

The overall financing of the education system is still heavily reliant on households' private contributions to both direct and indirect education costs. Although various surveys vary widely in their estimation of these costs, even conservative socio-economic surveys report that on average, unofficial monthly school fees at primary level are riel 3500 per pupil, riel 8000 at lower secondary and riel 10,200 at upper secondary level. These do not include costs for other incidentals for other incidentals such as uniforms, stationery, etc.

Recent surveys also highlight that households (especially more affluent, urban ones) are willing to pay substantially for the guarantee of high quality education. The National

Household Survey (1997) indicated that parents are willing to pay 10 times as much for quality private schooling, particularly at secondary level. It appears that parents judge that the greater guarantee of access to competitive post-secondary education (especially the elite university faculties) represents a worthwhile investment.

However, this largely unregulated private financing of education has resulted in a potential education/poverty trap. For example, the representation of the poor is much greater in the primary student population than in the secondary or tertiary student population. This is particularly true of Cambodia, where 20 per cent of primary students but only 2 per cent of upper secondary students are drawn from the poorest 20 per cent of the population. In contrast, 61 per cent of the upper secondary students in the country come from the richest 20 per cent of the population. The representation of the poor in tertiary education is zero, while the richest 20 per cent of the population accounts for 57 per cent of tertiary education.

This analysis raises a number of key financial planning and management issues. First, there is a strong argument for devoting a large share of public resources for primary education where the poorest are most represented. Second, to assure reduced cost barriers to secondary education, the level of formal and informal payments to schools and teachers needs to be contained to affordable levels and better regulated. In some instances, there may be a case for selective fee waivers for primary and secondary education.

Another contributing factor in this education/poverty trap is the demand for school age children, often girls, to contribute to household chores and household income generation. For example, in a recent CSES 1999 survey, it was estimated that of the 1.6 million school age children not attending full time, around 25, per cent stated household income/work responsibilities as the primary factor. In contrast, only 8 per cent of the sample cited lack of suitable, accessible education provision as the primary barrier.

1.5 BROADER SOCIAL DEVELOPMENT PERSPECTIVES

Education planning and programming also needs to take account of other social dimensions, especially child health and nutrition and the potential impact of HIV/AIDS. For example, child malnutrition has risen from 38 per cent to 40 per cent in the past decade. Almost one-fifth of children suffer from severe malnutrition. In addition, roughly 70 per cent of the population has no access to safe water and roughly 85 per cent have inadequate sanitation.

International evidence indicates that these health factors can have significant impact on student performance at school. Unsafe water correlates strongly with the incidence of diarrhea, which impacts adversely on student attendance. Conversely, family nutrition education programs and the availability of micronutrient supplements as part of integrated health/education planning can bring positive results.

There is a strong case for increasingly using the primary school network as part of this proposed integrated health planning. The national health clinic network is only one-third of the size of the primary school network. Health clinic staffing levels are around 17 per 100,000 people compared to over 80 per 100,000 people for primary schools. The current pilot primary school feeding program is a good example of such an integrated approach.

Future education planning may need to take increasing account of the prevalence of HIV/AIDS in Cambodia. In 1998, it was estimated that 180,000 (or 3.7 per cent of the sexually active population) were HIV positive. There are currently an estimated 6,000 AIDS sufferers in Cambodia. While there is no reliable data on Cambodian teachers, a recent study indicated that around 25 per cent of young men in Cambodia engaged in high-risk sexual behaviour (Cambodia Women's Development Association, 1995). International experience suggests relatively better-off, male professionals (including teachers) are potentially a high-risk group.

HIV prevalence has potentially great significance for long-term teaching service planning. HIV/AIDS could contribute to growing attrition rates and absenteeism in the teaching service. Growing AIDS prevalence could add significantly to teaching service and teacher training costs if it becomes a major problem. Equally, in some countries, teacher-training institutions are often the epicenter of high-risk sexual behaviour. Given the significant public and private investment in secondary and post secondary education, a first measure could be a targeted HIV/AIDS awareness program for the education sector. A second measure could be further research into potential HIV/AIDS impact on education planning with the intent of building on the initial HIV/AIDS education situation analysis initiated by MoEYS (September 2000).

1.6 GENDER DIMENSIONS

There are significant inequities in the representation of females in the education system. There is a significant drop in the proportion of enrolled girls in the later grades of the primary school system. As shown in table 1.1 below, the national share of girls as a proportion of total enrolment falls from 47 per cent in grade 1 to 45.1 per cent in grade 6. These nationally aggregated figures, however, mask significant regional variations. For example, in Oddar Meanchey Province, the proportion of female enrolment in grade 1 falls from 46.5 per cent to 36.8 per cent by grade 6. Furthermore, girls represent only about one-third of total enrolment in secondary schools. Indeed, gender parity levels for enrolment at lower secondary level are only 0.63 and drop to only 0.30 by tertiary level.

Table 1.1: Primary Enrolment Breakdown by Sex, 2001-02

Enrolment by Grade	Percentage Boys	Percentage Girls
Grade 1	53.0	47.0
Grade 2	53.4	46.6
Grade 3	53.6	46.4
Grade 4	53.6	46.4
Grade 5	53.8	46.2
Grade 6	54.9	45.1
Total Enrolment	53.5	46.5

Source: MoEYS-EMIS, 2002

These outcomes are a combination of a number of social, cultural and economic factors. First, although girls enroll at roughly the same age as boys, earlier dropout occurs with the onset of puberty and as family responsibilities begin to predominate. Of great importance in this regard are the opportunity costs associated with these increasing responsibilities. Second, it is reported that parents are often less willing to invest in educating females, which is a critical factor when parental contributions are a large share of education spending, particularly at secondary level. A number of policy/strategy interventions for assuring equitable access to schooling are currently being considered and should reach implementation stage by late 2003.

Similar gender disparities are evident in the education service. Male teachers represent 63 per cent and 73 per cent of the primary and secondary teaching force. In the managerial and administrative cadres, men represent 73 per cent of the total. In the provincial and district education offices, males represent around 80 per cent of total staffing. In many instances, the females are concentrated in lower level secretarial and support staff duties. The main factor to consider in this regard is the low proportion of women with the required academic and professional qualifications for high level and teaching positions, who could provide powerful role models to young girls in rural and remote areas. Although male outnumber female ones at all levels, it should be noted, however, that gender parity indices among female teachers in urban areas exceed 1.0. The high concentration of female teachers in urban areas largely reflects cultural norms that women are more vulnerable in remote areas. These cultural norms will present a significant challenge to redeployment policies as they come on line. In any

case, however, the long-term strategy should be to gradually assure equitable access to secondary and post-secondary education, possibly linked to short-term affirmative action in promoting qualified female education personnel.

1.7 BROADER GOVERNMENT SOCIO-ECONOMIC DEVELOPMENT PLANS AND EFA

The long-term EFA plan is informed by Government's broader Poverty Reduction Strategic Plan (PRSP) and second Socio Economic Development Plan (SEDPII) being finalised over the period 2001/3. The broad policy thrust in this respect is to reduce the cost barriers on access to high quality basic education for all through a combination of systemic developments (e.g. abolition of informal payments) and a number of poverty targeted interventions (e.g. incentives for the poor, ethnic minority groups and girls to attend school).

The long-term EFA plan is also integrated with the current medium-term Education Strategic Plan (ESP) and Education Sector Support Program (ESSP) formulated by the Government in 2001, with plans and programs covering the period 2001/06. These strategies and programs are based on a sector-wide approach (SWAp) to education reform whereby strategies, programs and financing are adjusted on an annual basis taking account of annual impact surveys and the findings of a joint annual ESSP review by Government, donors and NGOs.

The current education reform process, which will be incorporated into the longer term EFA planning process, incorporates specific partnership arrangements and principles between MoEYS and its education partners. Key milestones in this partnership process and the linkage between education and broader Government reforms are summarised below:

Key Milestones of Education Reform Process, 2000/2002

- ❖ *Design and implementation of PAP for primary education, focusing on reducing cost burden on the poor and promotion of improved internal efficiency in early 2000*
- ❖ *Formulation of preliminary education policy and strategic framework, as part of interim PRSP in mid-2000*
- ❖ *MOEYS hosting of Government, donor and NGO seminars on international experiences of sector wide approach to education reform in mid/late 2000*
- ❖ *Formal agreement to education partnership principles by MOEYS, donor, NGO consultative group in early 2001, alongside revitalisation of donor education sector working group*
- ❖ *Joint review and appraisal of ESP and ESSP, culminating in joint ESSP appraisal report and collaborative forward plan and high level education round table in mid 2001*
- ❖ *Design and implementation of mixed modality education sector support program and complementary capacity building assistance program by key donor allies in early 2002*
- ❖ *MOEYS and donor/NGO preparation of poverty impact, sector performance, revised ESSP and donor/NGO report as part of first ESSP performance review in late 2002*

- ❖ *Formulation of preliminary PRSP and MTEF, drawing on the policy and strategic directions set out in the revised ESSP 2002/6 in late 2002*
- ❖ *Establishment of an official Gender Secretariat to advocate for gender issues within MoEYS as well as Government support of numerous pilots to keep girls in school.*

1.8 CAMBODIA'S COMMITMENT TO EFA: CONTEXT OF THE EFA NATIONAL PLAN

The EFA plan is underpinned by the Royal Governments commitment to education for all. Key milestones of the Government's continued reaffirmation of EFA goals and principles include:

- ❖ The EFA 2000 Assessment, which provided valuable lessons learnt for the formulation of the medium-term ESP/ESSP and longer-term EFA plan, taking account of the World Conference on Education for All (WCEA): Jomtien, 1990.
- ❖ The Asia-Pacific Conference on EFA 2000 Assessment at which countries of East Asia, South Asia, Central Asia and the Pacific met at the EFA 2000 Asia-Pacific Conference in January 2000 at Bangkok to review national, sub-regional and regional progress and challenges, and develop an Asia Pacific Regional Framework for Action.
- ❖ The World Education Forum: Dakar, Senegal, April 2000 where after review of inputs from various regions, commissioned studies, reports, 'round tables', and discussions, the global community adopted the *Dakar Framework for Action: Education for All: Meeting Our Collective Commitments* (2000).
- ❖ International Resources for EFA: The Dakar Commitment and the Global Cost; End-decade reviews highlighted the failure of the global community to 'deliver' on the 1990 goals by 2000, and the global community cannot afford to repeat the mistakes of the 1990s.

Consistent with its EFA commitments, the Royal Government formulated a Sub-Decree issued by Samdech Hun Sen, Prime Minister of Cambodia, on 27 August 2001. The work of the EFA National, Provincial, District and Commune EFA Commissions is to be co-ordinated at the national level by a Permanent Secretariat General of the National Education For All Commission, led by a Secretary General holding the status equivalent to Director General, assisted by two Deputy Secretary Generals. The sub-decree sets out the duties of the National Education for All Commission.

The sub-decree requires EFA Commissions to be established at provincial, district and commune levels. With the increased devolution of governance to provinces, districts and communes, and with the tradition of professional exchange and data collation through school clusters, EFA Commissions have new opportunities to ensure improved two-way information flow: from communities and schools to the national level; and from global, regional and national levels to communities, schools and other learning centres.

As part of the 2001 and 2002 ESSP Review and EFA planning process, a comprehensive survey was conducted to assess perceptions of parents and teachers of the PAP 2001 programs, namely, reducing costs of basic education for parents; budget for teaching and learning materials; improved transparency of school budget; improved quality of teaching and learning; increased participation from parents; remedial classes for students in primary school. The results and analyses were discussed as part of the 2002 ESSP Review.

Initial assessments were encouraging, with 87 per cent of teachers and 72 per cent of parents reporting overall improvements in the school, especially the more visible changes, such as the school environment. Respondents noted enhanced use of teaching aids. More parents (63 per cent) than teachers (41 per cent) reported new or improved buildings, wells, fences and toilets. Parents and teachers considered that remedial classes had contributed to improved pupil knowledge, and 82 per cent of informants reported that pupils had made progress as a result of these classes.

1.9 Education Legislation

Ministry reform initiatives in the context of ESSP and EFA will be supported and strengthened through the development of appropriate legislation and regulation. The Cambodian constitution has provision for nine years of free education in public schools. The development of an over-arching and enabling Education Law will provide an unequivocal legislative and regulatory framework to implement these provisions for both delivery and quality assurance of education services at all levels.

The Education Law sets out standards in accordance with the Constitution and international instruments to which Cambodia is a state party, such as the Convention on the Rights the Child and Convention on Elimination of All Forms of Discrimination Against Women to reduce all types of disparities (geographical, social, gender, cultural). The Education Act will also serve as a guiding framework to support the education reforms by clarifying the mandate, role and responsibilities of the various MoEYS Departments.

In addition, it will enhance the government policy initiatives such as decentralisation of financial and academic authority, participation of all stakeholders including parents and local community in education management, and promotion of flexibility and accountability in the education system.

2. EDUCATION FOR ALL IN CAMBODIA: KEY CHALLENGES

2.1 INITIAL PROGRESS TOWARDS EFA 2000/02

This EFA Plan is one further milestone in Cambodia's progress towards education for all. The process in preparing this plan was a further opportunity to reflect on the EFA 2000 assessment and re-examine EFA strategies in the context of related significant international and national developments and updated information. The planning process also allowed Government to consider the implications of various projections and scenarios for policy, systemic reforms, infrastructure, resources and partnerships.

The mid-decade review of EFA progress (1995) and Cambodia's *Education for All 2000 Assessment Country Report* addressed the achievements, status and challenges related to the six Jomtien Goals, within the historical and evolving context of Cambodia. The EFA 2000 Assessment Report also included disaggregated data sets assembled by the MoEYS largely from the Educational Management Information System (EMIS). The main findings of the EFA 2000 Assessment Report are summarised in the box below:

Summary of Findings: EFA 2000 Assessment Report

- ❖ *Progress towards the EFA goals is slow, especially since Early Childhood Care and Development activities generally are limited to formal pre-schooling. Programs for children aged 0-3 years are undefined and scanty.*
- ❖ *Remote areas are generally disadvantaged in the provision of education. Education indicators are all low. Pupils learning achievement is low, especially in the remote areas with more girls dropping out of school than boys do.*
- ❖ *Literacy and non-formal education do not receive enough attention with mass media education program for better living. In addition, existing programs are highly limited in both content and reach.*
- ❖ *Technical and vocational education is limited to urban areas. Available training does not attract the youth and the fit between the skills taught and market needs is poor.*
- ❖ *Quality of basic education generally is low and access limited. Those in the far-flung remote and mountainous areas, the poor and ethnic minorities are still largely excluded from all forms of educational opportunities and experiences.*

A detailed situation analysis of progress towards EFA is provided in **Annex 1**. The overall strategy is that EFA planning needs to be located within a broader sectoral reform program, including policies and strategies for post basic education. For example, MoEYS policy to strengthen public/private partnerships in the financing and management of post basic education is designed to reaffirm Government spending priorities for EFA implementation and ensure that Government financing of primary and lower secondary education is protected.

Within this broad sector reform perspective the key features of progress in Cambodia over the past three years are summarised as follows:

- ✧ *Assuring Equitable Access to Quality Basic Education*
 - ✧ Increased enrolment in primary schools from 2.1 million to 2.7 million over 1998/2001, including a rising share of rural girls, the disabled and minority groups
 - ✧ Construction and furnishing of several thousand primary school classrooms, especially in under-served areas
 - ✧ Improvement in the quality and performance of teachers through the in-service training of around 60,000 primary and secondary school teachers and the increased enrolment of teacher training provision from around 6,000 – 10,000 teachers per annum between 1998 and 2001
 - ✧ Dramatic increases in the availability of primary and lower secondary school textbooks since 1997, reaching a target of one book per student in each subject
 - ✧ Significant increases in the availability of adult literacy and non-formal education programs, especially for disadvantaged rural groups, through a strong NGO/MoEYS partnership

- ✧ *Pro-Poor Education Financing Policy*
 - ✧ Abolition of start of year parental contributions for grades 1 – 6 in 2001, which contributed to an increased primary school enrolment from 2.35 million to 2.68 million in the last 12 months
 - ✧ Abolition of start of year contributions for grades 7 – 9, contributing to a rise in lower secondary enrolment from 0.39 million to 0.46 million, representing a 20 per cent increase
 - ✧ Introduction of school operating budgets from Government funds for primary and lower secondary schools amounting to around Riels 35 billion in 2002, designed to offset parental contributions and enable spending on key education supplies
 - ✧ Mobilisation of funds for nationwide school facilities rehabilitation program in flooded and under-served areas, amounting to over Riels 160 billion (Riels 30 – 35 billion per year) over 2000/5

- ✧ *Enabling Growing Lower Secondary Education Opportunities*
 - ✧ Selective expansion of lower secondary school opportunities, especially in under-served rural areas, with a target of around 842,000 students in grades 7 – 9 by 2005/6
 - ✧ Significant improvements in the availability of high quality lower secondary school textbooks, reaching a target of one book per student in each subject in grades 7 – 9
 - ✧ Development of a new life skills curriculum in lower secondary schools, covering Civics, Environment, HIV/AIDS and other social concerns for introduction in 2002/3
 - ✧ Strengthening of student performance monitoring and examination systems in grade 9, including improved security, data management and computerisation of results and records over 1999/2001

- ❖ *Strengthening Capacity Building for the Decentralisation of Education Services*
 - ❖ Decentralisation of primary and secondary school operational budgets to 183 district budget management centers, accompanied by extensive technical and financial management for over 1,000 MOEYS staff over 2000/1
 - ❖ Further decentralisation of the management of teacher training institutions to around 60 budget management centers in 2001/2, which will involve the management training of around 300 MOEYS managers
 - ❖ A nationwide program of management training for around 6,000 primary and secondary school directors over the period 2000/2
 - ❖ Extensive computerisation of education planning and management information systems for headquarters and provincial education authorities, involving the provision of new equipment and on-the-job training of around 50 offices and staff over 1998/2001
 - ❖ Extensive capacity building for quality assurance and accreditation of basic education programs through development of minimum standards for schools, new skills, and testing systems in basic education over 1998/2002.

2.2 FUTURE CHALLENGES IN ACHIEVING EFA

2.2.1 Focusing on an Inter-Ministerial Approach

The EFA National Plan is a framework for guiding progressive and systematic action to realize the country's commitment to the six complementary and inter-related dimensions of basic education, as reiterated in the Dakar 2000 Framework for Action: Early Childhood Care and Education, Primary Education, Life and Work Skills, Adult Literacy, Gender Equity, and Quality.

Under a sub-decree creating a National and Sub-national EFA Commissions, the EFA 2002 Plan is evolving through a process of consultations specifically planned to ensure consistency with the PRSP and SEDP II. Guided by the Secretariat General, six EFA working groups spoke with education officials, community leaders, parents, teachers and students to gather their perceptions and concerns about education, and reflected these in EFA Plan drafts. Other consultations continue across ministries, with NGOs, communities and donors. Furthermore, the National Plan will be discussed at a National EFA Seminar in June, prior to refinement and submission through the National EFA Commission to the Council of Ministers.

Congruence of the EFA and ESSP planning processes has been enhanced by access to Education Management Information System (EMIS) common databases, documents and planning assumptions, and by the broad-based consultations involved in the September 2002 ESSP reviewing process. The education reforms go beyond 'basic education' (the focus of EFA) to include TVET, Upper Secondary Education, and Higher Education. Conversely, to ensure synergy among EFA goals and sub-sectors, key partnerships and resources beyond the education sector are essential, (e.g. in early childhood, adult literacy), and are reflected in the broad composition and working modalities of the EFA National Commission and EFA Working Groups, and in the nature and scope of consultations related to the EFA Plan.

It is a core principle of EFA, reflected in the inter-relatedness of the Dakar Goals, that all parts of the education system are inherently inter-dependent. Weakness in any one sub-sector

will adversely affect the ability of the system as a whole to achieve its targets. For example, universal access and learning achievement goals will not be realized without seriously tackling issues of quality, and making adequate provisions for non-formal education. Girls' educational opportunities are enhanced when mothers are educated or taking part in non-formal education programs. ECE programs enhance school readiness, instructional efficiency and effectiveness.

The ESSP currently aims toward some of the 2015 EFA targets, but does not yet have in place all elements necessary to ensure comprehensive action on all six EFA dimensions, in ways that make the targets achievable. The ESSP, as a "rolling plan", assumes ongoing analysis of its underlying assumptions, targets and implementation, taking into account the following points:

- ✧ The Government is committed to providing a basic education to grade 9 for all children of school age, which, under EFA, means all children, whether that education is delivered through formal or non-formal means;
- ✧ The potential of realizing any EFA target, including those for the formal system, will be diminished unless all six are addressed as complementary;
- ✧ Any projections for realizing EFA require plans that are reality-based and implementation-sensitive, as well as policy-led.

This rolling process of review and adjustment helps to ensure integration of medium term and longer-term education planning processes.

The consistency of ESP/ESSP and EFA policies, strategies and targets has been strengthened by the use of the same source documents and the Education Management Information System (EMIS). Both planning documents draw heavily on the Cambodia EFA Assessment in 2000, which highlighted the importance of dealing with inequities in access (e.g. girls, minorities), high repetition rates, dropout rates, and ensuring more equitable deployment of experienced teachers. The trends for these and other sector performance indicators are detailed in the ESSP Review 2002: Sector Performance Report. This report will be used as a baseline for monitoring the first phase of the EFA Plan.

2.2.2 Ensuring Quality in ESP/ESSP and EFA Integrated Planning

MoEYS recognises that careful attention must be given to ensure that policy-led decisions are consonant with improved learning achievement. How do ESSP programs align with quality factors such as teacher competence, professional support and supervision, availability of materials, class sizes, and instructional time? Most schools do not fulfil expected minimum contact hours per year. Continuous classroom monitoring of individual students' mastery of essential learning competencies and skills, linked to ongoing remediation, and regular, independent 'auditing' of educational quality and standards have yet to be translated into programs that can be implemented nationwide. Building on lessons learned in successful, small-scale projects that have focused on quality improvement can accelerate the development of sound quality-linked strategies.

EFA Plan strategies will build on projected efficiency gains, leading to increasing national primary grade enrolments that provide an opportunity, in the medium-to-longer term, to ensure that quality components are further addressed. ESSP reviews enable data based annual adjustments. Quality-linked options include: a) reducing class sizes; b) reducing reliance on double-shifts; c) increasing instructional time; d) in-classroom monitoring of essential learning competencies, linked to ongoing remediation; e) providing adequate funds to ensure all teachers develop professionally; f) encouraging *child-friendly* learning environments; g)

building further on Cambodia's experience with school clusters to ensure that all teachers benefit through regular professional interactions; h) regular 'educational audits' and analyses of children's learning achievements. EFA monitoring processes will focus on assessment of student performance and learning outcomes, drawing on new minimum tests of standards to be introduced in 2003/04.

EFA implementation will draw on lessons learned from the ongoing ESSP implementation process including:

- ✧ Measures to improve predictability in the timely resourcing and management of programs, especially capacity building for technical and financial planning and management at central and provincial levels.
- ✧ Consolidation and extension of current change management strategies, including consultative and decision-making processes which draw on field level realities and small scale operational research.
- ✧ Extension of measures to ensure equitable deployment of more experienced and qualified teaching staff to remote and disadvantaged areas including drawing on lessons learned from the new targeted incentives programs for teachers, possible piloting of new multi-grade teaching strategies and new pre-service teacher training programs for less well qualified entrants from remote and ethnic minority areas.
- ✧ Continual review of language of instruction policies and strategies including the potential for expansion of bilingualism and biculturalism in primary education in ethnic minority areas drawing on lessons learnt from ongoing small scale initiatives.

The annual ESSP review process will provide a vehicle for this broad based consultative and strategic negotiation process and ensure that medium-term and long-term reforms perspectives are effectively integrated.

A related challenge and opportunity will be to ensure that elected commune councils can play increasingly important roles in decentralized education governance, underpinned by anticipated new education legislation in 2003. It is anticipated that commune councils will help highlight education issues and encourage dissemination of their views of educational challenges and opportunities. Commune councils will possibly become more involved in addressing education quality concerns and the oversight of education services.

In their responsibility for maintaining birth and death statistics, commune councils are well placed to ensure the right of every child to be registered, and to have a name and identity. They can also play vital roles in 'tracking and tracing' children, to ensure no child is 'missed', every child is immunized, every child has access to health, growth and development monitoring, and, by following cohorts of children, to document later outcomes of early life experiences. The councils in cooperation with Commune EFA Commissions (CEFACs) may also prove invaluable in assisting incentives programs to target the poorest families in local communities who might be eligible for scholarship assistance. These opportunities can assist in developing strategies for community-based planning and implementation for ECCD and ECCE as well as improved access initiatives to be undertaken by Government.

The extent to which community-based programs are developed will influence EFA efforts to achieve goals related to ECCD, NFE for out-of-school children, and adult education. These goals go beyond the formal schooling system, may not be funded by line ministries, and will require strategically focused additional human and financial resources. Commune Councils will be encouraged to take an ongoing role in monitoring equity and quality issues affecting the various inter-linked basic education programs, both formal and non-formal approaches.

2.2.3 New EFA Program Development

The EFA Plan complements ESP and ESSP, by addressing the right to education of adults and out-of-school youth, and the right to a better start to life and learning for all infants and young children through more detailed planning in non-formal education, adult literacy, life-skills and livelihood skills training, and integrated early childhood care and development, and through the cross-cutting EFA goals related to gender equity and quality.

The EFA Plan will address three core NFE challenges. The first concerns providing at-risk, over-age and recently dropped-out children with the opportunity to return to the formal system. A re-entry strategy has been factored into ESSP projections, assuming 100,000 children in 2003 being absorbed into the formal primary education system, and the remainder of the estimated total of 400,000 absorbed into grades 4, 5 and 6 over the ensuing six years (to 2009). However, the requisite curricular, teacher development and management conditions for re-entry are not yet in place. The time and resources to develop and expand these will need also to be factored in, including building a basis of collaboration between the formal and non-formal sub-sectors. The re-entry strategy and phasing will be reconsidered in the EFA Review.

The second NFE challenge concerns providing those out-of-school youth who cannot go back into the system because of age or life circumstances, but who have a right to a basic education, alternative channels through which to acquire competencies recognized by themselves, the labour market and society as equivalent to school-based qualifications. These numbers should reduce in the medium-to-longer-term as the formal system expands, but for both EFA and national development priorities, NFE equivalency programs are urgently needed. Equivalency programs have yet to be developed, and this will be planned and phased realistically. Estimates of the numbers to be reached are currently being prepared and will be included in the ESSP Review.

The third NFE challenge concerns the task of providing, for vulnerable families, at-risk adolescents, demobilized soldiers and their families, and isolated communities, access to the knowledge, life-skills and livelihood skills needed to create and sustain sound environments for themselves, and their families. Existing levels of adult illiteracy in Cambodia remain unacceptably high, with rural poor communities and women most adversely affected. These are the people whose capacity to work, generate wealth and participate in social development programs aimed at reduced fertility, improved health and child care, income generation, and democratic participation are the focus of poverty reduction strategies.

The EFA Plan will also focus on detailed ECCD policy, strategy and programming, which will incorporate broader social development concerns beyond the narrower pre-school approach. The EFA working groups have recognised that for many Cambodian children, ECCE in the form of pre-schooling is 'too little, too late'. Many do not survive infancy, and, of those who do, more than 50 per cent have been irreversibly stunted and their development compromised before they reach their second birthday. Many are immature at age six in their physical, social, linguistic and cognitive development, and this is reflected in delayed enrolment and high repetition rates in grade 1. Sadly, the long-term consequences of adverse pre-natal, peri-natal and early childhood care also emerge in adverse mental and physical health in adolescence and adult life.

As a shared inter-ministerial responsibility, the MoEYS' role in ECCD will be to encompass not only 'pre-schooling' in whatever form, but also the technical inputs to psychosocial components of community-based programs aimed at enhancing parental nurturing as part of everyday living, and to combine health, nutrition and all-round developmental activities. A positive first step was taken with the declaration of a National ECCE Policy in June 2000,

committing the Government to support the education of 'unreached' 3-5 year old children in disadvantaged areas. This was followed by a (draft) Master Plan (2002-05) outlining critical programming challenges.

In the short-to-medium term, inter-ministerial ECCD mechanisms can take several important actions. It is critical to extend the range of 'who counts', to include all children from birth to age five within the ambit of early childhood concerns, and broaden the ECCE /ECCD framework to include all-round development, health, nutrition, as well as early education. The MoEYS can assist related ministries (e.g. Ministry of Health) to jointly develop, trial and expand the use of integrated health, growth and all-round development child records to be used and retained by parents. The psychosocial development milestones component is currently lacking.

The EFA Plan will recommend broader links to comprehensive, community-based ECCD programs in the short-to-medium term, so that improved developmental status will also be observable in children within the communities served. The widespread use of parent-retained integrated health/growth/development records can facilitate this and help parents to appreciate the synergies among the many aspects of good care.

In ECCD, a broad policy target will be to increase net enrolment of five-year-olds to 75 per cent by 2015 through an incremental expansion, while exploring strategies to ensure that ECCD becomes increasingly a shared community, NGO, private sector and inter-ministerial responsibility. Parent education related to comprehensive ECCD is a key component of EFA and pro-poor national development goals, and goes beyond the more limited focus of 'reception classes' in the ESSP. As ECCE programs expand in scope and coverage, it will be critical to develop community capacity, to increase the non-public share of costs and management, and to progressively document the impact of various approaches on improved basic education access, equity and quality indicators.

The EFA plan will include innovative and sustainable approaches, including proposals for new public and private cost-sharing mechanisms that also ensure increased access for children from poor communities. The basic financing principle will be that MoEYS will focus on quality assurance and targeted assistance for poor families.

By addressing gender and quality as cross-cutting issues in all EFA dimensions, including NFE and ECCD, the EFA Plan complements the ESSP, and encourages a continuing focus on the inter-relatedness of EFA Goals.

3. ACHIEVING EFA IN CAMBODIA: STRATEGIC PLAN AND RESOURCE REQUIREMENTS

3.1 EFA POLICY AND STRATEGY SCENARIO

The broad financing assumption is that the ESP and ESSP financing plan up to 2005 will provide the foundation for accelerated progress towards EFA goals and targets over the period 2006-15. This approach retains policy consistency over the next 15 years while recognizing that strategies and programs, as well as financing strategy, may have to be modified as the reforms evolve and progress.

In order to examine the realism and sustainability of the proposed reforms, programs and targets, the Ministry developed a scenario. In particular, the scenario analysis has focused on the resource implications of the different scenarios, within reasonably conservative long-term projections of GDP growth over the next 15 years and incremental increases in current and capital expenditure for education as a share of GDP. These fiscal assumptions project forward from the Governments MTEF 2003-5.

3.1.1 EFA Policy, Strategy And Financing Assumptions

The main policy objectives of the medium term ESP/ESSP reforms, leading to long-term achievement of EFA can be reiterated as follows:

- *Assuring equitable access* to basic and post basic education through increased Government support for basic education and teacher training, alongside increased community/parental and private involvement in financing and managing pre-primary and post basic education; Government support for pre-primary and post basic education will target students for poor families to ensure equity of opportunity.
- *Enabling quality and efficiency improvement* through sustained increases in non-wage operational spending targeted on instructional materials, basic education supplies, teacher development and quality monitoring and governance reforms: efficiency measures will focus on more efficient deployment of teaching and non-teaching staff and improved internal efficiency (e.g. increased progression, retention and transition rates).
- *Capacity building for decentralization* through enabling increased operational autonomy of all education institutions, increased delegated authority to provinces and districts in planning and managing education services and strengthened monitoring and audit systems.

In formulating the EFA projections over the period 2006-15, these basic policy principles have been retained. In particular, the expansion of community/parental and private sector involvement in all sub-sectors apart from basic education and teacher training is projected to grow significantly after 2006.

3.1.2 The Primary Financing Policy Scenario

Against this background, the following financing scenario is based on different assumptions about the role of Government in financing and/or enabling education policy implementation. The broad assumptions for this scenario can be summarized as follows:

- ***Broad Assumptions:*** Role of Government will be to focus almost exclusively on assuring full access to Basic Education in order to ensure full participation of children

from the poorest families in nine years of high quality education, delivered in the most efficient manner. Essentially this is the optimal pro-poor scenario as set out in the PRSP and in the MoEYS presentation on education and poverty reduction at the Consultative Group meeting in 2002. The role of Government in pre-primary and non-formal education is to enable equitable participation of the poorest while shifting most of the cost burden to parents and the private sector. It is assumed, however, that pre-service and in-service teacher development and quality assurance/regulation will be the responsibility of Government.

A key policy direction implied in the EFA National Plan is to enable growth of parental/community and private sector involvement in the financing of education before and after the basic education cycle of grades 1-9. In the short/medium-term period, implementing these financing policies will take time.

