



ព្រះរាជាណាចក្រកម្ពុជា  
KINGDOM OF CAMBODIA  
ជាតិ សាសនា ព្រះមហាក្សត្រ  
NATION RELIGION KING

# គោលនយោបាយអប់រំក្រៅប្រព័ន្ធ

## POLICY OF NON-FORMAL EDUCATION





# **NATIONAL POLICY ON NON-FORMAL EDUCATION**

Royal Government of Cambodia

No: 01 KNR

» According to the constitution of the Kingdom of Cambodia, which states in Article 65 "The State shall protect and upgrade citizens' rights to quality education at all levels and shall take the necessary steps for quality education to reach all citizens." and in Article 66 "The State shall develop a complete and uniform education system throughout the State . so that citizens have an equal chance for improving their livelihoods".

» In line with global trends, which states "Education for All and All for Education"

» Complying with the policy of the Royal Government on human resource development, which stipulates: "The main approach for human resource development is to develop human resources with good health, knowledge and a high level of culture..."

The Royal Government of Cambodia defines that Non-Formal Education (NFE) is an official education system, which contributes to achieving Education For All and gives people access to lifelong education and helps build a learning society with equity, justice and social development.

Over two decades of war has made Cambodia one of the poorest countries. About 36% of the population lives below the poverty line. From 1979 to 1988, non-formal education and especially the elimination of illiteracy and complementary education had good results, but since then has mostly been inactive. In the late 1990s, the Ministry of Education, Youth And Sports (MoEYS) with the support of national, international and non-governmental agencies and various other institutions restarted and developed non-formal education by:

» Establishing management structures at all levels;

» Designing annual, short-term, medium-term and long-term plans;

» Providing training skills for staff and strengthening the capacities of administrators/managers at all levels and contract literacy teachers;

» Developing and revising curricula and textbooks in all areas and for all educational levels;

» Seeking support and co-operation for human resources, materials and budget from concerned organisations and stakeholder institutions.

But the results achieved so far do not completely respond to the needs, because from year to year we have only had the capacity to reduce the adult illiteracy rate by 1% per year.

The National Literacy Survey conducted by MoEYS in 1999 showed that out of the total population at the time of 11,437,656 there were 6,547,848 people aged 15 years and over. Out of this figure (aged 15 years and over), 37.10% were found to be literate and 26.60% semi-literate (can read, write and count a little). So, this means that 36.30% are illiterate and most of them are women. From one year to the next, the number of illiterate people is increasing. This is as a result of school-aged children, who don't have access to the formal education system and others who drop out at the primary level, as well as those who relapse into illiteracy and this is causing a heavy burden for NFE.

Statistics from the Education Management Information System (EMIS) of the MoEYS has indicated that the net enrollment rate at primary school is approximately 83.8% and those children who pass to grade 6 at primary level is only approximately 35%. Therefore, only 65% of children of whom 58% are girls, only complete to grade 5 level.

## II. National Policy on Non-Formal Education

In order to solve the above-mentioned problems, the Royal Government defines the strategy of the NFE policy to be as follows:

- » Creating opportunities so that all people have access to lifelong learning.
- » Promoting literacy and continuing education by creating links, which provide credit, employment and vocational skills so that the population can live in happiness.
- » Regularly providing information and knowledge about vocational skill training and technical and scientific subjects to everybody.
- » The Royal Government is concerned about
  - All people of both sexes and all races living in the Royal Kingdom of Cambodia who don't have access to public school (the formal education system):
    - Poor people and those living in difficult circumstances
    - Working children and youths and the out-of school
    - Ethnic minority children and youths
    - Adults aged 15 to 45 years

Amongst these target groups, the Royal Government places special emphasis on girls and women.

- Operating areas of NFE:
  - Rural, remote/disadvantaged areas
  - Poor areas
  - Reintegration areas

Ministries and institutions, who are members of the National Education for All (EFA)

NFE, which is their responsibility and co-operate for implementing and promoting the spirit of responsibility so that NFE work produces good results, guiding and encouraging concerned stakeholder institutions, local authorities at all levels, village development committees, communes, pagodas, religious buildings, the private sector and all business people to mobilise existing resources for contributing to the development of NFE and in establishing Community Learning Centres (CLCs) in villages, communes and pagodas.

» The Ministry of Interior shall guide and remind local authorities at all levels to increase their spiritual concentration and sustain NFE classes, especially literacy classes.

» The Ministry of Cult and Religion shall co-operate with the two sects of Buddhist leaders, lay monks, nuns and priests to urge them to be involved in educating people through preaching or campaigns at the pagodas, or during religious festival times about the usefulness of knowledge and help them to organise libraries, reading rooms, classrooms and CLCs in each pagoda and participate in teaching or training according to their availability and capacity.

» The MoEYS shall provide opportunities for communities to participate in establishing literacy classes, post-literacy classes, complementary classes, vocational skill training classes, CLCs, reading rooms and libraries etc.; especially, it must be responsible for advising, facilitating and co-operating and expanding teachers' capacities.

» The Ministry of Information shall promote the dissemination of information through radio, television, newspapers and other media networks to advocate continuing education to all people throughout the country.

» Factory managers, businesses and companies must find the means to open literacy classes or vocational skill training courses for their workers, which comply with the Labour Laws of the Royal Kingdom of Cambodia, for the benefit of both workers and factory managers.

» The MoEYS has the responsibility to manage and lead research and surveys and implement projects in accordance with the goals of NFE. Monitoring and evaluation must be carried out strictly to determine whether projects are being well implemented, in order to ensure that NFE is able to achieve good results in terms of quality of knowledge, practical skills and morality.

### III. Management

The Royal Government considers NFE as an official education system in the Kingdom of Cambodia the same as the formal education system.

The management structure of NFE must be organised properly to ensure a good, sustainable and effective implementation process.

The National EFA Committee has the responsibility to co-operate closely with competent institutions and ministries as follows:-

- » Design and implement an action plan to achieve the EFA goals and count up and evaluate the results for NFE and submit them to the Royal Government according to the deadline.
- » Develop relationships between NFE and the formal education programmes at all levels in terms of planning, accreditation, reintegration, making use of school buildings, classrooms, staff and resources that can be used together.
- » Increase partnerships with the Royal Government, national organisations, international organisations, non-governmental organisations, donors and the private sector to promote the achievements of literacy work and vocational skill training as a contribution to improving the living standards of the population.
- » Strengthen the capacity of the NFE Department in terms of planning, management, data collection, monitoring and evaluation as well as in its capacity for developing curricula and textbooks at all levels.
- » Establish criteria for awarding praise and prizes to individuals, units, communities and organisations that make a good achievement in researching and supporting NFE.
- » Strengthen the NFE data/information management centre so that it can be disseminated widely and urge the existing EMIS to enter NFE data in its system.
- » Provide support in reintegrating the NFE action plan into all of the development plans of the Royal Government to contribute to human resource development and poverty alleviation.
- » MoEYS shall establish procedures including some parts that have international links in order to implement this policy effectively.

The curriculum for NFE will include the following components listed below:

- » Literacy and vocational skill training
- » Continuing Education including:
  - Post literacy
  - Equivalency
  - Quality of life improvement, especially hygiene, HIV/AIDS prevention, gender, culture, peace, morality and civics in everyday life.
  - Income generation: such as agriculture, services, handicrafts and small business, provide credit...

» Family education for early childhood development.

» Re-entry programme for primary school dropouts so they have the capacity to go back to public school.

» Curriculum, textbooks and other NFE documents for distribution will have proper contents that respond to the needs of the community and society and proper pictures will be designed so that the results will be good for the learners. Such NFE activities will be arranged as complementary, semi-complementary, part-time, self-study, distance learning etc.

In order to support this policy effectively, the Royal Government has allocated a proper separate expenditure line so that NFE work can develop. The MoEYS must find all means for available funds and technical assistance for developing NFE work and encourage the participation in terms of materials, budget and technical assistance from national and international organisations, non-governmental organisations, the community, the private sector or benefactors in order to mobilise resources for NFE work.

This policy has a national identity and is people oriented and is a compass for the NFE field, which is one of the important factors that contribute to human resource development as well as the development of the country.

Phnom Penh, Date: August 13, 2002

**HUN SEN**  
**Prime Minister**

### **1. Background**

The population is estimated at over 13 million people, with an average annual population growth rate of 2.49 percent, which the population, may double in 25-30 years. The population aged 18 years and below represents about 52 percent of the total population. Roughly 36 percent of the population lives under poverty lines and this socio-economic group is composed largely of illiterate people, including a significant number of disabled, widows, orphans, street children and other vulnerable people. The infant mortality rate is 95 per 1000 live births (125 per 1000 for under fives) and chronically malnourished children under five are estimated at 45 percent. HIV prevalence among the sexually active population is approximately 3.7 percent (some 180,000 people).

