

**Appraisal of Basic Education Component of
Cambodia's Education Strategic Plan**

**Prepared for Submission to the EFA FTI Secretariat by
Cambodia's Education Sector Working Group**

**Phnom Penh
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Appraisal of the Primary Education Component of Cambodia's Education Sector Plan and Recommendation of Endorsement of Royal Kingdom of Cambodia for Accession to Education for All (EFA) Fast Track Initiative

Country: Royal Kingdom of Cambodia

Plan: Education Sector Strategy and Education Sector Support Program

Overall comments

Strengths

- **Commitment of MoEYS and development partners to regular policy and implementation discussions through ESWG/JTWG mechanism**

The consultation process is well established and has been shown to influence the quality of policy interventions.
- **Rolling sector plans (ESP and ESSP) updated regularly**

Although the sector plans are by no means perfect, each revision is an improvement on what has gone before. There is also a commitment on the part of the MoEYS to attend to the deficiencies that have been identified in the most recent plans.
- **RGC commitment of budget share to education**

The education budget has increased in real terms, and has either improved or remained unchanged as a share of the national recurrent budget.
- **Increasing support to schools through PAP mechanism**

There has been a steady increase in the annual amount disbursed to schools, despite the delays in making disbursements.
- **Increasing enrolment**

Gross and net enrolment ratios in primary and in lower secondary education have shown a steady increase in response to MoEYS interventions.

Concerns

- **Delayed disbursement of PAP**

The lack of predictability in disbursement of the PAP prevents schools from planning effectively and defeats the purpose for which the PAP was instituted. It is important that in the change to Program Budgeting the strengths of the PAP system (decentralized disbursement and expenditure) be retained and the negative aspects be eliminated.
- **Unchanging promotion and drop-out rates**

Promotion rates have remained more or less constant. The drop-out rates have not reduced, which means that children are being lost to the system before they have had a chance to master the competences in the primary school curriculum.

- **Low remuneration of teachers and other sector staff**

Low salaries compel teachers to supplement their earnings and encourage the practice of charging parents “informal” fees. Even if these are “voluntary”, the pressure on parents to conform is great and has a negative impact on the Ministry’s efforts to encourage enrolment of the children of poor families and to reduce erratic attendance and drop-out. It also militates against extending contact hours with pupils.

- **Delays in approval of policy where other ministries’ cooperation is required**

“Political will” for education efficiency and reform needs to be demonstrated across Government and not only in the MoEYS. In particular, there needs to be greater transparency and concern for outcomes in the dealings between the Ministries of Education and Economy and Finance.

- **Strategic planning not well aligned with costs**

Ministry plans generally are not realistically costed and prioritized. This is not the function of one department in the Ministry, but of all, cooperatively, since all are involved in the development and execution of the strategic plan. Plans should distinguish between government and expected donor funding.

- **Capacity development planning delayed**

Although considerable work has been done in the past year on the preparation of capacity development plans, they are taking too long to complete and the drafts have not yet shown evidence of costing, prioritization, or meaningful integration of activities.

- **Effective annual school hours lower than EFA benchmark**

There is grave concern about the apparently very low contact hours, or “time on task”. There are schools running up to three sessions a day, where the duration of sessions is reduced below the official four hours. There is much informal evidence of time wastage. Quality learning requires sufficient interaction between teachers and learners.

- **Detailed implementation plans for functional units within the MoEYS have not been available at the start of an implementation period**

This has not happened in the past. However, it is expected that detailed plans for 2007 will be available by the start of the new year.

- **Delays in implementation of good governance measures from the *Rectangular Strategy*.**

The delays in the adoption of anti-corruption legislation are perceived as lack of will on the part of Government to deal with the issue.

Conclusion

- **Sufficiently strong base for continuing cooperation between MoEYS and development partners**

Taken together, the strengths and concerns, and the Ministry’s commitment to addressing the concerns, provide a sufficiently strong base for continuing cooperation in pursuit of education for all. It is anticipated that the Ministry will perform in line with the commitment.

- **Plans need to be improved in respect of costing and capacity development**

The deficiencies in the plans need to be addressed as a matter of urgency. The ESWG is willing to assist the Ministry in this exercise, which is simultaneously a capacity development exercise for Ministry departments and staff.

- **Ministry to commit to having detailed implementation plans ready by start of implementation period**

The availability of these plans by the start of 2007 (and annually thereafter) will be seen as a test of the Ministry's commitment, since effective implementation cannot take place when the detailed plans are lacking or incomplete.

Endorsement

The development partners, having taken cognisance of the strengths and concerns noted above, are pleased to endorse Cambodia's membership of the Education for All Fast Track Initiative, and to continue to commit themselves to assisting Cambodia in addressing these concerns to advance towards education for all.

The signatures which follow certify this endorsement.

**Signatures of Education Sector Working Group Members endorsing Cambodia's
accession to the Education for All Fast Track Initiative**

Name of country/agency/organization Representative	Signature
Asian Development Bank (ADB)	
Belgium (BTC)	
European Commission (EC) Winston McColgan Chargé d'Affaires a.i.	
France (Cooperation Française)	
Japan (JICA) Kazuhiro Yoneda Resident Representative	
NGO Education Partnership (NEP) Seng Hong Executive Director	
Sweden (Sida) Eva Gibson Smedberg Counsellor/Sida Resident Representative	
United Kingdom (DFID) Claire Moran Country Manager, DFID	
United Nations Children's Fund (UNICEF) Rodney Hatfield Representative	
United Nations Educational, Scientific and Cultural Organization (UNESCO) Teruo Jinnai Representative	
United Nations Population Fund (UNFPA) Bettina Maas Representative	
United States of America (USAID) Erin Soto Mission Director	
World Bank (WB) Bun Veasna Acting Country Manager a.i.	
World Food Program (WFP) Coco Ushiyama Acting Country Director a.i.	