The projected enrollment growth over the period 2001-20, including participation levels at EFA 2015 is an important element in the proposed financing scenario. It is also assumed that progression rates will continue to rise until 2010 alongside a gradual decline in dropout rates at all levels over the same period. Effectively by 2010, progression and transition rates across all primary and secondary school grades will be 100 per cent. Grade 1 net and gross intake rates will converge over the 10-year period. In order to capture school dropouts back into mainstream formal and non-formal re-entry and equivalency programs are projected at roughly 100,000 per annum over 2002/6 gradually falling to minimal levels as dropouts reduce.

For pre-primary education (now transformed into ECCE), it is assumed that the priority will be to secure attendance of children under six years old in new community based and financed playgroup programs. However, the projected target is to capture around 75 per cent of five-year-olds in ECCD programs by 2015 leveling off up to 2020. This is consistent with current early childhood education policies within the Government reform program, which propose that MoEYS role will be *enabling* rather than as a prime service provider.

The above discussion presents a mixture of risks and opportunities for the efficient use of resources, especially classrooms and teachers. The risk is significant over supply of teachers and classrooms for primary education, alongside potential undersupply at secondary level over the next 15 years. However, a number of substantial opportunities for access and quality improvement are potentially available including:

- ✧ Elimination of double shift teaching and classroom use in primary and lower secondary schools by 2010 with consequent increases in instructional hours.
- ✧ Assuring efficient teacher supply and deployment across grades 1-9 through the retraining and redeployment of primary and lower secondary school teachers from 2004/5 onwards.
- ✧ Up until 2005, selective provision of additional primary schools for under-served and incomplete schools, linked to immediate expansion of multi-grade teaching in smaller schools.

3.1.3 Assessing the Feasibility of Resourcing EFA Implementation

A key consideration of the scenario described above is ensuring that the resources needed for implementation are feasible within Government's broader macro-economic prospects. The macro-economic projections are set out in Table 3.1 and in more detail in Table H of Annex 5, based on a reasonably conservative forward projection of MTEF 2003-5 figures and

Table 3.1: Education Recurrent Spending Projections 2001/15 (Riels Million)

	2001	2005	2010	2015
Primary Policy Financing Scenario	256,876	487,303	783,996	963,703

projections of GDP growth and public expenditure share of GDP.

Source: EFA National Plan, 2003-2015

3.2 PROPOSED SCENARIO FOR ACHIEVING EFA

The proposed strategy and financing plan for achieving EFA by 2015 is based on a number of key assumptions for achieving equitable access, improved quality and efficiency and for Government, donor and private/parental resourcing of the sector. These assumptions are detailed in **Annex 4**.

For achieving education for all by 2015, the specific program strategy assumptions and targets are as follows:

- ❖ Enrolment in basic education (grades 1-9) will increase to 3.8 million by 2008 followed by a temporary decline over 2009/12 (due to elimination of overage enrolment and the capture of out-of-school children) rising again to around 3.8 million by 2015.
- ❖ Teacher deployment and utilisation will be gradually rationalised with a target of pupil-teacher ratios (PTR) of 45 and 40 for basic education and upper secondary respectively.
- ❖ Improved efficiency in the use of existing and new classrooms through a combination of multi-grade teaching and double shifting, with a target of eliminating double shifting by 2007.
- ❖ Gradual increases in the number of instructional hours at primary and secondary levels through the elimination of double shifting and extension of the teaching day to cover both mornings and afternoons for individual classes from 2007.
- ❖ Expansion of classroom facilities, especially provision of additional classrooms for incomplete primary schools and new secondary schools in underserved areas, increasingly demand driven.

The strategy also includes improvements in teacher supply and demand planning based on a target enrolment of around 10,000 per annum in pre-service teacher training institutions, with a shift towards the training of secondary school teachers from 2003 onwards. An associated strategy will be to re-deploy existing and future teaching and non-teaching staff on a more equitable basis to ensure greater equity in teacher supply for remote and disadvantaged areas.

Another associated strategy is to maintain incremental increases in the salaries of teaching and non-teaching staff at between 3-5 per cent per annum over the EFA plan period. This strategy builds upon the substantial pay rises for the education service of 25-50 per cent in 2002 and is consistent with broader civil service projections for pay reform. This strategy will be complemented by continuation of targeted and performance based incentives for key groups within the education service including head teachers, strategic managers and teachers in remote areas.

In order to sustain improvements in quality of education it is assumed that expenditure for basic education per student will increase from 108,000 Riels (US\$27) in 2002 to around 184,000 Riels (US\$46) by 2015. The target will be to reduce the parental/community contributions for basic education costs from 22 per cent to 0 per cent by 2015. Alongside

this, it is assumed that pre-service and in-service teacher training costs will be fully financed by Government to assure quality improvement.

In order to provide a sustainable balance of access and quality improvements, the target will be to maintain a high non-wage/wage ratio in overall spending, especially for basic education. The target is to increase the non-wage share from 42 per cent in 2002 to around 55 per cent in 2015. This will be achieved through expansion of spending on quality improvement programs (e.g. textbook provision, teacher training and system performance monitoring) and rigorous regulation of staff deployment norms.

The EFA plan projects a significant expansion of early childhood education and development programs, with a target of enrolling 75 per cent of all five-year-olds by 2015. The broad ECCE strategy will be to move towards a community-based playgroup approach complemented by home-based approaches as well. It is assumed that ECCE provision will be increasingly financed by parental/community and private contributions, with a target of 75 per cent non-government spending by 2015. Government contributions to ECCE financing will be targeted on the very poorest communes who are less able to contribute to costs as well as on provision of ECCE organiser/leader development and curriculum development.

The action plan projects a medium/long-term expansion of non-formal education programs mainly focussing on the provision of roughly 15,000 places per annum for grades 4-6 re-entry programs.

3.3 ACHIEVING EFA: SPECIFIC OPERATIONAL STRATEGIES

3.3.1 Gender Responsive Strategies

3.3.1.1 Scope and Strategic Formulations

An important development in enhanced attention to gender was the adoption by the MoEYS in 2002 of a *Five-Year Gender Mainstreaming Strategy: 2002-2006: From Commitment to Action*. The Strategy addresses three components: a) Girls' equal access to education, b) Enhancing gender equity in education management and delivery of services; and c) Strengthening gender technical capacity in education programming and policy-making. The specific interventions will focus on providing incentives/scholarships for girls in order to ensure their transition into and progression through secondary education and subsequently into post-secondary education.

A Gender Secretariat of the MoEYS has been established to support the activities of the Gender Working Group and to mainstream gender issues in all aspects of MoEYS work. This Secretariat will produce an annual report on the progress made in achieving equitable access to program benefits for females within the EFA plan implementation.

A work-plan for the Gender Working Group has been evolved; a pilot program of scholarships for girls for grade 6-7 transition has been developed and evaluated in cooperation with two local NGOs and implemented through Provincial Offices of Education; gender training activities involving MoEYS officers at national and provincial levels have taken place; a network of focal persons to promote and monitor gender issues is being established; and plans for activities in the short-to-medium term are being negotiated.

3.3.1.2 Goals and Objectives

◇ *Eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality;*

3.3.1.3 Challenges and Issues

Unless gender issues are comprehensively addressed at all levels and within all sub-sectors of the education system, the achievement of *all* the EFA goals will be thwarted. In Cambodia, it is particularly apt that gender is addressed as a cross-cutting goal underpinning all others. It is imperative that the Gender Secretariat be linked formally and informally with the EFA Secretariat, and EFA actions at all levels of the education system, and in the community-focused activities associated with NFE and adult education.

In addition to documenting the impact and outcomes of all gender-affirmative education programs, a further challenge is to learn from hard-won experience, document what works best and at what cost, and expand strong programs in areas of the country where gender disparities remain substantial. This is difficult, as these are areas that will need special concessions on entry requirements to teacher training programs, special incentives in the form of scholarships and allowances for enrolled girls, and the provision of facilities, programs and modes of interaction that are gender-responsive in every school and learning centre.

3.3.1.4 Operational Strategies

Cross-cutting Approaches

Gender equity targets will be approached primarily as a cross-cutting issue as noted earlier. While there will be discrete programs to promote gender parity within the educational system at both formal and non-formal levels (such as special incentive programs and scholarships), these programs will be linked in a way that cuts across several sectors simultaneously. For example, the absence of female role models in remote primary school classrooms is strongly influenced by the high cost of secondary education, which tends to be available only in urban and semi-urban centers combined with socio-cultural factors that lead to high dropout rates among girls starting at upper primary level. Scholarship programs to subsidize high direct educational costs, infrastructure investments to promote greater availability of secondary education access in remote areas, and flexible entry requirements to teacher training institutions for girls residing in remote areas to enhance posting of female teachers to these areas are all examples of cross-cutting approaches that will serve gender equity goals.

Discrete Strategies to Promote Gender Equity

In order to promote gender equity within the educational system, the MoEYS Gender Working Group, relevant departments, in cooperation with the National EFA Committee will undertake the following strategies:

- ❖ Poverty indexed incentive programs to prevent dropout among girls;
- ❖ Institutional capacity building to promote greater representation of women at management level within the education system;
- ❖ Review of annual departmental plans to ensure integration of gender-related issues;
- ❖ Disaggregation of data by sex at all levels;
- ❖ Sponsoring gender awareness training linked with concrete follow-up among government stakeholders and communities.

3.3.2 *Early Childhood Care and Development (ECCD): Beyond Pre-schooling*

3.3.2.1 *Scope and Strategic Formulation*

The scope of ECCD strategies and programmes will be formulated through an inter-ministerial approach guided by the early childhood development subcommittee of the Cambodian National Council for Children (CNCC). ECCD strategic plan will also be guided by the early childhood care education (ECCE) master plan formulated by Government in 2001.

3.3.2.2 *Goals and Objectives of ECCD Programs*

In accordance with the Dakar Framework, the overriding goal of ECCD initiatives to be orchestrated by the Royal Government of Cambodia can be summarized as follows:

- (i) *Expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children.*
- (iv) *Improving all aspects of the quality of education and ensuring excellence of all so that recognized and measurable learning outcomes are achieved by all, especially in literacy, numeracy, and essential life skills.*

Associated objectives complementing these overriding goals include:

- ✧ Enhanced survival, growth and development status of all Cambodian children (e.g., reducing mortality among children under five from 125 in 2000 to 56 per 1,000 by 2015; see MDG goals summarized in Annex 2 for more details);
- ✧ Enhanced participation of all Cambodian children from birth to school entry in integrated and inclusive community-based health, nutrition, development and early education programs of good quality;
- ✧ Enhanced readiness of all Cambodian children to begin school at age six.

3.3.2.3 *Guiding Principles*

These ECCD and ECCE strategies and programmes will be guided by a number of key policy and strategic principles summarised in the box below.

Early Childhood Care and Development: Guiding Principles

- ✧ *Low Cost:* Effective high-quality programs do not depend on expensive toys, materials or equipment but make maximum use of the objects and interactions available in conjunction with routines of daily living;
- ✧ *Inclusivity:* Inclusive education can begin in community-based groupings of young children. All programs operate on the principle that all are included, none is excluded;
- ✧ *Readiness:* Infancy and early childhood are critical periods for the development of brain pathways, neuro-endocrine and neuro-immune systems, and sensitive periods for perceptual and language development;
- ✧ *Efficiency:* Community-based programs need to maximise the opportunities for child-to-child and adult-to-child interactions, and thus group sizes and care-

giver-to-child ratios should be as small as possible to minimise the need for special facilities and supervisory arrangements;

- ✧ *Equity*: Limited resources to ensure that all children are ‘ready to learn’ when they enter school imply that resources must be directed to those children and families least able to afford to pay for services, but most likely to benefit from some form of school readiness program;
- ✧ *Integration*: Sectoral and ministerial boundaries must not impede good community-based programming, management and monitoring. Integrated, regular child-monitoring can help bridge traditional disciplinary and administrative barriers to integrated services and programs.

3.3.2.4 Issues and Challenges

The current document does not afford space for a detailed situational analysis of ECCD needs in Cambodia. Such an analysis can be found in Annex 1 attached to this document. It should suffice to say, however, that more girls complete higher levels of education, seek meaningful work in their communities, and some become interested in working with children in professional or para-professional roles, their economic contributions are likely to become increasingly significant. Expanded ECCD is both a critical gap in national investment priorities, and an important potential employment option for school graduates. Therefore, it is essential that Cambodia aims to be well prepared for quality ECCD programs for children that also provide enhanced employment options for working mothers.

Traditionally, Cambodia's primary response to ECCD needs has been through the provision of formal pre-schooling, which is highly limited in scope and tends to favor wealthier segments of the populations in urban areas. ‘Privatisation’ of early childhood programs is at best a long-term solution for a limited number of families who can afford to pay. For some time to come, high quality, community-supported programs of integrated child care, and early childhood education opportunities for children from poorer families will need to be publicly funded.

MoEYS policy does not envisage a nation-wide downward expansion of the primary cycle of six years to include pre-primary education for five-year-olds. Current policy within MoEYS is towards more family-focused and community-based approaches to evolve for children under six, linked to poverty-focused publicly funded ECCD for most disadvantaged communities.

ECCD programming will progressively evolve into a shared community, NGO, donor, private sector and inter-ministerial responsibility. Additionally, new community-based strategies, new funding modalities and increased community capacity will evolve as programs and services for early childhood expand. ESSP plans assume a projected increase in the *non-public* (e.g. private, NGO-supported, community-supported) share of operating programs for three-to-five-year-old children.

Public financing of ECCD programs will be increasingly directed to expanding access to quality programs for children from poorest families, contrary to the current pattern of funding of pre-school classes in more affluent urban areas. MoEYS' recurrent budgetary offsets can be progressively realised, as public funding for existing pre-primary programs in more affluent communities is phased out, and the costs of such programs are increasingly borne by families who can afford to pay.

The key challenge for pre-school education will be to take advantage of the ESSP financing ‘window’ to evolve, trial, evaluate and expand low-cost *home* and *community-based* ECCD programs that are more comprehensive and inter-disciplinary in focus than ECCE, and are

targeted at children from poorest families. This will be challenging, as these are communities where good models, infrastructure and experienced providers may not exist.

In order to meet the challenge of community-based care, targeted communities will require strategic assistance to establish, operate, manage, maintain and document low-cost, family-focused, inclusive and community-based ECCD programs *that integrate health, nutrition and education components* for all children. This will require participatory community-level planning, facilitation, technical assistance and a high degree of inter-ministerial co-operation and co-ordination. The ECCD Sub-Committee of the National Co-ordinating Council for Children (CNCC) will play a key role in achieving these expectations.

3.3.2.5 Operational Strategies

A number of strategic directions have emerged from situation analyses of the ECCE sector. Some of the more key strategies in this regard include the need to move the sector beyond narrow targeting within the preschool system to include all children from conception through early childhood and the early schooling years. In order to move ECCE in this direction, there is a need for a policy and operational framework through which to guide the development of community-based, family-based, and facility-based programs with integrated health, nutritional, and educational aspects. Such programs will require the need for careful planning in capacity building and child care career opportunities for ECCE workers and volunteers.

Detailed ECCD and ECCE programmes will be designed as part of the EFA plan evolution in 2003 and beyond. It is anticipated that ECCD and ECCE programmes will use a three pronged strategy involving the existing *pre-school network* and soon to be introduced *home* and *community-based* approaches. These approaches will draw on lessons learnt from the current pre-school programme and also pilot programmes operated by NGOs for the expansion of a play group approach, with greater involvement of voluntary ECCD staff, parents and community workers in planning and implementation. As part of Government strategy to decentralise, the Early Childhood Education Department (ECED) will play the role of a catalyst but will not implement these programmes directly. It is also anticipated that the role of MoEYS will focus on curriculum development and materials, staff development and quality assurance. It is anticipated that ECCE programme will be designed by late 2003.

For broader ECCD programme covering the age range of children under six, it is anticipated that an ECCD master plan will be prepared in 2003. This will cover the necessary health education, nutrition education and related health programmes and identify the potential roles of various government ministries, NGOs and community groups in the management and financing of these ECCD programme, guided by the principles above.

The ECCD Plan will also identify capacity building needs at several levels. At the central level, capacity building will include: a) the design and development of curricula and materials for community-based programs; b) training of community facilitators who can assist communities to develop and operate low-cost programs for families and children. At the provincial and commune levels, capacity needs are: a) training of pre-school teachers, community volunteers, and IECD program coordinators; b) training and support of community animators/facilitators; and c) the selection, initial training, ongoing support and in-service training of community child-care assistants who manage the day-to-day coordination and care of small community groups.

With limited national, community and family resources, it is critical to encourage community-supported, low-cost programming that takes maximum advantage of the time and assistance of people who enjoy caring for and stimulating children through day-to-day activities that focus on interaction, play and informality. As more young people complete higher levels of schooling but may wish to remain in their communities and contribute, there is an increasing

pool of talents that can be encouraged to consider child-care as a career. Investing in the training of young people to help facilitate programs at community level also represents an investment in more confident future parents.

It is anticipated that the ECCD programme priorities will incorporate the following:

- ✧ Developing integrated health, growth and development child records;
- ✧ Addressing quality and accountability through child monitoring;
- ✧ Monitoring the status of Cambodia's children;
- ✧ Community-based systems for tracing and tracking children;
- ✧ New roles for ECCD professionals;
- ✧ Maintaining the cultural identity of young minority children;
- ✧ Encouraging, developing, documenting and financing community-based programs;
- ✧ From inclusive early education to inclusive communities-based ECCD;

Priority actions for ECCD within the EFA Plan for the medium-to-longer-term will largely be determined by what is achieved in addressing the early developmental needs of school entrants; three-five-year-old children in community-based programs; and changes to survival, health, growth and all-round developmental status of children from conception to the early school years.

The EFA plan for ECCD will take account of operational research and advocacy strategies. Government recognises that the changing survival, growth and all-round developmental status of Cambodia's children needs to be reviewed annually, on the basis of a planned series of surveys and studies. ECCD strategies will take account of accumulated information from communities where integrated child monitoring is fully operational. The initiation and support of cohort-tracking studies will be an important direction, to ensure that longer-term benefits of enhanced care of women and children are documented.

Against this background, the EFA plan will respond to the challenge to better understand the links between early care and later learning and health outcomes, and to examine the costs and benefits of improved health, nutrition and stimulation of young children, there is a need to comprehensively address the policy and operational frameworks within which community-based, family-based and facility-based integrated health, nutrition and education programs can be developed and supported.

The EFA plan includes expanded community-based and operated programs targeted to ensure full participation of children under six; it is, indeed, an important component of EFA planning in Cambodia. As publicly funded programs expand for families most in need of relief from child care and for children most in need of enhanced 'readiness', there will be a key role for NGO and donor partners to evolve new approaches that will lead to universal pre-schooling but without reliance on the scarce budgetary resources of MoEYS.

In the medium-to-longer term, MoEYS will continue to play a key role at all levels of the system in training, standards moderating, development of curricula and sustainable, low-cost materials, and quality monitoring. ECCE is not necessarily an area that will require the development of textbooks or prescriptive guides, but rather one that encourages every community to take advantage of its own resources and the enthusiasm of young children to learn. This shift from formal to more informal strategies will necessarily need to evolve over the medium-term, based on new approaches to organising, managing and funding community-based programs that have been developed, monitored, and refined in the short-term.

3.3.3 Formal Basic Education

3.3.3.1 Scope and Strategic Formulation

The key strategic priority for ensuring more equitable access to basic education will be to continue to reduce direct and indirect costs to parents (the major access barrier for poor families) through a significant increase in performance-based teacher remuneration. This strategy is designed to help eliminate the need for informal parental payments to teachers. An associated strategy will be to significantly increase school operating budgets to offset these demands on parents, increasingly managed at provincial and school levels.

These strategies will help secure pupil and teacher attendance, improved progression rates and availability of basic education instructional supplies, as part of quality improvement measures. An associated strategy will be to take steps to improve the efficiency of staff deployment and use of education facilities in order to optimise resource use.

Another strategic priority will be to introduce new subsidy/incentive programs for the children of poor families to ensure access to primary and secondary school and post school training. The programs will be poverty indexed and merit driven, incorporating grassroots community involvement in student selection and management.

The key strategic priority for quality and efficiency improvement in basic education will be to secure an effective balance between wage and non-wage recurrent spending. The ESP anticipates that the majority of the quality/efficiency programs will be planned and reflected in the program allocations.

A further strategic priority will be to take measures that build up capacity for decentralized education service management. The fundamental strategy will be to build up the capacity of Government planning and management systems. Proposed measures include delegating greater responsibility to provinces and districts and schools/institutions for program planning, selective equipping and training programs, better information management and strengthening central and provincial monitoring systems. A program of legislation and new regulations to improve quality assurance and system performance monitoring will underpin these measures.

A final strategic priority will be to focus capital budget spending on enabling policy reforms. The main strategic priority will be rehabilitation of existing education facilities and targeted expansion for primary and secondary schools. Associated priorities are very selective capital investment in teacher training quality improvement and capacity building programs.

The overarching financing strategy is to achieve an effective mix of financing modalities that will secure implementation of the full range of policy targets. The ESP envisages that both Government and donor support will require a combination of budget support, capital investment and capacity building programs. As part of this strategy, a key short-term objective will be to capture all forms of donor and NGO support for education (e.g. project activities, technical assistance etc.) within the annual MoEYS budget process, including a clearer definition of what constitutes actual recurrent budget support.

The Ministry's approach is to use a rolling program of policy and program reform and adjustment taking account of the findings of a joint annual review of education sector performance by Government, donors and NGO's. This review process will assess the impact and cost-effectiveness of the broad program strategies outlined below.

3.3.3.2 Goals and Objectives

The overarching EFA goals pertaining to Basic Formal Education within EFA framework can be summarised as follows:

- (ii) Ensuring that by 2015 all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities have access to and complete free and compulsory primary education of good quality.*

- (iv) Eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality;*

- (vi) Improving all aspects of the quality of education and ensuring excellence of all so that recognized and measurable learning outcomes are achieved by all, especially literacy, numeracy and essential life skills.*

Complementary overall objectives associated with these goals for Cambodia, are summarized below:

- ✧ Universal enrolment of 6-year-old children
- ✧ Universal access to and completion of primary education or equivalent by 2010
- ✧ Universal access to and completion of lower secondary education or equivalent by 2010
- ✧ Enhanced efficiency of formal schooling
- ✧ Sustainable levels of public financing of basic education
- ✧ Universal achievement of measurable learning outcomes, especially functional literacy, numeracy and life skills

For more details with respect to quantitative targets over the period 2002-2015, see table 4.3.

3.3.3.3 Issues and Challenges

Universal access to and completion of nine years of free, basic education of good quality as the 'priority of priorities' for Cambodia are more ambitious goals than the EFA Goal of UPE. To achieve this, several inter-related challenges must be addressed. All children at age six need to be sufficiently mature to manage when they enrol at school. They need age-appropriate methods and materials to ensure that they enjoy their school experience, progress to the next grade without repeating, and do so for every grade until they complete primary school.

A further challenge is for all children to continue to and complete the lower secondary cycle. But here, the proportions of out of school children are very much greater, and a number of specific strategies have been put in place to encourage lower secondary enrolment and completion.

The encouraging trend of more children now progressing beyond primary schooling is creating an enrolment 'bulge' that will continue to severely strain resources. Nevertheless, despite recent gains, the proportion of children currently completing the lower secondary cycle before 15 years of age remains small. This is a formidable challenge, given the large

numbers of children currently in the system.

ESSP planned expansion of multi-grade teaching in the primary schools that either do not yet have classes beyond grade 3, or have relatively small numbers of children in upper primary grades, will need to be phased and expanded carefully over the next five or so years, to ensure that teacher supply and necessary in-service training, materials and support are in place.

Multi-grade schools are considered a sound longer-term strategy for smaller communities, knowing that multi-grade schools in many countries have a long and valuable tradition, and a well-developed and comprehensive literature.

Policy-led decisions related to class sizes will need to be consonant with acceptable levels of learning achievement. ESSP programs will be annually reviewed to align with quality factors such as teacher competence, professional support and supervision, quality and availability of teaching and learning materials, class sizes, and instructional time.

Projected efficiency gains, and an unusual short-to-medium-term *decrease* in the projected populations of children of primary, then lower secondary ages, will combine to reduce national primary grade enrolments for a critical number of years until projected population increases push enrolments beyond current levels. This short-to-medium term 'window' provides a unique and timely opportunity to ensure that quality components are comprehensively addressed in data-based annual review processes.

Addressing quality of schooling is a fundamental and ongoing challenge for basic education in Cambodia. Experiencing a life-relevant, high quality, basic education remains the goal for all Cambodia's children. Schooling through a formal system using public funds is the process chosen to achieve this. It is realised that, in the years to come, the children and families will reflect on the quality of their schooling, not on its budgets, borrowings, administrative networks, or efficiency. This will be reflected in annual review efforts.

Quality-linked components to be systematically addressed will need to include:

- ✧ *Reducing class sizes, especially in initial grades*, below current planning levels earlier than 2010, with budget offsets potentially available from anticipated increases in private sector enrolments (currently less than 1%), and further efficiency gains;
- ✧ *Reducing reliance on double-shifts to ensure that every child has minimally 875 contact hours per year* (i.e. all schools operate for at least 35 weeks per year, and children receive at least five hours of teaching per day, for five days per week);
- ✧ *Making schools more 'child-friendly' and gender-responsive* in facilities, teaching / learning approaches, environments, school planning and governance;
- ✧ *Increased use of cluster-level in-service education opportunities*
- ✧ *Continuous monitoring of essential learning competencies*, linked to ongoing remediation;
- ✧ *Enhanced pre-service education*, that encourages instructors to adopt methods in their teaching that they wish their students in training to adopt as teachers;
- ✧ *Regular 'educational audits'* (standards moderation) at key points within the system;
- ✧ *Strengthening the inspectorate* and providing adequate funds for school-support visits to ensure that all teachers, including those working in adverse and isolated situations, develop professionally;
- ✧ *Building further on Cambodia's experience with clusters* to ensure that all teachers benefit from regular professional exchange and interactions;
- ✧ *Maintaining and possibly expanding the current school breakfast program* that is currently supported by WFP with monitoring and technical support from MoEYS and NGO partners.

- ✧ *On-going analyses of EMIS and budgetary data at every level in the system* to ensure equitable deployment, timely allocations of funds, and increased flexibility for local level adjustments, as intended under decentralisation policies.

3.3.3.4 Operational Strategy: Access and Efficiency Improvement

Parental Cost-reduction and Regulation Strategies for basic education, alongside targeted cost sharing for post-basic education services

- ✧ Internal efficiency improvement strategies at all levels, with the priority for improvements in grades 1 – 6
- ✧ Targeted education facilities development focusing on securing complete grade 1 – 6 and 7 to 9 schools in currently under-served areas

For *Parental Cost-reduction and Regulation*, the main strategies and targets are as follows:

- ✧ Reduction in average parental contributions for basic education through abolition of start of year school charges and provision of school operating budgets by Government.
- ✧ Establishing regulations for the transparent collection and accounting of parental contributions to education and training costs, alongside waivers and other measures that ensure that no student will be excluded due to inability to pay.
- ✧ Provision of poverty targeted subsidies/scholarships to children from the poorest families for grades 4 – 9 linked to new grade 4 – 6 re-entry programs.
- ✧ Provision of subsidies/scholarships to all students for teacher training institutions, with eligibility based on increasing use of grade 9 and grade 12 examinations.

For *Internal Efficiency Improvement*, the main strategies and targets are as follows:

- ✧ Increased use of local materials including improved utilization of existing infrastructure out of the school (such as pagodas) in order to increase access and capacity for new students.
- ✧ Increased student progression rates across grades 1 – 6 and transition from grade 6 to grade 7, through a combination of remedial teaching in grades 1 – 6, strengthened measures for better students and teacher's attendance and a more flexible annual school calendar.
- ✧ Reduced dropout rates across grades 1 – 9 through subsidies/scholarships for the poorest students and a range of complementary targeted incentive strategies (e.g. school feeding programs and school health care, in partnership with NGO and other stakeholders).
- ✧ Improved regulation of entry into grade 1 and increased opportunities for re-entry for out of school students in grades 4 to 6, through introduction of grade 1 reception classes nationwide and expansion of re-entry programs.

For *Expanded Public/Private Partnerships*, the main medium term strategic priorities and targets are as follows:

- ✧ Preparation of a cross-cutting policy and strategic plan for public private partnerships in various education sub-sectors and programs including ECCE and NFE.

- ❖ Promotion of expanded private provision at all levels through clearly defined legislative, regulatory and quality assurance arrangements.
- ❖ Increased student transfer and progression between public and private institutions at basic education level, through new accreditation and credit transfer arrangements between private and public providers.

For *Targeted Education Facilities Development*, the main strategies and targets are as follows:

- ❖ Provision of new and additional classrooms, alongside selective multi-grade teaching in villages and communes without a complete grade 1 – 6 primary school.
- ❖ Provision of additional classrooms and multi-purpose practical rooms in all communes/clusters without a grade 7 – 9 school facility.
- ❖ Provision of additional classrooms for grades 1 – 6, as well as grades 7 – 9 in currently or projected overcrowded schools..

3.3.3.5 Operational Strategy: Improving Quality and Relevance

The reforms include six main strategies for ensuring improved quality and efficiency of education services, summarised as:

- ❖ Education service efficiency and productivity improvement
- ❖ Decentralised school/institution operational planning and management
- ❖ Sustainable instructional materials provision
- ❖ Decentralised teacher development planning and management
- ❖ Improved curricular relevance (e.g., Life Skills)
- ❖ Support for innovative educational practice (e.g., child friendly schools)

This integrated strategy recognises that quality improvement needs to take account of broader education staff deployment strategies and programs. The programs also are based on an assumption that improving standards, monitoring and dissemination of information on these standards can enhance accountability and strengthen the demand from parents for effective and relevant education. Finally, this strategy recognizes that quality must be defined more broadly than in terms of "educational efficiency" and that support for changed classroom practice and child friendliness in schools must be key components of all quality initiatives.

For *Education Service Efficiency and Productivity Improvement*, the main strategies and targets are :

- ❖ Continued consultation with the NPAR to ensure that education system staff requirements due to expansion are met and education staff remuneration policies and plans are consistent with broader Government reforms.
- ❖ Improved efficiency in planning and deployment of teaching and non-teaching staff in primary and secondary schools, through: (i) revised Government-agreed PTR-based staff planning norms; (ii) related staffing guidelines for school; (iii) strengthening of norm enforcement mechanisms.

- ❖ Extensive redeployment of non-teaching staff into classroom teaching positions, through limiting the *prime pedagogique* to classroom teachers and other incentives.
- ❖ Extensive re-deployment of teaching and non-teaching staff from schools with excess staff to those suffering deficits, against revised staffing guidelines.
- ❖ Increased remuneration for all education managers, teacher trainers and teaching staff, through a combination of basic civil service pay rises and incremental increases to the *prime pedagogique*.
- ❖ Performance-based targeted incentives for core groups of education managers and teaching staff, especially for personnel providing efficiency and productivity gains.
- ❖ Strengthened appraisal and regulation of minimum standards of staff performance and workloads, alongside development of CAR approved incentive/sanction mechanisms for enforcement.
- ❖ Formulation of a strategic framework for well defined career paths for education managers and teaching staff (i.e. Education Statuts Particuliers) as a basis for supply/demand staff requirement planning, training and pay reform.

For Decentralised School/Institution Operational Planning and Management, the main strategies and targets are:

- ❖ Improved school performance and school/parents' committee management of poverty-indexed pre-schooling, primary and secondary school operational budgets, through district-managed PAP budget allocations.
- ❖ Improved institutional performance and institution-managed operational budgets for teacher training institutions, linked to annual development plans via the PAP mechanism.
- ❖ Improved district-level technical and financial operational planning and management, through district budget management centers in cooperation with the cluster school network assuming greater accountability for PAP and other programming.
- ❖ Improved school/institution performance monitoring at provincial and central levels, through standard setting and increased operational budgets for monitoring operations.

For Sustainable Instructional Materials Provision, the main strategies and targets are :

- ❖ Assuring sustainable financing of instructional materials by Government, through affordable and efficient primary and secondary school curriculum review relevant to social, civic and economic development.
- ❖ Equitable access to core textbooks and selected complementary/supplementary materials for grades 1 – 9, through adequate annual Government budget provision.
- ❖ Adequate provision of instructional materials for basic education facilities and teacher training institutions, through agreed PAP mechanisms and targets.
- ❖ Decentralisation of the planning and management of instructional materials provision, through annual allocations to schools, via the PAP mechanism.
- ❖ Improved efficiency in the publishing and distribution of core instructional materials,

through establishment of the publishing and distribution house as a public enterprise under effective legislation, regulation and management.

- ✧ Assuring improved impact on quality of teaching/learning of instructional materials, through annual textbook orientation programs and strengthened monitoring systems.