Only 36 percent of the population over fifteen years of age are functionally literate in the full meaning of the concept . Another 27 percent are semi-literate . A full 37 percent of the adult population are totally illiterate. The national literacy rate, including semi-literates, for men is estimated at 79 percent, while for women it averages only 57 percent. There is substantial variability within the country, between urban and rural areas, and ethnic minorities rank the lowest.

In the priority 15-24 year old age group, there are an estimated 400,000 illiterate men and 700,000 illiterate women in Cambodia. In the 25-45 year old range, there are an estimated additional 1.2 million illiterates. Current adult functional literacy training capacity in Cambodia is estimated at approximately 50,000 students per year. Also, less than half of literacy instructors are female which means a shortage of role models for illiterate women.

## **2. NFE Components in the EFA national plan**

Non-Formal Education (NFE) programs in Cambodia are planned and implemented by a wide range of governmental and non-governmental organizations and bodies. These include the Ministry of Education, Youth and Sport, including the EFA Secretariat, the Ministry of Women and Veteran Affairs, the Ministry of Rural Development, the Ministry of Health and the Ministry of Agriculture. Non-governmental partners as well as informal community groups have also played important role in serving the disadvantaged population .

As a general approach, national- level bodies must focus on setting overall objectives and methodology in addition to training, facilitating and supporting provincial-level structures. Actual detailed planning, selection and training of teachers and instructors, and implementation will take place at the provincial, district and commune level, usually in joint partnerships between governmental, non-governmental and community organizations. This Non-Formal Education Action Plan is, therefore, programmatic and indicative in nature, setting out overall goals, objectives and methodologies, rather than providing specific project details.

The basic purpose of the action is twofold:

1. to provide a coherent framework for governmental, non-governmental, international, community and funding agencies, to plan, organize, monitor and evaluate non-formal education programs in Cambodia; and
2. to provide an ongoing framework for defining and adapting non-formal education policies, structures and programs.

### **2.1.Overall Goal**

Non-formal education has a major role to play in creating the human resource base necessary for achieving national goals of peace, sustainable poverty reduction, economic growth and social equality. The Millennium Development Goals (MGDs) adopted by the government include a reduction in extreme poverty, improvement in health, access to education and gender equality. Children, youth and adults will acquire the skills necessary to participate in, and benefit from, overall national development and enhance their own quality of life.

The national goal is to achieve Education For All (EFA) by 2015. The six core EFA goals

1. Ensure 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.
2. Ensure that the learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programs.
3. Achieve a 50 percent increase in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults.
4. Eliminate gender disparities in primary and secondary education by 2015, with a focus on ensuring girls full and equal access to and achievement in basic education of good quality.
5. Expand and improve comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children.
6. Improve all aspects of the quality of education and ensure excellence of all so that recognized and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills.

## 2.3 Priorities for non-formal education

Seven key non-formal education priorities have been identified. The first five priorities are specific programs focused on targeted populations:

1. Functional literacy for youth and adults;
2. Primary and lower secondary equivalency programs for out-of-school children, youth and young adults;
3. Short-term income generation skills training for youth and adults;
4. Post-literacy programs which sustain and expand levels of literacy; and
5. Family education for early childhood development.

The sixth and seventh priorities cut across and support all programs:

6. An integrated community-based learning approach; and
7. Capacity building for effective management.

While quality formal schools may eventually (in 25 or 30 years) become the most common modality for achieving basic education for most children and youth, creating such a school system is still a long way off in Cambodia and a generation of children and youth cannot be denied their right to an education in the meantime. At the same time, the long-term goal of building and maintaining a formal education system requires a pro-learning environment of educated parents and young adults who value education sufficiently to support their children and provide time and resources for learning. Non-formal education modalities are particularly appropriate to providing this education base.

## 2.4 Principles of Action

In this framework, non-formal education will operate under three inter-related principles.



Progress in all three will be a necessary condition for effective movement on any and all of the specific programs.

2.4.1. Defining clear non-formal education targets: While almost the whole population has some claim to non-education resources, for some the claim is greater. These include the 36% of the population living in poverty and socio-cultural exclusion; the 15% of children who do not enroll in primary school; the 47% of children who do not complete grade 5; and the 37% of people over 15 years of age who are illiterate. All of these people are overwhelmingly occupied with survival and earning a livelihood and full-time education is not an option.

Within these broad categories, NFE programs will place an over-riding emphasis on women and girls, the disabled, ethnic minorities and migrant workers. The National EFA Plan also identifies high-priority needs for resettled Khmer Rouge communities; children and adolescents in urban slums; and demobilized soldiers and their families. Use of existing literacy, poverty, health and other national statistical surveys and "maps" should enable NFE programs to be effectively targeted.

2.4.2. Decentralization of non-formal education programs: The government is committed to an ongoing education reform process which, among other priorities, stresses the need to move away from the highly rigid and centralized education structures and content of the past towards a much more practical and flexible, decentralized approach. Non-formal education, in particular, requires a decentralized framework which allows programs to effectively meet the needs of local communities and empower individuals to manage their own learning and development. National authorities will train provincial authorities to plan and then support them in their NFE programs. In a similar manner, provincial authorities will train district, commune and community bodies to plan and then support them. At its apex, are the "community learning centres" which are established at local village temples or other cultural facilities.

2.4.3. Improving the quality of all non-formal education interventions:

Quality of learning outcomes is a critical issue for achieving NFE goals. For non-formal education, key assessment indicators include: quality of access; quality of learning achieved; and the quality of institutional development. For example:

*quality of access:* actual enrolment patterns for each of the targeted program activities (participant numbers, age, gender, ethnicity, poverty level, etc.); reach and timing of programs delivered; and completion rates.

*quality of learning:* core competencies acquired; relevance of learning (i.e. did the activity "make a difference" in lives of learners); appropriateness and flexibility of teaching methods and materials; and length and intensity of participation.

*quality* of institutional development: effectiveness and relevance of "staff" training (at all levels); evidence of improved needs assessments, planning and design (at all levels); and number of collaborative activities undertaken.

## 2.5 Overall timeframe

The Non-Formal Education Action Plan covers the period from 2003 to 2015. The timeframe is divided into three rough categories: the short-term (to 2005); the medium-term (to 2010); and the long-term (to 2015). In general terms, the short-term is characterized by some expansion of current activities but will be focused primarily on development and adaptation of programs, curricula, materials and training and expansion of capacity to deliver all non-formal education programs. The medium term is characterized by a large expansion of all program activities and the implementation of the lower secondary equivalency program. The long-term focuses on achieving full EFA goals for non-formal education.

## 2.6 Resource mobilization

There are not sufficient human and financial resources, nor enough institutional capacity currently available in Cambodia, in either the government or non-government sector, to adequately meet all the learning needs of the population in a timely way. If the national education goals are to be met by 2015, a tremendous mobilization of resources will be needed. This will require a massive expansion in the capacity of national and provincial authorities to train and support district and commune organizations. Additional external human resources, including those from professional volunteer organizations, will undoubtedly be required to assist for many years. Non-governmental agencies, currently at the forefront of piloting and implementing non-formal education programs, will need to expand their programs. Additionally, there will need to be a correspondingly large increase in multi-lateral and bi-lateral funding from external sources.

# **3. Adult functional literacy**

## 3.1 The situation

Only 36 percent of the population over fifteen years of age are functionally literate in the full meaning of the concept. Another 27 percent are semi-literate. A full 37 percent of the adult population are totally illiterate. The national literacy rate, including semi-literates, for men is estimated at 79 percent, while for women it averages only 57 percent. There is substantial variability within the country, between urban and rural areas, and ethnic minorities rank the lowest. The provinces of Steung Treng, Mondulakiri, Odar Meancheay, Preah Vihear, Koh Kong and Ratanakiri all rank below the national average (ranging in ascending order from 23 to 56 percent literacy).

In the priority 15-24 year old age group, there are an estimated 400,000 illiterate men and 700,000 illiterate women in Cambodia. In the 25-45 year old range, there are an

capacity in Cambodia is estimated at approximately 50,000 students per year. Also, less than half of literacy instructors are female which means a shortage of role models for illiterate women.

### 3.2 The rationale

Poverty continues to put at risk youth and adults whose low literacy levels and limited life and work-related knowledge and skills seriously impede their ability to contribute to, or benefit from, national socio-economic progress. The knowledge and skills required to work in the "new" economy or to take advantage of advances in the traditional agricultural economy are critically limited for youth and adults who are not functionally literate. Illiterate women are at special risk from high birth-rates, maternal mortality, domestic violence, sexual exploitation, and HIV/AIDS. Literate parents are also better able to earn a living and support their children, especially women as mothers supporting children's schooling, and as teachers and education managers fostering child-friendly learning environments.