Phnom Penh, Cambodia
10 November 2006

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Abbreviations and Acronyms

ADB	Asian Development Bank
AUF	Agence Universitaire de la Francophonie
BTC	Belgian Technical Cooperation
CCLS	Cambodia Child Labour Survey (2001)
CIPS	Cambodia Income and Poverty Survey (2004)
CJCC	Cambodia Japan Cooperation Centre
CMDG	Cambodia Millennium Development Goal
CR	Cambodian Riel(s)
CSES	Cambodia Socio-Economic Survey (1999)
DCA	Donor Coordination Adviser
DFID	(United Kingdom) Department for International Development
DGE	Directorate-General of Education (of MoEYS)
DHS	Demographic and Health Survey (2000)
EC	European Commission
ECCD	Early Childhood Care and Development
EDP	External Development Partner
EFA	Education for All
EMIS	Education Management Information System
ESP	Education Strategic Plan
ESPR	Education Sector Performance Report
ESSP	Education Sector Support Program
ESWG	Education Sector Working Group
FTA	Freestanding Technical Assistance
FTI	Fast Track Initiative
GDP	Gross Domestic Product
GER	Gross Enrolment Ratio
HH	Household
HRD	Human Resources Development
HRM	Human Resources Management
IEG	Independent Evaluation Group (of the World Bank)
IFAPER	Integrated Fiduciary Assessment and Public Expenditure Review
IIEP	International Institute for Educational Planning
IMF	International Monetary Fund
JICA	Japan International Cooperation Agency
JTWG	Joint Technical Working Group
KAPE	Kampuchean Action for Primary Education
LDC	Least Developed Country
MDG	Millennium Development Goal
MEF	Ministry of Economy and Finance
MoEYS	Ministry of Education, Youth and Sport
MoLVT	Ministry of Labour and Vocational Training
MTEF	Medium Term Expenditure Framework
NEP	NGO Education Partnership
NER	Net Enrolment Ratio
NGO	Non-Government Organization
NIE	National Institute of Education
NIS	National Institute of Statistics

NPRS	National Poverty Reduction Strategy
NSDP	National Strategic Development Plan
ODA.....	Official Development Assistance
PAP	Priority Action Program
PCR.....	Pupil-Classroom Ratio
PEO.....	Provincial Education Office
PIP.....	Public Investment Program
PIU	Project Implementation Unit
PMU.....	Project Management Unit
PRS	Poverty Reduction Strategy
PTR.....	Pupil-Teacher Ratio
PTTC.....	Provincial Teacher Training College
RGC	Royal Government of Cambodia
RTTC	Regional Teacher Training College
SEDP.....	Socio-Economic Development Plan
Sida	Sweden International Development Agency
SNEC	Supreme National Economic Council
SWAp.....	Sector-Wide Approach
TTC	Teacher Training College
TVET	Technical and Vocational Education and Training
UIS	UNESCO Institute for Statistics
UNAIDS	Joint United Nations Program on HIV/AIDS
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNICEF.....	United Nations Children's Fund
USAID	United States Agency for International Development
USD	United States Dollar(s)
UXO.....	Unexploded Ordnance
WB	World Bank
WFP	World Food Programme

Appraisal of Basic Education Component of Cambodia's Education Strategic Plan

The Education for All (EFA) Fast-Track Initiative (FTI) was established in 2002 as a global partnership of developing countries and education donors. It links strengthened donor support for basic education to a recipient country's performance in policy formulation and implementation and accountability for results.

1. Fast-Track Initiative: General Background

This section sketches the background to the Fast Track Initiative and explains what endorsement entails.

The Dakar World Education Forum in 2000 acknowledged the fact that the EFA goals adopted in Jomtien, Thailand, ten years earlier had not generally been achieved, and it called on the world community to do now, at the start of the new millennium, whatever was needed to meet these goals by the year 2015. A commitment was made ensuring that no country with a credible sector strategy for achieving universal nine-year basic education by 2015 would be held back by a lack of resources. The Millennium Development Goals (MDGs), which were adopted later in 2000 and which comprise an even broader and more ambitious development agenda, are consistent with the targets set out for education at the Dakar Forum.

Progress in reaching the MDGs by 2015 will depend significantly on the willingness of donor countries and implementing agencies to honour two recent global compacts – (1) the 2002 Monterrey Consensus, calling for *increased and more effective use of ODA* (Official Development Assistance), and (2) the 2003 Rome Declaration on Harmonization, calling for *one country program*, with Government and donors following a *single set of procedures* so as to reduce transaction costs, increase transparency and enhance ODA effectiveness.

FTI accession is available to any interested country that seeks and receives endorsement through a prescribed review process of its plan to achieve the MDG goal of *complete basic education of good quality for all children by 2015*. Endorsement requires that the country satisfy three basic conditions: (1) it must have a *national poverty reduction strategy* (PRS), or the equivalent, agreed with the in-country donors; (2) it must have a *sector-wide program for education* agreed with the in-country education donors; and (3) it must *commit itself to monitoring progress on the implementation of its education strategy*, by adopting a suitable set of benchmark indicators and tracking them systematically, on a regular basis, over time.

The assessment of a country's education sector strategy and of its implementation and monitoring plans is an in-country process led by the local donor agency representatives. Ordinarily, this should take place within the context of a regular (e.g. annual) education sector review. The assessment should include a critical examination of the costs of implementation, the sources of financing, and any implementation issues, including capacity constraints. Once endorsed by the local donors, the assessment, together with the donors' recommendation of FTI accession, is sent to the FTI Secretariat (located in the World Bank in Washington, DC), which then informs the full FTI partnership.

2. Cambodia's Education Planning Process: the Education Strategic Plan (ESP)

This section describes the education sector plans (ESP, ESSP and EFA) within the context of national plans.