For Decentralised Teacher Development Planning and Management, the main strategies and targets are:

- ✧ Coordinated teacher supply/demand planning systems, taking account of enrolment expansion and revised staff deployment guidelines, through new MoEYS technical committees, including personnel, finance, planning and teacher training departments as well as relevant line ministries.
- ✧ Increased delegation of authority to teacher training institutions and provincial/district authorities to plan new teacher training intakes against agreed MoEYS guidelines.
- ✧ Increased intake into provincial and regional teacher training colleges, including greater flexibility in institutions preparing primary and lower secondary school teachers. Increased operational autonomy to teacher training institutions, through provision of annual operational budgets against agreed intake levels and staffing norms.
- ✧ Improved quality and relevance of pre-service teacher (PRESET) training programs for basic education, through school and teacher training curriculum reform and development (e.g. for multi subject, multi grade, ethnic minority teaching, life skills) and accredited staff development.
- ✧ Assuring an adequate supply of teachers from remote and ethnic minority areas, through active recruitment from these areas, special incentives and flexibility in entry requirements and program duration.
- ✧ Improved responsiveness of teacher training institutions to in-service teacher (INSET) training requirements (both school-based and non-school-based), through increased operational autonomy to run programs against agreed MoEYS guidelines, especially those that use the cluster school network.

For Improved Curricular Relevance (e.g., Life Skills), the main strategies and targets are:

- ✧ Support for efforts to develop and revise curricula that integrate life skills within the current learning program for grades 1 to 9 including such areas as agriculture, child care, family budgeting, civics, environment, health, and nutrition. The intention in developing such curricula will be to act as an incentive to keep children in school by making learning *useful* to families and children themselves in later life.
- ✧ Continued support for new life skills initiatives such as Integrated Pest Management (IPM) that provide extracurricular opportunities for children to learn about their environment using hands-on approaches
- ✧ Training of teachers at both in-service and pre-service levels to be able to use new curricula of increased relevance in a hands-on manner.
- ✧ Provision of any needed materials that may be implied in new curricula using PAP mechanisms.

For Support to Educational Innovation at all levels, the main strategies and targets include:

- ✧ Continued support for innovative pilots that promote critical and creative thinking, improved psychosocial learning environments, inclusivity, better health, and parental engagement.

3.3.3.6 Operational Strategy: Strengthening Quality Assurance Systems

The reforms include long-term capacity building measures to strengthen both sector performance and school/student performance monitoring systems. As part of these reforms the central authorities will focus on sector and program impact assessment through strengthening broad inspection and audit functions. Provincial and district authorities will concentrate on monitoring program progress and the performance of individual schools and teachers in cooperation with EFA Commissions at provincial, district, and commune levels (i.e., PEFAC, DEFAC, and CEFAC).

For Improved School/Institutional and Student Performance Monitoring, the main strategies and targets are:

- ✧ Determine minimum standards of student achievement for each grade 1 – 9.
- ✧ Assure a shared understanding of minimum standards amongst teachers, parents and other stakeholders, through a nationwide information, education, communication program.
- ✧ Introduction of minimum tests of standards and revised examinations for grades 6 and 9.
- ✧ Greater efficiency in planning and management of school and student performance monitoring, through clear definition of the roles of the central inspectors, the Pedagogical Research Department and Examinations Office, and other relevant departments.
- ✧ Greater efficiency in the day-to-day planning and management of school performance monitoring, through redefinition of the roles of head teachers and provincial/district inspectors and allocation of annual budgets for monitoring.
- ✧ Increased transparency and accountability for school and student performance, through annual dissemination of results of standards test and examinations.
- ✧ Revised institutional and financing arrangements for managing school/student performance monitoring, through central MoEYS department organizational reform.
- ✧ Introduction of rigorous basic education quality assurance and regulatory mechanisms.

3.3.3.7 Operational Strategy: Institutional Reform and Capacity Building for Decentralisation

The Ministry's long-term goal is to enable schools, institutions and communities to have a greater voice and responsibility in the running and management of education services. The details of long-term education service organization and management mechanisms will be defined as broader political and public administration structures become clearer (e.g. the role of commune councils).

In this context, the reforms include three main medium and long-term strategies for institutional development and improved capacity building for decentralisation, summarised as:

- ✧ Strengthening central and provincial planning and monitoring systems in cooperation with EFA commissions at national and provincial level
- ✧ Enhanced District, Cluster, and School / Institutional Management Systems in cooperation with EFA commissions at district and commune level
- ✧ Improved Governance and Regulatory Systems

For Strengthening Central and Provincial Planning and Monitoring Systems, the main strategies and targets are :

- ✧ Improved predictability for medium-term financial planning and decentralized financial management, through securing a Government commitment to an MTEF, including designated PAP and other program budget provisions and projections.
- ✧ Improved central coordination of education system capacity building strategies and programs in cooperation with the National EFA Commission.
- ✧ Strengthening central and provincial strategic and financial planning and monitoring, through capacity building programs, delegation of responsibility for PAP/program budget allocations to provinces and agreed guidelines for program output / outcome monitoring.
- ✧ Strengthening education system performance and impact monitoring, through introduction of joint Government, MoEYS, donors and other stakeholders annual performance review, agreement on key performance indicators and annual work plans for performance data collection and analysis.

For Enhanced District, Cluster, and School/Institutional Management Systems, the main strategies and targets are:

- ✧ Strengthening district, cluster, and school program management systems, through capacity building for PAP district BMCs and school head teachers and parents' committees and revised PAP management guidelines.
- ✧ Strengthening basic education and teacher training institutions management systems, through management capacity building linked to new PAP guidelines.
- ✧ Strengthening provincial and district level personnel management systems, through issue of new staffing guidelines and norms, increased delegated authority to districts for staff deployment against these norms and capacity building for provincial/district personnel, and cluster school level planners.

For Improved Governance and Regulatory Systems, the main strategies and targets are:

- ✧ Improved accountability through introduction of legislation and regulations for granting increased operational autonomy to schools and institutions at the basic education level.
- ✧ Improved transparency in use of parental/community and private contributions to schools and other institutions at the basic education level, through new guidelines on accounting and management of these contributions.

- ❖ Improved governance of schools at basic education level, through the issue of guidelines that set out powers and responsibilities of education authorities, parents and community associations.
- ❖ Improved transparency of education service performance, through a selective information, education and communication program that disseminates nationwide key information on system and school performance.

3.3.3.8 Operational Strategy: Addressing Gender Equity and Other Cross Cutting Concerns

The EFA Plan has been designed to take account of a number of critical governance concerns, especially the need for policies and strategies that guarantee transparency, accountability, predictability and participation in the planning and monitoring of education spending and its outcomes.

DIMENSIONS/CROSS-CUTTING CONCERNS	STRATEGIC RESPONSE
Public service reform	Strengthening MoEYS/ MOEF/ NPAR joint planning mechanisms for implementation of both staff deployment and remuneration policy reforms
Gender	Specific gender policies and affirmative action programs for achieving gender access targets e.g. targeted scholarships
Ethnic minorities	Targeted facilities programs and curriculum reform for ethnic minorities; special incentives for minority area staff deployment as well as local recruitment of teachers.
Disabled learners	Formulation of national policy and strategies to assure equitable access to education opportunities including specific program interventions e.g. school buildings designs, specialized teaching/ learning materials
HIV/ AIDS	Proposed studies to assess potential HIV/ AIDS impact on education services, especially teacher supply/ demand planning and PAP for School Health and Youth AIDS Awareness
Participatory approaches	MoEYS playing an active role in PRSP participatory planning and diagnosis, making use of the results of cross-ministerial information sharing and analysis including interministerial cooperation; proposed client satisfaction surveys as part of ESP impact monitoring; broad-based Advisory Body and joint Government, donors, NGO, civil society annual sector performance review
Environment	Rigorous environmental impact assessment as part of facilities planning program; inclusion in Life Skills curriculum for schools and teacher training colleges

3.3.3.9 Operational Strategy: Information Communication Technology in Education

ICT policies will include a) expansion of ICT as a teaching and learning tool b) as a means of improving education service productivity and management through improved information sharing, communication and knowledge management and c) expansion of distance learning opportunities especially for disadvantaged groups in remote areas. The overarching goal will be to ensure Cambodia's international competitiveness in an increasingly global and interconnected knowledge-based economy.

Specific strategies for ICT in education are still in the process of being finalised. Key strategies are likely to include a) inclusion of ICT education and training, initially in selected secondary schools, teacher training institutions and technical and higher education institute b) selective curriculum enrichment programs, especially where the small numbers involved do not justify significant investment in dedicated physical facilities, staff and equipment c) ICT based targeted programs for a diverse range of socially disadvantaged groups to ensure re-entry to mainstream formal education.

3.3.4 Non-Formal Education and Adult Literacy

3.3.4.1 Scope and Strategic Formulation

The priority strategy for reducing levels of illiteracy in Cambodia in the longer-term must then *focus on schooling*: ensuring the right of all Cambodian children to complete a basic education of good quality. Within the context of the EFA Plan, an important message is that many of these pressures can, and should, be met through innovative and flexible provision *beyond* the formal school system. While reforms there are necessary, they are not sufficient.

The scope of EFA plan interventions for non-formal education and literacy will incorporate an integrated approach to providing informal skills training and life skills for disadvantaged groups. This will be planned and implemented through an inter-ministerial approach including MoEYS, Ministry of Women's and Veterans' Affairs, Ministry of Social Welfare and Vocational Training, Ministry of Rural Development and local and international NGOs and community groups.

Key target groups for NFE and literacy programs are:

- ❖ Communities in remote low-density and mountainous regions, with particular attention to ethnic minority groups;
- ❖ The newly-integrated, resettled former Khmer Rouge communities;
- ❖ Street and working children and adolescents in urban slums;
- ❖ Demobilized soldiers and their families
- ❖ Cross-cutting all of these, girls/women and people with disabilities.

Program strategy within the EFA plan will focus on *two main groups* covering the following:

- ❖ NFE programs to enable children aged 7-12 to re-enter basic formal education and to enable adolescents aged 12-15 to obtain basic education equivalency certification;
- ❖ NFE programs to enable out-of-school youth and illiterate/unskilled adults to become functionally literate and develop core life-management and work competencies, including parenting (ECCE) skills and vocational training.

3.3.4.2 EFA Goals

The broad goals underpinning EFA implementation in the Non-formal Education Sector include the following:

- iii. Ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programs.*
- iv. Achieving a 50 per cent improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults.*
- v. Eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality.*

- vi. *Improving all aspects of the quality of education and ensuring excellence of all so that recognized and measurable learning outcomes are achieved by all, especially literacy, numeracy and essential life skills.*

Specific targets relating to NFE include achieving a 90 per cent rate of literacy among 15-24 year olds by 2005 (see Table 4.3). Resource allocations to achieve these and other targets, however, will need to rely on provincial analyses of need since these vary greatly from province to province (see Table 3, Annex 4).

3.3.4.3 Issues and Challenges

In the context described above and given the limited human, institutional and financial resources available to non-formal education in Cambodia, the EFA Plan does not detail a large range of activities to be undertaken. Realistically, attention will be given to relatively few areas of action, with the expectation that these will be developed through several stages, adapted where appropriate, possibly divided into separate smaller stages, and complemented by additional others.

Furthermore, detailed work plans for the NFE sub-sector are developed on a year-by-year basis, and provide the basis for budget submissions. In particular, the EFA Plan therefore assumes substantial private/community and NGO contributions to both recurrent and capital expenditures for NFE programme implementation.

3.3.4.4 Operational Strategies: NFE Information Management and Monitoring Capacity Building

In order to ensure effective strategic planning and targeting of priorities, the EFA Plan includes significant capacity building of NFE information management and monitoring systems. A key outcome of this MIS development will be improved capacity to assess the overall progress and impact of NFE programs, using lessons learned to inform decision making and the rolling program of NFE reforms.

3.3.4.5 Operational Strategies: Re-entry and Equivalency Programs

Through collaboration among the Departments of Non-formal, Primary and Secondary Education, and in association with relevant NGO expertise, re-entry programs to grades 4, 5 and 6 will be developed. These programs will create a flexible, child-friendly bridge for those over-age children who have recently dropped out of school or are at risk of doing so (e.g. through family and poverty pressures that are reflected in considerable recent absenteeism), but who want and are able to complete formal basic education.

Through collaboration among the Departments of Non-formal, Primary and Secondary Education, and in association with relevant NGO expertise and line Ministries, *equivalency programs* will be developed, implemented and assessed, aimed at providing Grade 6 and Grade 9 certification for out-of-school youth from 12-18. In ethnic minority areas, specific efforts will be made to collaborate with current NGO activities to incorporate bilingual teaching and materials.

The aim of this activity is not to create a parallel system competing with the formal school. Rather, the purpose is to use the methods and flexibility of the non-formal education modality to provide recognised basic education certification to those adolescents of an age or life situation that would make it unlikely for them to re-enter the formal system.

3.3.4.6 Operational Strategies: Functional Literacy and Post Literacy Programs

✧ Expansion of Community Learning Centers

Persistent attention will be given to continued geographic expansion, quality of learning and range of services of *community learning centres* (CLC) as mechanisms for localised, community-owned management of non-formal education and learning, especially in the context of predicted ICT developments, and in some cases, in conjunction with traditional libraries where these may have been or will be established. It is also anticipated that, where appropriate, existing educational and community facilities (e.g. pagodas, schools, women's and community centres) can be used on a part time basis for the delivery of CLC-based NFE programs in order to minimise the need for extensive capital expenditure.

Linked to both functional literacy and life-skills training, continued attention will be given over the course of the National Plan of Action to the further development of the Community Learning Centres approach. The CLC is a *delivery mechanism*, housed in specifically constructed buildings, schools, temples or traditional village meeting places, aimed at providing openly accessible, user-friendly and flexible spaces for learning managed by and for the community.

✧ Linking NFE and Income Generation Programs

Support to the development and strengthening of *life management, work-related and income generating skills* will be an integral, cross-cutting issue, for all non-formal education programming in the long term. This will be most expressly reflected in terms of increasing the attention given in functional literacy interventions to enabling the attitudes, knowledge and skills required for life-management and work. Curricula for re-entry and equivalency programs will also need to ensure that life-skill elements are strongly reflected, and more than is presently the case in formal school materials.

The EFA plan envisages significant integration of NFE program delivery with other community-based providers, especially those involved in rural credit, rural employment and equivalent strategies to assist the urban poor. In addition, co-operation between the training centre staff of the Technical-Vocational Department, the DNFE and relevant line ministries should explore options for developing a training program for local non-formal education/life skill facilitators.

✧ Post Literacy Programs

The NFE component of the EFA plan also recognises the importance of sustaining levels of literacy after initial functional literacy acquisition. Programs will include provision of self-help post literacy resource materials, follow-up programs at CLCs and other community centres as well as informal support to recently literate people from better educated community members.

✧ Family-Based NFE for ECCD

The EFA plan also recognises the need to carefully integrate non-formal and informal education programs with broader ECCD initiatives. It is critical that improved levels of literacy within families is used to help implement ECCD and ECE strategies for strengthening cognitive, social and physical development of young children, especially three-to-five-year-olds. Existing ECCD materials, especially those for parents, can be adapted for recently literate parents.

3.4 PARTNERSHIP FOR EFA PLANNING AND IMPLEMENTATION

The planning and monitoring of the ESP and ESSP, building on the EFA Assessment 2000 findings, has provided momentum for a growing partnership between concerned Government ministries, donors, NGOs and civil society. The monthly MoEYS/Donor/NGO consultative meetings, the annual ESSP joint review and agreed Partnership Principles, performance targets and common policy matrix provide the key mechanisms for partnership development.

The EFA planning process has provided a vehicle for further broadening and deepening of partnerships which will be extended into implementation and monitoring. Key features of the EFA partnership process have included:

- ❖ Active involvement of other Government ministries, NGO advisors, United Nations agencies and selected MoEYS technical advisors in the EFA writing groups and consultations.
- ❖ Liaison with the inter-ministerial IECD Sub-Committee of the CNCC, formed in 2002 to facilitate, monitor and coordinate actions of all ministries concerned with child health, growth and development.
- ❖ Integration of EFA plan directions in the ESSP forward work plan presented to Government, donors and NGOs as part of the ESSP 2002 joint review.
- ❖ Liaison with the donor Education Sector Working Group (ESWG) and the NGO Education Partnership (NEP) for EFA plan appraisal and review in 2002/03.

These partnerships will be extended for the coordination of the implementation and financing of the EFA strategies and programmes, especially for the ECCD, non-formal education, literacy and informal skills training components. It is envisaged that while MoEYS will broadly set policy directions and targets for formal basic education, ECE and specific components of non-formal education, other Government ministries will play a similar role for components that are under their mandate. Line Ministries, NGOs and community groups will lead on implementation, management and financing of these components. A summary matrix of key providers is shown below.

<i>EFA Programme Dimensions</i>	<i>Key Partners</i>
1. Early Childhood Care & Development	<ul style="list-style-type: none"> ❖ Ministry of Health ❖ Ministry of Women's Affairs ❖ NGOs & Parents Associations, ❖ MoEYS
2. Early Childhood Care Education (ECCE)	<ul style="list-style-type: none"> ❖ Ministry of Education, Youth & Sports ❖ Ministry of Women's Affairs ❖ NGOs and Community Groups
3. Formal Basic Education	<ul style="list-style-type: none"> ❖ Ministry of Education, Youth & Sports ❖ International donors & NGOs
4. Non-formal Education/Literacy	<ul style="list-style-type: none"> ❖ Ministry of Education, Youth and Sports ❖ Ministry of Rural Development ❖ Ministry of Social Affairs, Labour & Vocational Training ❖ Ministry of Women's Affairs ❖ Donors & NGOs, ❖ Ministry of National Defence
5. Informal Skills Training	<ul style="list-style-type: none"> ❖ Ministry of Rural Development ❖ Ministry of Social Affairs, Labour & Vocational Training ❖ Ministry of Women's Affairs ❖ Donors & NGOs

3.5 RESOURCE REQUIREMENTS

3.5.1 Long Term Financing Plan

The long term financing plan is shown in Table 3.2 below, taking account of MTEF commitments for education. It is projected that education recurrent budget requirements will rise to around Riels 950 billion (roughly US\$ 240 million, current 2002 prices). This constitutes a three to four fold increase over the projected EFA period. Capital budget requirements (covering facilities and capacity building) are projected to rise to around Riels 233 billion per annum by 2015. However, it should be noted that capital expenditures will increasingly be oriented towards post-basic education beyond 2007/8 when it is projected that primary and lower secondary school facilities development and rehabilitation will be largely completed.

	2002	2003	2004	2005	2010	2015
	MTEF	MTEF	MTEF	MTEF	PROJ	PROJ
Nominal GDP	14,359,000	15,651,000	16,668,315	17,751,755	24,321,443	33,322,485
% change	7.50%	9.00%	6.50%	6.50%	6.50%	6.50%
Domestic revenue	2,193,000	2,540,400				
% GDP	15.27%	16.23%				
Current	2,178,000	2,525,400				
Capital (privatization)	15,000	15,000				
Total Expenditures	2,685,133	2,864,133	3,133,643	3,372,834	4,985,896	6,831,109
% GDP	18.70%	18.30%	18.80%	19.00%	20.50%	20.50%
Current	1,622,567	1,799,865	2,000,198	2,218,969	3,283,395	4,498,536
% GDP	11.30%	11.50%	12.00%	12.50%	13.50%	13.50%
Growth rate	14.93%	10.93%				
Education	342,683	409,252	450,426	487,303	775,281	950,576
% GDP	2.39%	2.61%	2.70%	2.75%	3.19%	2.85%
% growth rate	33.40%	19.43%				
% total current	21.12%	22.74%	22.52%	21.96%	23.61%	21.13%
Debt Service	20,000	20,000				
Capital	1,062,566	1,064,268	1,133,445	1,153,864	1,702,501	2,332,574
% GDP	7.40%	6.80%	6.80%	6.50%	7.00%	7.00%
Growth rate	7.79%	0.16%				
Ratio capital/ recurrent	65.49%	59.13%				
Education	94,686	70,177	90,338	121,676	170,250	233,257
% GDP	0.66%	0.45%	0.54%	0.69%	0.70%	0.70%
% total capital	8.91%	6.59%	7.97%	10.55%	10.00%	10.00%
Total Education	437,369	479,429	540,764	608,979	945,531	1,183,834
% total expenditures	16.29%	16.74%	17.26%	18.06%	18.96%	17.33%

3.5.2 Overall Sector and EFA Financing Plan 2002/15

The overall recurrent costs and assumptions for implementing the overall education sector reforms and the EFA component are provided in Annex 4 (Tables 1-5).

The total costs of EFA implementation, including administration, early childhood education, formal basic education, non-formal education and literacy programs and teacher development will rise from Riels 419 billion (in 2002) to around Riels 855 billion (in 2015) as shown in Table 3.3 below. The share of overall education spending on EFA implementation, including MoEYS funding, other Government Ministries, NGO and private/parental contributions will decline from around 90 per cent (in 2002) to 66 per cent (by 2015). This is consistent with Government/ MoEYS policy to expand post basic education, which will be financed through a public/non-public partnership. The projected public/non-public spending shares for various sub-sectors are shown in Annex 4, tables 4 and 5.

Table 3.3: Total Recurrent Costs, Sector And EFA Implementation - By Sub -Sector

(Millions of Riels)	2002	2005	2010	2015
Administration				
Enrolment	N/A	N/A	N/A	N/A
Total Cost	33,923	43,040	57,978	79,154
Early Childhood Education (ECCE)				
Enrolment	59,620	95,000	180,000	280,000
Total Cost	7,378	15,455	36,352	64,685
Primary				
Enrolment	2,859,117	2,860,335	2,382,807	2,568,444
Total Cost	257,197	287,194	295,353	378,657
Lower Secondary				
Enrolment	424,003	841,743	1,302,512	1,218,775
Total Cost	97,553	173,645	302,339	317,163
NFE/Literacy				
Enrolment	150,000	310,000	183,333	25,000
Total Cost	9,600	21,680	14,863	2,350
Teacher Development				
Enrolment	11,422	20,000	15,000	10,000
Total Cost	13,285	29,131	17,765	13,127
Total EFA Cost	418,936	570,146	724,652	855,135
Post Basic Education				
Enrolment	127,788	221,225	724,552	1,064,021
Total Cost	45,614	87,086	331,717	438,865
Total Recurrent Cost	464,550	657,232	1,056,369	1,294,000
Total EFA Cost	418,936	570,146	724,652	855,135
Total EFA Cost (%)	90%	87%	69%	66%

Source: Annex 4, Table 1

Note: This financing plan represents the full cost of EFA implementation including MoEYS, other Government Ministries and private sector contributions.

There are a number of EFA plan, strategies and programmes which are not included in this sector financing plan. For example, ECCD programmes focusing on child health and nutrition and related information education and communication (IEC) programmes for 0-4 year olds are not costed in the programme at this stage. The financing plan for this EFA component is limited to the MoEYS, NGO and community contribution for early childhood

care education (ECCE), consistent with agreed policies and targets. The financing plan also incorporates the costs of awareness raising and capacity building for the ECCE programme. However, it should be noted that Commune EFA Commissions will be receiving some financial provisions from the budget outlined in Table 3.3 in order to create and help implement local development plans.

The financing plan does not capture the diverse range of non-formal education, literacy and informal skills training programme costs, managed by various Government and NGO partners. At this stage, the NFE/literacy programme costs are limited to the planned re-entry and functional literacy programmes managed by MoEYS, based on agreed programme expansion targets and financing strategies.

The EFA plan recognises that there are a number of other partners providing a wide range of informal skills training programmes, including on-the-job mentoring and apprenticeships for technical skills training, private provision (e.g., foreign languages, computer training) and short course technical education and vocational training (TVET) by Government ministries, NGOs and private providers.

Consistent with the EFA rolling programme approach, the sector and EFA financing plan will be continually revised and updated to incorporate programmes from other partners as financing details for ECCD, NFE and informal skills training become available. Consistent with agreed EFA programme strategies, other partner ministries will take responsibilities for appropriate programme planning and mobilisation of resources from Government, donor/NGO partners and the private sector.

3.5.3 MOEYS Contributions to Sector and EFA Financing Plan 2002/15

Taking account of the broader education financing policies outlined earlier, it is projected that MoEYS budget contributions to EFA implementation will rise from Riels 329 billion (in 2002) to around Riels 805 billion (by 2015). This includes MoEYS administration costs, contributions to early childhood education, non-formal education and literacy and formal basic education alongside MoEYS financing of pre and in-service teacher development. Overall, EFA implementation costs will remain roughly constant at between 85 per cent and 95 per cent over the EFA plan period. In other words, MoEYS spending will accord the highest priority to implementation of the EFA plan through formal and non-formal approaches.

Table 3.4: Total MoEYS Recurrent Costs, Sector and EFA Implementation - By Sub-Sector

(Millions of Riels)	2002	2005	2010	2015
Administration				
<i>General</i>	25,442	32,280	43,484	59,366
<i>Management</i>				
<i>Quality Assurance</i>	8,481	10,760	14,495	19,789
<i>/Monitoring</i>				
Total Cost	33,923	43,040	57,978	79,154
Early Childhood Education (ECCE)				
<i>Enrolment</i>	59,620	95,000	180,000	280,000
Total Cost	4,993	11,654	18,176	16,171
Primary				
<i>Enrolment</i>	2,859,117	2,860,335	2,382,807	2,568,444
Total Cost	200,578	241,351	265,818	378,657
Lower Secondary				
<i>Enrolment</i>	424,003	841,743	1,302,512	1,218,775
Total Cost	77,834	137,403	272,105	317,163

NFE/Literacy				
<i>Enrolment</i>	150,000	310,000	183,333	25,000
Total Cost	2,000	6,000	4,748	705
Teacher Development				
<i>Enrolment</i>	11,422	20,000	15,000	10,000
Total Cost	9,917	21,858	17,765	13,127
Total EFA Cost	329,245	461,307	636,592	804,977
Post Basic Education				
<i>Enrolment</i>	127,788	221,225	724,552	1,064,021
Total Cost	20,653	42,925	152,153	152,868
Total Recurrent Cost	349,897	504,232	788,745	957,845
Total EFA Cost	329,245	461,307	636,592	804,977
Total EFA Cost (%)	94%	91%	81%	84%

Source: Annex 4, Table 2

Consistent with maintaining an effective balance of financing between access and quality improvements, it is projected that non-salary shares will be sustained at between 45 per cent and 50 per cent for the period through equitable and efficient teacher deployment (see Annex 5). For basic education, it is projected that by 2015 non-salary shares could reach 55 per cent of overall recurrent spending as enrolment begins to stabilize.

The budget projections and assumptions are predicated by the need to retain high non-salary shares to increasingly assure quality improvement. These ambitious non-salary share targets also will allow for some scope in downward adjustment of non-salary share if the fiscal and donor outlook is less promising than anticipated, without undermining achievement of sectoral and EFA policy objectives. These sub-sectoral budget allocations are also designed to protect spending on basic education to ensure that in the event of financial pressure that progress towards EFA can be sustained.

3.5.4 Capital Program Budget Projections

The capital budget requirements are restricted to a combination of physical infrastructure development and capacity building programs. It is projected then capital requirements will rise from around Riels 95 billion per annum (US\$ 24 million) in 2002 to Riels 170 billion per annum (US\$ 42 million) in 2010 with further increases to Riels 233 billion per annum (US\$ 59 million) by 2015 (see tables above and Annexes 4 and 5 for detail). It is projected that capital expenditure for education is based on conservative estimates of roughly 10 per cent of Government's overall capital expenditure over 2002/15.

Table 3.5: Total MoEYS Capital Spending, Sector And EFA Implementation

(Millions of Riels)	2002	2005	2010	2015
	MTEF	MTEF	PROJ	PROJ
Total Education Spending	94,686	121,676	170,250	233,257
<i>Administration</i>	1,894	2,434	3,405	4,665
<i>Early Childhood Care & Education (ECCE)</i>	2,841	3,650	3,405	4,665
<i>Primary</i>	25,776	22,983	8,513	34,989
<i>Lower Secondary</i>	30,300	46,237	81,720	48,984
<i>NFE/Literacy</i>	7,575	9,734	13,620	18,661
<i>Teacher Development</i>	9,469	12,168	17,025	23,326
Total EFA Cost	77,853	97,205	127,688	135,289
<i>Facilities Development</i>	64,618	80,680	105,981	112,290
<i>Capacity Building</i>	13,235	16,525	21,707	22,999

Post Basic Education	16,833	24,470	42,563	97,968
Total EFA Cost	77,853	97,205	127,688	135,289
Total Post Basic Cost	16,833	24,470	42,563	97,968
Total EFA Cost (%)	82%	80%	75%	58%

*Note: Based on range of 7-13% of GDP over 2001/05 and average 10% of GDP 2006/15 (see Annex 5, Table H)
Source: Annex 4, Table 3*

The projections for capital expenditure are based on an assumption that additional facilities will be provided through private sector and community investment strategies. This will particularly be the case for those programs where Government is only a part provider of services, especially ECCE/ECCD, and NFE.

The capital investment program also includes capacity building support, estimated at around one sixth of overall capital spending. Much of this capacity building spending will focus on strengthening national EFA monitoring systems, at national, provincial, district and commune levels. It is anticipated that the micro-planning needed for commune level EFA planning and monitoring will be formulated in early 2003, alongside similar strategies at other levels of the EFA monitoring system.

It is projected that the capital expenditure (mainly additional facilities and capacity building) for EFA implementation will rise from estimated Riels 78 billion (US\$ 20 million) in 2002 to Riels 135 billion (US\$ 34 million) in 2015. As the post basic and post EFA programs expand, it is anticipated that capital-spending share for EFA implementation will decline.

The main features of the capital expenditure program can be summarized as follows:

- ✧ Over the period 2002-10 the capital expenditure will focus on provision of primary and secondary schools, selective teacher accommodation and teacher training college refurbishment, especially in currently underserved districts and communes.
- ✧ Over the full period 2002-15 continuation of a comprehensive capacity building program for education planners, managers and teachers designed to enable greater education service decentralisation, incorporating logistical support, equipment and transport and on-the-job and short course training.

It is projected that in the medium to long-term, an increasing proportion of external assistance will be devoted to capital budget support programs.

3.5.5 Integrating Medium and Long-Term Financial Planning and Budgeting Processes

The financing plan for the EFA implementation, both overall costing and MoEYS contributions, provides an opportunity for integrating financial planning for MoEYS spending with EFA financing contributions, from other Government Ministries, donors/NGOs and private/parental contributions. The National EFA Commission will provide the forum for coordinating and capturing these various contributions to EFA plan financing, beyond that of the medium-term expenditure plan for ESSP implementation. Nevertheless, it is anticipated that EFA implementation will be primarily driven by continuation of priority programs identified within ESSP, alongside selective expansion of ECCD and NFE/literacy. These two programs will be financed through MoEYS/other Government Ministries and private/parental contributions.

Effective implementation of ESP policies and ESSP programs requires predictability of resources available. MoEYS will take steps at three levels to assure greater predictability.

At a first macro level, for medium-term financial planning and budgeting, MoEYS will use the MTEF for forward medium-term education budget planning, including identified EFA program components (see Table 3.6 below). It is anticipated that the current education MTEF will be regularly projected forward to provide a basis for longer-term EFA budget planning.

Table 3.6: Medium-Term Expenditure Plan for Education, 2002/06

(Riels millions)	Budget 2000	Budget 2001	Budget 2002	Plan 2003 MTEF	Plan 2004 MTEF	Plan 2005 MTEF	Plan 2006 Projection
Grand total recurrent	183,170	223,510	286,200	333,000	390,864	446,256	503,700
Chapter 10 personnel costs	126,160	136,100	150,040	175,642	212,464	246,356	275,516
Non PAP non personnel budget (Ch11+31+32)	47,010	59,030	61,105	64,158	65,000	66,000	67,000
PAP priority programs	10,000	28,380	75,055	93,200	113,400	133,900	161,184
Education Service Efficiency		0	11,200	13,200	14,500	15,500	17,000
Primary Education Quality & Efficiency	10,000	21,464	24,000	26,000	30,000	35,400	39,000
Secondary Ed. Quality & Efficiency		3,836	7,500	10,000	14,000	20,000	25,000
TVET Quality & Efficiency			1,820	4,000	5,000	6,000	8,000
Higher Education Quality & Efficiency		2,100	2,100	3,000	4,000	5,000	6,000
Continuous Teacher Development			9,000	9,000	10,000	11,000	12,000
Core Instructional Materials			14,000	15,000	18,400	21,000	26,684
Non-formal Education Expansion			2,000	4,000	6,000	6,000	7,000
In School Youth Aids Awareness			600	1,350	1,500	1,500	2,000
Youth Aids Awareness/Sports		980	400	1,150	1,500	2,000	2,500
Strengthened Monitoring/Audit			2,435	3,500	3,500	3,500	4,000
Equitable Access/ Scholarships			0	3,000	5,000	7,000	12,000
Capital investment programs		55,113	145,800	143,600	135,000	102,600	122,887
School Facility Development Program		41,325	116,800	119,600	114,000	87,600	107,887
Capacity Building Program		13,788	29,000	24,000	21,000	15,000	15,000
Grand Total Recurrent & Capital		278,623	432,000	476,600	525,864	548,856	626,587

Source: Revised ESSP 2002/06

The MTEP for medium-term ESSP implementation shows that the proposed salaries, operational and priority recurrent, capital and capacity building program budgets exceed the projected resource envelopes for the period 2001/5. The MTEP will need to be revised on an annual basis, taking account of resource commitments. The overall allocations for the education recurrent budget for 2002/05 are consistent with the joint agreements between Government and donors, targeted to reach 20 per cent of recurrent public expenditure by 2005. The 2006 projection is based on a 20.5 per cent share of estimated recurrent expenditure. The longer-term financing plan for EFA as outlined in Annex 5 adopts similar principles.