Human development, at the level of individuals, involves a process of learning and applying what is learned to better the quality of life. Functional literacy is a critical first step in the process of learning how to learn. Functional literacy, with its emphasis on literacy, numeracy and life skills, is a pre-requisite for social, cultural and economic development at both the macro and individual level. At the macro-economic level, there is a clear correlation between functional literacy and increases in income, investment, productivity and GDP. Functional literacy, when combined with better health, nutrition and income, correlates with increased life expectancy and reduced infant and maternal mortality. Marginalized populations need functional literacy to prepare them to deal with the additional hardships they face such as extreme poverty, rural to urban migration, social and occupational mobility and access to new information and markets.

### 3.3 The vision » [Up](#)

Illiterate people form the vast majority of the 36% of Cambodia's people who live below the poverty line. Within that group, priority will be placed on the 15-24 year olds, especially women. This group represents approximately 45% of the illiterates in Cambodia. Further, within this group, action will be taken to reach those most excluded: by geography (remote low-density and mountainous regions); by environment (flood-prone, high-malaria and mine-infested districts); by social instability (newly-integrated, resettled communities); by life situation (street/working children, demobilized soldiers); and by culture (ethnic minorities). Cross-cutting all of these, action will ensure full inclusion of women and people with disabilities. This group is also the key to Cambodia's social and economic future. In the next thirteen years, this group will become the majority of parents and the heart of the labour force.

### 3.4 Long-term objective

To increase the functional literacy rate from 63% (36% literate and 27% semi-literate) to 82% fully literate adults over 15 years of age and eliminate all gender disparities by 2015.

### 3.5 Medium-term objectives

1. To increase the functional literacy rate among the priority 15 to 24 year old group to 90%, and eliminate all gender disparities for this group by 2010;
2. To ensure that 50% of all literacy trainers and instructors are female by 2010.

### 3.6 Short-term objectives

In partnership between all relevant ministries and NGOs:

1. To double expansion of annual instructional capacity to 100,000 persons by 2005, with priority on the critical 15 to 24 year old age group;
2. To ensure at least 70% of those trained from 2003 to 2005 are women;
3. To achieve a high-quality revision of the full adult functional literacy curriculum and all instructional materials by 2005;
4. To achieve a high-quality revision of trainer/instructor selection and training systems;
5. To ensure at least 40% of instructors are female by 2005.

### 3.7 Program modalities

Functional literacy is broadly defined as a group of literacy, numeracy and essential life skills. Essential life skills includes problem-solving, critical thinking, information gathering, decision-making, communication, negotiation, and learning how to learn. These skills will enable people to better address their own priorities (childcare, income-generation, wage earning, health and nutrition, community decision-making, etc.) and to independently pursue their own livelihood and learning needs. The current curriculum totals 200 hours of structured learning.

All functional literacy activities must be closely linked with income generation, early childhood care and post literacy activities and increasingly delivered through integrated community learning centres. The post-literacy program, in addition to reinforcing literacy and providing new knowledge to the community, will also address the needs of the "semi-literates" mentioned above through a special remedial instruction program.

Following the principle of decentralization, the primary role of the national level will be to train, facilitate and support the provincial level. Actual planning will take place at the provincial, district and commune level, in cooperation with non-governmental organizations. The majority of implementation will take place at the commune and village level.

### 3.8 Key tasks

Build partnerships between governmental and non-governmental agencies to:

- Develop decentralized planning and implementation: Train provincial, district and commune authorities how to plan, implement and monitor functional literacy activities, including how to identify, target and "map" specific communities according to established priorities (poverty, age, gender, ethnicity, social group);
- Develop materials: Revise functional literacy learning and teaching materials to reflect more life skills content and use of adult learning methodology. Curriculum and materials must be relevant to the socio-cultural, life skill and work-related context of disadvantaged youth, adults and women. Materials must continue to be "modular" for flexibility of delivery according to learner needs; must incorporate adult learning methodologies; and be highly visual (not dense written text);
- Select and train trainers: Develop guidelines and training materials for selecting and training (provincial/district) trainers, who should increasingly be female (50% by 2010). Adult learning methodologies must be used and emphasized. Trainers must be exposed to all NFE and development training programs available or planned for their area as a way of building horizontal integration. Ongoing in-service training should also be developed in cooperation with monitoring activities;
- Select and train local functional literacy instructors: In a similar manner, develop guidelines and training materials for selecting and training local community functional literacy instructors, who should increasingly be female (50% by 2010). Adult learning methodologies must be used and emphasized. Local instructors must be exposed to the full range of NFE and development training programs available or planned for their community. Local instructors should also be introduced to community-development facilitation skills, perhaps through in-service training;
- Monitor functional literacy activities: With local authorities and community representatives, undertake selective on-site case studies of various functional literacy activities to determine more precisely who is being reached and how effectively. Develop systems for monitoring performance of trainers and instructors. Short-term objectives will be revised each year depending upon progress.
- Develop bi-lingual education: Equivalent materials will be developed for bi-lingual education of ethnic minorities. The policy encouraging a bi-lingual education for ethnic minorities must be clearly communicated to all levels of government

### 3.9 Indicators

- Increased net enrolment in functional literacy activities, by gender;
- Increased net number of functional library facilitators and remedial literacy instructors literacy graduates, by gender;
- Increased number of trainers and trained literacy-life skills instructors;
- Functional literacy materials tested and revised for pro-poor relevance and adult



- Increased number of governmental and non-governmental partnered adult functional literacy activities, including joint instructor training and monitoring of learning achievement;
- Increased literacy in selected poverty/vulnerable groups, especially women;
- Increased demand for, and participation in, community-based adult literacy activities by the most disadvantaged and women;
- Evidence of literacy graduates applying improved knowledge and skills in managing their quality-of-life and earning income;
- Increased numbers of women from poverty areas and ethnic minorities trained and deployed as trainers and instructors.

### 3.10 Indicative financial requirements

Currently, it costs approximately \$25 for each person who completes a 200 hour functional literacy course.

## **4. Adult post-literacy**

### 4.1 The situation

Currently, thirty-six percent of the population over fifteen years of age are functionally literate with another 27 percent being semi-literate. Increasingly, others will become literate through the national literacy program, targeted at achieving 82% functional literacy by 2015. These groups represent the overall target population for the post literacy program. Within this group, the poor, women, ethnic minorities and other disadvantaged groups rank highest among those whose needs must be met. In the top priority 15-24 year old age group, there are an estimated 815,000 semi-literates, well over half of which are women. In the 25-45 year old range, there are an additional 825,000 semi-literates. Learning materials are not readily available throughout the country. Newspapers and printed materials can only be found in urban areas. TV and radio are the main means of widely providing information.

### 4.2 The rationale

A literate person who has just completed a basic literacy course is not guaranteed retention of that skill. As with any other skill, it will fade in time unless it is regularly strengthened. Also, the functional literacy course establishes a base of literacy but more reinforcement and learning is necessary to make life-long learning possible. Post-literacy is a bridge towards self-learning whereby learners are motivated to go beyond basic literacy skills. Post literacy programs provide an opportunity for the disadvantaged to really become life-long learners. Post-literacy opens the door to choose further learning and education to meet personal needs and goals. Post-literacy continues the process of individual empowerment to contribute to, and benefit from, national socio-economic progress. Personal development involves a process of learning and applying what is learned to better the quality of life. Post-literacy is a critical step in the process of

learning how to learn. At the macro-economic level, there is a clear correlation between active, applied literacy and increases in income and productivity.

### 4.3 The vision

The ultimate aim of a post-literacy program is to, as far as possible, help participants become true autonomous learners in the broadest and best sense of a fully empowered person. Only if most members of a society are autonomous learners can true national socio-economic development emerge. The purpose of this post-literacy program is, first, to consolidate the basic literacy skills of reading, writing, numeracy and life skills such as problem-solving; second, to help semi-literate people gain or regain full functional literacy; and third, to provide literate people with information and knowledge for their continued learning as well as community development. Priority will be placed on recently literate and semi-literate 15-24 year olds, with a special focus on women and other vulnerable groups.

### 4.4 Long-term objective

By 2015, to ensure the attainment and sustainability of functional literacy skills of all literate youth and adults (an estimated 82% of those over 15 years of age), especially women, the poor and other disadvantaged people, and also ensure access to information on continued learning opportunities.

### 4.5 Medium-term objectives

1. To ensure that 500,000 semi-literate people have become functionally literate, 70% women, by 2010;
2. To ensure that all functionally literate people have access to continuing education opportunities through their commune community learning centres by 2010;
3. To ensure that 50% of post-literacy facilitators and instructors are female by 2010.

### 4.6 Short-term objectives

In partnership between all relevant ministries and NGOs:

1. To complete development and pilot testing of a remedial functional literacy curriculum and all instructional materials by the end of 2004.
2. To ensure an initial capacity of 50,000 persons by 2005, expanding to 100,000 persons by 2007, with priority on the critical 15 to 24 year old age group;
3. To ensure at least 70% of those trained from 2003 to 2007 are women;
4. To ensure at least 40% of trainers, facilitators and instructors are female by 2005.