Cambodia's education development has been guided in recent years by a process whereby the Government works in close collaboration with external donors and civil society to design and implement a mutually agreed strategy for education. The impact of policies and investments is then monitored on a regular basis so as to fine-tune the strategy as necessary, address shortcomings, and increase the likelihood that key targets will be met. A recent paper defined the process now in place for the education sector in Cambodia as a *sector-wide approach* (SWAp), whereby "all significant funding in the sector supports a single sector policy and expenditure program, under Government leadership, adopting common approaches across the sector, and progressing towards relying on Government procedures to disburse and account for all funds."¹ At present, only the Asian Development Bank (ADB) and the European Commission (EC) provide direct budget support to benefit the education sector. Most other education donors currently active in Cambodia support the sector with more traditional, project-like modalities.²

The principal document specifying the targets and the strategy for education in Cambodia is the *Education Strategic Plan* (ESP). The first instalment of the ESP, after the new planning process was adopted in Cambodia about five years ago, covered the period 2001-2005.³ The latest instalment covers the period 2006-2010.⁴

ESP 2006-2010 is set within the framework of Cambodia's *National Poverty Reduction Strategy* (NPRS), and the *National Strategic Development Plan 2006-2010*, both of which emphasize the importance of education as an enabling factor for income generation and job creation. The ESP links in a forward direction to the *Education Sector Support Program* (ESSP), which takes the broad policy targets set out in the ESP (especially as articulated in the "Sector Wide Policy Action Matrix," which is an attachment of the ESP document,⁵ having been appraised by the local education donors and taking into account feedback from a wide range of stakeholders) and translates them into a number of phased and costed operational programs.⁶ There is a need for the costing to be more rigorously undertaken, with assumptions clearly stated. Progress in meeting the ESP targets is monitored in an annual *Education Sector Performance Report* (ESPR).⁷

¹ Sar Nak a.o., "Evolving Sector Wide Approach to Education in Cambodia and the Role of Strategic Planning Process." 2002. See also RGC, MoEYS, "Report from Seminar on Sector Wide Approaches in Education, 2000, and RGC, MoEYS and ESWG, *Seminar Report: Review of the Education Sector-Wide Approach in Education*, 2005.

² Budget support comprises about three quarters of the current assistance programs (excluding loans) for education of both the Asian Development Bank (ADB) and the European Commission (EC).

³ RGC, MoEYS, *Education Strategic Plan 2001-2005*.

⁴ RGC, MoEYS, *Education Strategic Plan 2006-2010*.

⁵ *Annex 1* is a summary of the medium-term objectives and the policy actions included in the current Sector Wide Policy Action Matrix.

⁶ RGC, MoEYS, *Education Sector Support Program 2006-2010*, Phnom Penh, December 2005.

⁷ RGC, MoEYS, *Education Sector Performance Report 2005*, December 2005.

Cambodia also has a longer-term strategy, released in 2003, for achieving its EFA targets – the *Education for All National Plan 2003-2015*.⁸ An Under-Secretary of State in the Ministry of Education, Youth and Sport (MoEYS) has been given specific responsibility for monitoring the implementation of this plan. One (the ESP) is a short-term (five-year) plan covering the entire sector while the other is a longer-term document focusing narrowly on basic education. Although the *ESP 2004-2008* and *EFA Plan* were produced in parallel and are being managed separately rather than as two parts of a single, integrated strategy, they are directed at the same broad goals. It may be expected that there will be a convergence between the EFA-related goals in the *EFA Plan* and the 2011 to 2015 successor to the present *ESP*, even though there are few, if any, direct references to the EFA document in the *ESP* and *ESSP* documents. Released within a year of each other, *ESP 2004-2008* and the *EFA National Plan* show quite different projections, even for primary enrolments. This is not necessarily a criticism of either set of projections; it is in the nature of projections that they are based on the best available data at the time of drafting.

⁸ RGC, MoEYS, *Education for All National Plan 2003-2015*.

3. Coordination of the ESP Process

This section describes the mechanisms that have been established for coordination between Government and its partners, and for review of progress in the sector.

Coordination mechanisms have been established at several levels to support the ESP process in Cambodia. In addition to the annual ESSP reviews, a Joint Technical Working Group for education (one of more than a dozen such JTGWs recommended at the last donors' Consultative Group Meeting for Cambodia as a way of facilitating development planning and addressing operational issues in all key economic sectors) meets approximately every other month. The Education JTWG is chaired by the Minister of Education (or by a senior Secretary of State as his delegate), and it brings together the leadership of MoEYS with the principal donors, NGOs and other stakeholders in the education sector, ratifies major policy decisions and agrees on new strategic directions initiated between ESSP reviews.

The education donors meet approximately every month as the Education Sector Working Group (ESWG). The ESWG addresses issues of donor coordination, and it serves as an information exchange on programs and projects supported by donor financing and through technical assistance. The ESWG, established in 2001, is chaired by the UNESCO Representative in Cambodia, and the co-chair is the European Commission (EC) Chargé d'Affaires a.i. (both of these positions being full-time resident assignments in the country). The donors have also, from time to time, financed the position of a Donor Coordination Adviser (DCA), who helps compile information and, working closely with the Department of Planning in MoEYS, responds to the other heavy demands just prior to, and following the ESP and ESSP reviews. Sitting on the ESWG are two representatives of the NGO Education Partnership (NEP), established in 2001, which serves as a regular forum for the many private organizations working in support of education development in Cambodia.

Ministry and donors jointly strive to improve the efficiency and effectiveness of these coordination mechanisms with the objective of speeding up decision-making and the implementation of programs. The role of the JTWG in clearly setting sector priorities and focusing attention and actions on these key priorities need to be further strengthened.

In addition, a more informal gathering of individuals interested in and working on Cambodian education takes place approximately once each month, as a forum for reviewing experiences and exchanging new ideas. This informal group, known as EDUCAM, has been active since the early 1990s.

4. Cambodia Millennium Development Goal 2: Universal 9 Year Basic Education

This section notes Cambodia's performance against the Millennium Development Goals which it has adopted.

Universal nine-year basic education by 2015 is the second of the nine Millennium Development Goals (MDGs).⁹ A 2003 progress report on the Cambodia MDGs included a table of indicators for tracking CMDG2, with 2000 benchmark values and a list of targets for each indicator at strategic intervals (2005, 2010 and 2015 – see *Table 4.1*).¹⁰ The targets set are ambitious in relation to the time-frame and available resources.