The EFA financing plan also projects forward current Government/MoEYS policy on salary reform. A key feature of the MTEP for ESSP implementation, which will be extended for the longer-term EFA plan, is the projected expenditure on performance and efficiency-based salaries reform. In order to achieve education service salary reform targets, taking account of potential constraints on broader salary rises for education staff.

MoEYS has introduced measures to increase responsibility at provincial levels for more detailed financial planning and resource allocation for individual recurrent and capital priority programs, including:

- ❖ Increased delegated authority to provincial education offices for formulating allocations

to districts and schools for individual priority programs;

- ✧ Introduction of allocation formulae and criteria for PEOs for the planning of education facilities development funding, including piloting of financial management of these resources in six provinces from 2002;
- ✧ Continued capacity building for provincial authorities and districts/schools in program budget planning, management and reporting.

The EFA plan will build on these capacity building policies and programs over the longer-term.

3.5.6 Recurrent Program Management Processes

MoEYS is continuing to strengthen recurrent program management systems at various levels, especially preparation of clear guidelines on financial management responsibilities and reporting. These management arrangements, especially allocation of budget management centre responsibilities, will be reviewed on a regular basis. Any decisions for changes will take account of management performance over previous years and an assessment of capacity building exercises and their success.

The EFA plan will be implemented through continuation of use of Government recurrent budget management systems, including long-term strengthening of provincial, district and school level financial management/accounting systems. Budget provision for this comprehensive capacity building program is shown in the capital budget projections in Annex 4.

4. CAPACITY BUILDING, MONITORING AND REVIEW

The EFA plan places considerable importance on capacity building requirements to make future discussions regarding the actual implementation of the plan highly credible. While capacity building requirements will be addressed at all commission levels, there is a need for especially strong emphasis on strengthening the role of local level EFA commissions in achieving stated goals, particularly with respect to (i) internalization of EFA principles, (ii) dissemination, (iii) implementation, and (iv) monitoring. Budgetary provisions for these capacity building requirements have been previously described in Section 3.

4.1 CONSOLIDATING MONITORING FOR EFA PERFORMANCE ASSESSMENT

Monitoring the EFA plan will build upon strengthened EFA commission monitoring systems at all levels, including longer-term review of medium-term performance targets. In both the medium and long term, the sector performance monitoring process and progress in achieving EFA will focus on a small number of key policy performance indicators in order to ensure timely and reliable data collection and analysis. The broad areas of performance monitoring are summarised in the table below.

Table 4.1: EFA/Sector Performance Monitoring Matrix

Sector	Indicator
ECCE & ECCD	<ul style="list-style-type: none"> ◆ Improved quality and effectiveness of policies governing ECCE & ECCD ◆ Enrolment trends in ECCD and ECE at all levels (e.g., national, provincial, etc) ◆ Improvements in equitable access to pre-school in urban, rural, and remote areas ◆ Improved transition rates from pre to primary school ◆ Improved quality of stakeholder training and capacity ◆ Improved quality and effectiveness of child care center support services ◆ Curricula and learning materials for children under 6 meet agreed quality criteria ◆ Effective quality evaluation system in ECCE/D (both public and private) ◆ Progress along benchmarks measuring institutional and capacity building goals in ECED and related institutions
Basic Formal Education	<ul style="list-style-type: none"> ◆ Improved quality and effectiveness of Basic Education Policies ◆ Improved evaluation of transition rates within the Basic Education Cycle ◆ Improved evaluation of teacher in-service training ◆ Improved quality and effectiveness of curricula ◆ Improved quality of infrastructure ◆ Improved quality of school administration and management ◆ Improved support of children in vulnerable circumstances ◆ Improved community support and engagement in education ◆ Improved student learning ◆ Improvements in teacher practice according to standardized but flexibly applied criteria ◆ Increase in the number of initiatives that promote innovative educational practice throughout the basic education system, particularly with respect to child friendly schools ◆ Valid student assessment procedures ◆ Better monitoring of quality aspects of Basic Education (both public and private) ◆ Progress along benchmarks measuring institutional and capacity building goals in the Primary, Secondary, and Teacher Training, and other related Institutions
Nonformal Education & Out-of-school Youth	<ul style="list-style-type: none"> ◆ Improved attitudinal receptivity to quality re-entry programs by out-of-school youth ◆ Effective quality health care provisions for out-of-school youth and children ◆ Effective functional literacy programs of quality ◆ Equivalency programs of quality for out-of-school youth and children ◆ Effective income generation programs for out-of-school youth ◆ Effective distance education programs serving the general population that use mass media

	<ul style="list-style-type: none"> ◆ Improved monitoring systems to assess the effectiveness of NFE mediated programs ◆ Progress along benchmarks measuring institutional and capacity building goals in Non-formal and related institutions
Gender Equity	<ul style="list-style-type: none"> ◆ Institutional framework to advocate for the rights of women within the education system ◆ Improved student gender parity at all levels of the education system ◆ Increases in female representation at management level within the education system ◆ Regular review of institutional planning to ensure the inclusion of gender concerns as a cross-cutting issue ◆ Improved monitoring system to assess progress towards gender equity

Table 4.2: CORE EFA INDICATORS

<ol style="list-style-type: none"> 1. Gross enrolment in Early Childhood Development Programmes The total number of pupils enrolled in Early Childhood Development Programmes, irrespective of age, expressed as a percentage of the total population of 3 to 5 years of age. 2. Percentage of new entrants in grade 1 who have attended some form of organized early childhood programme. 3. Apparent (Gross) Intake Rate (AIR) Total number of new entrants in primary grade 1, irrespective of age, as a percentage of the population of official entry age. 4. Net Intake Rate (NIR) New entrants in primary grade 1 who are of the official school-entrance age as a percentage of the total population of official entry age. 5. Gross Enrolment Ratio (GER) The total number of pupils enrolled in primary education, regardless of age, as a percentage of the total population of primary school age. 6. Net Enrolment Ratio (NER) The number of pupils of the official primary school age enrolled in primary education, as a percentage of the total population of primary school age. 7. Current public expenditure in primary education: <ul style="list-style-type: none"> • as a percentage of GNP; and • per pupil, as a percentage of GNP per capita. 8. Public expenditure on primary education as a percentage of Total Public Education Expenditure on education. 9. Percentage of schoolteachers having the required academic qualifications. 10. Percentage of basic education teachers who are certified to teach according to national standards. 11. Pupils Teacher Ratio - the number of pupils for one teacher. 12. Repetition rates by grade - the number of repeaters as a percentage of the total number of students enrolled in the same grade. 13. Survival rate to grade 5-the percentage of a pupil cohort actually reaching grade 5 14. Coefficient of efficiency - the ideal number of pupil years needed for a pupil cohort to complete the primary cycle expressed as a percentage of the actual number of pupil school/years. 15. Percentage of children having reached at least grade 4 of primary schooling who master a

set of nationally defined basic learning competencies.

16. Literacy rate of 15 to 24 years old - the number of people aged 15-24 who are literate as a percentage of the total population of the same age group.
17. Adult literacy rate - percentage of the population over 15 years of age that is literate.
18. Literacy Gender Parity Index - ratio of female to male literacy rates.

4.2 ORGANISATION OF SECTOR MONITORING/EVALUATION SYSTEM

The organization of sector monitoring and evaluation systems is based on various levels of responsibility. In general, the Quality Education Group of the EFA Secretariat, the Inspectorate of Education, and other relevant departments and line Ministries will be responsible for the following:

At Central Level

- ❖ *Sector performance monitoring;*
- ❖ *Financial performance monitoring;*
- ❖ *Program impact monitoring.*

At Sub-central Level

- ❖ *Provincial program progress monitoring;*
- ❖ *Program performance monitoring at local level;*
- ❖ *Village operational monitoring.*

The objective of the monitoring guidelines is to strengthen procedures of the Quality Education Group and all levels of the EFA Secretariat for both sector performance and program performance assessment, including technical and financial reporting and accounting. The purpose of the guidelines is to provide standard procedures and timetables on monitoring the progress and impact of programs, and instructions on report formats. A further purpose is to clearly define monitoring responsibilities of the Quality Education Group and all levels of the EFA Secretariat. These processes would be used to annually monitor progress towards EFA and act as a basis for adjusting the program of policy and strategy for EFA.

4.3 MANAGEMENT AND IMPLEMENTATION OF MONITORING SYSTEMS

The management of the EFA monitoring process will ensure that there is continued high level leadership and commitment to EFA goals and policies. For example, Chairperson and Vice-chairperson of the NEFAC will lead high level review missions to identify particular policy and strategy issues that may effect the implementation of overall MoEYS reforms and specific priority programs. The *Quality of Education Working Group of the EFA Secretariat* will organise these missions and coordinate circulation of mission reports within the various line Ministries.

The *EFA Secretariat* will coordinate progress and impact monitoring by institutions and departments within their respective directorates. The NEFAC will also conduct regular review missions with their senior management staff. The *Quality of Education Working Group of EFA Secretariat* in collaboration with the *Department of Planning* will coordinate sector performance monitoring, drawing on impact and progress reports of the various programs, reports on specific donor/NGO pilot programs, and other sources of information.

Individual line Ministries will organise monitoring of specific programs under their responsibility. Relevant institutions will ensure that monitoring activities cover all provinces

and all activities within each program. On receipt of local reports at all levels (e.g., provincial, district, etc), which will be circulated by the EFA Secretariat, individual departments and institutions will be expected to compile consolidated technical and financial progress reports on each program. Individual institutions in charge of specific programs, will also produce an annual impact report on these programs. These reports will be used as part of the annual sector performance report to be presented at the annual Education for All Review and will form the basis for annual and mid term assessment of EFA progress. This arrangement will ensure coordination of medium and long-term monitoring processes.

Provincial EFA Commissions in cooperation with provincial education offices will monitor the progress of program activities for each program, checking that activities are completed effectively and on time. These monitoring teams will also track the flow of program funds to schools/institutions. Provincial EFA Commissions will ensure that district education offices are allocated funds for monitoring and that they conduct regular monitoring and support at school level. These teams will provide technical support and guidance, especially through district, cluster, and commune levels.

The Quality Education Working Group in cooperation with the Planning Department will take the lead in the coordination of the necessary information gathering and its analysis. The exact nature and timing of information gathering and analysis will need to take account of the various planning and review activities of the relevant line Ministries. The EFA secretariat will coordinate with the various levels of monitoring in order to ensure adequate information is available for monitoring EFA progress.

In addition, the EFA monitoring process will allow for broader stakeholder consultation and evaluation of progress with the education reforms and achievement of EFA policy and strategy targets. For example, MoEYS will commission selective independent evaluations and monitoring exercises from NGOs where appropriate (e.g. for field level quality assessments, access improvements for children from poor families). MoEYS also plans to expand grass-roots operational research to feed into ESSP and EFA monitoring, through regular feedback mechanisms on MoEYS' own research and lessons learned from donor and NGO small-scale initiatives.

4.4 INCREASED FOCUS ON QUALITY IMPROVEMENT AND STRENGTHENING OF EFA MONITORING

The longer-term EFA monitoring process will give increased attention to the monitoring of the quality and effectiveness of education at all levels. The Quality Education Working Group recognizes that the medium-term EFA monitoring process focuses on access improvements, in part due to the time needed to clearly define minimum standards of learning outcomes, activities and inputs. Key features of the EFA quality monitoring process will include assessment of the following:

- ❖ Impact of teacher training and teacher deployment policies on student and teacher performance;
- ❖ Effectiveness of learning environments at all levels including ECCD, primary, and lower secondary;
- ❖ Effectiveness of capacity building activities at departmental and institutional levels, especially with respect to in-service and pre-service training;
- ❖ Quality and effectiveness of poverty reduction programs;
- ❖ Effectiveness of learning achievement within NFE initiatives serving out-of-school children and youth and adults with little or no functional literacy;
- ❖ Effectiveness of gender equity initiatives in all basic education developmental programs as well as at institutional level;

- ❖ Impact of expanding secondary education opportunities in under-served areas and for women on teacher supply/demand and deployment policies;
- ❖ Impact of the existing medium-term teacher deployment incentives programs (e.g. remote teacher allowances) and how to link medium-term targeted interventions with longer-term systemic reform;
- ❖ Impact of projected increases in instructional hours and sustainable instructional materials provision on quality improvement.

These specific monitoring processes will also be linked to ongoing monitoring of the impact of teacher and education managers salary reforms, especially the scope for expansion of performance based remuneration strategies and merit driven promotion and staff development initiatives. At the same time, the National EFA Commission will rigorously monitor the balance of wage and non-wage education budgets as part of broader quality improvement planning and monitoring.

As part of this expanded field level quality improvement planning, monitoring and technical support process, the EFA plan will incorporate expansion of a nationwide cluster level technical support network, alongside increased involvement of commune councils in ensuring that effective arrangements are in place for oversight of education service quality.

The EFA plan incorporates specific cost provision for the operations of general management, quality assurance and impact monitoring at both central and provincial levels. These costs are estimated in the relevant tables in Annexes 4 and 5. Program progress monitoring costs are incorporated in specific sub-sectoral budgets and capacity building programs.

4.5 IMPROVING THE USE OF MONITORING INFORMATION

The monitoring processes will ensure efficient information flow and consultation with the National EFA Commission and ensure that all major stakeholders are informed on EFA progress. The EFA secretariat will facilitate effective coordination of monitoring information through other relevant line Ministries.

On an annual basis, the EFA Secretariat will be responsible for ensuring that sector and program monitoring information, both technical and financial, is regularly circulated to other key users, both within and outside relevant institutions.

The Quality Education Working Group with the Inspectorate of Education will ensure the medium-term national plan and strategies review by using the lessons learned in order to improve long-term EFA planning and review by 2015.

The Quality Education Group and the EFA Secretariat will coordinate joint activities to ensure that there is regular review of medium term EFA policies, strategies and programs, using lessons learned for updating and adjusting long term EFA plans and Vision 2020.

4.6. ADMINISTRATIVE VEHICLES FOR INFORMATION MONITORING

It is important to note the key role to be played by local EFA commissions from provincial level on downwards to commune level for monitoring as well as implementation of local plans to achieve EFA targets. As the most basic monitoring unit within the EFA implementation process, Commune EFA Commissions will have an absolutely essential role in this regard. Some of their most salient functions will include:

- ❖ Data collection to determine the distance to go to achieving EFA targets as well as progress made towards achieving agreed upon goals each year;
- ❖ Developing EFA implementation plans to achieve EFA targets based on the information collected;

- ❖ Animating local stakeholders in implementing activities set out in EFA plans;
- ❖ Making financial decisions with respect to the allocation of resources to achieve EFA targets;
- ❖ Coordinating activities with those of other relevant stakeholders in respective local institutions;
- ❖ Regular monitoring of progress towards EFA targets;
- ❖ Reporting on progress made towards achievement of EFA targets and describing remedial interventions where necessary.

4.7 CAPACITY BUILDING REQUIREMENTS

The monitoring as well as implementational duties delegated to local EFA Commissions will be considerable. It is, therefore, a reasonable requirement that these Commissions as well as many of the educational officials, particularly school directors, who sit on the Commissions, receive considerable technical support to ensure that they can execute these tasks at a reasonable level of effectiveness. EFA capacity building plans will complement and coordinate with Annual Capacity Building Work Plans developed by each department under ESSP. These and other expectations fit well with the desire of the RGoC to decentralise the planning, management, and implementation of basic education services to provincial, district, and commune levels. The capacity building process will facilitate four steps in promoting the EFA strategy: (i) approval and internalization of the process; (ii) dissemination of procedures and processes; (iii) implementation; and (iv) monitoring.

To this end, there will be support to the Government in establishing a capacity building plan for local EFA Commissions by providing a specialist in the areas of management, planning, and monitoring. An early phase objective in this regard will be to assist the national and local EFA Commissions to develop a commune-level EFA planning procedure on a pilot basis. The process through which this will be done will include (a) reviewing the national policy context for decentralised planning including the Village and Commune Planning Process supported under Seila and related initiatives of the Ministry of Interior; and (b) reviewing the National EFA Plan, SEDP II, PRSP, ESP and ESSP in order to derive a framework for local level planning for EFA.

Following the completion of the above tasks, the National EFA Commission and the local EFA Commissions in a limited number of communes will then develop their respective Commune EFA Plans that fit local needs. Based on the experience of the development of these plans, guidelines will be developed for a nation-wide Commune EFA Planning Process. These guidelines will then be used as primary training documents in building capacity of key officials within the EFA Secretariat at all levels, which will be responsible for nation-wide replication. It should be noted that budgetary provisions for these capacity building requirements are included in the budget outlined in Table 3.5 (see Section 3.5.4).

4.8 EFA ANNUAL FORUM

In each of the foregoing sections, an annual data-based reviewing process through the National EFA Forum has been assumed. Achievements towards the inter-dependent and complementary EFA goals need to be documented at every level of the system and analysed by all involved: children, parents, teachers, education administrators, community leaders, elected and appointed officials at all levels, community and donor partners.

Information-based forward targeting and planning thus become a process of year-by-year refinement, linked to 'top-down' and 'bottom-up' communications to and from the EFA Secretariat and the various layers of EFA Commissions. Successful initiatives can be documented, components analyzed, and, where feasible, expanded so as to accelerate more comprehensive civil society 'ownership' of EFA (*EFA Dakar Framework for Action*, 2000,

para. 8, Strategy 3).

The core issue is that the achievement of EFA goals can be substantially accelerated when empowered schools, communities or individuals are determined to match the government's commitment to the right of every Cambodian to basic education, by their own commitment to help in tangible and planned ways.

A vital asset in this iterative, annual review process is the EMIS (and related MIS databases). These already operate as a two-way process of data inputs and outputs at every level of the system, from school, to cluster, to district, to province, to nation.

A key EFA strategy for Cambodia is *documentation for recognition*. An annual challenge is to find, document, publicise and acknowledge 'good practices'; and to document, reward and publicise schools, communities, clusters, districts and provinces that attain specific targets.

Rewarding innovations and achievements can be effectively done at relatively no cost. For example, senior RGoC officials (e.g. the S/G of EFA and the Minister of MoEYS) can provide letters, certification, media coverage, advocacy opportunities or other forms of public and personal recognition, wherever this is indicated. The EFA Secretariat and associated working groups can play a key role in this.

By annually mapping the status of EFA goals, more precise targeting will evolve year by year, with extra support to those groups and places needing additional technical, financial or material resources to accelerate progress towards achieving specific goals. This is consistent with EFA global strategies (*EFA Dakar Framework for Action*, 2000, para. 8, Strategy 11).

With continuity provided through the EFA Secretariat, and with regular links within the MoEYS and with related ministries, the EFA Secretariat will have a key 'clearing-house' role as outlined. Its support team will need to become familiar with, and regularly address, data and reports relevant to the expanded focus of basic education beyond the education sector.

4.9 THE ROLE OF THE EFA SECRETARIAT

Preparing the EFA/NPA has been coordinated by the EFA Secretariat. The August 2001 Sub Decree envisages an ongoing role for the Secretariat as a key link from the MoEYS to related ministries, and in representing Cambodia at regional activities that will be an essential feature of the EFA agenda over the coming years, if 2015 goals are to be realised.

In defining the ongoing role of the secretariat, the sub-decree lists the following duties of the Permanent Secretariat General:

- ✧ Research and draft policies, plans and strategies, and submit them to the National EFA Commission for review and approval;
- ✧ Liaise and coordinate with the Ministries and Institutions concerned, National and International Agencies for the sake of Education For All;
- ✧ Organize meetings for the National EFA Commission, monitor work performance, and implement decisions made by the Commission;
- ✧ Report the outcomes of work performance to the National Education For All Commission in timely manner so that it will forward to the Royal Government. (Article 7)

In designating the roles and responsibilities of EFA Commissions, and the duties of the Secretariat General, EFA has been given a priority focus within the RGoC. With a planning

time frame of 2015 for EFA Goals, continuity will be critical. Consistency of EFA planning with the wider and ongoing education reform process is a feature of Cambodia's EFA/NPA.

The National EFA Commission and Secretariat General and links to the Provincial, District and Commune EFA Commissions are suggested in Annex 6. The Secretariat's ongoing 'clearing house', representation, advocacy and communication roles require the continuity of a strong team with associated support beyond the 2002 work related to preparing the EFA National Plan and monitoring implementation through to 2015.

4.10 MONITORING TARGETS

The goal of the RGoC is to achieve EFA according to proposed Fast Track Initiative. The fast track idea comprises the following key quantitative targets:

- ❖ Education spending as a % total Government expenditure: Not less than 18 %
- ❖ Expenditure on primary education as % total education budget: At least 50 %
- ❖ Pupil teacher ratio at primary level (PTR): 40:1 or less
- ❖ Non-salary share of recurrent budget: 30% or more
- ❖ Primary school repetition rate: 10% or less
- ❖ Primary school dropout rate: 5% or less
- ❖ Primary school completion rate: 70% or more
- ❖ Primary net enrolment: 80% or more

To this end, the following information in Table 7.2 is provided with respect to current access, efficiency, and resource allocations within Cambodia and proposed performance targets by 2005, 2010, and 2015 with respect to EFA.

Table 4.3: Quantitative Targets for EFA, 2002/15, *Source: EFA Secretariat*

Indicators	Actual	Year	2005/07 Targets	2010 Targets	2015 Targets
ECCD (Enrolment Targets)	6%*	1999	30%	TBD	75%
BASIC EDUCATION (Enrolment and Efficiency)					
Primary NER/Total:	87%	2001	95%	100%	100%
Primary NER/Female:	84%	2001	94%	100%	100%
Primary School Repetition Rate	11%	2001	9%	5%	0%
Primary School Dropout Rate	12%	2001	4%	2%	0%
Completion rate Grades 1-5	45%	1997	90%	100%	100%
GPI for primary level enrolment	0.87	2001	1.0	1.0	1.0
Primary School PTR	53:1	2000	50:1	49:1	45:1
Lower Secondary NER/Total:	19%	2001	50%	TBD	TBD
Lower Secondary NER/Female	16%	2001	49%	TBD	TBD
Lower Sec Total Transition Rate	83%	2001	90%	TBD	TBD
Lower Sec Female Transition Rate:	78%	2001	88%	TBD	TBD
Lower Secondary PTR	18:1	2002	30:1	45:1	45:1
LITERACY LEVELS					
Total Literacy Rate (15-24 yr olds)	76%	1998	90%	TBD	TBD
Female Literacy Rate (15-24 yr olds)	71%	1998	90%	TBD	TBD
BUDGETARY ALLOCATIONS					
Recurrent Educ Budget as % of GDP	2.4%	2002	2.7%	3.2%	2.9%
Nat'l Budgetary Allocation to Education (Recurrent Only)	18.2%	2001	22.0%	23.6%	21.1%
Educ Budgetary Allocation to Primary (Recurrent only)	53%	2001	48%	34%	40%
Nonsalary Share of Recurrent Budget	38%	2002	47%	53%	51%

*Note: Formal Pre-school only; TBD: To be determined

Source: Annexes 2 and 4

For many fast track targets, Cambodia has already exceeded expectations or is within close reach of proposed targets. For example, primary NER already exceeds the fast track target of 80 per cent and the recurrent budget for education as a percentage of total government expenditure also already exceeds 18 per cent. With respect to other targets such as repetition rate at primary level, the education system is only 1 per cent above the fast track target. Other targets, however, may be more difficult to achieve in a timely manner such as reduction in dropout and targeted increments in completion rate. Nevertheless, the fast track framework helps to provide a relative understanding of where Cambodia stands with respect to global EFA targets.

4.11 MILLENNIUM DEVELOPMENT GOALS AND EFA MONITORING

EFA monitoring activities will also be linked with Millennium Development Goals based on participation by the RGoC at the MDG Summit in New York City in 2002. Among the eight goals developed by the Cambodian Government based on summit guidelines, goals 5 and 6 are the most important with respect to EFA (see Annex 2). These goals are:

- ❖ **Goal 5: Access to Education:** Achieve universal access to primary education by 2015
- ❖ **Goal 6: Gender Equality:** Empower women and minimize gender disparities in the policy decision-making process at all levels.

According to tentative analyses conducted by the RGoC, the MDG framework will serve as a powerful guide in geographical targeting of educational resources to achieve EFA. Indicative targeting along some important parameters such as NER and Literacy in this respect is illustrated in Table 4.3 below:

Table 4.4: Sample Provincial Rankings by Primary NER, Survival Rate, and Literacy Rate among Youth

Rank by Primary NER	PNER	Rank by Primary Survival Rate	Survival Rate	Rank by Literacy Rate	Literacy Rate
1. Sihanoukville	90.7	1. Phnom Penh	72.2	1. Phnom Penh	94.6
2. Kampong Cham	89.7	2. Pailin	70.1	2. Pursat	89.6
3. Svay Rieng	89.4	3. Takeo	67.8	3. Kandal	89.3
4. Pursat	89.4	4. Kandal	62.0	4. Sihanoukville	87.8
5. Kampong Chhnang	89.3	5. Kampot	61.3	5. Svay Rieng	86.8
6. Siem Reap	89.3	6. Svay Rieng	53.2	6. Kampong Cham	86.1
7. Phnom Penh	89.0	7. Kampong Chhnang	52.4	7. Takeo	85.8
8. Kep	88.8	8. Kampong Cham	47.7	8. Kampot	85.2
9. Kampong Speu	88.1	9. Bantheay MCY	47.6	9. Battambang	84.6
10. Takeo	87.9	10. Kampong Speu	46.3	10. Bantheay MCY	82.2
11. Battambang	87.9	11. Kampong Thom	45.9	11. Kampong Chhnang	79.4
12. Prey Veng	87.8	12. Sihanoukville	44.7	12. Kampong Thom	74.6
13. Kampot	87.5	13. Kep	44.3	13. Prey Veng	74.5
14. Kandal	86.2	14. Battambang	43.8	14. Kep	73.5
15. Bantheay MCY	86.2	15. Siem Reap	43.2	15. Kampong Speu	72.6
16. Oddar MCY	85.3	16. Pursat	42.4	16. Pailin	70.6
17. Kratie	83.2	17. Prey Veng	41.6	17. Siem Reap	70.2
18. Kampong Thom	82.9	18. Kratie	40.2	18. Kratie	67.9

19. Steung Treng	80.9	19. Koh Kong	30.4	19. Ratanakiri	55.6
20. Preah Vihear	79.5	20. Steung Treng	27.2	20. Koh Kong	54.4
21. Pailin	71.6	21. Oddar MCY	24.3	21. Preah Vihear	49.4
22. Koh Kong	69.7	22. Preah Vihear	22.2	22. Odar MCY	31.3
23. Mondulkiri	58.7	23. Ratanakiri	16.2	23. Mondulkiri	29.5
24. Ratanakiri	52.0	24. Mondulkiri	8.8	24. Steung Treng	22.6

Source: Ministry of Planning, 2002

The MDG Framework will be of great assistance in targeting resources to achieve EFA according to geographic analyses of need. For example, remote provinces such as Ratanakiri, Mondulkiri, Koh Kong, and Oddar Meanchey come up frequently as areas with very low rankings along the parameters described (e.g., PNER, etc.). Thus, MDG analyses should be an integral part of EFA planning, resource allocation, and monitoring.

ANNEXES

Annex 1: Education sector situation analysis

KEY MILESTONES IN EFA PLANNING CONTEXT AND PROCESSES

The 2003 National EFA/NPA is one further milestone in Cambodia's progress towards education for all. The 2003 Plan is a further opportunity to review basic education progress and plans; re-examine EFA strategies in the context of related significant international and national developments and updated information; and to consider the implications of various projections and scenarios for policy, reforms, infrastructure, resources and partnerships.

In 1990, the World Conference on Education for All (WCEA), Jomtien including Government, donor, and civil society representatives from 155 countries endorsed a 'Framework for Action' that invited countries to set relevant targets for achieving EFA during the 1990s, within six inter-dependent dimensions, including:

- ✧ **ECCD:** Expansion of early childhood care and developmental activities, including family and community interventions, especially for poor, disadvantaged and disabled children.
- ✧ **Basic Education:** Universal access to, and completion of, basic education by the year 2000.
- ✧ **Learning Achievement:** Improvement of learning achievement such that an agreed percentage of an appropriate age cohort (for example, 80 per cent of 14-year-olds) attains or surpasses a defined level of necessary learning achievement.
- ✧ **Adult Literacy:** Reduction of the adult illiteracy rate (the appropriate age group to be determined in each country) to, say, one-half its 1990 level by the year 2000, with sufficient emphasis on female literacy to significantly reduce the current disparity between male and female illiterates.
- ✧ **Training in Essential Skills:** Expansion of provisions of basic education and training in other essential skills required by youth and adults, with program effectiveness assessed in terms of behavioral changes and impacts on health, employment and productivity.
- ✧ **Education for Better Living:** Increased acquisition by individuals and families of the knowledge, skills and values required for better living and sound sustainable development, made available through all education channels including the mass media, other forms of modern and traditional communication, and social action, with effectiveness assessed in terms of behavioral change.

This was followed up by the Mid-Decade Review of EFA Progress 1995 and the EFA 2000 country assessment reports, which formed the basis for discussions at the Dakar 2000 Conference.

Ahead of the Dakar Conference, Cambodia attended the Asia-Pacific Conference on EFA 2000 Assessment in order to develop an Asia-Pacific Regional Framework for Action. The Cambodia EFA country report was assessed alongside that of other Asia Pacific countries in Bangkok in January 2000

The Cambodia EFA planning team attended the World Education Forum in Dakar, Senegal, in April 2000. Based on inputs from regions, commissioned studies, reports, 'round tables', and discussions, the global community adopted the *Dakar Framework for Action: Education for All: Meeting Our Collective Commitments* (2000). The 21 paragraphs of the Framework focus on collective commitment, re-affirming international and national commitments made at major events during the decade. Dakar articulates six 2015 Goals and pledged 12 supportive actions. The Cambodia EFA Plan is consistent with these Dakar goals and actions shown in

the box below.

The Dakar Framework for Action: EFA Goals	
◇	Expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children.
◇	Ensuring that by 2015 all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities have access to and complete free and compulsory primary education of good quality.
◇	Ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programs.
◇	Achieving a 50 per cent improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults.
◇	Eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality;
◇	Improving all aspects of the quality of education and ensuring excellence of all so that recognized and measurable learning outcomes are achieved by all, especially literacy, numeracy and essential life skills.

The Cambodia EFA Plan is based on the findings and recommendations of a number of EFA working groups, including extensive field consultations. This is consistent with the Dakar recommendations for a participatory approach. During 2002, to assist with the preparation of the EFA plan, members of the six EFA Working Groups (one group for each Dakar Goal) visited various parts of Cambodia. They observed schools in operation, and spoke with education officials, community leaders, parents, teachers and students, inviting them to share their perceptions and concerns related to basic education access, quality, management and financing.

The Cambodia EFA Plan also drew on the *Voices of Youth: East Asia Survey 2001: Lessons for EFA*. As part of the 2000-01, 17-country, East Asian survey of 10,000 children 9-17 years of age, opinions were sought on issues related to children's rights, opportunities, concerns and attitudes. Cambodian young people interviewed mentioned 'schooling' as a key theme of daily conversations; recommended scholarships for poor children to enhance equity of access to basic education; claimed they discussed personal concerns with parents and teachers; reported having witnessed or experienced violence; and were optimistic about their future.

The EFA plan also draws on *Focus-Group Discussions on EFA: NGOs in Education Partnership*. The recently formed NGOs in Education Partnership (NEP) invited members to initiate focus-group discussions on EFA in communities where their programs operate. Consultations highlighted several key issues, and these will be further analysed and reported as inputs to the planned National Forum on EFA, scheduled for December 2002. The NEP initiative is valuable because of relationships with communities in EFA plan implementation.

EARLY CHILDHOOD CARE AND DEVELOPMENT: BEYOND PRESCHOOLING

Within the EFA plan, the overall objectives of ECCD will be:

- Enhance survival, growth and development status of all Cambodian children.

- Enhance all Cambodian children from birth to school entry to benefit from improved care to achieve optimal physical and psychosocial development both at home and through participation in integrated and inclusive community-based health, hygiene, nutrition, development and early education programs of good quality.
- Enhance readiness of all Cambodian children to begin school at age six.