### 4.7 Program modalities

All learning and public education interventions need to be framed in terms of creating an environment in which there are opportunities to practice and elaborate functional literacy skills and continuing to learn. There are two main component activities: remedial functional literacy learning for semi-literate people; and the reinforcement of literacy skills by providing general reading materials as well as information on, and access to, continued learning opportunities. The post-literacy program must be closely linked with income generation activities, early childhood care programs, other available development activities and, increasingly, delivered through integrated community learning centres. All delivery systems will be used, including the centres, mobile libraries, information communication technology and combinations of these.

Following the principle of decentralization, the primary role of national authorities will be to train, facilitate and support provincial authorities. Actual planning will take place at the provincial, district and commune level, often in cooperation with non-governmental organizations. The majority of implementation will take place at the commune level.

**Remedial literacy for semi-literates:** The key to helping semi-literates proceed further is to give them skills needed for advanced reading so they have the confidence and the skill to continue learning. These skills typically include vocabulary development, development of general knowledge, skill in establishing mental schemes to integrate concepts, critical reasoning and problem-solving. The proposed curriculum will total approximately 200 hours of structured learning. Development and pilot testing should be completed in 2004 with expansion of capacity through to 2007 (up to an annual capacity of 100,000 persons).

**Reading and information:** This activity is somewhat analogous to developing and operating a small library which focuses on providing reading materials and public information as well as continuing education materials to youth and adults, in order to reinforce their literacy skills and provide them with general information. This activity must also include the function of providing educational and vocational counseling to facilitate people to accessing further learning opportunities. There must be a clear linkage to income generation and early childhood care programs, both of which can be used as tools to reinforce functional literacy skills. The physical location of this program will normally be the commune community learning center but there will also be some mobile libraries for remote areas with widely scattered small communities.

Again, the role of the national level will be to train, facilitate and support the provincial level. Actual planning will take place at the provincial, district and commune level, in cooperation with non-governmental organizations. The majority of implementation will take place at the commune and village level.

#### 4.8 Key tasks

Build partnerships between governmental and non-governmental agencies to:

- Develop decentralized planning and implementation: Train provincial, district and commune authorities how to plan, implement and monitor post-literacy activities. Schools, temples and community learning centers will play key roles;
- Materials: Collect, purchase and develop reading and learning materials, using all appropriate media (pamphlets, posters, newspapers, videos, cartoon books, etc.) which are relevant to the lives of local people. Develop remedial functional literacy learning and teaching materials. Curriculum and materials must be relevant to the socio-cultural, life skill and work-related context of disadvantaged youth, adults and women, including local production of materials which compile local knowledge. Materials must continue to be "modular" for flexibility of delivery according to learner needs; must incorporate adult learning methodologies; and be highly visual (not dense written text);
- Select and train trainers: Develop guidelines and training materials for selecting and training provincial/district trainers who should increasingly be female (50% by 2010). Adult learning methodologies must be used and emphasized. Trainers must be exposed to all NFE and development training programs available or planned for their area as a way of building horizontal integration. Ongoing in-service training should also be developed in cooperation with monitoring activities;
- Select and train local facilitators and instructors: In a similar manner, develop guidelines and training materials for selecting and training local community library facilitators and remedial literacy instructors, who should increasingly be female (50% by 2010). Adult learning methodologies must be used and emphasized. Local facilitators and instructors must be exposed to the full range of NFE and development training programs available or planned for their community;
- Monitor post-literacy activities: With local authorities and community representatives, undertake selective on-site case studies of various post-literacy activities to determine more precisely who is being reached and how effectively. Develop systems for monitoring performance of trainers, facilitators and instructors. Short-term objectives will be revised each year depending upon progress.

#### 4.9 Indicators

- Increased net enrolment in remedial literacy activities, by gender and disadvantaged status;
- Increased net number of remedial literacy students who progress to full literacy, by gender;
- Increased number of trainers and trained remedial literacy instructors;
- Remedial literacy materials tested and revised for pro-poor relevance and adult learning methodology;
- Increased number of governmental and non-governmental partnered remedial literacy activities, including joint instructor training and monitoring of learning achievement;

- Increased demand for, and participation in, community-based remedial literacy activities by the most disadvantaged and women;
- Evidence of literacy graduates applying improved knowledge and skills in managing their quality-of-life and earning income;
- Increased numbers of women from poverty areas and ethnic minorities trained and deployed as trainers and instructors.

#### 4.10 Indicative financial requirements

It is estimated that it will cost approximately \$25 for each person who completes a 200 hour post-literacy course, plus approximately \$1,000 per community learning centre for materials.

### **5. Family Education for Early Childhood Development**

#### 5.1 The situation

In Cambodia, the infant mortality rate is very high at 95 per 1000 live births. The under-five mortality rate is even higher at 125 per 1000. Chronically malnourished children under five are estimated at forty percent, including almost 20 percent who suffer from severe malnutrition. In addition, roughly 70 percent of the population has no access to safe water and roughly 85 percent have inadequate sanitation. The population growth rate is estimated at 2.5 percent. Also, an estimated 26 percent of households are headed by a single mother. Maternal mortality is also high at 437 per 100,000 live births. For children above two years of age, especially those who come from impoverished families, almost no structured pre-school education opportunities are available. Currently, fifteen NGOs are piloting the program..

#### 5.2 The rationale

The health and nutrition status of a mother significantly influences whether a baby will be born healthy both physically and mentally. The most critical period for optimal growth and development of a child is during the first two years of life. Many babies do not survive infancy. Among those who survive, half are irreversibly stunted before they reach their second birthday. Malnutrition starting early in life has serious implications for psychological and mental development of children. Deficiencies of iodine, iron and vitamin A can also have serious health consequences for both mothers and children. The causes of malnutrition include diseases, inadequate food intake, poor caring practices such as bottle feeding, lack of access to health services as well as poverty. Even when food availability may be adequate, nutrition is as much about the status and care of women as the care of children by women.

In addition to malnutrition, four critical diseases also cause high mortality and morbidity among under-three year olds. These are: malaria, dengue fever, respiratory infections and diarrhea. These diseases can be greatly alleviated through learning of simple practices



mosquito nets, avoiding exposure to respiratory infection from others, washing hands, and ways to ensure safe drinking water and adequate sanitation. Malnutrition can be avoided by training parents how to better protect and feed their children.

### 5.3 The vision

This program is focused on effective care and learning of young children through education of parents. It aims at holistically dealing with nurturing, nutrition and mental stimulation. Children learn better when better nourished, and receive nourishment better when it is in a caring environment. It focuses on providing parents with new skills and knowledge, as well as social networks in order to facilitate the psycho-social development of children as well as their general health and nutrition.

### 5.4 Long-term objective

To ensure that one million parents who live under the poverty line will have become more effective care-givers and their children will have benefited from better nutrition and health by 2015.

### 5.5 Medium-term objective

To ensure that 350,000 parents who live under the poverty line will have become more effective care-givers and their children will have benefited from better nutrition and health by 2010.

### 5.6 Short-term objective

In partnership between all relevant ministries, departments and NGOs, to ensure that 50,000 parents who live under the poverty line will have become more effective care-givers and their children will have benefited from better nutrition and health by 2005;

### 5.7 Program modalities

The program began as an intervention to help parents recognize the value of communicating more actively with their children: asking questions and telling stories, engaging in skills-based play and demonstrating healthy behaviours. It now incorporates a family literacy dimension, information on health and nutrition and a food-incentive program.

The program works with families (whoever the primary caregiver - parent, grandparent, relative) to teach them how to meet children's needs. Children's needs include: adequate nutrition and health care; protection from danger (e.g. disease); things to look at, touch, hear, smell and taste; a chance to develop some independence; opportunities to begin to learn to care for themselves; opportunities to play with a variety of objects; opportunities to develop motor skills; encouragement of language through conversation, storytelling

learning through action; opportunities for taking responsibility and making choices; encouragement to develop self-control and persistence in completing tasks; support for their sense of self-worth and pride in accomplishments; and opportunities for self-expression and creativity.

Currently, there is a fifteen-modules pilot curriculum with a total instructional time of 150 hours. Normally, 25 adults form the core of participants although children are also frequently part of the learning. Currently being run 2 hours per day for 5 days per week by part-time local instructors and volunteers (total time approx. 3 months).

Again, the role of the national level will be to train, facilitate and support the provincial level. Actual planning will take place at the provincial, district and commune level, in cooperation with non-governmental organizations. The majority of implementation will take place at the commune and village level.