Table 4.1 Benchmark and target values for CMDG2 indicators

Indicators	Benchmarks		Targets		
	Value	Year	2005	2010	2015
2.1 Net admission rate	81 ^a	2001	95	100	100
2.2 Net enrolment ratio in primary education	87 ^a	2001	95	100	100
1. Male	90 ^c	2001	96	100	100
2. Female	84 ^a	2001	94	100	100
2.3 Net enrolment ratio in lower secondary education	19 ^a	2001	50	75	100
1. Male	21 ^c	2001	51	75	100
2. Female	16 ^a	2001	49	75	100
2.4 Proportion of 6-14 years old out of school	35 ^b	1999	22	11	0
2.5 Survival rate from grade 1 to 5	58 ^c	2001	77	100	100
2.6 Survival rate from grade 1 to 6 (last grade of primary cycle)	51 ^c	2001	73	100	100
2.7 Survival rate from grade 1 to 9 (last grade of basic cycle)	33 ^c	2001	52	76	100
2.8 Literacy rate of 15-24 years old	82 ^b	1999	90	95	100
2.9 Ratio of girls to boys in primary education	87 ^c	2001	98	100	100
2.10 Ratio of girls to boys in lower secondary education	63 ^c	2001	96	100	100

Source: ^a - MoEYS; ^b - CSES 1999 database; ^c - Education Statistics & Indicators 2001/2002 database

⁹ RGC, MoP, *Cambodia Millennium Development Goals Report 2003*. The nine MDGs, as adapted to the conditions of Cambodia, are as follows: CMDG1 – eradicate extreme poverty and hunger; CMDG2 – achieve nine years of basic education, with quality, for all children; CMDG3 – promote gender equality and empower women; CMDG4 – reduce child mortality; CMDG5 – improve maternal health; CMDG6 – combat HIV/AIDS, malaria and other diseases; CMDG7 – ensure environmental sustainability; CMDG8 – forge a global partnership for development; and CMDG9 – eliminate land mines and unexploded ordinance (UXO) and promote victim assistance.

¹⁰ *Ibid.*, table 2.2.2, page 24.

According to the CMDG Report of 2005, Cambodia has made substantial progress on one of its indicators, that of decreasing the proportion of 6 to 14-year old children out of school, which has reduced from 35% in 1999 to 18.7% in 2005, but has shown little progress on the other indicators.¹¹ The more recent *National Strategic Development Plan 2006-2010* (NSDP) lists as two of the “critical shortfalls” in meeting the CMDG targets,¹²

- Failure to increase net enrolments at higher levels and achieve high survival rates at all levels of education.¹³
- Limited progress in achieving the goals of universal nine-year basic education particularly those beyond primary education.

In this regard it should be noted that Cambodia might have set itself the more modest goal of focusing on primary education, rather than giving itself the more challenging task of trying to achieve universal completion of lower secondary education.

One of the indicators on which the country falls short is the net enrolment ratio. Enrolment ratios are discussed in the next section.

¹¹ RGC, MoP. *Achieving the Cambodia MDGs 2005 update*, pages 6, 29.

¹² Page 36, Table 3.1

¹³ Completion rates are addressed in section 6, below.

5. Net and Gross Enrolment Ratios

This section looks at the importance of net and gross enrolment ratios and the reasons for different results from administrative and household surveys.

Enrolment ratios are frequently used indicators of the success of an education system in progressing towards the goal of universal access. The net enrolment ratio (NER) compares the *children of the appropriate age range* in a phase (primary, lower secondary, etc.) with the national population of that age range, while the gross enrolment ratio compares all the children *irrespective of age* enrolled in a phase with the *national population of the official age range* for that phase. Ideally, the net enrolment ratio should increase until it reaches 100%. The gross enrolment ratio may be less than or more than 100%. If greater than 100% it should over time reduce, as more children enter school at the official entry age and fewer over-aged children are left in the system. The validity of the ratios quoted is dependent upon the quality of the data on which they are based.

The primary net enrolment ratio (NER)¹⁴ between 1997 and 2005 shows a slowing of growth, with a slight decrease recorded for 2005. It is a general experience that the closer a country comes to achieving full net enrolment, the higher the unit cost of including those children not yet in school.¹⁵ It will probably require one or more policy interventions (for example, to increase the promotion rate or to reduce drop-out) to shift Cambodia closer to the targets (see *figure 5.1*, below).¹⁶ The gross enrolment ratio (GER)¹⁷ may be considered as a more telling indicator for Cambodia than the NER, since it takes account of all children enrolled, especially the large proportion of over-aged children, who are by definition excluded from the NER. As is apparent in *figure 5.1*, the primary GER shows a stronger growth trend than does the NER. The difference between NER and GER is most marked in remote rural areas.¹⁸

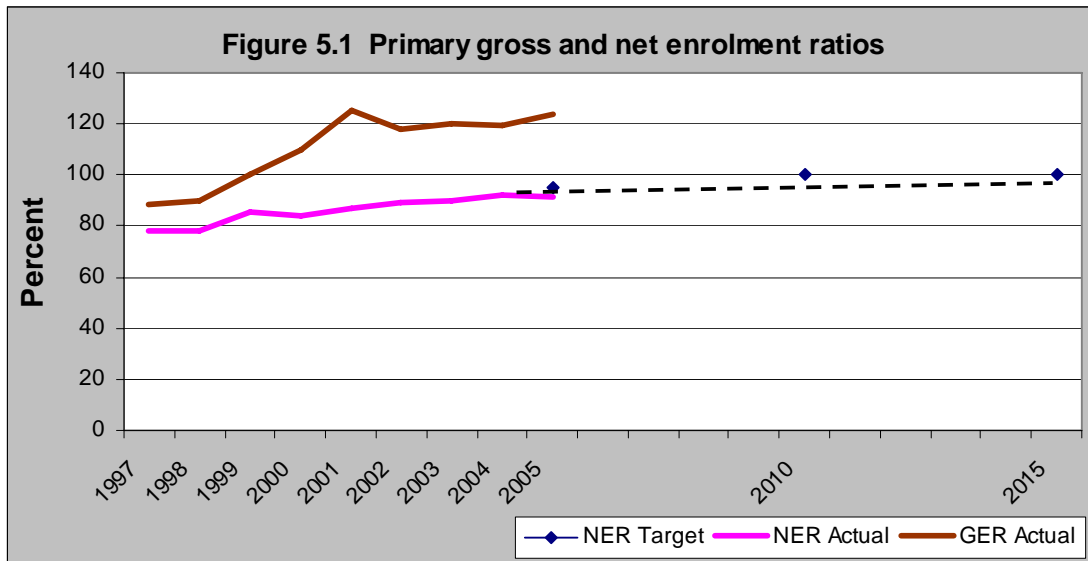
¹⁴ Total enrolment of the appropriate age range (6-11 for primary) divided by the population of the same age range, expressed as a percentage. Enrolment rates are drawn from the MoEYS's EMIS database.