An Integrated Early Childhood Development (IECD) Sub-Committee of the CNCC was formed in 2002 to facilitate, monitor and coordinate actions of all ministries responsible for implementing child health, growth and development activities. The concerned ministries, each having their own sphere of interest, include: Ministry of Planning (MoP); Ministry of Rural Development (MRD); Ministry of Social Affairs, Labour, Vocational Training and Youth Rehabilitation (MoSALVY); Ministry of Health (MoH); Ministry of Education, Youth and Sports (MoEYS); Ministry of Women and Veterans' Affairs (MoWVA).

Focusing on Health, Nutrition and Care Aspects of ECCD

The most critical period for optimal growth and development of the child starts from the time the baby is growing in the womb and up to two years of age. Therefore, the role that health and nutrition inputs play becomes very crucial both at policy and operational levels.

The health and nutrition status of the mother significantly influences whether the baby will be born healthy both physically and mentally. Poor nutrition status of mothers increases the risk of delivery of low birth weight babies with less than 2.5 kg birth weight. These babies are predisposed to slow growth and development, have IQs that average 5 points below those of babies with normal birthweight, and have a higher risk of disease and death.

When babies are born, they need to be breastfed within an hour after delivery and provided exclusive breastfeeding for the first 6 months, not being given any other foods or fluids including water. Breastfeeding provides the best nutrition for the child and simultaneously ensures psycho-social stimulation and comfort for the baby. Studies have shown that children who were not breastfed have IQs that are 8 points lower than breastfed children (SWCR 1998).

For many children ECCE in the form of pre-schooling at the age of 3-5 years alone is 'too little, too late'. Infant and maternal mortality rates (IMR and MMR) are very high in Cambodia (IMR 95 per 1,000 live births and MMR 437 per 100,000 live births). Many babies do not survive infancy and, among those who survive, half are irreversibly stunted before they reach their second birthday and are significantly under-weight for their age (Cambodian Demographic and Health Survey [CDHS] 2000).

Malnutrition starting early in life has serious implications for psychosocial and mental development of children. The CDHS chart shows that the levels of stunting (low height-for-age), wasting (low weight-for-height) and underweight (low weight-for-age) increase dramatically starting from the first six months of age or even earlier. The impact of growth faltering at this stage is effectively irreversible as seen in high levels of underweight and stunting that persist throughout childhood (Chart 1). From six month onwards, growth faltering corresponds to the period of introduction of complementary foods. Complementary foods provided are often inadequate in quantity and nutritional value and are commonly prepared under poor hygienic conditions.

The seriousness of the situation is not only limited to the general malnutrition but also deficiencies of micronutrients of vital importance such as iodine, iron and vitamin A.

Chart 1: Cambodia Age-Wise Rates of Stunting, Wasting and Underweight: 0 to 60 Months



Source: Cambodia Demographic and Health Survey (CDHS) 2000, p. 175

Iodine deficiency during pregnancy can cause serious problems ranging from abortion, still birth to irreversible mental retardation affecting the foetus. Among school children, it leads to learning disabilities. These iodine deficiency disorders (IDD) can suppress the IQ level of school-going children on an average 13.5 IQ points lower than normal children. The first National Goitre Survey conducted by the Ministry of Health (MOH) in 1997 reported a projected national average total goitre rate of about 12 per cent among school children in the age group 8-12 years. In some provinces, this rate is as high as 45 per cent.

Vitamin A deficiency (VAD) is a public health problem affecting children and women in many provinces. Night blindness, one of the symptoms of VAD, is reported as 8.4 per cent among pregnant women (CDHS 2000). In relation to educational achievement, what is of particular concern is that Vitamin A deficiency is the leading cause of preventable childhood blindness. Furthermore, Vitamin A or lack of it substantially affects morbidity and mortality of children.

Iron Deficiency Anaemia (IDA) in infancy and early childhood can delay psycho-motor development and impair cognitive development, lowering IQ by about 9 points (SOWC 1998). Anaemic pre-school children have difficulty in maintaining attention and problems with visual stimuli. In Cambodia, the prevalence IDA is as high as 63 per cent among children under 5 years of age and 66 per cent among pregnant women.

The poor physical and emotional development combined with an increased risk of learning and attention deficits associated with malnutrition in early years of age may or may not be detected as 'developmental delays' in infancy and early childhood. Equally worrying are long-term consequences of adverse pre-natal, peri-natal and early care for adverse learning, behaviour, mental and physical health in adolescents and adults.

The causes of malnutrition include multiple factor, especially diseases, inadequate food intake, poor caring practices, lack of access to health and basic services including safe water and sanitation facilities and poverty. Caretakers' level of education and knowledge of appropriate child caring and rearing practices is also important. Studies have shown that adverse growth-faltering pattern during infancy is reported for many parts of Asia, where "...women have neither the knowledge nor the means nor the freedom to act on their own and their children's best interests" (Ramalingaswami, Jonsson and Rohde, 1996, p. 14). High rates of child malnutrition persist, even though food availability may be adequate. Nutritionists refer to this as the 'Asian enigma' in nutrition, arguing that malnutrition is as much about the

status and care *of* women, as the care of children *by* women.

The Health Sector Strategic Plan (2003-2007) of the MOH and the Cambodia Nutrition Investment Plan (2003-2007) of the Ministry of Planning (MOP) provides the frameworks of actions to address the above-mentioned child care and development issues from health and nutrition sides. Besides, there are other national programmes and existing policy guidelines which are key components to ensure achievement of survival and optimal growth and development of young children starting from the womb to under 5 years of age. They include the National Policy on Safe Motherhood; the National Policy on Infant and Young Child Feeding; National Immunization Programme; and the Integrated Management of Childhood Illnesses (IMCI) strategy among others.

Rationalising Pre-School Education

For children three to five years of age, a positive first step towards integrated policy and programming was taken with the declaration of a National Early Childhood Education (ECE) Policy in June 2000, committing the Government to support the education of 'unreached' three-to-five-year-old children in disadvantaged areas. This was followed by a (draft) Master Plan (2002-05) outlining critical programming challenges.

With respect to pre-school education, access has been slowly expanding in recent years. In 1998-99, only 55,118 children, or about 6 per cent of three-to-five-year-old children out of an estimated 957,193 in the population were reported as taking part in organized pre-school programs. By June 2001, this number had increased to 79,325 children (almost equal numbers of boys and girls) out of an estimated three-to-five-year-old population cohort of 1,004,001. This still represents only about 8 per cent, and included 23,527 children in non-public facilities. When restricted to five-year-olds, the proportion of Cambodian children entering formal school from an organised ECCE program is still very small.

The EFA plan takes account of the positive first step towards integrated policy and programming taken with the declaration of a National Early Childhood Education (ECE) Policy in June 2000. This committed the Government to support the education of 'unreached' 3-5 year old children in disadvantaged areas. This was followed by a (draft) Master Plan (2002-05) outlining critical programming challenges.

The proposed ECCD strategy within the EFA plan takes account of existing social, cultural and economic constraints. At the family level, paid employment is more attractive and feasible for mothers when they are confident that their children are being well cared for, in quality employer-run or community-based programs. The children benefit, and education systems benefited, too, as reflected in increased efficiency and effectiveness indicators, and in higher levels of completion of formal schooling in countries with high ECCD participation rates.

In particular, the proposed ECCD strategy takes a broader view beyond the current pre-school approach. Currently, pre-school classes, especially for five-year-olds, have been slowly expanding in recent years. In 1998-99, only 55,118 children, or about 6 per cent of three-to-five-year-old children out of an estimated 957,193 in the population were reported as taking part in organized pre-school programs. By June 2001, this number had increased to 79,325 children (almost equal numbers of boys and girls) out of an estimated three-to-five-year-old population cohort of 1,004,001. This still represents only about 8 per cent, and included 23,527 children in non-public facilities.

Pre-schooling remains largely an option for a very small percentage of urban children. In those parts of Cambodia where low intake rates for six-year-old children and high grade 1 repetition rates are most worrying, pre-schooling is not yet widely available, even though

many children are observably immature at age six and their parents delay their enrolment to grade 1. Thus, children most in need of the chance to learn in groups, mix with other children and acquire pre-academic and language skills before they commence formal schooling are currently missing out, with consequences for them, their families and the system.

The current costs of pre-schooling based on current ECE strategies and financing assumptions are substantial. New approaches and financing strategies are needed if ECCD programming is to flow from care of mothers before, during and after birth, to quality care of infants and young children, to integrated, community based and family focused programs that address health, nutrition, nurturing and education within ECCD.

The need for a broader family and community based approach for infants and young children within the EFA plan for ECCD also needs to take account of infant mortality, health and nutrition patterns. The EFA plan recognises ECCE in the form of pre-schooling is inadequate in addressing these broader ECCD objectives. Many children do not survive infancy and among those who survive, half have been irreversibly stunted before they reach their second birthday, and are significantly under-weight for their age.

Against this background, the Government recognises that the immediate priority for ECCD planning within the EFA plan is to conduct an immediate review of policy and strategic options. It is anticipated that this strategic review will take place in 2003 and form the basis for medium and long-term ECCD and ECE planning, implementation and financing.

The EFA planning process recognises that the most fundamental longer-term questions for ECE provision by MoEYS are what should be the primary objectives of pre-school education and the role of Government in provision. Pre-school policy objectives include making students ready for primary school, formal regulation of age of entry through a reception class or ensuring that older children in families are not prevented from attending primary school due to family child minding duties. Currently the objectives seem to be a mixture of these alternatives.

A second strategic option for ECE is for MoEYS to adopt a policy planning and quality assurance/regulatory function, alongside divesting the provider role to community groups, NGOs and the private sector. On equity grounds, it is recognised that the provider role for MoEYS could be limited to assuring equitable provision in the poorer rural areas where alternative provider capacity may be more limited. One option being considered by MoEYS with EFA plan is to use existing primary schools, especially in the afternoons, for pre-school provision. Another approach could be greater use of community buildings and even domestic homes, as is the case in other countries. These options could be part of expanding the network of community pre-schools.

Government/MoEYS recognise that another priority is to improve the equity in the financing of pre-schooling. Current financing policy is essentially a subsidy to better-off, probably two-income families in provincial urban towns. There is a strong case for current beneficiaries (similar to Phnom Penh) to pay a small user charge for pre-schooling. Any government subsidies could be used to stimulate pre-school provision in the poorer rural areas, especially those districts with a tradition of late enrolment in primary education.

Another strategic priority is to strengthen the capacity of MoEYS and/or other agencies to ensure quality assurance and quality control for ECCD, ECCE and current pre-schooling. A first step may be to set out minimum standards of provision and anticipated outcomes, alongside training staff in quality monitoring. One option may be to expand MoEYS pre-school inspection services. Another approach may be to build up the capacity of the proposed semi-autonomous association to undertake self-regulation of member providers.

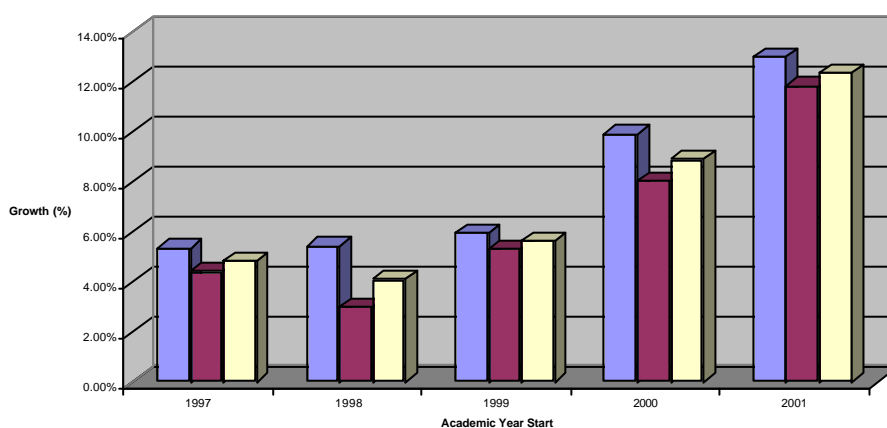
FORMAL BASIC EDUCATION: CAMBODIA'S PRIORITY OF PRIORITIES

Improving Access and Efficiency

Primary Net Enrolment Ratio (NER) increased from 74.1 (1998-99) to 84.2 (2001-02) for girls. The corresponding increase for boys was from 82.4 to 89.8. These encouraging national primary NERs decline to 70.6 (boys and girls combined), and 66.6 (girls) in the remote areas. Yet rural and remote areas have made appreciable increases, especially at primary level, since the EFA 2000 Assessment. In lower secondary schools, girls' enrolments in remote areas have increased substantially (from 290 to 408: an increase of 41 per cent), while boys' enrolments increased very little, (from 712 in '98-99 to 720 in '01-02).

As illustrated in the chart below, primary girls' enrolments have increased since 1998-99 from 956,084 to 1,257,689 nationwide (31.5 per cent increase), and, for lower secondary, from 77,714 to 135,937 (a 75 per cent increase). During the same period, boys' primary enrolments increased from 1,137,916 to 1,447,764 (27 per cent), and for lower secondary, from 148,343 to 215,698 (45 per cent). The total enrolments in primary schools have increased by more than 29 per cent since 1998-99, from 2,094,000 to 2,705,453 in 2001-02. Most dramatic are the increases in the past two years.

Chart 2: Primary School Enrolment Growth 1997 - 2001

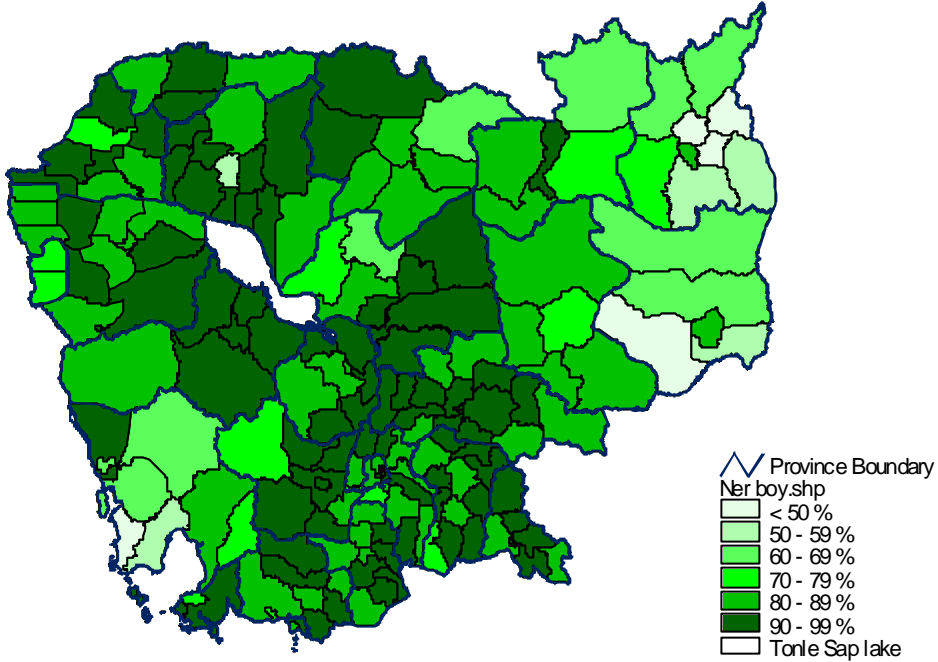


An encouraging recent trend has been the increasing school participation of children from low-income families. To assess whether current policies and strategies are pro-poor, MoEYS conducted an initial assessment of the impact of the program on changes in access by poverty quintile, based on the World Food Program (WFP) poverty indices. The 1,621 communes were ranked into quintiles (Q1 = poorest, Q5 = richest). The chart below indicates a positive impact on improved primary and lower secondary school enrolment from the poorest communes. In 2000 and 2001, primary school enrolment growth was over 13 per cent and 25 per cent respectively in the poorest communes, compared to 5 per cent and 7 per cent respectively in the highest quintile.

As illustrated in the maps and chart below, significant pockets of disadvantage in primary school enrolments remain associated with high levels of poverty, socio-cultural, incomplete schools, and other access barriers. The EFA plan will include targeted interventions to address these constraints, including revisions to school feeding programme targeting, targeted cash and in-kind incentives, selective boarding provision, and new incentives for equitable teacher deployment.

Maps: District and Gender Disparities in Primary School Enrolment Rates

Cambodia: Net Enrolment Rate: Boys 2001-2002: District Level



Cambodia: Net Enrolment Rate: Girls: 2001-2002: District Level

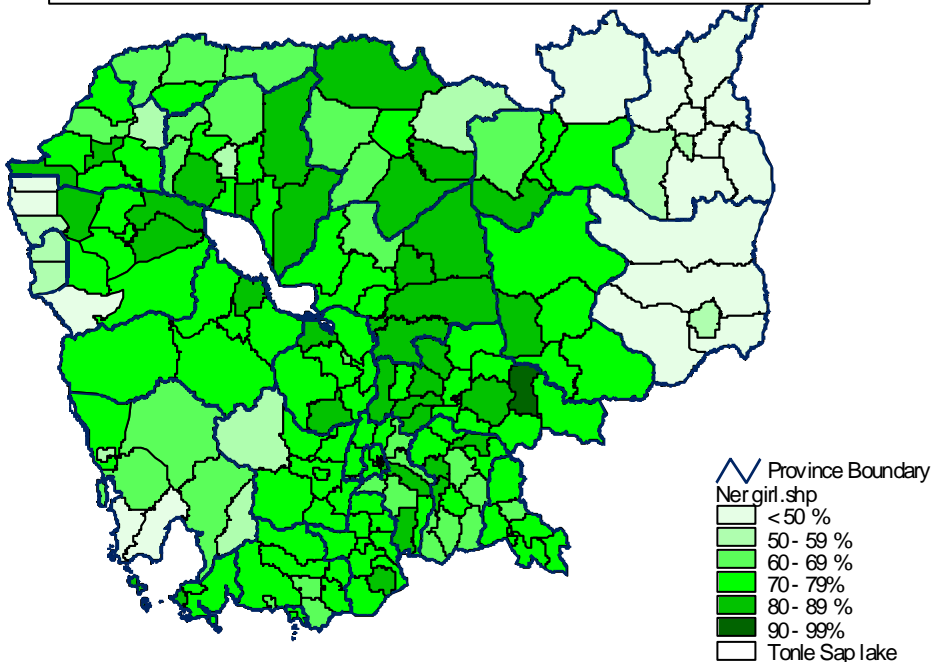
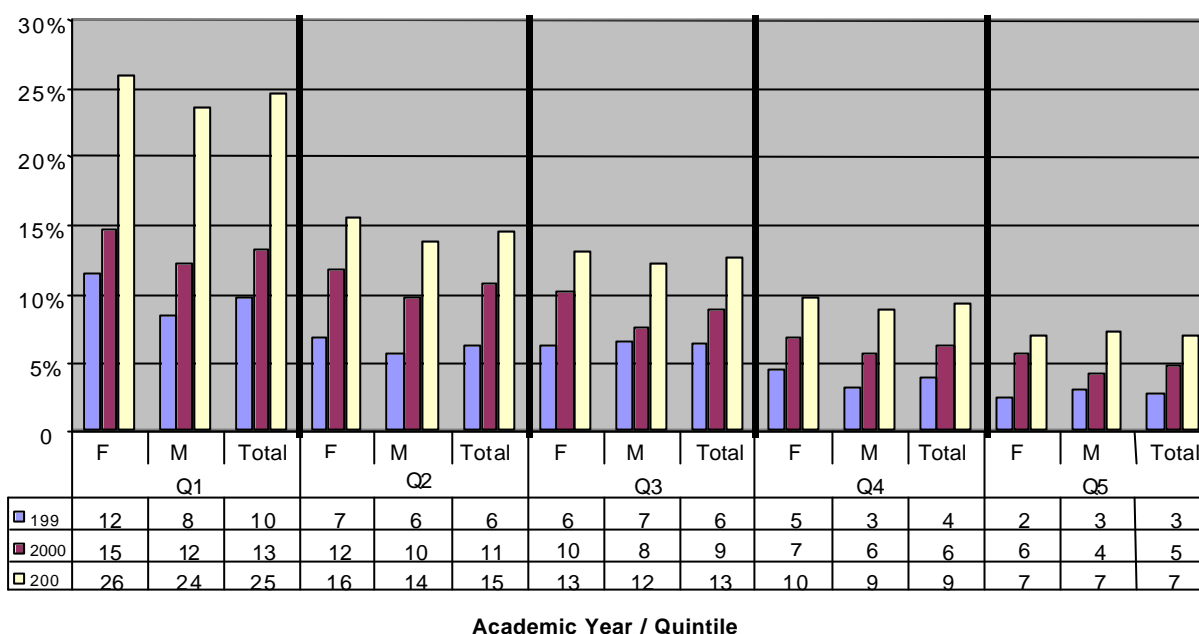


Chart 3: Overall Primary Enrolment Growth By Poverty Quintile: 1999-2001



The number of enrolled children from the poorest communes rose from 300,000 in 1999, to 423,000 in 2001. By comparison, enrolment growth in wealthiest communes was 63,000. At the same time, Grade 1 intake growth was also much higher in the poorest communes, increasing by 40 per cent in 2001, compared to 14 per cent in the richest communes. All communes benefit from reform strategies, but the impact on the poorest communes was greater in the past year. These trends also lead to an increased enrolment share for children from poorest communes. In 1999, the enrolment share from the poorest communes was 14.4 per cent compared to 22 per cent for the richest communes. In 2001, the poorest commune share had risen to 16.7 per cent, and the richest declined to 20.2 per cent. If these trends continue, improved equity in access by socio-economic grouping, will be consistent with ESP and ESSP pro-poor policy and strategy targets.

Lower secondary enrolment growth in poorest communes increased from 11 per cent to 38 per cent from 1999 to 2001, compared to -3.7 per cent to 21 per cent in the richest communes over the same period. The impact is greatest in Grade 7, where in 2001, the enrolment growth for the poorest communes was 32 per cent, compared to only 12 per cent in the richest communes. In particular, girls' enrolment growth in Grade 7 was over 50 per cent for the poorest quintile (Q1), compared to only 15 per cent in Q5. Abolishing start of year school contributions may have encouraged poorer families to enrol girls in lower secondary school.

Despite these improvements, inequities in access to grades 7 – 9 remain. Although enrolments in the poorest communes have risen slightly from 5.5 per cent to 6 per cent in the last two years, the share for the richest communes has remained at around 36 per cent. Thus, in grades 7 – 9, the richest communes are significantly over-represented relative to poorer communes. These inequities are even more severe in grades 10 – 12, (table 1), where the richest quintile accounts for 56 per cent of enrolment in 2001, compared to only 1.5 per cent from the poorest quintile. In upper secondary grades, the second and third poorest quintiles are also significantly under-represented with shares of only 12 per cent.

At secondary school level, it is likely that the current strategy of providing operational budget support to offset parental contributions will be insufficient to achieve equitable access. A key

access barrier is the absence of a secondary school in many parts of the country. A second factor is that the start of year contribution in secondary school represents a much smaller proportion of the overall informal charges on parents. In other words, achieving equity will require complementary strategies alongside PAP, including targeted facilities development and scholarships/incentives for the poor, girls and minorities, for grades 7 – 12.

Chart 4: Grade 7 New Intake Growth By Poverty Quintile

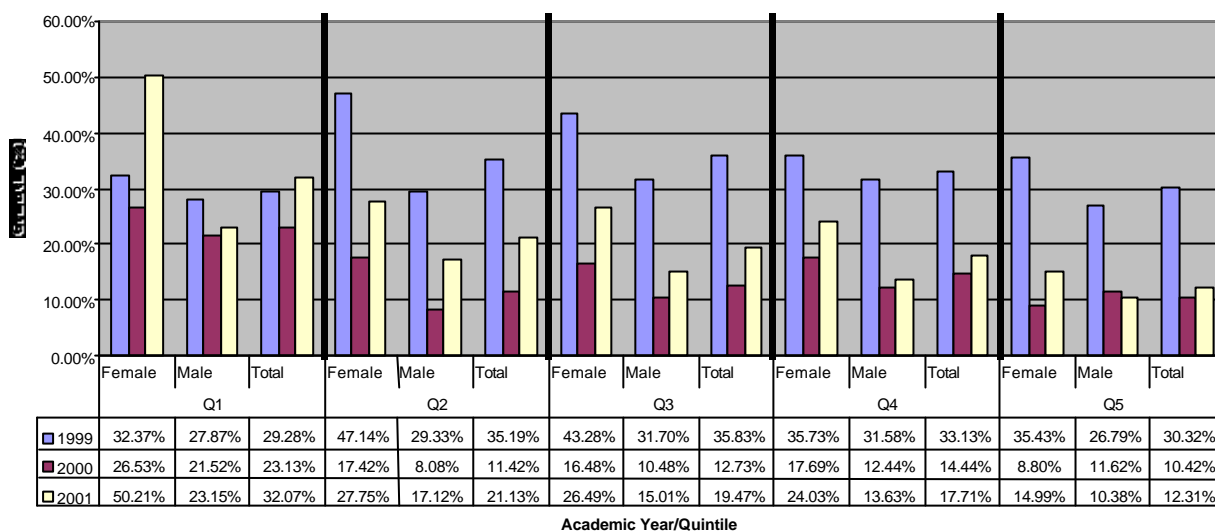


Table 1: Upper Secondary Enrolment Share by Quintile

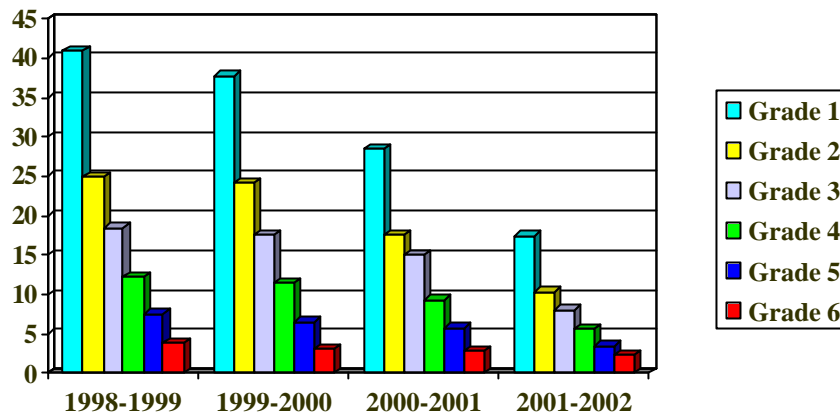
Quintile	1999	2000	2001
Q1 (poorest)	1.3%	1.5%	1.6%
Q2	10.7%	11.9%	12.4%
Q3	11.1%	12.0%	12.5%
Q4	15.4%	17.3%	17.6%
Q5 (richest)	61.4%	57.4%	55.9%

Source: Education Sector Performance Report, 2000, p. 20

High rates of repetition and drop-out that have been persistent for many years are showing signs of improvement. The chart below illustrates grade-wise primary repetition rates having declined from an average 24.9 per cent in 1998-99, (with 41 per cent repeating grade 1, tapering to 3.8 per cent by Grade 6), down to 11.5 per cent for 2001-02, (with 17.5 per cent for grade 1, tapering down to 2.3 per cent by Grade 6).

Improved cohort flow rates are very important efficiency gains. The Primary GER / NER gap is still substantial but narrowing, reflecting better progression rates and declining proportions of under-age and over-age children.

Chart 5: Cambodia: Repetition Rates: Grades 1-6: 1998-2002



Source: EMIS 1998-2002

Grade-wise average dropout rates have improved by comparison with 1998-99 levels (see charts above). The pattern of improvement over the past three years reflects actions taken by the MoEYS in response to concerns expressed in the EFA 2000 Assessment Report of very high levels of repetition that were thwarting efforts to improve system efficiency.

Dropout rates remain slightly higher for girls, vary considerably within the country, and become larger in adolescence, where the opportunity costs to families compounds the situation in many areas of limited facilities and small age-cohorts continuing.

Cohort flow data merit detailed analysis by authorities at every level in the system. School, cluster, district and provincial data have been charted within the EMIS to show repetition rates. The challenge to improve efficiency must be addressed initially at the classroom and school level and monitored at successive layers within the formal education system.

By making sure that children and teachers attend every day, absences are noted, immediate action taken to prevent children from feeling that they are unable to keep up, current repetition rates can improve further.

Delayed enrolment, absenteeism and grade repetition increase the likelihood of dropping out. This represents a waste of national and family resources. Repetition adds extra years to acquire functional literacy and numeracy, and places a further burden on already crowded classrooms, especially in the lower primary grades, where repetition rates are highest.

In 1999-00, the Grade 1 age-six enrolment had increased to 260,357 (but still only 58 per cent) out of an increased intake of 450,352, within a total grade 1 cohort for that year of 719,300, so that the proportion of over-age children in Grade 1 was 60 per cent, again due to the combination of delayed enrolment and repetition. In 2000-01, from a nationwide new intake to Grade 1 of 528,277, there were 306,418 (58 per cent) age-six enrolments, whereas the total nationwide Grade 1 enrolment had increased to 742,704, and the proportion of over-aged children dropped to 56 per cent, largely due to reduced repetition. In the most recent EMIS data, out of a 2001-02 Grade 1 intake of 646,220 children, only 275,756 (43 per cent) were six-year-olds. However, nationwide Grade 1 enrolment of 782,840 shows that the proportion of over-age and possibly under-age children in Grade 1 had increased again to 65 per cent.

While the overall numerical increases in Grade 1 enrolment are encouraging, the problem of

over-age enrolment is inevitably flowing through as a substantial 'bulge' in primary school numbers that is projected to decline only after 2004 or 2005. Assuming more children are retained through improved quality and efficiency measures, this bulge in secondary schooling has already started, and will continue in the medium term. Projected enrolment 'bulges' for both primary and lower secondary enrolments can be seen in **Annex 2**.

Addressing High Dropout Rates

In combination, over-age enrolments and repetition, especially in the early grades, continue to impede efficiency. To illustrate, EFA ACCESS.xls spreadsheet calculations based on EMIS data for 1999-2000 suggest that it would take '14 pupil-years' typically to produce a primary school graduate, because of the high rates of inefficiency prevalent. Most children drop out before completing lower secondary school. Whereas 2,094,000 children were enrolled nationwide in primary schools in 1998-99 (combined NER 78.3), only 226,057 were enrolled nationwide in lower secondary schools.

In lower secondary, combined boys and girls enrolments have increased from 226,057 (98-99) to 351,635 (2001-02), and girls 77,714 to 135,937, with the most significant increases from 2000-01 to 2001-02 (24 per cent and 29.7 per cent respectively), in contrast to the decline (in lower secondary total enrolments) from 265,895 to 226,057 between 1996-97 and 1998-99.

By 2001-02, although primary enrolments had increased to 2,705,453 and the NER increased to 87, lower secondary enrolments had increased 55 per cent to 351,635, even though the NER for lower secondary increased from 14.2 in 1998-99 to only 18.9 in 2001-02, whereas the GER increased from 23 in 1998-99 to 32.7 in 2001-2002. Delayed enrolment and repetition result in very large numbers and percentages of children who are older than the ideal age-range for lower secondary school, and present an ongoing challenge to improved efficiency.

The charts below show improved percentages of children enrolling at age 6 since 1999. The out-of-school percentage dropped from 39 per cent (boys 38 / girls 40) in 1999, to 20 per cent (boys 18 / girls 21) in 2001, and the percentage of 6-11 year-old children out-of-school declined from 23 per cent (boys 19 / girls 27) to 13 per cent in 2001 (boys 10 / girls 16).

These national level figures show that 6 per cent more girls than boys 6-11 are out of school (out of a smaller population of girls in that age group). These data again mask considerable inter-provincial variation, as expected. In the 12-14 age group, as noted, the proportions *in* school remain very small (national level NER about 18 per cent), and conversely, in 2001, 82 per cent (boys 79 / girls 84) of the 12-14 year-old cohort were estimated to be *out-of-school*. When these two age groups are combined, the proportions of children aged 6-14 out of school show improvement from 42 per cent (boys 39 / girls 46) in 1998, to 36 per cent (boys 33 / girls 39) by 2001.

The trend for more children to progress into lower secondary school is encouraging, but unless this accelerates in the coming years, it would not be possible to reach the basic education access goal of 9 years of quality basic education for all by 2015. On current trends, most children would be enrolled in primary school by 2007, but the realisation of every child's right to 'basic education' including lower secondary school will be challenging.