## 5.8 Key tasks

Build partnerships between governmental and non-governmental agencies to:

- Develop decentralized planning and implementation: Train provincial, district and commune authorities how to plan, implement and monitor the family education program, including how to identify, target and "map" villages according to established priorities (poverty, age, gender, ethnicity, social group);
- Revise materials: Revise the family education learning and teaching materials to add more elements. Materials must continue to be "modular" for flexibility of delivery according to learner needs; must incorporate adult learning methodologies; and be highly visual (not dense written text);
- Promote family action: Parents or care-givers will be trained to select food of high protein and mineral content for children. Using growth monitoring charts, they will be trained to weigh the child monthly.
- Select and train trainers: Develop guidelines and training materials for selecting and training (provincial/district) trainers, who should reflect gender equality. Trainers must be exposed to all NFE and development training programs available or planned for their area as a way of building horizontal integration. Ongoing in-service training should also be developed in cooperation with monitoring activities;
- Select and train local facilitators: In a similar manner, develop guidelines and training materials for selecting and training local family education facilitators (with gender balance). Local instructors must be exposed to the full range of NFE and development training programs available or planned for their community. ;
- Monitor functional literacy activities: With local authorities and community representatives, undertake selective on-site case studies of selected family education activities to determine more precisely who is being reached and how effectively. Develop systems for monitoring performance of trainers and instructors. Short-term objectives will be revised each year depending upon

## 5.9 Indicators

- Improved nutrition and health among the under-five year olds;
- Decreased mortality rate among under-five year olds;
- Increased number of participants who complete the course;
- Increased number of trainers and trained family education facilitators;
- Instructional materials tested and revised for pro-poor relevance and adult learning methodology;
- Increased number of governmental and non-governmental partnered family education activities;
- Increased demand for, and participation in, family education activities by the most disadvantaged and women;
- Evidence of participants applying improved knowledge and skills in caring for and educating their children;
- Increased numbers of women from poverty areas and ethnic minorities trained and deployed as trainers and facilitators.

## 5.10 Indicative financial requirements

Costs are estimated at approximately \$20 for each person who completes the 150 hour course.

# **6. Community-based learning centers**

## 6.1 The situation

Many widely-scattered non-formal education initiatives have developed over the past decade, the vast majority of which are implemented by non-governmental agencies. These include learning activities focused on adult literacy, income-generation, health and nutrition, child care, agriculture and general rural development. They have emerged because the formal education system does not have the capacity to meet people's learning needs in all areas, especially among the poorest youth and adults, women, ethnic minorities, in remote rural areas and in urban slums. Additionally, the flexibility and clear targeting of non-formal education activities can often better respond to local needs. Several of these initiatives have successfully used an integrated community approach to learning, where a variety of activities are undertaken at a simple local facility such as a temple or a commune council office. This approach also aims at fostering local community management of learning activities. Although data is not complete, there are currently at least twenty community learning centres operating around the country and an estimated 4,000 temples, mosques and other kinds of community centers providing different forms of learning to the people.

## 6.2 The rationale

It has become obvious that a holistic approach is needed for non-formal learning and

same families and communities as well as fostering community ownership. Adults, children and communities do not learn in a nice, neat linear progression from one issue to another. People's lives, including learning and development activities, cannot be divided into neat separate compartments. Life is an integrated whole where everything affects everything else to a greater or lesser degree. Communities operate in a similar fashion. It is critical that learning programs are integrated at the community level. It is also important to develop linkages with non-formal training activities undertaken at the community level by other agencies in health, agriculture, rural development and women's affairs. All these activities must be viewed as components of a coherent community-based education and development strategy for poverty reduction and social development.

It has also become apparent that, while more affluent communities are able to take non-formal education initiatives on their own (such as private-sector foreign language and computer training in urban areas), most poor communities require assistance to develop sustained structures for personal and community development. A learning center initially responds to specific personal social and economic needs but, as it develops, it tends to broaden its objectives and activities. These community institutional bases for holistic life-long learning and community development are being called "community learning centers".

### 6.3 The vision

To encourage and support an integrated approach to non-formal learning and development through community learning centers, managed by local people and providing multiple learning opportunities for children and adults leading to improvement in quality of life and community development. They must be much more than a physical location. They must be an effective, almost organic, mechanism for empowering individuals and the community. They must cater for lifelong learning; reach out to the community; promote development of the community; have programs responsive to local needs and aspirations of community members; and draw their mandate from the community.

### 6.4 Long-term objective

To ensure the establishment and effective operation of one or more community learning centers in all communes, with balanced gender staffing and management, by 2015.

### 6.5 Medium-term objectives

1. To ensure the establishment and effective operation of community learning centers in at least 800 communes by 2010;
2. To ensure that 50% of all center facilitators are female by 2010.

### 6.6 Short-term objectives

1. To ensure the establishment and effective operation of community learning centers in 100 communes by 2005;
2. To ensure at least 40% of center facilitators are female by 2005.

## 6.7 Program modalities

Learning centers will normally be encouraged at the commune level, which a majority of the local population can easily access. They will be initially tend to be managed by a non-governmental organization with a good local presence and strong working relationships with commune as well as provincial and district authorities. Often, they may be located at a religious center or near commune council offices, but it is important that they be placed somewhere which is already a busy center of community activity. They should not be placed in a new, sterile environment.

There are currently 1,623 communes in the country, the majority of which are reasonably accessible by surrounding villages. The program will aim at establishing at least one community learning center in each commune to act as a focal point for all non-formal education initiatives, including adult literacy, primary and lower secondary equivalency, income-generation, early childhood care and post-literacy classes and activities. Within the commune, the center will focus on identifying high poverty and illiteracy pockets, using existing data such as "poverty maps" as well as visits upon which to focus the various programs. In remote communes which cover a wide area with poor infrastructure and also in densely-populated urban communes, more than one CLC may be established as needs require. In the next thirteen years, an estimated two thousand centers will become established.

As mentioned, the centers are not simply physical locations, they are live community networks. The heart of each center will be its resident facilitators and the extent to which the community feels ownership. Normally, a center will have two or three full-time local facilitators, all of whom will have multiple functions including general community facilitation plus additional responsibilities such as managing the library/reading facilities and instructing in one or more of the structured learning activities for children, youth and adults. At least half of the facilitators must be women.

Over time, if the centers are to be sustainable, the commune must accept more and more responsibility. Sustainability depends upon the community viewing the centers as successful at meeting their needs, in the same manner as a well-supported community temple or mosque. As attitudes move towards actively supporting children's education; as individual incomes are seen to increase as a result of learning; as children become healthier; and as new economic activities gradually appear, such as marketing cooperatives, the sponsoring agency can slowly relinquish responsibility and hand over to the community. As mentioned under the income-generation component, revolving credit schemes should be established in association with each learning center.

Each center will offer and support several or all of the following learning activities:



1. Adult functional literacy and family life improvement;
2. Income-generation skills and entrepreneurship;
3. Primary and lower secondary equivalency for children and youth;
4. Post-literacy and continuing education materials and information;
5. Family education for early childhood development.

As with other non-formal education programs, the role of the national level will be to train, facilitate and support the provincial level. Actual planning and implementation will take place at the relevant commune level in cooperation with provincial and district authorities and non-governmental organizations.

## 6.8 Key tasks

Build partnerships between governmental and non-governmental agencies at the commune, provincial and district level to:

- Develop decentralized planning and implementation: Train provincial, district and commune authorities how to plan and facilitate development of community learning centers, usually in co-operation with non-governmental agencies. Train authorities and facilitators in community "mapping" technique and how to target programs by poverty, age, gender, ethnicity, social group, etc.;
- Select and train trainers: Develop guidelines and training materials for selecting and training provincial/district trainers who will work with communes to select learning center facilitators. They should be increasingly female;
- Select and train local facilitators: In a similar manner, develop guidelines and training materials for selecting and training local learning center facilitators, who should be at least 50% female. Adult learning methodologies must be used and emphasized. Local facilitators should be exposed to the full range of NFE and development training programs available or planned for their community;
- Monitor learning centers: With local commune authorities, NGO staff and community representatives, undertake joint reviews to monitor performance of trainers and facilitators as well as the operations of the center. Short-term objectives will be revised each year depending upon progress.

## 6.9 Indicators

- Increased number of fully-functioning community learning centers;
- Increased number of NFE activities run by/through community learning centers;
- Increased number of related community development activities (health, agriculture, etc.) run by/through community learning centers;
- Increased number of female facilitators;
- Increased number of active community management committees;

## **7. Short-term income generation skills**

The needs are immense. Approximately thirty-six percent of Cambodia's people live below the poverty line, the vast majority of whom are illiterate. Poverty rates are highest in rural areas where roughly 90.5 percent of the poor live. The remainder of the poor are located in other urban areas (7.2 percent) and Phnom Penh (2.3 percent). Average annual per capita income in rural areas totals only \$197. There are an estimated 6.8 million economically active adults with an official unemployment rate of 7.1 percent (approximately 475,000 persons). But this unemployment rate figure doesn't include farmers (approximately 5.4 million - 80 percent of the workforce) who are normally only productive six months of the year. This means a huge additional "under-employed rate".