¹⁵ See, for example, Independent Evaluation Group: *From schooling access to learning outcomes: an unfinished agenda*.

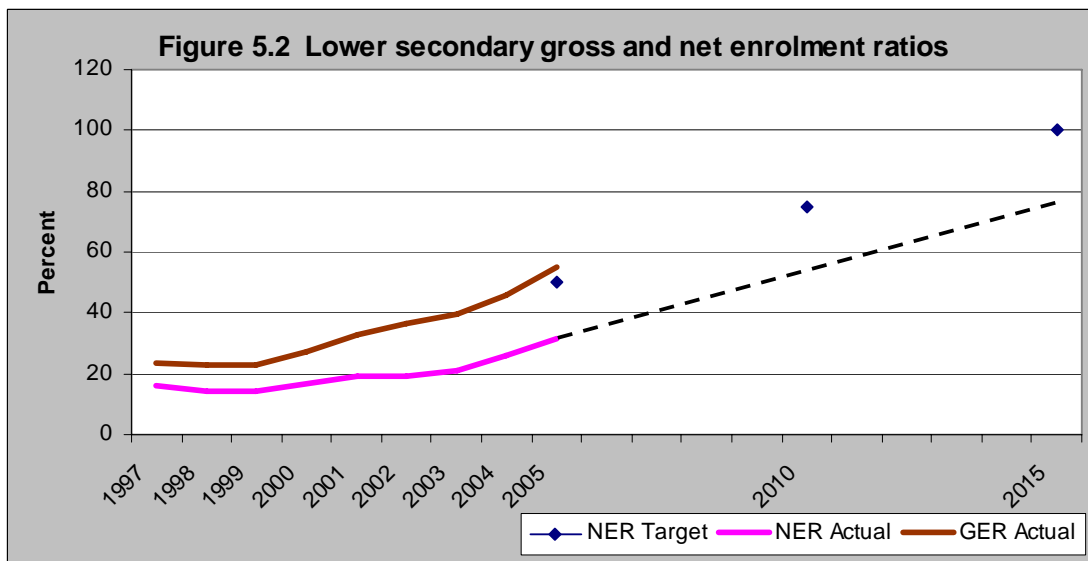
¹⁶ Targets from *CMDG Report 2003*, p.24; actual data from MoEYS: EMIS database.

¹⁷ Total enrolment in primary (lower secondary) divided by the national 6-11-year-old (12-14 for lower secondary) population. The GER typically rises until virtually all overaged children have been absorbed, and then gradually declines towards 100% as the over-aged children progress through and out of the system.

¹⁸ For 2005-2006 the NER and GER for remote areas are 122.3% and 83.7% respectively, as compared with the national figures of 124.0% (NER) and 91.3% (GER).



On the other hand, the lower secondary education net enrolment ratio, which was only 15 percent in 1997, and by 2001 had increased only to 19 percent, subsequently accelerated its rate of growth, reaching 31 percent in 2005. While this is substantially lower than the 2005 target of 50 percent, the upward trend is likely to continue, the main determinant being the proportion of appropriately aged children who complete primary education and proceed to lower secondary (see figure 5.2).¹⁹ The lower secondary *gross enrolment ratio*, which includes over-aged children in the count, shows a stronger increase relative to the NER, as is the case in primary.



The *National Strategic Development Plan 2006-2010* rates both the primary and lower secondary net enrolment ratios as “not on track but situation improved compared to base year; on this trend 2015 target unlikely to be achieved”.²⁰ As will be discussed in section 6 below, although there have clearly been significant increases in primary school

¹⁹ Targets from *CMDG Report*, p. 26; actual data from MoEYS: EMIS database.

²⁰ RGC, Ministry of Planning, p. 99.

enrolments over the past decade, significant challenges remain in terms of student progress and flow through.

A recent study of basic education in Cambodia conducted by the World Bank concluded that “net enrolment rates are significantly and consistently lower in household (HH) surveys than in EMIS.... EMIS data records enrolment rates as close to universal while they are far from universal according to survey data.”²¹ According to the study, the main explanation for the differences in estimated NERs is that many Cambodian children enter school late. MoEYS officials have no reliable way of ascertaining a child’s birth date, and it appears that EMIS systematically *understates the ages of overage pupils*, including many such children in the numerator of the NER when, in fact, they should be excluded. HH surveys usually collect explicit information on the demographics of all individual HH members. When information on school participation is included too, estimates of NER and of GER can be extracted.

Table 5.1,²² below, shows that, while the gap between EMIS and HH survey estimates has closed somewhat (at least in the case of primary education) over the six-year period 1998-99 to 2003-04, the EMIS estimates exceed those based on HH survey data.