Chart 6: Percentage of Male Out-of-School Children Relative to Corresponding School Levels

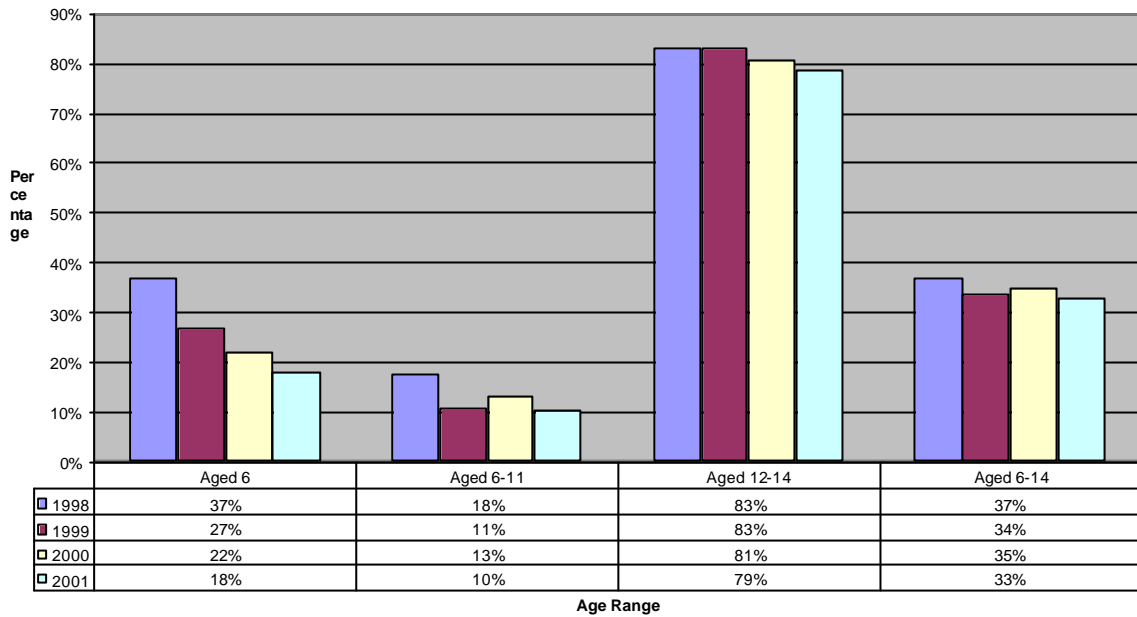
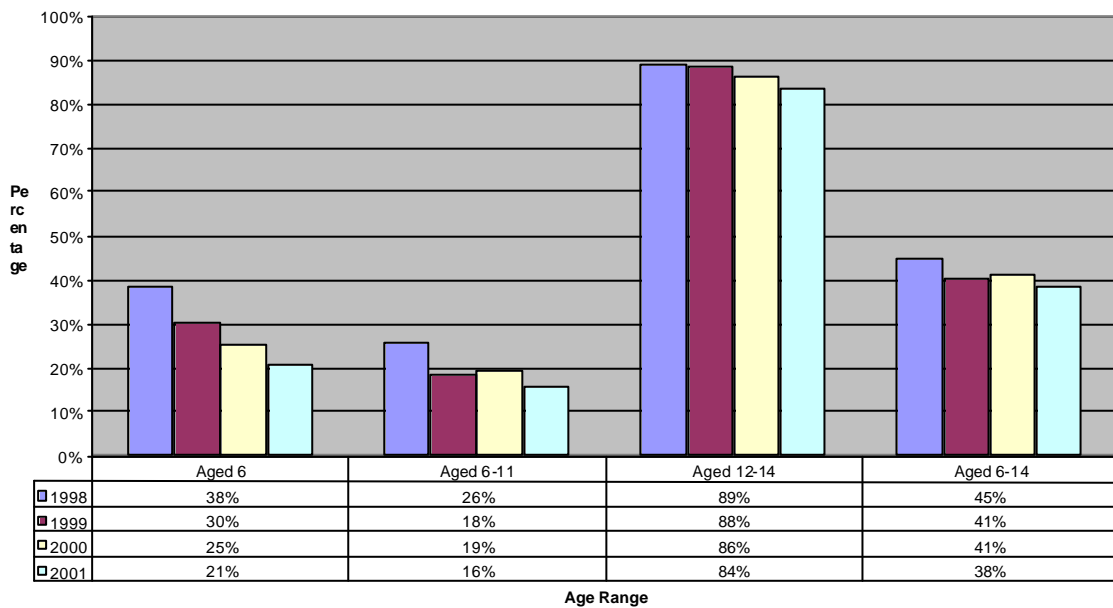


Chart 7: Percentage of Female Out-of-School Children Relative to Corresponding School Levels



Several inter-related challenges must be addressed. All children at age 6 need to be sufficiently mature to manage when they enrol at school. They need age-appropriate methods and materials to ensure that they enjoy their school experience, progress to the next grade without repeating, and do so for every grade until they complete primary school.

A further challenge is for all children to continue to and complete the lower secondary cycle. But here, the proportions of out of school youth are very much greater, and a number of specific strategies have been put in place to encourage lower secondary enrolment and completion.

Facilities, Teachers and Responses to Accelerating Demand

Accelerating demand has not been matched by equivalent increases in supply. A large number of primary schools are incomplete, although the number of incomplete schools is decreasing, as reflected in recent EMIS data.

In 1999/2000, 1,050 schools (7 per cent of 5,274 schools), only went to Grade 1 or Grade 2, and enrolled only 1 per cent of the children in primary schools. There were only 2,803 (53 per cent) of primary schools teaching all six grades, but these had a combined enrolment of 81 per cent of the children. By 2001-02, out of 5,741 primary schools nationwide, the numbers and percentages of 'complete' primary schools had increased to 3,260 (57 per cent): 434 taught to Grade 5; 564 to Grade 4; 609 to Grade 3; 582 to Grade 2; and 292 only offered Grade 1. In urban areas, 73 per cent have all primary grades; rural, 58 per cent; and remote schools 17 per cent.

In 1998/99, there were 2,852 schools out of 5,156 (55 per cent) relying on 'double-shift' use of facilities. By 2001-02, that had increased to 4,591 of 5,741 primary schools. The percentage had increased to 80 per cent, in response to enrolment pressures, adding to the threats to quality associated with likely decreased hours of daily teaching / learning interactions for children in 'shift' arrangements. This is a key issue related to 'quality' issues, and is further discussed in the section that considers some of the key concerns and options.

Although still not satisfactory with respect to access, this situation is being addressed in the context of short-to-medium term actions. There is continuing pressure for schooling from all parts of the country, and projected changes to enrolments based on both population estimates and improving efficiency are discussed in the context of quality concerns. Within the ESSP 2002-2006, steps to be taken by the MoEYS to address this problem include:

- Allocations of school operating budgets based on a formula that benefits small schools in 2001
- Identification of these schools as a priority within facilities development programs, with some selective classroom extensions in these schools in 2001/02
- Introduction of new incentives for multi-grade teaching and remote postings in mid-2002
- Preliminary work on multi-grade teacher training curricula in 2002
- A special small/remote school study in July 2002 to formulate additional strategies

The encouraging trend of more children progressing beyond primary schooling has created a 'bulge' that is severely straining resources. Furthermore, the proportion completing the lower secondary cycle before 15 years of age remains small. Many are older than 14 in Grade 8. In large part, this can be traced to the delayed enrolment of many children into Grade 1, and traditionally high repetition rates. Improving efficiency is imperative.

NON-FORMAL EDUCATION AND ADULT LITERACY

According to the 1998 census, 37 per cent of the population above 15 were illiterate (a figure rising to 66 per cent if semi-literacy rates are included), with numbers of women 15-20 per cent higher than men, and rural areas 15 per cent higher than urban areas. The highest per-capita proportions of illiterate people were above 50 years of age, but significant numbers were in the critical earning and child-rearing range of 15-45. The national literacy rate amongst men was 79 per cent, while for women it was reported to average 57 per cent

nationwide, with substantial variability within the country, and between urban and rural areas.

These figures may even understate the size of the adult population with functional literacy and numeracy abilities. A 1999 study by MoEYS/UNESCO suggested that the overall functional literacy rate was only 37 per cent, with a substantially higher proportion of women than men being 'completely illiterate'. This situation is further exacerbated by, and linked to, poverty. Poverty data show very high percentages of people with least resources living in households headed by individuals with little or no schooling.

In common with many countries in Asia where education systems are rapidly expanding, it is not surprising that self-reported literacy rates are higher among younger people, and lower among the oldest groups, most of whom had no opportunity to go to school. Literacy rates are higher among men than women. In combination, reported literacy is lowest among women in the oldest age groups living in the rural areas. The age-gradient and increasing gender gap among older adults, as illustrated in figure 1, are important when considering strategies and priorities to enhance literacy and achieve EFA literacy targets.

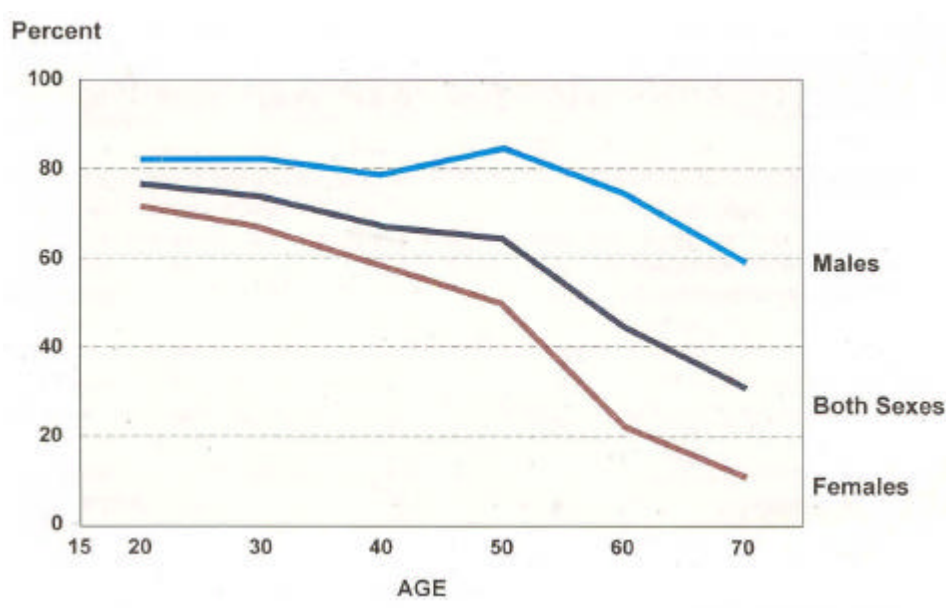


Figure 1: Adult Literacy by Age Groups and Sex, Cambodia

There is spatial similarity between the distributions of women's literacy levels to 'Attendance at School' data for 11-year-old girls. According to both the 1998 Census, and also the CDHS 2000, the highest percentages of girls were attending school at age 11 (75 per cent Census, 1998; 85 per cent CDHS). Before 11, due to late enrolment and some dropout, and after 11, due to accelerated rates of dropping out, the percentages of girls attending school are smaller. Where literacy rates for women are higher, schooling attendance rates for girls tend to reflect this, indirectly supporting the relationship between girl's schooling into adolescence and mother's education.

The CDHS (2000, p. 43) noted that only 6 per cent of the women surveyed had completed primary education, and another 49 per cent had completed some schooling on which to build subsequent literacy or life-management training. These are critical capacities to help them deal with those other factors that continue to put them at risk: high birth-rates, maternal mortality, domestic violence, sexual exploitation, and HIV/AIDS.

Cambodia's *EFA 2000 Country Report* noted that endorsement of EFA requires improving the effectiveness of the educational services now available, and extending access to the harder-to-reach populations. The *Report* argues that basic education must provide the foundation

competencies for sustained life-long learning and successful transition to work for all citizens. It notes further that this requires co-ordinated and efficient use of all available resources.

Despite policy endorsement, however, there is an under-estimation of the part non-formal education should play in the broader development agenda. The *EFA 2000 Country Report* noted that the environment for non-formal education in Cambodia remains a relatively fragile one. As a public enterprise, it continues to be under-supported. Between 1994 and 1999, support to literacy grew from approximately US\$365,000 to US\$2 million, but from 1997, public funding decreased relative to project support and to that provided through NGOs.

GENDER EQUITY

The education of girls and women continues to be a major challenge, despite improving basic education access indicators since the EFA 2000 Report was prepared. More girls are continuing to lower secondary schooling but gender gaps at lower secondary remain high, and are linked to cost factors (real and opportunity) related to adolescent girls continuing their schooling; lack of facilities for secondary schooling in many rural areas; late start, repetition and limited grade completion. Persisting high rates of primary repetition and dropout, especially among girls, are showing signs of improvement. In lower secondary schools, the gender gap in enrolment remains substantial, but improved (from 31.2% more boys than girls enrolled in 1998-99, to 22.7 in 2001-02). This trend is encouraging, but these gender gaps remain among the highest in the East Asia region.

At successive levels of education, the *gender gap in enrolment* widens, from parity in pre-primary, to about 8 per cent at primary level, to almost 23 per cent at lower secondary, to 36 per cent at upper secondary level. At primary level, 46 per cent of the students are girls; at lower secondary 37 per cent; upper secondary only 32 per cent. When this is further considered in the context of NERs, there is additional cause for concern. In 2001-2002, the NER (primary girls) is an encouraging 84.2; but at lower secondary level, the NER (girls) drops to 16.4, and at upper secondary, to 5.4.

Thus, a smaller percentage of a smaller number of girls can be found at successive levels of education, given the current Cambodian context of *smaller populations of school age-girls than boys*. Current population estimates (Annex 3) suggest that there are 1,032,219 girls, and 1,065,009 boys aged 6-11 (about 2 per cent difference); and 536,939 girls and 552,977 boys aged 12-14 (about 2 per cent difference). At ages 12-14 and 15-17 combined, 2002 population estimates are: girls 1,035,044 and boys 1,164,049, adding to a 12-17 secondary school-age population of 2,199,093 of whom 47 per cent are girls, and 53 per cent are boys. This is a substantial difference (about 6 per cent), and needs to be addressed in affirmative action policies and options.

Very few girls complete secondary schooling at all. This limits the pool of women candidates eligible to enter higher education, professional and administrative careers, and impedes efforts to encourage women to become teachers whose support encourages girls' enrolment and completion of primary and secondary schooling.

The MoEYS policy is to increase the number of female teachers. Although this has risen by 7 per cent to 26,900 in 2002 from 25,200 in 2001 (1,700 increase), this is less than the increase of 2,100 male teachers over the same period. The gender balance of new entrants to the teaching service is improving, but affirmative efforts are needed to ensure that teaching as a career for women is increasingly attractive, or more remote areas will continue to be unable to recruit and retain women teachers.

Dropout rates for girls accelerate during adolescence, irrespective of whether the girl is in primary or secondary school, suggesting that financial, opportunity and other factors may

become increasingly important in adolescence. In EFA related community-level discussions and surveys, one suggested reason for under-representation of girls in secondary school is the distance between home and school, particularly in communes with an incomplete primary school, and no nearby secondary school. Attending school for many adolescents thus requires travelling long distances, living with relatives or friends in an urban centre, or some form of formal or informal hostel arrangement. These options are less acceptable to parents of adolescent girls. The ESSP is addressing accessible secondary schooling facilities and incentives.

Conversely, educated women and those involved in NFE programs are more likely to provide an environment that enhances their children's readiness for school, and then support their daughters, as well as sons, to complete at least basic education to Grade 9. Thus, NFE programs can play an empowering role for participants, and an enhancing role with regard to their children's education prospects.

Throughout the education system, women continue to be under-represented at senior and management levels, and the proportion of women teachers at successively higher levels of education declines. Of the 2,148 pre-school teachers, almost all (2,134 or 99 per cent) are women. In primary schools, only 18,655 teachers (39 per cent) out of 47,654 are women. In lower secondary schools, the proportion drops further (5,141 or 31 per cent of 16,405), then down to 990 or 22 per cent of 4,401 in upper secondary schools, with most of these women teaching in urban areas.

The 2001 Gender Appraisal Team and the 2001 UNICEF/Sida supported qualitative study "Why girls are not in school" noted that the complex dynamics of poverty, culture and geography compound the educational disadvantages of girls and women in Cambodia. The absence of 'role models' (female teachers and educated mothers) to encourage and support girls' continuing beyond primary schooling to lower secondary and higher levels of education is compounded by school, home and social factors. Among the school factors, the study noted the lack of suitable facilities at schools (e.g. female toilets), gender-based differences in interactions with teachers and peers, curricula relevance, and security issues as important. These compound home and social pressures, such as the expectation that housework and child-care are the exclusive responsibility of women and girls.

Issues addressed above have been included as features of the MoEYS Five-Year Gender Mainstreaming Strategy. Cambodia has some effective projects currently operating that have specifically addressed certain aspects of gender issues such as staffing, teaching, curriculum, facilities, and support services, scholarships, and special support services. Various initiatives will need to be more closely linked in a programmatic strategy, as recommended by the Gender Mainstreaming Strategy, and linked to the United Nation Girls Education Initiative (UNGEI) where there is limited support from UNESCO and UNICEF Regional Offices as part of the UNGEI. A further challenge is to genuinely mainstream gender issues in every aspect of education, and in every aspect of related national planning and implementation.

IMPROVING EDUCATION QUALITY AND RELEVANCE

In the short term (to 2005), enrolment pressures due to insufficient numbers of trained teachers will continue to be reflected in large classes in primary grades. It is an outcome of rapid enrolment growth outstripping the availability of trained and experienced teachers. Primary pupil-teacher ratios have increased from a national average of 48:1 in 1998-99 to 56:7 in 2001-02, and, as a direct result of this pressure, there have also been increased numbers of schools resorting to double-shift or triple-shift use of facilities. Additionally, it is critical to note that national PTR 'averages' mask substantial variability among provinces (ranging from 42.1:1 to 95.5:1 in 2001-02), with remote areas most adversely affected.

Even assuming more equitable between-school and within-school deployment of teachers in the short term, the shortage of trained teachers will add to the number of schools needing to schedule the extended use of facilities (e.g. double-shifts), convert non-teaching to teaching positions, and use multi-grade arrangements. Teachers thus affected will be financially compensated, but may not be professionally equipped to cope.

As the 'enrolment bulge' moves through the upper primary grades in the short-to-medium term, and through lower secondary grades in the medium-term to 2010, teacher shortages and large classes will prevail. In the medium-to-longer term to 2015, since PTRs for lower secondary schools are much smaller than for primary, these will be increased from the current ESP planning levels of 22:1 in 2002, to 40:1 by 2007, increasing to 45:1 by 2015. This equates with the ESSP projected primary planning level of 45:1 by 2015.

By international standards, these PTRs remain high, and it becomes imperative to ensure that trained and experienced teachers are equitably deployed. This applies within every school and throughout the country. A related concern is the need to address the continuing high rates of repetition, especially at Grade 1. For many children, this is a 'survival' grade. It is the first contact with the formalities of schooling.

Limited access to, and use of, age-appropriate teaching and learning materials, limited classroom support for teachers, large class sizes, especially in the early grades, can make conditions for teaching and learning very difficult. Double-shift, and sometimes triple-shift arrangements for use of school facilities leave very little time for co-curricular activities and individual assistance to children.

While teachers' salaries are currently being substantially increased in the short-term, they remain low in terms of living costs, and must be also considered in the context of their living and working conditions. In many parts of the country, these conditions make it difficult to attract and retain qualified and experienced teachers, and especially women teachers, to remote and isolated schools. This is being addressed through the teacher incentives program within the PAP.

Instructional Hours and Academic Engaged Time

Against this background, and in contexts of difficult working conditions for teaching and learning, it is understandable that field reports from the EFA teams noted that contact time is much less than suggested by the MoEYS; teachers' attendance often irregular; and school / community relations variable.

It is assumed throughout the nation that schools are operating for at least five periods of 40-45 minutes each, five days per week, for at least 35 weeks per year (minimum contact time > 800 hours per year). However, field reports suggest that many schools operate for less than 500 hours per year. In schools where double-shift or triple-shift use of facilities operates through necessity, this may be further reduced to two to three hours of actual teaching per day, limiting the available instructional time to between 350 and 525 hours per year.

This is substantially less than considered ideal by international comparisons for primary education, and must be further understood in the context of how efficiently the available instructional time is used to actively engage pupils in learning. 'Academic engaged time' within the scheduled and operational instructional time, merits constant scrutiny in reviewing efforts to address quality at all levels and in all forms of basic education.

Learning Achievements

Recent studies of learning achievements in nationally representative samples of Grade 3, and grades 4 and 5 children, as part of the Basic Education Textbook Project (BETP), reveal a

number of concerns related to children's achievements in Khmer Reading, Mathematics and Science. The children in grade 5 who had benefited from the new curricula and textbooks performed at slightly higher levels in Mathematics and Science than those who had less experience with the new curricula and textbooks.

Grade 5 children in general answered more items correctly (as would be expected) than their grade 4 peers, with a modest socio-economic gradient but no significant gender differences evident. Nevertheless, the overall performance levels were low, although the items used for testing were considered fair in the Cambodian context.

The Pedagogical Research Department (PRD) of MoEYS conducted a study in 2002, involving a nationally representative sample of Grade 4 children. When the results are analysed, it should be feasible to assess the impact of quality-focused components in those schools where quality issues have been targeted.

These efforts notwithstanding, there is not yet an established tradition of linking assessment and teaching together as part of day-to-day instruction. Yet countries that have pushed ahead with reforms to qualitative aspects of schooling have addressed continuous classroom-based assessment as an integral component of improving instructional effectiveness. The MoEYS plans to address the whole area of assessment and standards monitoring as an emerging feature of the reform program.

But it will be necessary to do much more than focus on 'standards monitoring', as the larger challenge is to develop and use classroom-based strategies for continuously monitoring the academic progress of individual learners as part of daily teaching/learning routines, leading to in-class remediation and instructional adjustments on a day-by-day basis, rather than addressing 'learning achievement' through various forms of summative assessment.

Suggested Strategies to Improve the Quality of Education in All Aspects

The following strategies should be considered for improving quality aspects of education:

- Retain monitoring mechanisms that rely on 'quality' indicators of educational impact
- Develop and strengthen educational national system for quality monitoring (e.g. monitoring of monitors) at the level of schools, clusters, and district level in order to inform the Quality Education Group of the EFA Secretariat about good practice, general progress in the areas of teaching and learning, etc.
- Support monitoring models in which peer and self-monitoring for quality are prominent
- Support monitoring models that have a role for community representatives
- Provide encouragement and recognition for real and sustainable innovations within the education system that promote quality (especially at school level)
- Use the Quality Education Group of the EFA Secretariat as a clearing house for dissemination of information about successful quality improvement activities
- Form partnerships with NGOs and IOs to organise and be informed by quality improvement pilots
- Focus on the quality of training of trainers in improving education quality (e.g. demonstrated training capacity, technical qualifications of trainers such as actual experience in good teaching practice)
- State clearly the long-term aims of the teaching service, e.g. full time, tertiary trained, paid a 'living wage' (see draft education legislation)

ANNEX 2: Millennium Development Goals for Cambodia

1. Specific Goals and Targets

As a result of the Millennium Summit in New York City, the Royal Government of Cambodia has translated the resolutions taken at the summit into its national context using 8 GOALS with 10 specific TARGETS and 16 INDICATORS. These goals can be summarized as follows:

Goal 1: Reduce Extreme Poverty

- *Target 1:* Halve the number of people living in extreme poverty between 1990 to 2015
 - Indicator 1: Proportion of population below national rate is 19.5% or less by 2015

Goal 2: Increase Food Security

- *Target 2:* Halve the proportion of the population who suffer from hunger between 1990 and 2015.
 - Indicator 2: Proportion of population below minimum level of dietary energy consumption reaches 20.5 per cent or less by 2015.
 - Indicator 3: Proportion of underweight children aged under 5 reaches 26.2 per cent or less by 2015.

Goal 3: Improve Health; Reduce Child Mortality and HIV/AIDS

- *Target 3:* Halt and begin to reverse by 2015 the spread of HIV/AIDS
 - Indicator 4: HIV prevalence rate among adults aged 15-49 years reaches an acceptable level by 2015 (quantitative target to be determined).
- *Target 4:* Reduce child mortality by two-thirds by 2015
 - Indicator 5: Under 5 mortality rate per 1,000 live births reaches an acceptable level by 2015 (quantitative target to be determined)

Goal 4: Improve Reproductive Health

- *Target 5:* Reduce maternal mortality rate by three-fourths by 2015
 - Indicator 6: Maternal mortality rate per 100,000 births reaches 250 by 2015.
- *Target 6:* Achieve universal access to safe and reliable contraceptive methods by 2015.
 - Indicator 7: Proportion of women of child bearing age with access to contraception reaches 100 per cent by 2015.

Goal 5: Access to Education

- *Target 7:* Achieve universal access to primary education by 2015.
 - Indicator 8: Net enrolment rate in primary education reaches 100 per cent by 2015.

Goal 6: Gender Equality

- *Target 8:* Empower women and minimize gender disparities in the policy and decision making process at all levels.
 - Indicator 9: Ratio of girls to boys in primary education reaches 1:1 by 2005.
 - Indicator 10: Ratio of girls to boys in lower secondary education reaches 1:1 by 2005.
 - Indicator 11: Ratio of girls to boys in upper secondary education reaches 1:1 by 2005.
 - Indicator 12: Women at management level in government reaches 30% of all such positions by 2015.

- Indicator 13: Women in Parliamentary positions and other legislative bodies reaches 30 per cent of all such positions by 2015.
- Indicator 14: The percentage of women to men in political administration positions reaches 15 per cent by 2015.

Goal 7: Improving the Environment

- *Target 9*: Implement national strategies for sustainable development by 2005 (so as to reverse the loss of environmental resources by 2015).
 - Indicator 15: Development and implementation of a national strategy for sustainable development encompassing a National Environment Action Plan by 2000; stabilization of environmental resource loss by 2005; and reversal of environmental loss by 2015.

Goal 8: Access to Basic Household Amenities

- *Target 10*: Halve the proportion of people unable to reach or afford safe drinking water by 2015.
 - Indicator 16: Proportion of population with access to safe drinking water reaches an acceptable level by 2015 (quantitative target to be determined).

2. Sample Geographical Analyses of Target Goals

Table 1: Sample Provincial Rankings by Primary NER, Survival Rate, and Literacy Rate among Youth

Rank by Primary NER	PNER	Rank by Primary Survival Rate	Survival Rate	Rank by Literacy Rate	Literacy Rate
1. Sihanoukville	90.7	1. Phnom Penh	72.2	1. Phnom Penh	94.6
2. Kampong Cham	89.7	2. Pailin	70.1	2. Pursat	89.6
3. Svay Rieng	89.4	3. Takeo	67.8	3. Kandal	89.3
4. Pursat	89.4	4. Kandal	62.0	4. Sihanoukville	87.8
5. Kampong Chhnang	89.3	5. Kampot	61.3	5. Svay Rieng	86.8
6. Siem Reap	89.3	6. Svay Rieng	53.2	6. Kampong Cham	86.1
7. Phnom Penh	89.0	7. Kampong Chhnang	52.4	7. Takeo	85.8
8. Kep	88.8	8. Kampong Cham	47.7	8. Kampot	85.2
9. Kampong Speu	88.1	9. Bantheay MCY	47.6	9. Battambang	84.6
10. Takeo	87.9	10. Kampong Speu	46.3	10. Bantheay MCY	82.2
11. Battambang	87.9	11. Kampong Thom	45.9	11. Kampong Chhnang	79.4
12. Prey Veng	87.8	12. Sihanoukville	44.7	12. Kampong Thom	74.6
13. Kampot	87.5	13. Kep	44.3	13. Prey Veng	74.5
14. Kandal	86.2	14. Battambang	43.8	14. Kep	73.5
15. Bantheay MCY	86.2	15. Siem Reap	43.2	15. Kampong Speu	72.6
16. Oddar MCY	85.3	16. Pursat	42.4	16. Pailin	70.6
17. Kratie	83.2	17. Prey Veng	41.6	17. Siem Reap	70.2
18. Kampong Thom	82.9	18. Kratie	40.2	18. Kratie	67.9
19. Steung Treng	80.9	19. Koh Kong	30.4	19. Ratanakiri	55.6
20. Preah Vihear	79.5	20. Steung Treng	27.2	20. Koh Kong	54.4
21. Pailin	71.6	21. Oddar MCY	24.3	21. Preah Vihear	49.4

22. Koh Kong	69.7	22. Preah Vihear	22.2	22. Odar MCY	31.3
23. Mondulhiri	58.7	23. Ratanakiri	16.2	23. Mondulhiri	29.5
24. Ratanakiri	52.0	24. Mondulhiri	8.8	24. Steung Treng	22.6

Source: Ministry of Planning, 2002

Table 2: Status of Gender Equality and Empowerment of Women in Cambodia

Indicators	Baseline	Current Data	Likely Achievable (according to ESSP)	Global MDG Target
Female PNER	1997: 81.3%	2001: 84%	2005: 95%	100%
Female NER at Lower Secondary	1997: 58.8%	2001: 19%	2005: 49%	100%
Female NER at Upper Secondary	1997: 53.9%	2001: 5%	2005: 19%	100%
Literacy Rate among Females aged 15-24	1993: 84%	1998: 67%	2005: 90%	--
Proportion of Women in Wage employment in the Nonagricultural Sector	1998: 33.6%	2001: 33%	To be determined	--
Proportion of Seats held by Women in National Parliament	1993: 6%	2001: 10%	2015: 24%	30%

Sources: MoP, MoEYS, General Secretariat of National Assembly

Table 3: Proportion of Girls to Boys in Education Sectors by Selected Provinces

Province	Primary (%)	Lower Secondary (%)	Upper Secondary (%)
Kampong Thom	91.2	65.8	48.6
Kratie	89.3	73.5	56.1
Battambang	88.2	76.9	61.8
Phnom Penh	88.0	72.9	66.9
Steung Treng	85.7	52.2	42.3
Kampong Speu	85.0	41.0	28.1
Prey Veng	82.6	44.4	28.8
Oddar Meanchey	81.4	39.9	18.3
Mondulhiri	75.4	52.3	26.9
Ratanakiri	59.7	51.8	30.5
National	86.0	58.6	46.7

Source: EMIS, Dept of Planning, Moeys, 2000-01

Table 4: Child Mortality (Cambodian Context)

Indicator	Rates		Sectoral Plans	Likely Achievable for Cambodia	Global MDG Target
	1999	2000			
1. Under 5 Mortality (per 1,000 live births)	200	125	118: NPRS 111: MoH by 2007	56	67
2. Infant Mortality (per 1,000 live births)	125	95	65: SEDP II 90: NPRS 84: MoH by 2007	64	42
3. Immunisation against Measles	37%	55%	80%: MoH by 2007	To be determined	To be determined

Sources: Nat'l Health Statistics Reports, 1994-98, Cambodia Demographic Health Survey, 2000, SEDP II, NPRS

Table 5: Comparison of Under Five and Infant Mortality Rates by Selected Province, 2000

Province	Under Five Mortality Rate per 1,000 live births	Infant Mortality Rate per 1,000 live births
Phnom Penh	50	38
Kampong Speu	89	68
Kandal	108	89
Mondolkuri	229	170
Pursat	173	139
Prey Veng	151	111
National Level	125	95

Source: Cambodia Demography and Health Survey, 2000

Table 6: Status of HIV/AIDS in Cambodia and Extrapolation

Indicator	Baseline Data (%)	Current Data (%)	2005 (%)	2010 (%)	2015 (%)
Adult HIV Prevalence	3.3 (1997)	2.6 (2002)	2.18	1.48	0.78
ANC (15-49 yrs old)	3.2 (1997)	2.8 (2002)	2.56	2.16	1.76
DFSW	42.6 (1998)	28.8 (2002)	18.45	1.2	0
IDFSW	19.2 (1998)	14.8 (2002)	11.5	6	4.9
TB Patients	5.2 (1997)	8.4 (2002)	TBD	TBD	TBD
Urban Police	6.0 (1998)	3.9 (2002)	TBD	TBD	TBD
Blood Donors	3.6 (1997)	2.3 (2001)	TBD	TBD	TBD

Source: MoH, multiple years

ANNEX 4

Recurrent and Capital Sub-sector Spending (Tables 1-5)