Demographic pressures reinforce the urgent need for employment generation. It is projected that the labor force will grow by an estimated 200,000 per annum by 2010. Agricultural productivity remains lower than neighbors because of an increase in the agricultural labor force with no corresponding increase in the efficiency of farming. The tourism sector is showing promising growth but export-oriented manufacturing (such as the garment industry) is still very fragile and also experiences exploitation of labor in some cases. The uncertain and changing labor market (agricultural, manufacturing and services) requires great flexibility on the part of the labor force in terms of learning new skills which respond to market demand, increased productivity and entrepreneurial initiative. Currently, many excellent income-generation programs are being implemented by non-governmental agencies in rural areas and urban slums but the total number of participants is very low when compared to the needs. In more affluent urban areas, there are many private vocationally-oriented schools.

## 7.2 The rationale

Youth and adults with limited life and income-generating skills are at high risk from poverty, especially women and other vulnerable groups. New knowledge, skills and attitudes are required to work in the evolving Cambodian economy, which is increasingly part of the inter-dependent global economy. Functional literacy provides a base of literacy, innumeracy and life skills but that alone is not sufficient to ensure increased income. Functional literacy provides the skills to access learning new income-generation and entrepreneurial skills, which are critical to breaking the "poverty cycle".

With increasing literacy and, thus, access to information, people's aspirations to improve their living conditions and quality of life and the urge for higher levels of income is constantly on the increase. This provides the motivation for learning new skills which can earn income. Also, parents want a better life for their children and, through increased income, are better able to support their children's schooling. Another critical factor to consider is the ongoing rural migration to urban areas where increasing numbers of manufacturing and service industries will be established. Also, due to rapid changes taking place in technological, industrial and service spheres, the world of work is undergoing rapid and ongoing transformation. Some jobs and businesses are becoming obsolescent giving away to new ones. The scope for wage employment may not be keeping up with the growing demand but self-employment and co-employment are on an

### 7.3 The vision

Income-generation simply means gaining or increasing income. Income-generation does not always mean the immediate earning of cash but increased productivity has a similar impact, such as a person learning to produce enough food to feed a family in a situation where it was not possible in the past (a monetary value can be placed on the additional food produced). Another way a person can generate income is by astute investment of existing resources, such as developing a piece of land for "cash crops" with a higher value than what was previously produced on the land. A third way to generate income is for people to use their skills to earn wages directly from an employer or indirectly through self-employment (a small business).

Illiterate people form the vast majority of the 36% of Cambodia's people who live below the poverty line and are the primary focus of this program. Within that group, priority will be placed on 15-24 year olds, with particular emphasis on women. As in the functional literacy program, action will be taken to reach those most excluded by gender, geography, social group, ethnicity or life situation. Current implementing capacity is hard to determine because of the large number of government and non-government agencies involved as well as the nature of the program with some training courses as short as a few days with others covering several months. However, it is felt that at least 20,000 people per year are now receiving such training. As a guideline, training should not exceed three months in order to maximize use of resources to benefit the largest number of poor and disadvantaged people.

### 7.4 Long-term objective

By 2015, to ensure that the employment needs of 800,000 unemployed and under-employed youth and adults, in the 15 to 45 year age range, with an emphasis on the poorest communities and a majority of women, are met through equitable access to relevant short-term income generation skills training.

### 7.5 Medium-term objective

By 2010, to ensure that the employment needs of 300,000 unemployed and under-employed youth and adults, in the priority 15 to 24 year age range, are met through equitable access to relevant short-term income generation skills training and eliminate all gender disparities.

### 7.6 Short-term objectives

In partnership between all relevant ministries and NGOs:

1. To expand annual instructional capacity to 50,000 persons by 2005, with priority on the critical 15 to 24 year old age group;
2. To ensure at least 70% of those trained from 2003 to 2005 are women;

4. To achieve high-quality revision/development of trainer/instructor selection and training systems;
5. To ensure at least 50% of instructors are female by 2005.

## 7.7 Program modalities

Above all else, short-term income-generation training must be relevant to the situation of the learners. They can focus on skills for improving daily life, improving a current career, finding wage employment and establishing a business. There must be a direct "market" for the skills being learned, either in terms of increased agricultural efficiency or access to cash income (improved pest management, new land use, fish farming, eco-tourism services, skills for export-oriented industries, etc.). Associated entrepreneurial and business skills will also necessary when learning is likely to lead to self-employment.

All income-generation activities must be closely linked with adult functional literacy, post-literacy and early childhood care activities, usually at a community learning center, as well as other development programs near the community. In general, programs should focus their priorities on the critical 15 to 24 year old group, especially women and other vulnerable groups. Over time, it will expand to those 25 years of age and above. It is also important that the program be linked to small-scale credit schemes for those skills which require a small capital investment in order to generate income. In some areas with widely dispersed population centers, mobile training teams may be the most effective way to deliver income-generation activities. Revolving credit funds should be established to support entrepreneurial initiatives.

In the medium term, it is also important to avoid spending a lot of time and energy creating income-generation instructional materials which already exist in other parts of Cambodia or in neighboring countries and international resource centers. Many materials only require translation, adaptation and verification testing by local community specialists. The same is true for mass media materials such as learning-focused documentaries which can be broadcast on TV, radio or put in video form for instructors.

It is also important to stress the importance of using local or area specialist instructors and practical "hands-on" learning. The mobilization of local or area resources (be they monks or literate farmers or small business persons or village elders) is critical to the overall success of income-generation as well as other activities. Only they will be able to confirm the relevance of proposed training and the appropriateness of the skills being taught. In many cases, participants will be trained for a short intensive period; followed by real practice; and then monitored by the trainer to ensure the skills are learned correctly. Other learning, such as pest management, takes place 100% in the field. Certificates of completion must be issued and authorities should seek ways in which such certifications are recognized officially.

Again, the role of the national level will be to train, facilitate and support the provincial level. Actual planning will take place at the provincial, district and commune level, in

cooperation with non-governmental organizations. The majority of implementation will take place at the commune and village level.

## 7.8 Key tasks

Build partnerships between provincial authorities and non-governmental agencies to:

- Develop decentralized planning and implementation: Train provincial, district and commune authorities how to plan and facilitate relevant, marketable income-generation skills activities, usually implemented in co-operation with non-governmental agencies. Train communities in participant selection priorities (poverty, age, gender, ethnicity, social group);
- Develop materials: Develop and adapt income-generation instructional materials, including use of adult learning methodology. Skills and materials must be relevant to the needs of learners. Materials must be "modular" for flexibility of delivery according to learner needs and be highly visual (not dense written text). A series of simple descriptive "pamphlets" can be useful as a resource base for communities to select and plan activities;
- Select and train facilitators: Develop guidelines and training materials for selecting and training (provincial/district) facilitators who will facilitate the development of income-generation activities including selection of instructors and monitoring. They should be increasingly be female (50% by 2010);
- Train local instructors: In a similar manner, develop guidelines and training materials for selecting and training local income-generation instructors, who should increasingly be female (50% by 2010). Adult learning methodologies must be used and emphasized. Local instructors should be exposed to the full range of NFE and development training programs available or planned for their community;
- Monitor income-generation activities: With local authorities and community representatives, undertake selective on-site case studies to determine precisely who is being reached and how much income is being earned by "graduates". Also develop systems for monitoring performance of trainers and instructors. Short-term objectives will be revised each year depending upon progress.

## 7.9 Indicators

- Increased net enrolment in income generation activities, by gender
- Increased number of income-generation "graduates", by gender;
- Increased number of facilitators and trained income-generation skills instructors;
- Income-generation instructional/learning materials tested and revised for pro-poor relevance and adult learning methodology;
- Increased number of governmental and non-governmental partnered income-generation activities;
- Increased participation of selected poverty/vulnerable groups, especially women;
- Increased demand for, and participation in, income-generation activities by the

- Evidence of income-generation "graduates" actually employed or running small businesses which generate income;
- Increased numbers of women from poverty areas and ethnic minorities trained and deployed as facilitators and instructors.

## **8. Primary and Secondary equivalency education**

### **8.1 The situation**

As highlighted above, national formal primary school enrolment is reasonably good at 90% for boys and 84% for girls, but in remote areas it is only 71% overall (and 67% for girls). However, only 45% of primary school students graduate from grade six. The provinces of Mondulkiri, Ratanakiri, Preah Vihear, Oddar Meanchey, Steung Treng, Koh Kong and Kratie all fall well below the national average (with completion rates of only 9% to 40% in ascending order). This data also reflects that enrolment among ethnic minority children is the lowest in the country. Contributing to this situation is a shortage of schools which offer the complete curriculum through grade six. In urban areas, 73 percent of primary schools are complete to grade six but this falls to 58 percent in rural areas and down to only 17 percent in remote schools. A shortage of teachers is also a key factor in remote areas.

There are currently an estimated 10% of boys who never enter school and 16% of girls in the 6 to 11 year old age range. This means that there are currently over 260,000 boys and girls who have never attended school in addition to the 55% of students who do not graduate from grade six (an additional 1.3 million children) and need to complete their studies. Additionally, 79% of boys and 84% of girls in the 12 to 14 year old age range are out of school (an additional 440,000 boys and 450,000 girls). This data also reflects the low net enrolment in formal lower secondary schooling of only 19% (16% for girls). Also, secondary schools are frequently a long distance from student homes and, essentially, require students to live away from home which is a big factor in discouraging girls from studying at the secondary level.