Administrative data systems are inevitably subject to issues of reliability. Enrolment ratio (NER and GER) estimates are particularly problematic when they are based on information provided by school administrators. The numerator (i.e., pupils enrolled) can be deliberately overstated (or understated), especially in systems where funding is based on the number of pupils (or the number of children *not* in school). There is no evidence that this is a major problem in Cambodia, but the introduction of PAP payments to schools (which reflect pupil numbers) provides an incentive for school administrators to inflate their figures. In addition, according to the NER definition, the numerator for any level of education should *exclude* all children who fall *outside the appropriate age range* for that level of education, which in the case of Cambodia’s primary cycle is 6-11 years. School administrators may not know the actual birth dates of enrolled pupils, nor do they know when children enter school “too late” (or “too early”).²³

Cambodia has an excellent education management information system (EMIS), designed and implemented in the 1990s with assistance from UNESCO and UNICEF. Statistics on a wide range of education system indicators are published annually and on a timely basis (far quicker and more dependable than most other national data, including State Budget outturns from MEF). The EMIS data quality assessment survey, conducted in 45 randomly selected schools in 6 provinces in 2006, found a difference in total enrolment of just 0.7%, with most differences from Grade 1 and 2.²⁴ The report states that “Variations generally exist in EMIS statistics and findings from household surveys and case studies. The most common factors for the variations are: definitions used, timing of data collection, day of interview, questionnaire design, setting of the question, accuracy of population data, and coverage of the data collection.”²⁵ As is noted below *table 5.1*, the surveys were conducted

²¹ World Bank, *Cambodia – Quality Basic Education for All*, p. 13.

²² Adapted from *table 1* of *Cambodia – Quality Basic Education for All*, p. 13.

²³ In Cambodia there are differing ways of looking at a child’s age, including the practice of assigning the age of “1” at birth. Those recording statistics would not know how the child’s age had been determined.

²⁴ MoEYS & UNICEF: *Assessment of Education Management Information System in Cambodia*, draft report, page 27.

²⁵ *Ibid.*, page iv.

between three and twelve months after the start of the school year,²⁶ by which time varying numbers of children would have dropped out and no longer be attending school.²⁷ The question that needs to be addressed as Cambodia tries to achieve *universal primary completion*, is how the drop-out may be reduced and regular participation encouraged.

Table 5.1 Alternative estimates of net enrolment ratios since 1998-1999

School year	Data source (see notes)	Estimate of net enrolment ratio		
		Primary education	Lower secondary	Upper secondary
1998-1999	EMIS	78.3	14.2	6.4
	CSES	57.4	8.9	5.4
	<i>CSES as % of EMIS</i>	<i>73%</i>	<i>63%</i>	<i>84%</i>
1999-2000	EMIS	85.5	14.4	9.3
	DHS	65.0	7.1	6.7
	<i>DHS as % of EMIS</i>	<i>76%</i>	<i>49%</i>	<i>72%</i>
2000-2001	EMIS	83.8	16.6	7.7
	CCLS	69.5	8.6	5.3
	<i>CCLS as % of EMIS</i>	<i>83%</i>	<i>52%</i>	<i>69%</i>
2001-2002	EMIS	87.0	18.9	7.4
2002-2003	EMIS	88.9	19.1	6.7
2003-2004	EMIS	90.1	21.3	8.1
	CIPS	79.7	n.a.	n.a.
	CSES	76.0	16.4	8.5
	<i>CIPS as % of EMIS</i>	<i>88%</i>	<i>n.a.</i>	<i>n.a.</i>
	<i>CSES as % of EMIS</i>	<i>84%</i>	<i>77%</i>	<i>105%</i>
2004-2005	EMIS	91.9	26.1	9.3
2005-2006	EMIS	91.3	31.3	11.3
<i>Average HH survey estimate as % of EMIS estimate</i>		<i>81%</i>	<i>60%</i>	<i>83%</i>

Notes on original data sources

EMIS: Education Management Information System of MoEYS, data collected in October, at start of every school year.

CSES: Cambodia Socio-Economic Survey, data collected January-August 1999; October 2003-December 2004

DHS: Demographic and Health Survey, data collected February-June 2000.

CCLS: Cambodia Child Labor Survey, data collected April 2001.

CIPS: Cambodia Income and Poverty Survey, data collected March 2004.

The NER serves two purposes. It may be seen as a measure of success, in which case the closer it is to 100% the better it reflects on the system. Or it may be regarded as a tool to be used in planning budgets and interventions for ongoing action to reach out-of-school children, in which case the provincial and lower level disaggregation of the NER assumes increasing importance. Since those children out of school are the most difficult ones – for a variety of reasons – to get into school, their unit costs, as noted above, are likely to be above average.

²⁶ In the case of the CSES 2003/04 the data collection actually spans two academic years: the full 12 months of 2003-04 and the first three months of 2004-05.

²⁷ Note also the difference between the CIPS and CSES, both conducted in 2003/04, for primary NER, while the CSES 2003/04 gives a *higher* NER than does EMIS for the upper secondary level.

In *section 8* of this report, where the costs of education are considered, the projections from the finance model are based on gross enrolment ratios (GERs) rather than NERs, in view of the large number of over-age children in school.

According to the World Bank study, “Although Cambodian children tend to enter school late, they do, for the most part, eventually enrol ...”²⁸ Unfortunately, however, children who enter school late are much less likely to complete all years of basic education than children who enter school “on time,” since they are much more likely to drop out along the way.

²⁸ *Cambodia – quality basic education for all*, p. 16.

6. Dropout and Completion Rates in Primary and Lower Secondary Education

The section looks at the phenomena of drop-out and completion, using two measures of “primary school completion”, which provide different types of information.

The critical MDG in education is for all Cambodian children (in each new cohort of children) to *complete all six years of primary education*. Getting all children *into school* (i.e., for them to *enter primary*) would be an accomplishment in the light of Cambodia’s recent history, which included the extraordinary and tragic attempt by the Khmer Rouge regime to eradicate Cambodia’s existing stock of human capital. It would not, however, add up, *per se*, to “EFA success.”

Having all children complete nine years of basic education (i.e., lower secondary as well as primary education) is technically an MDG goal as well, but this goal is extremely ambitious for Cambodia over the period of the next decade. The Government and the international donor community should be commended for the strenuous efforts being made to increase, to the extent possible within the current budget constraints, the number of children who will complete nine years of basic education, with quality, by 2015.