TABLE 1: TOTAL RECURRENT COSTS, SECTOR AND EFA IMPLEMENTATION - BY SUB-SECTOR

(Millions of Riels)	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
Administration															
General															
Management	22,165	25,442	27,966	30,032	32,280	34,180	36,233	38,455	40,865	43,484	46,105	48,972	52,113	55,565	59,366
Quality Assurance															
Monitoring	7,388	8,481	9,322	10,011	10,760	11,393	12,078	12,818	13,622	14,495	15,368	16,324	17,371	18,522	19,789
Total Cost	29,554	33,923	37,288	40,042	43,040	45,574	48,311	51,273	54,486	57,978	61,474	65,295	69,484	74,086	79,154
Early Childhood Education (ECE)															
Enrolment	47,827	59,620	71,414	83,207	95,000	112,000	129,000	146,000	163,000	180,000	200,000	220,000	240,000	260,000	280,000
Total Cost	5,448	7,378	9,634	12,300	15,455	19,024	22,878	27,037	31,521	36,352	41,491	46,882	52,538	58,469	64,685
Primary															
Enrolment	2,705,535	2,859,117	2,958,782	2,948,527	2,860,335	2,717,588	2,521,856	2,382,571	2,344,806	2,382,807	2,443,892	2,496,915	2,536,247	2,558,738	2,568,444
Total Cost	206,610	257,197	291,921	295,545	287,194	284,315	274,559	269,955	276,512	295,353	314,150	333,002	351,087	367,817	378,657
Lower Secondary															
Enrolment	351,635	424,003	506,782	645,571	841,743	1,082,035	1,332,282	1,466,020	1,450,129	1,302,512	1,149,621	1,084,514	1,097,543	1,157,454	1,218,775
Total Cost	86,505	97,553	114,306	137,125	173,645	224,207	282,037	319,146	325,680	302,339	273,010	263,499	272,832	294,385	317,163
NFE/Literacy															
Enrolment	0	150,000	200,000	250,000	310,000	310,000	278,333	246,667	215,000	183,333	151,667	120,000	88,333	56,667	25,000
Total Cost	0	9,600	13,184	16,974	21,680	22,330	20,651	18,850	16,923	14,863	12,665	10,321	7,826	5,171	2,350
Teacher Development															
Enrolment	8,562	11,422	14,281	17,141	20,000	19,000	18,000	17,000	16,000	15,000	14,000	13,000	12,000	11,000	10,000
Total Cost	8,750	13,285	18,815	24,134	29,131	24,015	21,774	20,190	18,900	17,765	16,907	16,020	15,097	14,134	13,127
Total EFA Cost	336,867	418,936	485,147	526,120	570,146	619,464	670,209	706,451	724,023	724,652	719,696	735,020	768,864	814,062	855,135
Post Basic Education															
Enrolment	87,727	127,788	138,625	178,553	221,225	265,938	321,693	413,405	550,072	724,552	915,420	1,063,146	1,126,375	1,103,810	1,064,021
Total Cost	42,437	45,614	58,310	71,805	87,086	106,845	139,638	189,584	255,698	331,717	392,768	424,748	425,362	419,278	438,865
Total Recurrent Cost	379,304	464,550	543,457	597,925	657,232	726,309	809,847	896,034	979,721	1,056,369	1,112,464	1,159,768	1,194,227	1,233,339	1,294,000
Total EFA Cost	336,867	418,936	485,147	526,120	570,146	619,464	670,209	706,451	724,023	724,652	719,696	735,020	768,864	814,062	855,135
Total EFA Cost (%)	89%	90%	89%	88%	87%	85%	83%	79%	74%	69%	65%	63%	64%	66%	66%

Note: Administration operational costs estimated at general management (75%), quality assurance/impact monitoring (25%)

TABLE 2: TOTAL MoEYS RECURRENT COSTS, SECTOR AND EFA IMPLEMENTATION - BY SUB-SECTOR

(Millions of Riels)	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
Administration															
General Management	22,165	25,442	27,966	30,032	32,280	34,180	36,233	38,455	40,865	43,484	46,105	48,972	52,113	55,565	59,366
Quality Assurance /Monitoring	7,388	8,481	9,322	10,011	10,760	11,393	12,078	12,818	13,622	14,495	15,368	16,324	17,371	18,522	19,789
Total Cost	29,554	33,923	37,288	40,042	43,040	45,574	48,311	51,273	54,486	57,978	61,474	65,295	69,484	74,086	79,154
Early Childhood Education (ECE)															
Enrolment	47,827	59,620	71,414	83,207	95,000	112,000	129,000	146,000	163,000	180,000	200,000	220,000	240,000	260,000	280,000
Total Cost	3,534	4,993	6,777	8,971	11,654	13,378	14,926	16,266	17,362	18,176	18,671	18,753	18,388	17,541	16,171
Primary															
Enrolment	2,705,535	2,859,117	2,958,782	2,948,527	2,860,335	2,717,588	2,521,856	2,382,571	2,344,806	2,382,807	2,443,892	2,496,915	2,536,247	2,558,738	2,568,444
Total Cost	136,963	200,578	239,084	249,117	241,351	242,322	237,281	236,521	245,564	265,818	289,018	313,022	337,044	360,461	378,657
Lower Secondary															
Enrolment	351,635	424,003	506,782	645,571	841,743	1,082,035	1,332,282	1,466,020	1,450,129	1,302,512	1,149,621	1,084,514	1,097,543	1,157,454	1,218,775
Total Cost	64,742	77,834	92,151	109,415	137,403	182,287	235,437	273,353	286,031	272,105	251,169	247,689	261,919	288,497	317,163
NFE/Literacy															
Enrolment	0	150,000	200,000	250,000	310,000	310,000	278,333	246,667	215,000	183,333	151,667	120,000	88,333	56,667	25,000
Total Cost	0	2,000	4,000	6,000	6,000	7,000	6,504	5,966	5,381	4,748	4,065	3,328	2,535	1,683	705
Teacher Development															
Enrolment	8,562	11,422	14,281	17,141	20,000	19,000	18,000	17,000	16,000	15,000	14,000	13,000	12,000	11,000	10,000
Total Cost	6,460	9,917	14,006	18,016	21,858	19,196	18,491	18,158	17,949	17,765	16,907	16,020	15,097	14,134	13,127
Total EFA Cost	241,253	329,245	393,306	431,562	461,307	509,756	560,949	601,537	626,772	636,592	641,304	664,107	704,467	756,402	804,977
Post Basic Education															
Enrolment	87,727	127,788	138,625	178,553	221,225	265,938	321,693	413,405	550,072	724,552	915,420	1,063,146	1,126,375	1,103,810	1,064,021
Total Cost	18,694	20,653	27,046	33,952	42,925	51,998	66,896	89,367	118,782	152,153	171,486	176,252	167,288	155,588	152,868
Total Recurrent Cost	259,947	349,897	420,352	465,513	504,232	561,754	627,845	690,903	745,555	788,745	812,789	840,360	871,756	911,990	957,845
Total EFA Cost	241,253	329,245	393,306	431,562	461,307	509,756	560,949	601,537	626,772	636,592	641,304	664,107	704,467	756,402	804,977
Total EFA Cost (%)	93%	94%	94%	93%	91%	91%	89%	87%	84%	81%	79%	79%	81%	83%	84%

Note: Administration operational costs estimated at general management (75%), quality assurance/impact monitoring (25%)

TABLE 3: TOTAL MoEYS CAPITAL SPENDING, SECTOR AND EFA IMPLEMENTATION

<i>(Millions of Riels)</i>	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
	MTEF	MTEF	MTEF	MTEF	MTEF	PROJ	PROJ	PROJ	PROJ	PROJ	PROJ	PROJ	PROJ	PROJ	PROJ
Total Education Spend	136,567	94,686	70,177	90,338	121,676	122,887	130,874	150,103	159,859	170,250	181,316	193,102	205,654	219,021	233,257
<i>Administration</i>	2,731	1,894	1,404	1,807	2,434	2,458	2,617	3,002	3,197	3,405	3,626	3,862	4,113	4,380	4,665
<i>Early Childhood Education (ECE)</i>	4,097	2,841	2,105	2,710	3,650	2,458	2,617	3,002	3,197	3,405	3,626	3,862	4,113	4,380	4,665
<i>Primary</i>	40,970	25,776	17,154	19,573	22,983	19,798	17,450	15,844	12,433	8,513	12,692	17,379	22,622	28,473	34,989
<i>Lower Secondary</i>	40,970	30,300	23,860	32,522	46,237	49,155	54,967	66,045	73,535	81,720	77,241	71,834	65,398	57,822	48,984
<i>NFE/Literacy</i>	10,925	7,575	5,614	7,227	9,734	9,831	10,470	12,008	12,789	13,620	14,505	15,448	16,452	17,522	18,661
<i>Teacher Development</i>	13,657	9,469	7,018	9,034	12,168	12,289	13,087	15,010	15,986	17,025	18,132	19,310	20,565	21,902	23,326
Total EFA Cost	113,351	77,853	57,155	72,873	97,205	95,988	101,209	114,912	121,138	127,688	129,823	131,696	133,263	134,479	135,289
<i>Facilities Development</i>	94,081	64,618	47,439	60,484	80,680	79,670	84,004	95,377	100,544	105,981	107,753	109,307	110,609	111,617	112,290
<i>Capacity Building</i>	19,270	13,235	9,716	12,388	16,525	16,318	17,206	19,535	20,593	21,707	22,070	22,388	22,655	22,861	22,999
Post Basic Education	23,216	16,833	13,022	17,465	24,470	26,898	29,665	35,191	38,721	42,563	51,494	61,406	72,390	84,542	97,968
Total EFA Cost	113,351	77,853	57,155	72,873	97,205	95,988	101,209	114,912	121,138	127,688	129,823	131,696	133,263	134,479	135,289
Total Post Basic Cost	23,216	16,833	13,022	17,465	24,470	26,898	29,665	35,191	38,721	42,563	51,494	61,406	72,390	84,542	97,968
Total EFA Cost (%)	83%	82%	81%	81%	80%	78%	77%	77%	76%	75%	72%	68%	65%	61%	58%
Capital Spending Shares															
<i>Administration</i>	2%	2%	2%	2%	2%	2%	2%	2%	2%	2%	2%	2%	2%	2%	2%
<i>Early Childhood Education (ECE)</i>	3%	3%	3%	3%	3%	2%	2%	2%	2%	2%	2%	2%	2%	2%	2%
<i>Primary</i>	30%	27%	24%	22%	19%	16%	13%	11%	8%	5%	7%	9%	11%	13%	15%
<i>Lower Secondary</i>	30%	32%	34%	36%	38%	40%	42%	44%	46%	48%	43%	37%	32%	26%	21%
<i>NFE/Literacy</i>	8%	8%	8%	8%	8%	8%	8%	8%	8%	8%	8%	8%	8%	8%	8%
<i>Teacher Development</i>	10%	10%	10%	10%	10%	10%	10%	10%	10%	10%	10%	10%	10%	10%	10%
Total EFA Share	83%	82%	81%	81%	80%	78%	77%	77%	76%	75%	72%	68%	65%	61%	58%
Post Basic Education	17%	18%	19%	19%	20%	22%	23%	23%	24%	25%	28%	32%	35%	39%	42%

Notes:

Based on range of 7-13% of GDP over 2002/05 and average 10% of GDP 2006/15 (see Annex 3, Table H)

TABLE 4: RECURRENT UNIT COSTS - BY SUB-SECTOR

(Riels)	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
Administration															
<i>General</i>															
<i>Management</i>	22,165	25,442	27,966	30,032	32,280	34,180	36,233	38,455	40,865	43,484	46,105	48,972	52,113	55,565	59,366
<i>Quality Assurance</i>															
<i>/Monitoring</i>	7,388	8,481	9,322	10,011	10,760	11,393	12,078	12,818	13,622	14,495	15,368	16,324	17,371	18,522	19,789
Total	29,554	33,923	37,288	40,042	43,040	45,574	48,311	51,273	54,486	57,978	61,474	65,295	69,484	74,086	79,154
Early Childhood Education (ECE)															
<i>Enrolment</i>	47,827	59,620	71,414	83,207	95,000	112,000	129,000	146,000	163,000	180,000	200,000	220,000	240,000	260,000	280,000
Total	113,903	123,750	134,909	147,829	162,689	169,853	177,345	185,182	193,380	201,957	207,453	213,102	218,910	224,880	231,017
Primary															
<i>Enrolment</i>	2,705,535	2,859,117	2,958,782	2,948,527	2,860,335	2,717,588	2,521,856	2,382,571	2,344,806	2,382,807	2,443,892	2,496,915	2,536,247	2,558,738	2,568,444
Total	76,366	89,957	98,663	100,235	100,406	104,620	108,872	113,304	117,926	123,952	128,545	133,365	138,428	143,749	147,427
Lower Secondary															
<i>Enrolment</i>	351,635	424,003	506,782	645,571	841,743	1,082,035	1,332,282	1,466,020	1,450,129	1,302,512	1,149,621	1,084,514	1,097,543	1,157,454	1,218,775
Total	246,009	230,076	225,552	212,408	206,293	207,208	211,695	217,696	224,587	232,120	237,478	242,965	248,584	254,338	260,231
NFE/Literacy															
<i>Enrolment</i>		150,000	200,000	250,000	310,000	310,000	278,333	246,667	215,000	183,333	151,667	120,000	88,333	56,667	25,000
Total		64,000	65,920	67,898	69,935	72,033	74,194	76,419	78,712	81,073	83,505	86,011	88,591	91,249	93,986
Teacher Development															
<i>Enrolment</i>	8,562	11,422	14,281	17,141	20,000	19,000	18,000	17,000	16,000	15,000	14,000	13,000	12,000	11,000	10,000
Total	1,021,959	1,163,158	1,317,451	1,407,988	1,456,558	1,263,947	1,209,664	1,187,653	1,181,272	1,184,349	1,207,611	1,232,287	1,258,112	1,284,938	1,312,679
Post Basic Education															
<i>Enrolment</i>	87,727	127,788	138,625	178,553	221,225	265,938	321,693	413,405	550,072	724,552	915,420	1,063,146	1,126,375	1,103,810	1,064,021
Total	1,234,011	1,228,306	1,245,697	1,242,766	1,319,865	1,257,789	1,224,975	1,209,192	1,204,486	1,207,582	1,233,244	1,259,825	1,287,293	1,315,632	1,344,834

TABLE 5: RECURRENT UNIT COSTS - MoEYS SHARE BY SUB-SECTOR

(Riels)	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
Administration															
<i>General</i>															
<i>Management</i>	22,165	25,442	27,966	30,032	32,280	34,180	36,233	38,455	40,865	43,484	46,105	48,972	52,113	55,565	59,366
<i>Quality Assurance</i>															
<i>/Monitoring</i>	7,388	8,481	9,322	10,011	10,760	11,393	12,078	12,818	13,622	14,495	15,368	16,324	17,371	18,522	19,789
MoEYS	29,554	33,923	37,288	40,042	43,040	45,574	48,311	51,273	54,486	57,978	61,474	65,295	69,484	74,086	79,154
Share MoEYS	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%
Early Childhood Education (ECE)															
<i>Enrolment</i>	47,827	59,620	71,414	83,207	95,000	112,000	129,000	146,000	163,000	180,000	200,000	220,000	240,000	260,000	280,000
MoEYS	73,898	83,743	94,900	107,818	122,676	119,447	115,705	111,410	106,516	100,978	93,354	85,241	76,618	67,464	57,754
Share MoEYS	64.88%	67.67%	70.34%	72.93%	75.41%	70.32%	65.24%	60.16%	55.08%	50.00%	45.00%	40.00%	35.00%	30.00%	25.00%
Primary															
<i>Enrolment</i>	2,705,535	2,859,117	2,958,782	2,948,527	2,860,335	2,717,588	2,521,856	2,382,571	2,344,806	2,382,807	2,443,892	2,496,915	2,536,247	2,558,738	2,568,444
MoEYS	50,623	70,154	80,805	84,489	84,379	89,168	94,090	99,271	104,727	111,557	118,261	125,363	132,891	140,874	147,427
Share MoEYS	66.29%	77.99%	81.90%	84.29%	84.04%	85.23%	86.42%	87.62%	88.81%	90.00%	92.00%	94.00%	96.00%	98.00%	100.00%
Lower Secondary															
<i>Enrolment</i>	351,635	424,003	506,782	645,571	841,743	1,082,035	1,332,282	1,466,020	1,450,129	1,302,512	1,149,621	1,084,514	1,097,543	1,157,454	1,218,775
MoEYS	184,117	183,569	181,836	169,486	163,237	168,467	176,717	186,459	197,245	208,908	218,480	228,387	238,641	249,251	260,231
Share MoEYS	74.84%	79.79%	80.62%	79.79%	79.13%	81.30%	83.48%	85.65%	87.83%	90.00%	92.00%	94.00%	96.00%	98.00%	100.00%
NFE/Literacy															
<i>Enrolment</i>		150,000	200,000	250,000	310,000	310,000	278,333	246,667	215,000	183,333	151,667	120,000	88,333	56,667	25,000
MoEYS		13,333	20,000	24,000	19,355	22,581	23,369	24,185	25,028	25,900	26,802	27,735	28,700	29,698	28,196
Share MoEYS		20.83%	30.34%	35.35%	27.68%	31.35%	31.50%	31.65%	31.80%	31.95%	32.10%	32.25%	32.40%	32.55%	30.00%
Teacher Development															
<i>Enrolment</i>	8,562	11,422	14,281	17,141	20,000	19,000	18,000	17,000	16,000	15,000	14,000	13,000	12,000	11,000	10,000
MoEYS	754,502	868,253	980,741	1,051,070	1,092,890	1,010,301	1,027,254	1,068,123	1,121,785	1,184,349	1,207,611	1,232,287	1,258,112	1,284,938	1,312,679
Share MoEYS	73.83%	74.65%	74.44%	74.65%	75.03%	79.93%	84.92%	89.94%	94.96%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%
Post Basic Education															
<i>Enrolment</i>	87,727	127,788	138,625	178,553	221,225	265,938	321,693	413,405	550,072	724,552	915,420	1,063,146	1,126,375	1,103,810	1,064,021
MoEYS	726,747	731,222	746,490	755,815	838,344	774,652	733,732	705,628	685,503	670,693	626,647	580,628	532,496	482,119	429,368
Share MoEYS	58.89%	59.53%	59.93%	60.82%	63.52%	61.59%	59.90%	58.36%	56.91%	55.54%	50.81%	46.09%	41.37%	36.65%	31.93%

ANNEX 5

EFA Policy Financing Framework: Enrolment Projections and Tables A-H

EFA/ESSP Education Projections (2001-2015)

TABLE A

Policy led projections for enrolment, teaching staff and classrooms (basic education only)

ENROLMENT

	1997	1998	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
ECE/ECCD	43,358	45,068	47,827	59,620	71,414	83,207	95,000	112,000	129,000	146,000	163,000	180,000	200,000	220,000	240,000	260,000	280,000
Primary	2,011,772	2,094,000	2,705,535	2,859,117	2,958,782	2,948,527	2,860,335	2,717,588	2,521,856	2,382,571	2,344,806	2,382,807	2,443,892	2,496,915	2,536,247	2,558,738	2,568,444
Lower Secondary	229,102	226,057	351,635	424,003	506,782	645,571	841,743	1,082,035	1,332,282	1,466,020	1,450,129	1,302,512	1,149,621	1,084,514	1,097,543	1,157,454	1,218,775
Basic Education	2,240,874	2,320,057	3,057,170	3,283,121	3,465,564	3,594,097	3,702,078	3,799,623	3,854,139	3,848,591	3,794,935	3,685,319	3,593,513	3,581,429	3,633,790	3,716,192	3,787,219
NFE/Literacy				150,000	200,000	250,000	310,000	310,000	278,333	246,667	215,000	183,333	151,667	120,000	88,333	56,667	25,000
PTTC	3,885	5,704	5,723	6,792	7,862	8,931	10,000	9,000	8,000	7,000	6,000	5,000	5,000	5,000	5,000	5,000	5,000
RTTC	1,033	1,584	2,839	4,629	6,420	8,210	10,000	10,000	10,000	10,000	10,000	10,000	9,000	8,000	7,000	6,000	5,000
Teacher Dev' Total	4,918	7,288	8,562	11,422	14,281	17,141	20,000	19,000	18,000	17,000	16,000	15,000	14,000	13,000	12,000	11,000	10,000
Upper Secondary	73,849	82,110	113,404	122,837	161,361	202,629	245,938	296,693	383,405	515,072	684,552	870,420	1,011,146	1,067,375	1,037,810	991,021	1,009,775
TVET	5,065	5,187	5,571	6,678	7,786	8,893	10,000	13,000	16,000	19,000	22,000	25,000	30,000	35,000	40,000	45,000	50,000
Higher Education	8,813	7,333	8,813	9,110	9,407	9,703	10,000	12,000	14,000	16,000	18,000	20,000	22,000	24,000	26,000	28,000	30,000
Total Post Basic Ed'	87,727	94,630	127,788	138,625	178,553	221,225	265,938	321,693	413,405	550,072	724,552	915,420	1,063,146	1,126,375	1,103,810	1,064,021	1,089,775

NUMBER OF TEACHING POSTS REQUIRED

	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
Primary	54,111	57,182	59,176	58,971	57,207	54,352	50,437	47,651	46,896	48,629	50,914	53,126	55,136	56,861	57,077
Increment	8,184	3,072	1,993	-205	-1,764	-2,855	-3,915	-2,786	-755	1,733	2,286	2,211	2,010	1,725	216
PTR	50	50	50	50	50	50	50	50	50	49	48	47	46	45	45
Lower Sec'	21,977	17,667	15,837	16,139	18,705	24,045	29,606	32,578	32,225	28,945	25,547	24,100	24,390	25,721	27,084
Increment	7,653	-4,310	-1,830	302	2,566	5,340	5,561	2,972	-353	-3,280	-3,398	-1,447	290	1,331	1,363
PTR	16	24	32	40	45	45	45	45	45	45	45	45	45	45	45

NUMBER OF CLASSROOMS REQUIRED

	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
Primary	54,111	55,594	55,888	55,694	55,618	54,352	50,711	48,158	47,629	48,629	50,914	53,126	55,136	56,861	57,077
Increment	2,000	1,483	294	-194	-77	-1,266	-3,641	-2,553	-529	1,000	2,286	2,211	2,010	1,725	216
PCR	45	45	45	45	45	45	46	47	48	49	48	47	46	45	45
Double shift	20%	25%	30%	30%	25%	20%	15%	10%	5%	0%	0%	0%	0%	0%	0%
Lower Sec'	8,078	8,926	9,746	12,104	15,783	21,641	28,311	32,985	34,441	32,563	28,741	27,113	27,439	28,936	30,469
Increment	2,500	848	819	2,359	3,678	5,858	6,670	4,674	1,455	-1,878	-3,822	-1,628	326	1,498	1,533
PCR	37	38	39	40	40	40	40	40	40	40	40	40	40	40	40
Double shift	30%	40%	50%	50%	50%	40%	30%	20%	10%	0%	0%	0%	0%	0%	0%

TABLE B PROPOSED REFORMS IN EDUCATION OPERATIONAL POLICIES

ECE/ECCD	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
As in Base Case scenario																
Group Size		55	55	55	55	55	55	55	55	55	55	55	55	55	55	55
No of Groups		875	1,091	1,306	1,522	1,738	2,049	2,360	2,671	2,982	3,292	3,658	4,024	4,390	4,756	5,122
Leader/Learner Ratio		24	24	24	24	24	24	24	24	24	24	24	24	24	24	24
<i>Overall strategy to be finalised but, based on a community based program focussing on education, social, cognitive and physical development, including rationalisation of existing pre-school system.</i>																
PRIMARY	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
School size		400	400	400	400	400	400	400	400	400	400	400	400	400	400	400
No of institutions		6,759	7,143	7,392	7,366	7,146	6,789	6,300	5,952	5,858	5,953	6,106	6,238	6,336	6,393	6,417
PTR		50	50	50	50	50	50	50	50	50	49	48	47	46	45	45
PNTR		389	389	389	389	389	389	389	389	389	389	389	389	389	389	389
Teachers' salary	85,000	127,500	159,375	167,344	170,691	170,691	179,225	188,186	197,596	207,476	217,849	224,385	231,116	238,050	245,191	252,547
Teachers' salary increase		50.00%	25.00%	5.00%	2.00%	0.00%	5.00%	5.00%	5.00%	5.00%	5.00%	3.00%	3.00%	3.00%	3.00%	3.00%
Non teaching staff salary	85,000	85,000	97,750	112,413	129,274	129,274	135,738	142,525	149,651	157,134	164,991	169,940	175,038	180,290	185,698	191,269
NT staff salary increase		0.00%	15.00%	15.00%	15.00%	0.00%	5.00%	5.00%	5.00%	5.00%	5.00%	3.00%	3.00%	3.00%	3.00%	3.00%
(same base as teachers)																
Head teachers premium		30% additional to teachers' salary, scheme established in 2002 75% head teachers getting the premium														
Head teachers salary	86,000	129,000	197,525	207,401	211,549	211,549	222,127	233,233	244,894	257,139	269,996	278,096	286,439	295,032	303,883	313,000
Abolition of tuition - Strict regulations banning it, from second term school year 2000/01.																
Residual payment		25%	5%	5%	5%	5%	5%	5%	5%	5%	5%	5%	5%	5%	5%	5%
Riels per teacher and head teacher p.a.																
In service training	200,000	200,000	200,000	200,000	200,000	200,000	206,000	212,180	218,545	225,102	231,855	236,492	241,222	246,046	250,967	255,986
Coverage		50%	75%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%
Resulting total budget	6,087	9,649	13,314	13,267	12,871	12,595	12,039	11,715	11,875	12,655	13,485	14,320	15,125	15,875	16,253	
Average stream size		45	45	45	45	45	45	46	47	48	49	48	47	46	45	45
Ratio txtbooks: student	3	3	Moving towards				2	2	2	2	1	1	1	1	1	1
Life time (years)	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3
Average cost	?	?	?	?	?	?	?	?	?	?	?	?	?	?	?	?
Baseline spending per child per annum (Government)				3,864												
Planned budget increase		0.00%	20.00%	20.00%	20.00%	0.00%	3.00%	3.00%	3.00%	3.00%	3.00%	2.00%	2.00%	2.00%	2.00%	2.00%
Result spend/ child p.a.	3,864	3,864	4,637	5,564	6,677	6,677	6,877	7,084	7,296	7,515	7,740	7,895	8,053	8,214	8,379	8,546
# teaching mat: teacher		1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Life time (years)		5	5	5	5	5	5	5	5	5	5	5	5	5	5	5
Average cost		?	?	?	?	?	?	?	?	?	?	?	?	?	?	?
School operating budgets																
Base line	15,648	Riels, average spending per child p.a. paid entirely by parents														
Planned progressive increase up to approximately double amount, increase entirely paid for by Govt;																
<i>in addition</i> , Govt pays an increasing amount out of baseline budget, replacing parent contribution.																
Management modalities to be designed!																
Increase on previous year		25%	25%	25%	0%	0%	3%	3%	3%	3%	3%	2%	2%	2%	2%	2%
Classroom constr cost	15,400,000	15,400,000	15,400,000	15,400,000	15,400,000	15,400,000	15,862,000	16,337,860	16,827,996	17,332,836	17,852,821	18,209,877	18,574,075	18,945,556	19,324,467	19,710,957
Rate double shift		20%	25%	30%	30%	25%	20%	15%	10%	5%	0%	0%	0%	0%	0%	0%
Initial equipment cost		20%	20%	20%	20%	20%	20%	20%	20%	20%	20%	20%	20%	20%	20%	20%
Maintenance cost		2%	2%	2%	2%	2%	2%	2%	2%	2%	2%	2%	2%	2%	2%	2%
Initial number of classrooms built in 2001		2,000														

TABLE B PROPOSED REFORMS IN EDUCATION OPERATIONAL POLICIES**TABLE B (Cont) PROPOSED REFORMS IN EDUCATION OPERATIONAL POLICIES**

LOWER SECONDARY	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
School size		748	910	1,077	1,265	1,499	1,499	1,499	1,499	1,499	1,499	1,499	1,499	1,499	1,499	1,499
No of institutions		470	466	471	510	562	722	889	978	967	869	767	723	732	772	813
PTR		16	24	32	40	45	45	45	45	45	45	45	45	45	45	45
PNTR		62	72	82	92	102	159	217	274	332	389	389	389	389	389	389
Teachers' salary	91,500	137,250	171,563	180,141	183,743	183,743	192,931	202,577	212,706	223,341	234,508	241,544	248,790	256,254	263,941	271,859
Teachers' salary increase (base 85 000 in 2000)		50.00%	25.00%	5.00%	2.00%	0.00%	5.00%	5.00%	5.00%	5.00%	5.00%	3.00%	3.00%	3.00%	3.00%	3.00%
Non teaching staff salary	91,500	92,497	105,225	121,009	139,160	160,034	168,036	176,438	185,259	194,522	204,249	210,376	216,687	223,188	229,883	236,780
NT staff salary increase (same base as teachers)		1.09%	13.76%	15.00%	15.00%	15.00%	5.00%	5.00%	5.00%	5.00%	5.00%	3.00%	3.00%	3.00%	3.00%	3.00%
Head teachers premium 75% head teachers getting the premium		60% additional to teachers' salary, scheme established in 2002														
Head teachers salary	92,500	138,750	251,484	264,059	269,340	269,340	282,807	296,947	311,794	327,384	343,753	354,066	364,688	375,629	386,897	398,504
Abolition of tuition - Strict regulations banning it, from second term school year 2000/01.																
Residual payment		25%	5%	5%	5%	5%	5%	5%	5%	5%	5%	5%	5%	5%	5%	5%
		Riels per teacher and head teacher p.a.														
In service training	200,000	200,000	200,000	200,000	200,000	200,000	206,000	212,180	218,545	225,102	231,855	236,492	241,222	246,046	250,967	255,986
Coverage		0%	50%	75%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%
Resulting total budget		0	1,813	2,446	3,330	3,853	5,102	6,470	7,334	7,472	6,912	6,223	5,988	6,181	6,649	7,141
Average stream size		37	38	39	40	40	40	40	40	40	40	40	40	40	40	40
Ratio txtbooks: student	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3
Life time (years)	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3
Average cost	?	?	?	?	?	?	?	?	?	?	?	?	?	?	?	?
Baseline spending per child per annum (Government)				10,744												
Planned budget increase		-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Result spend/ child p.a.	10,744	10,744	10,744	10,744	10,744	10,744	10,744	10,744	10,744	10,744	10,744	10,744	10,744	10,744	10,744	10,744
# teaching mat: teacher	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Life time (years)	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5
Average cost	?	?	?	?	?	?	?	?	?	?	?	?	?	?	?	?
School operating budgets																
Base line	39,788	Riels, average spending per student p.a., paid entirely by parents.														
Planned progressive increase up to approximately double amount, increase entirely paid for by Govt.																
Parents contribution constant over plan period.																
Increase on previous year		25%	25%	25%	0%	0%	3%	3%	3%	3%	3%	2%	2%	2%	2%	2%
Classroom constr cost	17,325,000	17,325,000	17,325,000	17,325,000	17,325,000	17,325,000	17,325,000	17,325,000	17,325,000	17,325,000	17,325,000	17,325,000	17,325,000	17,325,000	17,325,000	17,325,000
Rate double shift		30%	40%	50%	50%	50%	40%	30%	20%	10%	0%	0%	0%	0%	0%	0%
Initial equipment cost		30%	30%	30%	30%	30%	30%	30%	30%	30%	30%	30%	30%	30%	30%	30%
Maintenance cost		2%	2%	2%	2%	2%	2%	2%	2%	2%	2%	2%	2%	2%	2%	2%
Initial number of classrooms built in 2001		2,500														

EFA/ESSP Education Projections (2001-2015)

TABLE C

Projected recurrent requirements HQ and Provincial administration, for general management and quality assurance/impact monitoring (riels millions)

	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
Central admin (HQ)																	
Salaries	2,471	2,900	3,103	3,568	4,104	4,719	5,427	6,241	7,177	8,254	9,492	10,916	12,553	14,436	16,602	19,092	21,956
Non Wage	7,442	13,200	14,520	17,424	19,166	20,125	21,131	22,188	23,297	24,462	25,685	26,969	28,318	29,733	31,220	32,781	34,420
Total HQ	9,913	16,100	17,623	20,992	23,270	24,844	26,558	28,429	30,474	32,716	35,177	37,885	40,871	44,170	47,822	51,873	56,376
General Management				15,744	17,453	18,633	19,919	21,322	22,856	24,537	26,383	28,414	30,653	33,127	35,866	38,905	42,282
Quality Assurance /Monitoring				5,248	5,818	6,211	6,640	7,107	7,619	8,179	8,794	9,471	10,218	11,042	11,955	12,968	14,094
Provincial admin																	
Salaries	5,650	6,010	6,431	6,881	7,363	7,878	8,429	8,851	9,293	9,758	10,246	10,758	11,081	11,413	11,756	12,108	12,472
Non Wage	9,800	5,000	5,500	6,050	6,655	7,321	8,053	8,294	8,543	8,799	9,063	9,335	9,522	9,712	9,906	10,105	10,307
Total Provincial	15,450	11,010	11,931	12,931	14,018	15,198	16,482	17,145	17,836	18,557	19,309	20,093	20,603	21,126	21,662	22,213	22,778
General Management				9,698	10,513	11,399	12,361	12,859	13,377	13,918	14,482	15,070	15,452	15,844	16,247	16,660	17,084
Quality Assurance /Monitoring				3,233	3,504	3,800	4,120	4,286	4,459	4,639	4,827	5,023	5,151	5,281	5,416	5,553	5,695
Grand total																	
Salaries	8,121	8,910	9,534	10,449	11,466	12,597	13,857	15,092	16,471	18,012	19,738	21,674	23,634	25,850	28,358	31,201	34,428
Non Wage	17,242	18,200	20,020	23,474	25,821	27,445	29,184	30,482	31,840	33,261	34,748	36,304	37,839	39,446	41,127	42,886	44,727
Grand total	25,363	27,110	29,554	33,923	37,288	40,042	43,040	45,574	48,311	51,273	54,486	57,978	61,474	65,295	69,484	74,086	79,154
General Management				25,442	27,966	30,032	32,280	34,180	36,233	38,455	40,865	43,484	46,105	48,972	52,113	55,565	59,366
Quality Assurance /Monitoring				8,481	9,322	10,011	10,760	11,393	12,078	12,818	13,622	14,495	15,368	16,324	17,371	18,522	19,789
Provinces/ total admin	61%	41%	40%	38%	38%	38%	38%	38%	37%	36%	35%	35%	34%	32%	31%	30%	29%
HQ/ total admin	39%	59%	60%	62%	62%	62%	62%	62%	63%	64%	65%	65%	66%	68%	69%	70%	71%
Non wage/ total admin	68%	67%	68%	69%	69%	69%	68%	67%	66%	65%	64%	63%	62%	60%	59%	58%	57%

Note: Administration operational costs estimated at general management (75%), quality assurance/impact monitoring (25%)

Table D**BASELINE (1997) MoEYS/NON MoEYS SHARES OF RECURRENT UNIT COSTS**

	Total unit cost 1,997	MoEYS funds		NON MoEYS funds	
		Riels	Share	Riels	Share
ECE/ECCD	113,675	73,750	65%	39,925	35%
Primary	62,939	29,654	47%	33,285	53%
Lower Secondary	230,407	131,369	57%	99,039	43%
NFE/Literacy	55,000	11,000	20%	44,000	80%
RTTC	558,418	519,429	93%	38,989	7%
PTTC	331,849	306,390	92%	25,459	8%
Upper Secondary	318,317	122,277	38%	196,040	62%
TVET	559,484	446,933	80%	112,551	20%
HED	396,454	331,117	84%	65,337	16%

VALIDATION OTHER SOURCES

NON MoEYS FUNDING - Data (1997) from Cambodia Poverty Assessment/ Schooling and the Poor (Riels)

	Total costs to parents (1)	Uniform costs (2)	Transport costs (3)	Accomm. food (4)	Comparable costs (1-2-3-4)	Non MoEYS costs as above	Diff
Primary Education	48,328	11,300	6,600	205	30,223	33,285	10%
Lower secondary	142,466	22,900	19,500	825	99,241	99,039	0%
Upper Secondary	267,055	32,500	46,000	4,300	184,255	196,040	6%
Post primary	210,163	22,000	30,000	1,300	156,863	68,369	-56%

Differences in costs to parents are not significant for basic and upper secondary education.