### **8.2 The rationale**

Ensuring that all children and adolescents (aged 6-14 years) have access to nine years of quality basic education is the responsibility of the government as defined in the 1993 constitution. Universal primary education also constitutes a core long-term EFA goal. Currently, the formal education system cannot meet the needs. Although expansion and reform of the formal primary education and lower secondary systems under the ESS and EFA Plans will undoubtedly greatly increase the quantity and quality of schooling available to children, there will still be a large number of children, aged 6-14, who are unable to study full time in the formal system because they must work assisting their families or do not have access to schools. At the secondary equivalency level, "earning while you learn" can be a key motivating factor for families.

In order to meet the needs as outlined above, flexible, part-time "equivalency" programs aimed at the primary and lower secondary levels (and later at upper secondary level) are urgently required. Eventually, the same will be required for upper secondary studies. The aim of this program 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 approach to provide recognized basic education certification (at the grade 6 and grade 9 levels) to those children and adolescents of an age and/or life situation at which they cannot enter or re-enter the formal system on a full-time basis. Additionally, it is critical to fulfill the constitutional guarantee of nine years of basic education as well as meet the millennium goals. Equivalency must allow for both the possibility of further study and/or for entering the world of work. As much as 75% of the content may be equivalent to the formal system but 25% is typically replaced by work/community experience.

#### 8.4 Long-term objective

1. To ensure that all children and youth who cannot attend the formal education system, have access to, and complete, free non-formal equivalency education of good quality at the primary level by 2015;
2. To ensure that fifty percent of youth, aged 12 to 18, sixty percent of whom must be girls, who cannot attend the formal education system, have access to and complete, free non-formal equivalency education of good quality at the lower secondary level by 2015.

#### 8.5 Medium-term objective

1. To ensure that 90% of children, aged 6 to 14, who cannot attend the formal primary education system, have access to and complete, free non-formal equivalency education of good quality at the primary level by 2010.
2. To ensure that 25% of youth, aged 12 to 18, sixty percent of whom are girls, who cannot attend the formal lower secondary system, have access to and complete, free non-formal equivalency education of good quality at the lower secondary level by 2010.
3. To ensure that 50% of all equivalency instructors are female by 2010.

#### 8.6 Short-term objectives

In cooperation between all relevant departments and NGOs:

1. To ensure re-entry of 110,000 primary school drop-outs back into the formal school system through the end of 2005, 70% or more of whom must be girls;
2. To complete development and pilot testing of a high-quality primary equivalency program through the sixth grade by 2005. This program will have a targeted initial capacity of 50,000 students per year commencing 2006;
3. To ensure a total of 25,000 children, aged 6 to 14, seventy percent or more of whom will be girls, enrol and stay in the primary equivalency pilot program by 2005.

4. To complete development and begin pilot testing of a high-quality lower secondary equivalency program through the ninth grade by 2005;
5. To ensure at least 50% of primary and 40% of lower secondary trainers and teachers are female by 2005.

## 8.7 Program modalities

**Primary equivalency:** This program is aimed at providing a structured, non-formal, part-time primary education curriculum leading to equivalency certification at the sixth grade level. It is targeted at poor children and adolescents of an age and/or life situation at which they cannot enter or re-enter the formal system on a full-time basis. In the initial years, seventy percent of the students must be female, gradually reducing towards fifty percent as gender equality is achieved on or before the target date of 2015. To facilitate the goal of achieving full gender equality, the number of female teachers must expand to 50 percent by 2005.

The curriculum will have an estimated total of 350 to 400 total hours of learning, structured around four core subjects with smaller classes, ideally not more than 25 students, studying an average of two hours per day. The initial planned annual capacity for the primary equivalency program, expected to start in 2005, will be 50,000 students per year, increasing according to the needs in subsequent years.

The primary role of the national level will be to train, facilitate and support the provincial level. Actual planning will take place at the provincial, district and commune level, in cooperation with non-governmental organizations.

**Primary re-entry:** The "re-entry" program is a short-term activity (2003-2005) aimed at bringing recent primary school drop-outs back into the formal primary system while the primary equivalency program is under development. It is focused on children, aged 10 to 14 years, who have recently dropped out of primary school. The format of the program is two-month intensive tutorial courses, focused primarily on Khmer Language and mathematics skills, to allow students to complete their current level of study and re-enter the formal system at the next level. There is 180 to 200 hours of total curriculum and classes are small, usually with no more than 25 students. Some scholarships are provided to needy students who dropped out because they couldn't afford to attend primary school. The program will end in 2005 and future needs will be met by the primary equivalency program.

**Lower secondary equivalency:** In a similar manner to the primary program, this program is aimed at providing lower secondary education in a non-formal, part-time structure, with recognized certification at the ninth grade level, to adolescents, aged 12 to 18 years. It is aimed at those who cannot enter or re-enter the formal system on a full-time basis. In order to initiate a correction of current gender disparities, sixty percent of the students must be female throughout the full program to 2015. The secondary equivalency program will be based at commune-level community learning centres, therefore more accessible to



equality, the number of female teachers recruited initially must not be less than 40 percent, increasing to 50 percent by 2010.

The curriculum will have an estimated 950 to 1,150 hours of learning, structured around five core subjects and a full range of electives, three of which must be selected by each student. Normally, classes are held for two hours per day and, ideally, classes should not exceed more than 25 students. The secondary curriculum will introduce self-study materials and, eventually, distance learning support through TV and radio in order to hold costs to a minimum. Some core subjects will be taught by "mobile" teachers who will move from centre to centre. Vocational subjects can use local instructors. Programs in urban areas will increasingly be able to access the ministry school net via internet connections. During the pilot phase, 2004-2005, several thousand students will receive the ninth grade equivalency certificate. The initial planned capacity for the full program, expected to start in 2006, will be 20,000 students per year, increasing according to needs in subsequent years.

Again, the primary role of the national level will be to train, facilitate and support the provincial level. Actual planning and implementation will take place at the provincial, district and commune level, in cooperation with non-governmental organizations.

Upper secondary equivalency: In the medium term, a similar program at the upper secondary level, with twelfth grade equivalency certification, will also be developed.

## 8.8 Key tasks

Building partnerships between all departments and with provincial and district education authorities and non-governmental agencies to:

- Develop decentralized planning and implementation: Train provincial, district and commune authorities how to plan, implement and monitor equivalency activities, including how to identify, target and "map" specific communities according to established priorities (poverty, age, gender, ethnicity, social group);
- Develop materials: Develop primary and lower secondary equivalency learning and teaching materials consistent with the curriculum including life skills components. Curriculum and materials must be relevant to the areas where the students live. Materials must continue to be "modular" for flexibility of delivery according to learner needs and should incorporate community and learner-centred methodologies; and be highly visual (not dense written text). Area-specific vocational, cultural and environmental materials can be developed locally;
- Select and train trainers: Develop guidelines and training materials for selecting and training (provincial/district) trainers, who should increasingly be female (50% by 2010). Trainers must be exposed to all NFE and development training programs available or planned for their area as a way of building horizontal integration. Ongoing in-service training should also be developed in cooperation with monitoring activities;

- Select and train local equivalency teachers: In a similar manner, develop guidelines and training materials for selecting and training local and area community equivalency teachers, who should increasingly be female (50% by 2010). At the lower secondary level, retired teachers can be recruited;
- Monitor equivalency activities: With local authorities and community representatives, undertake selective on-site case studies of various equivalency activities to determine more precisely who is being reached and how effectively. Develop systems for monitoring performance of trainers and teachers and collecting indicative data. Short-term objectives will be revised each year depending upon progress;
- Incentive scholarships: Incentive scholarships will be necessary for poor female students at the lower secondary level.

## 8.9 Indicators

- Increased net enrolment rates (NER) for primary and secondary studies, by gender;
- Increased number of primary/lower secondary completion rates, by gender;
- Increased number of trainers and trained equivalency skills teachers;
- Equivalency materials tested and revised for quality, pro-poor relevance and flexibility;
- Increased number of governmental and non-governmental partnered equivalency activities;
- Increased participation of selected poverty/vulnerable groups, especially women;
- Increased demand for, and participation in, equivalency activities by the most disadvantaged and girls;
- Evidence of primary graduates going on to lower secondary education;
- Increased numbers of women trained and deployed as teachers.

## 8.10. Indicative financial requirements

It is estimated that approximately \$40 will be required for every primary level student. It is estimated that per capita lower secondary costs may be over \$100.