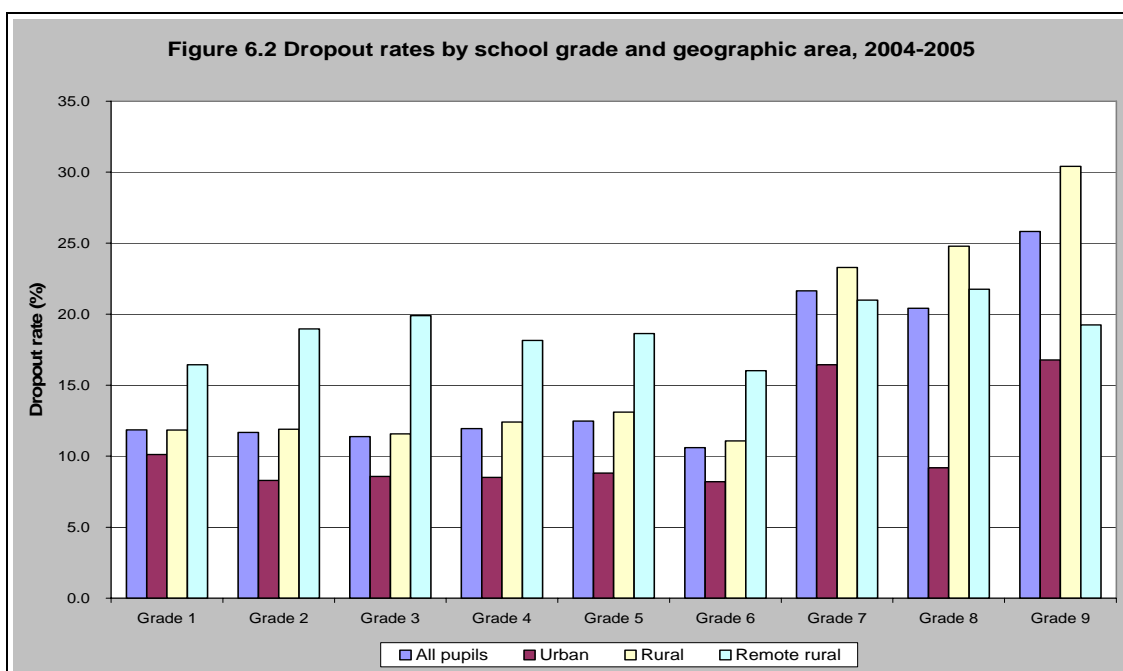
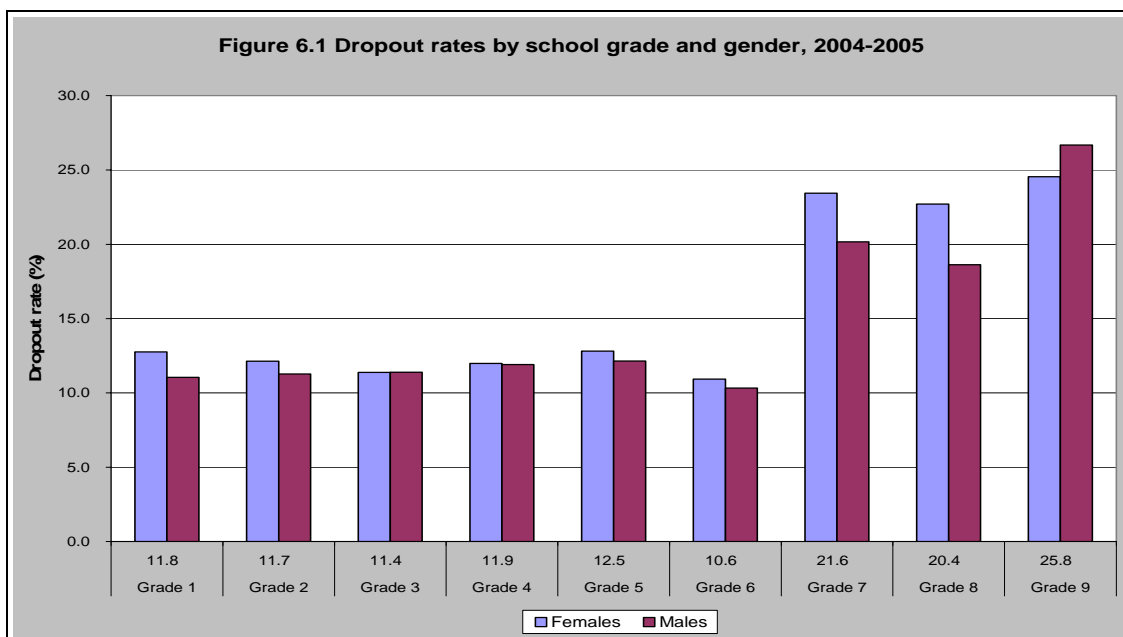
Achieving *universal primary education* over the next decade seems reachable, but it will require that serious attention be given to the problem of primary school dropout. Children who drop out are, by definition, *non-completers*. Of course, some who drop out may be induced to re-enter, or they can be offered non-formal alternatives designed to get them through the primary school curriculum. The Government, with help from donors and NGOs, is running some “second-chance” programs to help dropouts to complete the primary education cycle. The number of dropouts, as measured by EMIS, however, is large.²⁹ For Cambodia to be judged as being “on track,” additional ways will need to be found to keep enrolled children in school and reduce dropout rates significantly.

Figure 6.1 and *figure 6.2*, below, show dropout rates³⁰ for the nine grades of basic education as reported for the 2004-2005 school year by EMIS in 2006. Although Cambodian girls are a bit more prone to dropping out of school than boys, the gender differences are small as compared with the differences by location (urban, rural and remote rural). Children in remote rural parts of the country, if they enter school at all, are more likely to drop out from any grade than the average for all children across the nation, and in most grades they are more than twice as likely to drop out as children in urban areas. However, in the past two years there has been a marked reduction in dropout at lower secondary level in remote rural areas, and particularly in grade 9, which may in part be attributable to the scholarship program.³¹

²⁹ The 10% benchmark value for repetition in section 12, below, is not a target to be achieved; it is a level from which a country is likely, with appropriate effort, to be able to move to universal completion, which is the target.