Differences for post-secondary education may mean that our scenario over-estimates what is really picked up by MoEYS funds.

MoEYS FUNDING - Data from PER (data 1996)

(Riels)

(Riels)

	PER	MoEYS costs as above	Diff
Recurrent unit spending primary education	21,263	29,654	39%
Recurrent secondary education (no distinction lower and upper)	79,822	129,153	62%
Recurrent tertiary education	242,053	367,564	52%

Differences partly explained by overall 1997 budget (baseline) higher than 1996 budget (PER). 5% increase.

Difference in secondary (much higher in our estimates) may be explained if WB estimates do not include national level examination costs at sub-sector level, but as part of the administrative costs.

NFE/Literacy is based on data in the Cambodia education sector strategy review, January 2001 including estimates of costs from MoEYS and NGO providers.

EFA/ESSP Education Projections (2001-2015)

TABLE F RECURRENT UNIT COSTS - MoEYS/ NON MoEYS SHARES BY SUB-SECTOR

(Riels)	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
Pre-Primary															
Enrolment	47,827	59,620	71,414	83,207	95,000	112,000	129,000	146,000	163,000	180,000	200,000	220,000	240,000	260,000	280,000
MoEYS	73,898	83,743	94,900	107,818	122,676	119,447	115,705	111,410	106,516	100,978	93,354	85,241	76,618	67,464	57,754
Non MoEYS	40,005	40,007	40,009	40,011	40,013	50,405	61,640	73,773	86,865	100,978	114,099	127,861	142,291	157,416	173,263
Total	113,903	123,750	134,909	147,829	162,689	169,853	177,345	185,182	193,380	201,957	207,453	213,102	218,910	224,880	231,017
Share non MoEYS	35.12%	32.33%	29.66%	27.07%	24.59%	29.68%	34.76%	39.84%	44.92%	50.00%	55.00%	60.00%	65.00%	70.00%	75.00%
Primary															
Enrolment	2,705,535	2,859,117	2,958,782	2,948,527	2,860,335	2,717,588	2,521,856	2,382,571	2,344,806	2,382,807	2,443,892	2,496,915	2,536,247	2,558,738	2,568,444
MoEYS	50,623	70,154	80,805	84,489	84,379	89,168	94,090	99,271	104,727	111,557	118,261	125,363	132,891	140,874	147,427
Non MoEYS	25,743	19,803	17,858	15,746	16,027	15,452	14,782	14,033	13,199	12,395	10,284	8,002	5,537	2,875	0
Total	76,366	89,957	98,663	100,235	100,406	104,620	108,872	113,304	117,926	123,952	128,545	133,365	138,428	143,749	147,427
Share non MoEYS	33.71%	22.01%	18.10%	15.71%	15.96%	14.77%	13.58%	12.38%	11.19%	10.00%	8.00%	6.00%	4.00%	2.00%	0.00%
Lower Secondary															
Enrolment	351,635	424,003	506,782	645,571	841,743	1,082,035	1,332,282	1,466,020	1,450,129	1,302,512	1,149,621	1,084,514	1,097,543	1,157,454	1,218,775
MoEYS	184,117	183,569	181,836	169,486	163,237	168,467	176,717	186,459	197,245	208,908	218,480	228,387	238,641	249,251	260,231
Non MoEYS	61,892	46,507	43,715	42,922	43,056	38,742	34,978	31,236	27,342	23,212	18,998	14,578	9,943	5,087	0
Total	246,009	230,076	225,552	212,408	206,293	207,208	211,695	217,696	224,587	232,120	237,478	242,965	248,584	254,338	260,231
Share non MoEYS	25.16%	20.21%	19.38%	20.21%	20.87%	18.70%	16.52%	14.35%	12.17%	10.00%	8.00%	6.00%	4.00%	2.00%	0.00%
NFE/Literacy															
Enrolment	150,000	200,000	250,000	250,000	310,000	310,000	278,333	246,667	215,000	183,333	151,667	120,000	88,333	56,667	25,000
MoEYS	13,333	20,000	24,000	24,000	19,355	22,581	23,369	24,185	25,028	25,900	26,802	27,735	28,700	29,698	28,196
Non MoEYS	50,667	45,920	43,898	50,580	49,452	50,824	52,235	53,684	55,173	56,703	58,275	59,891	61,551	65,790	
Total	64,000	65,920	67,898	69,935	72,033	74,194	76,419	78,712	81,073	83,505	86,011	88,591	91,249	93,986	
Share non MoEYS	79.17%	69.66%	64.65%	72.32%	68.65%	68.50%	68.35%	68.20%	68.05%	67.90%	67.75%	67.60%	67.45%	70.00%	
Teacher Development															
Enrolment	8,562	11,422	14,281	17,141	20,000	19,000	18,000	17,000	16,000	15,000	14,000	13,000	12,000	11,000	10,000
MoEYS	754,502	868,253	980,741	1,051,070	1,092,890	1,010,301	1,027,254	1,068,123	1,121,785	1,184,349	1,207,611	1,232,287	1,258,112	1,284,938	1,312,679
Non MoEYS	267,457	294,905	336,710	356,918	363,669	253,646	182,410	119,530	59,487	0	0	0	0	0	0
Total	1,021,959	1,163,158	1,317,451	1,407,988	1,456,558	1,263,947	1,209,664	1,187,653	1,181,272	1,184,349	1,207,611	1,232,287	1,258,112	1,284,938	1,312,679
Share non MoEYS	26.17%	25.35%	25.56%	25.35%	24.97%	20.07%	15.08%	10.06%	5.04%	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%
Upper secondary															
Enrolment	113,404	122,837	161,361	202,629	245,938	296,693	383,405	515,072	684,552	870,420	1,011,146	1,067,375	1,037,810	991,021	1,009,775
MoEYS	129,216	131,016	135,670	139,525	146,402	148,676	151,465	154,594	157,978	161,568	157,358	153,000	148,462	143,720	138,756
Non MoEYS	189,235	182,980	176,494	172,366	166,761	171,750	177,451	183,688	190,376	197,472	208,591	220,170	232,209	244,713	257,689
Total	318,450	313,997	312,164	311,890	313,162	320,427	328,916	338,283	348,354	359,039	365,950	373,170	380,671	388,433	396,445
Share non MoEYS	59.42%	58.27%	56.54%	55.26%	53.25%	53.60%	53.95%	54.30%	54.65%	55.00%	57.00%	59.00%	61.00%	63.00%	65.00%
TVET															
Enrolment	5,571	6,678	7,786	8,893	10,000	13,000	16,000	19,000	22,000	25,000	30,000	35,000	40,000	45,000	50,000
MoEYS	378,110	373,745	364,951	370,421	434,548	375,286	336,021	307,582	285,617	267,777	256,134	243,753	230,603	216,653	201,870
Non MoEYS	160,136	155,004	155,006	155,005	154,990	153,525	156,491	162,124	169,607	178,518	201,248	225,003	249,820	275,740	302,804
Total	538,245	528,749	519,956	525,426	589,538	528,811	492,512	469,706	455,224	446,295	457,382	468,756	480,424	492,394	504,674
Share non MoEYS	29.75%	29.32%	29.81%	29.50%	26.29%	29.03%	31.77%	34.52%	37.26%	40.00%	44.00%	48.00%	52.00%	56.00%	60.00%
Higher Education															
Enrolment	8,813	9,110	9,407	9,703	10,000	12,000	14,000	16,000	18,000	20,000	22,000	24,000	26,000	28,000	30,000
MoEYS	219,421	226,461	245,869	245,869	257,394	250,690	246,247	243,452	241,908	241,349	213,155	183,876	153,431	121,745	88,743
Non MoEYS	157,894	159,099	167,707	159,580	159,770	157,861	157,301	157,752	158,999	160,899	196,758	234,023	272,767	313,060	354,972
Total	377,315	385,560	413,576	405,449	417,165	408,551	403,547	401,203	400,907	402,248	409,913	417,899	426,198	434,805	443,715
Share non MoEYS	41.85%	41.26%	40.55%	39.36%	38.30%	38.64%	38.98%	39.32%	39.66%	40.00%	48.00%	56.00%	64.00%	72.00%	80.00%

TABLE G WAGE AND NON WAGE IN RECURRENT MoEYS FUNDING

(millions Riels)	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
Central admin	17,623	20,992	23,270	24,844	26,558	28,429	30,474	32,716	35,177	37,885	40,871	44,170	47,822	51,873	56,376
Salary costs	3,103	3,568	4,104	4,719	5,427	6,241	7,177	8,254	9,492	10,916	12,553	14,436	16,602	19,092	21,956
Non wage	14,520	17,424	19,166	20,125	21,131	22,188	23,297	24,462	25,685	26,969	28,318	29,733	31,220	32,781	34,420
<i>Ratio non wage/ total</i>	<i>82%</i>	<i>83%</i>	<i>82%</i>	<i>81%</i>	<i>80%</i>	<i>78%</i>	<i>76%</i>	<i>75%</i>	<i>73%</i>	<i>71%</i>	<i>69%</i>	<i>67%</i>	<i>65%</i>	<i>63%</i>	<i>61%</i>
Provincial admin	11,931	12,931	14,018	15,198	16,482	17,145	17,836	18,557	19,309	20,093	20,603	21,126	21,662	22,213	22,778
Salary costs	6,431	6,881	7,363	7,878	8,429	8,851	9,293	9,758	10,246	10,758	11,081	11,413	11,756	12,108	12,472
Non wage	5,500	6,050	6,655	7,321	8,053	8,294	8,543	8,799	9,063	9,335	9,522	9,712	9,906	10,105	10,307
<i>Ratio non wage/ total</i>	<i>46%</i>	<i>47%</i>	<i>47%</i>	<i>48%</i>	<i>49%</i>	<i>48%</i>	<i>48%</i>	<i>47%</i>	<i>47%</i>	<i>46%</i>	<i>46%</i>	<i>46%</i>	<i>46%</i>	<i>45%</i>	<i>45%</i>
ECE/ECCD	3,534	4,993	6,777	8,971	11,654	13,378	14,926	16,266	17,362	18,176	18,671	18,753	18,388	17,541	16,171
Salary costs	3,126	4,483	6,167	8,261	10,843	13,423	16,233	19,291	22,614	26,221	30,009	34,000	38,204	42,629	47,286
Non wage	409	509	610	710	811	-45	-1,307	-3,025	-5,252	-8,045	-11,338	-15,247	-19,815	-25,089	-31,114
<i>Ratio non wage/ total</i>	<i>12%</i>	<i>10%</i>	<i>9%</i>	<i>8%</i>	<i>7%</i>	<i>0%</i>	<i>-9%</i>	<i>-19%</i>	<i>-30%</i>	<i>-44%</i>	<i>-61%</i>	<i>-81%</i>	<i>-108%</i>	<i>-143%</i>	<i>-192%</i>
Primary	136,963	200,578	239,084	249,117	241,351	242,322	237,281	236,521	245,564	265,818	289,018	313,022	337,044	360,461	378,657
Salary costs	100,356	134,924	147,502	151,262	146,737	146,385	142,634	141,494	146,214	158,555	170,296	182,280	194,057	205,288	212,249
Non wage	36,607	65,654	91,582	97,855	94,614	95,937	94,647	95,027	99,350	107,263	118,722	130,742	142,987	155,172	166,408
<i>Ratio non wage/ total</i>	<i>27%</i>	<i>33%</i>	<i>38%</i>	<i>39%</i>	<i>39%</i>	<i>40%</i>	<i>40%</i>	<i>40%</i>	<i>40%</i>	<i>40%</i>	<i>41%</i>	<i>42%</i>	<i>42%</i>	<i>43%</i>	<i>44%</i>
Lower Secondary	64,742	77,834	92,151	109,415	137,403	182,287	235,437	273,353	286,031	272,105	251,169	247,689	261,919	288,497	317,163
Salary costs	43,274	45,213	44,700	48,953	58,907	71,806	88,149	98,700	100,375	93,244	84,768	82,367	85,857	93,260	101,146
Non wage	21,468	32,621	47,452	60,462	78,497	110,480	147,288	174,653	185,656	178,861	166,401	165,323	176,062	195,237	216,016
<i>Ratio non wage/ total</i>	<i>33%</i>	<i>42%</i>	<i>51%</i>	<i>55%</i>	<i>57%</i>	<i>61%</i>	<i>63%</i>	<i>64%</i>	<i>65%</i>	<i>66%</i>	<i>66%</i>	<i>67%</i>	<i>67%</i>	<i>68%</i>	<i>68%</i>
NFE/Literacy	2,000	4,000	4,000	6,000	6,000	7,000	6,504	5,966	5,381	4,748	4,065	3,328	2,535	1,683	705
Salary costs		1,700	3,360	4,980	4,920	5,670	5,204	4,713	4,197	3,656	3,089	2,496	1,901	1,262	529
Non wage		300	640	1,020	1,080	1,330	1,301	1,253	1,184	1,092	976	832	634	421	176
<i>Ratio non wage/ total</i>	<i>15%</i>	<i>15%</i>	<i>16%</i>	<i>17%</i>	<i>18%</i>	<i>19%</i>	<i>20%</i>	<i>21%</i>	<i>22%</i>	<i>23%</i>	<i>24%</i>	<i>25%</i>	<i>25%</i>	<i>25%</i>	<i>25%</i>
PTTC	2,144	2,144	2,930	3,709	4,430	3,965	3,700	3,437	3,140	2,793	2,848	2,907	2,968	3,032	3,098
Salary costs	1,500	1,500	1,957	2,364	2,680	1,911	1,533	1,254	1,023	822	838	856	876	898	922
Non wage	644	644	974	1,345	1,750	2,054	2,167	2,183	2,116	1,971	2,011	2,051	2,092	2,134	2,176
<i>Ratio non wage/ total</i>	<i>30%</i>	<i>30%</i>	<i>33%</i>	<i>36%</i>	<i>40%</i>	<i>52%</i>	<i>59%</i>	<i>64%</i>	<i>67%</i>	<i>71%</i>	<i>71%</i>	<i>71%</i>	<i>70%</i>	<i>70%</i>	<i>70%</i>
RTTC	1,246	2,558	3,903	5,220	6,499	5,698	5,647	5,771	5,985	6,257	5,742	5,207	4,651	4,071	3,465
Salary costs	993	1,980	2,898	3,690	4,359	2,800	2,257	1,941	1,732	1,584	1,451	1,317	1,180	1,036	885
Non wage	253	579	1,005	1,530	2,140	2,897	3,390	3,830	4,253	4,673	4,290	3,890	3,472	3,035	2,580
<i>Ratio non wage/ total</i>	<i>20%</i>	<i>23%</i>	<i>26%</i>	<i>29%</i>	<i>33%</i>	<i>51%</i>	<i>60%</i>	<i>66%</i>	<i>71%</i>	<i>75%</i>	<i>75%</i>	<i>75%</i>	<i>75%</i>	<i>75%</i>	<i>74%</i>
Upper Secondary	14,654	16,094	21,892	28,272	36,006	44,111	58,072	79,627	108,144	140,632	159,112	163,308	154,075	142,430	140,112
Salary costs	8,518	8,680	11,095	13,895	17,143	20,669	27,080	37,214	50,890	66,852	78,940	84,892	84,230	82,189	85,664
Non wage	6,135	7,414	10,797	14,377	18,863	23,442	30,992	42,414	57,255	73,780	80,172	78,416	69,845	60,241	54,448
<i>Ratio non wage/ total</i>	<i>42%</i>	<i>46%</i>	<i>49%</i>	<i>51%</i>	<i>52%</i>	<i>53%</i>	<i>53%</i>	<i>53%</i>	<i>53%</i>	<i>52%</i>	<i>50%</i>	<i>48%</i>	<i>45%</i>	<i>42%</i>	<i>39%</i>
TVET	2,106	2,496	2,841	3,294	4,345	4,879	5,376	5,844	6,284	6,694	7,684	8,531	9,224	9,749	10,093
Salary costs	1,812	2,130	2,433	2,842	3,851	4,165	4,470	4,774	5,084	5,403	6,678	8,025	9,447	10,946	12,527
Non wage	295	366	409	452	495	713	907	1,070	1,200	1,291	1,006	506	-222	-1,197	-2,434
<i>Ratio non wage/ total</i>	<i>14%</i>	<i>15%</i>	<i>14%</i>	<i>14%</i>	<i>11%</i>	<i>15%</i>	<i>17%</i>	<i>18%</i>	<i>19%</i>	<i>19%</i>	<i>13%</i>	<i>6%</i>	<i>-2%</i>	<i>-12%</i>	<i>-24%</i>
Higher Education	1,934	2,063	2,386	2,386	2,574	3,008	3,447	3,895	4,354	4,827	4,689	4,413	3,989	3,409	2,662
Salary costs	1,586	1,719	2,031	2,031	2,212	2,485	2,748	3,007	3,266	3,527	3,949	4,389	4,849	5,328	5,829
Non wage	347	344	355	355	362	524	700	888	1,089	1,300	740	24	-859	-1,919	-3,167
<i>Ratio non wage/ total</i>	<i>18%</i>	<i>17%</i>	<i>15%</i>	<i>15%</i>	<i>14%</i>	<i>17%</i>	<i>20%</i>	<i>23%</i>	<i>25%</i>	<i>27%</i>	<i>16%</i>	<i>1%</i>	<i>-22%</i>	<i>-56%</i>	<i>-119%</i>

EFA/ESSP Education Projections (2001-2015)

TABLE H

MACROECONOMIC AND SECTORAL FINANCING PROJECTIONS 2003/15

	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
	Outturn	Outturn	Est	MTEF	MTEF	MTEF	MTEF	MTEF	PROJ	PROJ	PROJ	PROJ	PROJ	PROJ	PROJ	PROJ	PROJ	PROJ
Nominal GDP	10,900,000	12,587,000	12,932,000	13,357,000	14,359,000	15,651,000	16,668,315	17,751,755	18,905,620	20,134,485	21,443,226	22,837,036	24,321,443	25,902,337	27,585,989	29,379,078	31,288,719	33,322,485
% change	19.8%	15.5%	2.7%	3.3%	7.5%	9.0%	6.5%	6.5%	6.5%	6.5%	6.5%	6.5%	6.5%	6.5%	6.5%	6.5%	6.5%	6.5%
Total Expenditures	933,872	1,835,185	2,049,722	2,397,582	2,685,133	2,864,133	3,133,643	3,372,834	3,686,596	4,026,897	4,395,861	4,681,592	4,985,896	5,309,979	5,655,128	6,022,711	6,414,187	6,831,109
% GDP		14.6%	15.9%	18.0%	18.7%	18.3%	18.8%	19.0%	19.5%	20.0%	20.5%	20.5%	20.5%	20.5%	20.5%	20.5%	20.5%	20.5%
Current	933,872	1,096,328	1,215,608	1,411,835	1,622,567	1,799,865	2,000,198	2,218,969	2,457,731	2,718,155	2,894,836	3,083,000	3,283,395	3,496,816	3,724,109	3,966,176	4,223,977	4,498,536
% GDP	8.6%	8.7%	9.4%	10.6%	11.3%	11.5%	12.0%	12.5%	13.0%	13.5%	13.5%	13.5%	13.5%	13.5%	13.5%	13.5%	13.5%	13.5%
Education	102,025	149,781	183,170	256,876	342,683	409,252	450,426	487,303	545,221	612,198	675,988	731,350	775,281	800,407	829,126	861,743	903,276	950,576
% GDP	0.9%	1.2%	1.4%	1.9%	2.4%	2.6%	2.7%	2.7%	2.9%	3.0%	3.2%	3.2%	3.2%	3.1%	3.0%	2.9%	2.9%	2.9%
% total current	10.9%	13.7%	15.1%	18.2%	21.1%	22.7%	22.5%	22.0%	22.2%	22.5%	23.4%	23.7%	23.6%	22.9%	22.3%	21.7%	21.4%	21.1%
Capital		738,857	834,114	985,747	1,062,566	1,064,268	1,133,445	1,153,864	1,228,865	1,308,742	1,501,026	1,598,593	1,702,501	1,813,164	1,931,019	2,056,535	2,190,210	2,332,574
% GDP		5.9%	6.5%	7.4%	7.4%	6.8%	6.8%	6.5%	6.5%	6.5%	7.0%	7.0%	7.0%	7.0%	7.0%	7.0%	7.0%	7.0%
Education				136,567	94,686	70,177	90,338	121,676	122,887	130,874	150,103	159,859	170,250	181,316	193,102	205,654	219,021	233,257
% GDP				1.02%	0.66%	0.45%	0.54%	0.69%	0.65%	0.65%	0.70%	0.70%	0.70%	0.70%	0.70%	0.70%	0.70%	0.70%
% total capital				13.85%	8.91%	6.59%	7.97%	10.55%	10.00%	10.00%	10.00%	10.00%	10.00%	10.00%	10.00%	10.00%	10.00%	10.00%
Total Education		149,781	183,170	393,444	437,369	479,429	540,764	608,979	668,107	743,072	826,091	891,209	945,531	981,724	1,022,228	1,067,396	1,122,297	1,183,834
% total expenditures		8.16%	8.94%	16.41%	16.29%	16.74%	17.26%	18.06%	18.12%	18.45%	18.79%	19.04%	18.96%	18.49%	18.08%	17.72%	17.50%	17.33%

ANNEX 6 :

Sub-decree on the creation of the National EFA Commission (NEFAC)

Kingdom of Cambodia
Nation Religion King

3

Royal Government of Cambodia
No: 84

**The Creation of National
Education For All Commission**

The Royal Government of Cambodia

- Seen the Constitution of the Kingdom of Cambodia
- Seen the Royal Decree no. NS/RKT/1198/72, dated 30 November 1998 concerning the appointment of the Royal Government of the Kingdom of Cambodia
- Seen the Royal Kram (Code) no. 02/NS/94, dated 20 July 1994, promulgating the law on the organization and functioning of the Cabinet
- Seen the Royal Kram no. NS/RKM/0169/01, dated 24 January 1996, promulgating the law on the creation of the Ministry of Education, Youth and Sports
- Pursuant to an approval made by the Cabinet Session on 10 August 2001

IT HAS BEEN DECIDED:

Article 1- A National Education For All Commission is established hereinafter referred to as “N.E.F.A C”.

Article 2- N.E.F.A.C is intended to promote Education For All including early childhood education and protection, universality of basic education, necessary life skills for young people and adults, adult literacy, elimination of gender gap at basic education level, improving the quality of education in order to enhance people’s living standards by coordinating well with Ministries and Institutions concerned as well as with National and International Agencies.

Article 3- The National Education For All Commission is comprised of:

1. Prime Minister..... Honorary Chairman
2. Minister of Ministry of Education, Youth and Sports..... Chairman
3. Secretary of State of Ministry of Interior..... Vice Chairman
4. Secretary of State of Ministry of Education, Youth and Sports..... Vice Chairman
5. Representative of Ministry of Economy and Finance..... Member
6. Representative of Ministry of Planning..... Member
7. Representative of the Council of Ministers..... Member
8. Representative of Ministry of National Defence..... Member
9. Representative of Ministry of Rural Development..... Member
10. Representative of Ministry of Women’s and Veteran’s Affairs..... Member
11. Representative of Ministry of Health..... Member
12. Representative of Ministry of Agriculture, Fisheries and Forestry... Member
13. Representative of Ministry of Social Affairs, Labours, Vocational Training and Youth Rehabilitation Member
14. Representative of Ministry of Culture and Fine Arts..... Member

15. Representative of Ministry of Cults and Religious Affairs..... Member
16. Representative of Ministry of Information.....Member
17. Representative of the Council for the Development of Cambodia....Member

The national institutions concerned have to designate their officers with the title of Under-Secretary of State or Director General to be representatives, respectively.

The National Education For All Commission may invite representatives from other national institutions to attend its meeting as needed to make suggestions.

National and International Agencies may also be invited to make recommendations, but have no decision-making power.

Article 4- The National Education For All Commission has the duties to:

- formulate national policies for Education For All: determine targets and objectives of EFA
- develop strategies to achieve the goals of EFA
- formulate EFA action plans
- coordinate, communicate and develop networks with the Ministries and Institutions concerned, National and International Agencies, Private Sectors, and the Community so as to mobilize human resources, materials and budget for the carrying out of EFA programmes
- provide training and disseminate knowledge on Education For All
- exchange information on EFA with the international agencies in the region and the world
- monitor, review and evaluate the progress of EFA

Article 5-

The National Education For All Commission has a Permanent Secretariat General in the Ministry of Education, Youth and Sports, and is eligible to use the seal of the Ministry of Education, Youth and Sports.

Article 6-

The Permanent Secretariat General of the National Education For All Commission is led by a Secretary General holding a status equivalent to Director General. The Secretary General is the national coordinator for EFA. The Secretary General has two Deputy Secretary Generals serving as his/her assistants with status equivalent to Deputy Director General.

The Permanent Secretariat General has its own staff and some working groups with officials in the existing framework to perform its duties.

Article 7-

The Permanent Secretariat General of the National Education For All Commission has the duties to:

- research and draft policies, plans and strategies, and submit them to the National Committee for Education For All for review and approval
- liaise and coordinate with the Ministries and Institutions concerned, National and International Agencies for the sake of Education For All.

- organize meetings for the National Education For All Commission, monitor work performance, and implement the decisions made by the Commission
- report the outcomes of work performance to the National Education For All Commission in timely manner so that it will forward to the Royal Government

Article 8-

Education For All Commissions will be established at provincial, district and commune levels.

- a. The Provincial Commission for Education For All is made up of Provincial Governor as Chairman, a Deputy Provincial Governor as Vice Chairman, Director of Provincial Department of Education, Youth and Sports as Vice Chairman, Directors of Departments concerned as Members, and a Deputy Director of Provincial Department of Education, Youth and Sports as Permanent Secretary
- b. The District Commission for Education For All is made up of District Governor as Chairman, Deputy District Governor as Vice Chairman, Education Office Chief as Vice Chairman, concerned Education Office Chiefs as Members, and Deputy Education Office Chief as Permanent Secretary
- c. The Commune Commission for Education For All is made up of Commune Chief as Chairman, an Education Officer as Vice Chairman, and School Directors and Village Chiefs as Members

The Commissions at three levels may respectively invite representatives from local national institutions to attend their meetings to make suggestions.

Local National and International Agencies may also be invited to make recommendations, but have no decision-making power.

Article 9-

The roles, duties and functioning of the Provincial, District and Commune Commissions for Education For All, are determined by the National Education For All Committee.

- The Provincial Commission for Education For All is entitled to use the seal of the Provincial Hall.
- The District Commission for Education For All is entitled to use the seal of the District Hall.
- The Commune Commission for Education For All is entitled to use the seal of the Commune Hall.

Article 10-

Budget of the National Commission for Education For all is the budget of the Ministry of Education, Youth and Sports, which comes from:

- National budget
- Support provided by International Agencies, donors, internal and external benefactors

Article 11-

Sub decree no. 58 Or.Nor.Kror dated 25 September 1997 concerning the creation of the National Commission for NFE Coordination and any regulations that are contrary to this Sub decree are deemed to be null and void.

Article 12-

The Minister in charge of the Council of Ministers, the Minister of Education, Youth and Sports, and the concerned Ministries and Institutions as stated in Articles 3 and 8 have to enforce this Sub-decree from the date of signing.

Phnom Penh, 28 August 2001
Prime Minister

The information submitted to
the Prime Minister by

TOL LAH
Deputy Prime Minister
Minister of Education, Youth and Sport

Cc:
The Ministry of Royal Palace
The Senate Secretariat General
The National Assembly Secretariat General
The Office of the Prime Minister
As in Article 12
Archives

**KINGDOM OF CAMBODIA
NATION RELIGION KING**

**Royal Government of Cambodia
No: 168**

**NATIONAL EDUCATION
FOR ALL COMMISSION MEMBER PREPARATION**

☆☆☆☆☆☆

The Royal Government of Cambodia

- Seen the Constitution of the Kingdom of Cambodia
- Seen the Royal Decree No. NS/RKT/1198/72 dated 30 November 1998 concerning the appointment of the Royal Government of the Kingdom of Cambodia
- Seen the Royal Kram (Code) No.02 July 1994, promulgating the law on the organization and functioning of the Cabinet
- Seen the Royal Kram No NS/ RKM/ 0169/01, dated 24 January 1996, promulgating the law on the creation of the Ministry of Education, Youth and Sports
- Seen Sub Decree No 84 Or.Nor.Kror/BK dated 27 August 2001 concerning the creation of National Education For All Commission
- Reference to the request of Minister of Education, Youth and Sports

IT HAS BEEN DECIDED:

Article 1- The National Education For All Commission is Composed of:

- | | | |
|---------------------------------------|--|---------------|
| 1. H.E TolLah | Minister of Ministry of Education, Youth and Sports | Chairman |
| 2. H.E Im Sethy | Secretary of State of Ministry of Education, Youth and Sports | Vice Chairman |
| 3. H.E Prom Sokha | Secretary of State of Ministry of Interior | Vice Chairman |
| 4. H.E Ngy Tayi | Under secretary of Ministry of Economy and Finance | Member |
| 5. H.E Kimsoy Samalen | Under secretary of Ministry of Planning | Member |
| 6. H.E Seng Limnov | Under secretary of the Council of Ministers | Member |
| 7. H.E Lieutenant General Ou Kimnoeun | Under secretary of Ministry of National Defense | Member |
| 8. H.E Mok Sophy | Under secretary of Ministry of Rural Development | Member |
| 9. Chumteav Keth Samath | Under secretary of Ministry of Women's and Veteran's Affairs | Member |
| 10. H.E Vo Kimpor | Under secretary of Ministry of Health | Member |
| 11. H.E Meas Kimsovaro | Under secretary of Ministry of Agriculture, Fisheries and Forestry | Member |
| 12. H.E Yi Yone | Under secretary of Ministry of Social Affairs, Labours, Vocational Training and Youth Rehabilitation | Member |
| 13. H.E Tuy Koeun | Under secretary of Ministry of Culture and Fine Arts | Member |
| 14. H.E Pov Yada | Under secretary of Ministry of Cults and Religious Affairs | Member |
| 15. H.E Dok Narin | Under secretary of Ministry of Information | Member |
| 16. H.E Leap Vandan | Under secretary of the Council for the Development of Cambodia | Member |

Article2: All member of commission have to participate the meeting through director' s invitation.

Article3: Any regulations that are contrary to this Sub decree are deemed to be null and void.

Article 4: The Minister in charge of the Council of Ministers, the Minister of Education, Youth and Sports, and the concerned Ministries and Institutions as stated in Articles 1 have to implement via this Sub-decree from the signing date on.

Phnom Penh, 02 April 2002
Prime Minister

The information submitted to
the Prime Minister by

TOL LAH
Deputy Prime Minister
Minister of Education, Youth and Sports and
Chairman of N.E.F.A.C

Cc:
The Ministry of Royal Palace
The Senate Secretariat General
The National Assembly Secretariat General
The Office of the Prime Minister
As in Article 4
Archives