## **9. Capacity building for effective administration and management:**

### 9.1 The situation

As outlined in the six non-formal education programs described above, the learning needs in Cambodia are immense. The EFA 2000 assessment reported that literacy and non-formal education were not receiving enough attention, with existing programs described as highly limited in both content and reach. People in far-flung remote and mountainous areas, the poor and ethnic minorities are still largely excluded from nearly all forms of educational opportunities and experiences. Remote areas were further described as having low pupil learning achievement, especially among girls. Vocational and income-

attracting youth, and skills being taught which did not meet market needs. Early childhood care activities for children 0 to 3 years were characterized as undefined and scanty.

The government's capacity to implement and administer non-formal education activities at provincial, district and commune levels is severely hampered by a lack of trained personnel, funds and management skills. Given the overall shortage of managerial and administrative manpower in the country and the government's low wages, they will probably be unable to easily hire additional experienced manpower for the foreseeable future. There is also a need for innovation, especially the development of cost-effective distance-education technology. Another need is for increased inter-ministerial and inter-departmental coordination, both horizontal and vertical, in the non-formal education sector.

Non-governmental activities, while generally very effective and representing over eighty percent of current interventions, are widely scattered and relatively few in number when compared to total needs. These agencies also suffer management manpower shortages and face funding limitations, but their management systems are generally flexible and they are capable of very effective fund-raising. They are, however, often reluctant to expand their programs for fear of losing quality or from a lack of confidence in donors backing them with long-term commitments.

At the field level, elected commune councils and their constituent communities, the focus of most decentralized education governance initiatives, including non-formal education, also lack management capacity.

## 9.2 The rationale

Effective administration and management is essential if organizations are going to meet national non-formal education goals. Senior managers must become better able to conceptualize, lead, and monitor pro-poor policy strategies. Trainers, instructors and facilitators must become better able to apply learner-centered, active-learning methods. NFE program planners and community leaders must be better able to implement demand-driven programs. All stakeholders must be better able to establish poverty and gender-relevant non-formal education targets, track measurable objectives and indicators, revise programs based upon lessons-learned and analyze impact. They must also be able to target disadvantaged groups within communities, mobilize funding, and use limited human resources effectively. If organizations cannot build their management capacity to higher, more effective, levels then the goals will not be achieved. Strong political commitment and significant affirmative action will be required to reach people excluded in the past by poverty, sex, ethnicity and geography.

## 9.3 The vision

To achieve the Millennium and Education for All goals by 2015, non-formal education

administrative and management capacity of governmental, non-governmental and community organizations must also be increased exponentially. Given limited administrative and management manpower availability, which is likely to continue for many years, emphasis must be placed on increasing current management capacity and effectiveness through improvement of management systems and internal human resource development of managers through expanded knowledge, skills and attitudes.

#### 9.4 Long-term objective

To ensure that governmental, non-governmental and community organizations have sufficient management capacity in order to effectively and efficiently achieve the long-term non-formal education objectives for all programs by 2015.

#### 9.5 Medium-term objectives

To ensure that governmental, non-governmental and community organizations have sufficient management capacity in order to effectively and efficiently achieve the medium-term non-formal education objectives for all programs by 2010.

#### 9.6 Short-term objectives

1. To ensure establishment of functioning inter-agency teams for planning and community mapping, training and materials development by the end of 2003;
2. To ensure a functioning management information system for non-formal education by the end of 2004;
3. Effective inter-agency coordination mechanisms (representing relevant ministries, departments and NGOs) will have been established for non-formal education, at national and provincial levels, by the end of 2003.

#### 9.7 Program modalities

In order to expand organizational management capacity, parallel action must be taken in four inter-related key areas:

- To develop flexible, decentralized management systems for planning and monitoring;
- To develop education technology for distance learning;
- To develop and organize effective agency and community human resources; and,
- To improve coordination and cooperation within and between organizations.

Decentralized planning and monitoring: Flexible results-oriented planning and monitoring will be decentralized to provincial, district and commune levels. This will be a central feature of all non-formal education programs. The primary role of national authorities, in cooperation with NGOs, will be to train, facilitate and support provincial-level authorities and NGOs to plan and monitor programs. Provincial inter-agency teams,

education project teams. In other words, specific project planning, organizing of activities and monitoring will take place primarily at the district, commune and village level, in cooperation with non-governmental organizations and community organizations.

Inter-agency teams, at the provincial and/or district level, will be established to identify client needs; to "map" communities for targeting the most disadvantaged; identify opportunities for joint action; and collect relevant planning data. This will form a base for the teams to develop plans, generate support at all levels, and eventually monitor specific projects and activities at the commune level. As both a planning and a monitoring tool, and in collaboration with the communities themselves, this will involve use of analysis-based mapping, including:

- community mapping: who and where prospective learners are, what they want to learn, and the capacities they bring.
- collaborator mapping: who potential partners are, among community individuals and groups, NGOs and government agencies.
- program mapping: what the current and potential priorities are in terms of program content, design, delivery mechanisms and linkages.
- human resource mapping: who, where and how well prepared facilitators and managers are;
- funding mapping: where and what possible sources of support are, in cash and in kind.

An inter-agency planning and monitoring information system (MIS) must be established for non-formal education, in order to generate viable management information, including data about the numbers, scope and nature of the various client populations, and about the reach and effectiveness of activities. It should operate at the provincial and/or district level, with national data being a compilation exercise. The basic data collection system should be quantitative in nature and kept very simple, to focus on basic indicators. Qualitative analysis can be accomplished through sample case studies of communities and individuals who participated in programs. Feedback and lessons-learned from this quantitative and qualitative monitoring process can be used to evaluate whether and to what extent programs are actually reaching the most vulnerable in the most effective way and, subsequently, to modify programs and activities.

Develop education technology for distance learning: Given the remote locations of many learners, available and cost-effective technologies must be gradually incorporated into the non-formal teaching and learning environment. This will initially focus on the telecommunication technologies of radio and, especially, television broadcasting as well as audio and video recording. In the longer-term, as national infrastructure becomes available, computer-based technologies can also be developed to use local area networks, wide-area networks, the Internet and the World Wide Web. Develop and organize effective human resources: Immediate steps are needed to raise the capacities of non-formal education managers, trainers, teachers and facilitators in use of strategies and methods consistent with adult learning and community development principles and best practices. This requires a combination of training and on-the-job experience, and a focus on

interact with and respond to what the learners bring. They need to have confidence, flexibility and skills in using a variety of learner-centered arrangements, in working with local expertise, and guiding analysis and action on contentious or sensitive community concerns such as gender and HIV/AIDS.

Human resources also need to be efficiently organized in order to plan, implement and monitor effective non-formal education programs. Given the participatory, inter-agency and community-based approach of non-formal education, it is most effective to organize and develop human resources in teams, often inter-agency teams. Extensive training is critical at all levels. Individuals must develop their knowledge, skills and attitudes, but they also need to work effectively in inter-agency teams and as facilitators of groups, rather than as traditional teachers.

- Training managers: An inter-agency team, drawn from several relevant ministries and NGOs, should train provincial authorities how to plan and monitor NFE activities, within the broad framework of this national action plan, including identifying and mapping communities according to established priorities (poverty, gender, age, ethnicity, social group, etc.).
- Training of trainers and facilitators: Another inter-agency team should train a cadre of provincial managers, including NGO staff, as an integrated team of human resource managers, trainers and community facilitators. They will undertake subsequent selection, training and supervision of facilitators and instructors at district and/or commune levels.
- Training of local facilitators and instructors: The provincial inter-agency team will undertake selection, training and supervision of commune and village instructors.
- Materials development and revision: Inter-agency teams, including NGOs, should be established to develop and revise materials at both national and provincial levels, to support all the priority programs. Significant additional external human resources assistance, including illustrators, may be necessary for the next several years. Possible sources include NGOs and professional volunteer organizations from the various donor countries and agencies (UK, Japan, Canada, United Nations, etc.)

Improving cooperation and coordination: Action must be taken to strengthen coordination within and between the various Ministries and Departments involved in non-formal education programs, at all levels. The various joint teams described above will assist in this process but additional action is necessary to ensure coordinated planning and monitoring, regular consultations, and strengthening of information sharing. The Ministries responsible for Education, Health, Women Affairs, Rural Development and Agriculture are key players in the non-formal education field. They all target similar groups and individuals in the communities they serve, such as women, vulnerable families and children, at-risk youth, subsistence farmers and the rural unemployed. Additionally, vertical communication within ministries and departments must be expanded so that provinces and districts are fully aware of national level policies and

initiatives. International agencies and donors should also become formally involved in the planning and monitoring process on a long-term basis in order to ensure continuity.

There is also a definite capacity within the NGO community, especially through international and domestic NGO partnerships, to undertake greatly expanded non-formal education activities within their broader sustainable development programs. This is a key factor because governmental agencies do not currently have much leeway to expand their internal program implementation capacity.

## 9.8 Indicators

- Increased numbers of trained staff, by location and gender;
- Increased number of inter-agency teams deployed;
- Increased amount of donor funding to the non-formal education sector.