³⁰ The total number of pupils who left school in a particular grade in a particular year divided by the total number of pupils enrolled in that grade in that year, expressed as a percentage.

³¹ The four scholarship programs currently benefit just under 3% of lower secondary students. Calculated from Collins, 2006.



Using the cross-sectional information on dropout behaviour in *figures 6.1 and 6.2*, it is possible to *simulate* the behaviour of a cohort of children who enter grade 1 of primary school. According to this calculation only 43 percent of those who enter primary will complete³² all six years, and less than half of these (19.3 percent of the original group) will

³² The “survival rate” is a percentage of a cohort of pupils enrolled in the first grade of a given level or cycle of education in a given school-year who are expected to reach successive grades. The “completion rate” as reported by EMIS is effectively the survival rate to the next higher grade, i.e. the completion rate for grade 5 is the same as the survival rate to grade 6. There are different ways of calculating the survival or completion rate. EMIS, following the UNESCO Institute of Statistics, uses the reconstructed cohort method, which requires statistical data from only two consecutive years. The World Bank computes the completion rate by taking the number, irrespective of age, who have completed a particular grade in a particular year, divided by the

then complete all three years of lower secondary education. Urban children demonstrate much better completion rates (54 percent completing primary and 34 percent completing lower secondary), and remote rural children much worse (25 percent and 12 percent).

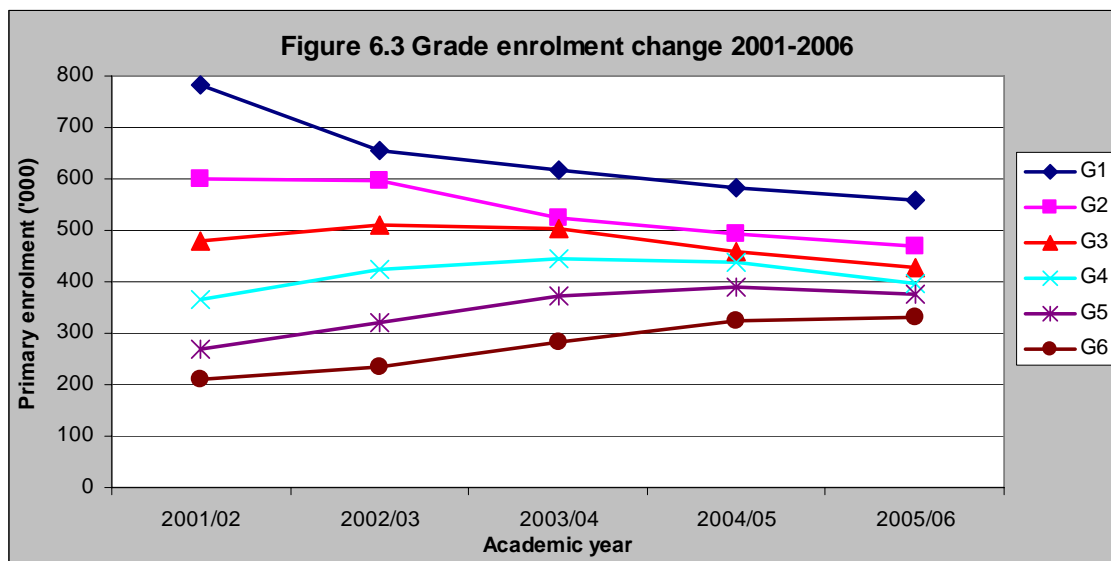
A different measure of completion for the primary grades is the “gross primary graduation ratio”, which is based on the total number of children, irrespective of age, who have graduated from the last grade of primary school in a particular year, in relation to the number of children in the population of appropriate age for graduation (in the case of Cambodia, 11 years). This indicator is reported by the UNESCO Institute for Statistics in its annual *Global education digest*, but no data are provided for Cambodia. Applying the formula to the EMIS data on successful candidates and using the Cambodian National Institute of Statistics’ age 11 projection from the 1998 Census, the gross primary graduation ratio is 73%.³³

Both measures are useful, but in different ways. The gross primary completion ratio looks at the number, irrespective of age, who *have* successfully completed primary education in the past year. The “reconstructed cohort” calculation predicts the proportion of a cohort that has just entered the first grade of school, who *will* successfully complete their primary education in six to ten years’ time *provided that the most recent promotion, drop-out and repetition rates continue to apply*. In the present case, it warns that policy or practical interventions will be needed that will result in a decrease in repetition and drop-out, and an increase in the promotion rate, if the goal of education for all is to be achieved.

The changes in primary grade enrolment for the past five years (*figure 6.3*) show that, following the increased intake in grade 1 that resulted from the abolition of compulsory fees, enrolment has gradually decreased, even though a large number of those enrolling for the first time are over age, while for grades 5 and 6 there has been an increase as more children have moved through to these grades. The ages of children are not reflected in this graph, but it is instructive to note that, were there full enrolment with entry at age 6 and no drop-out or repetition, the enrolments for grades 1, 2 and 3 would be clustered around the 300,000 level, for grades 5 and 6 just above the 400,000 level, and for grade 4 at the 375,000 mark.

population of the appropriate age for that year (See IEG, *From schooling access to learning outcomes: An unfinished agenda*, p. 24).

³³ UIS, *Global education digest 2006*, table 4 and p. 183. The MoEYS Department of Planning has attempted to check the age 11 population figure by collecting data from districts, but the result of this work was not yet available. However, the UIS also derives a “gross intake ratio to the last year of primary”, reportedly 82% for Cambodia. This figure is confirmed by performing the calculation with the grade 6 enrolment data from EMIS Table 13 (without excluding repeaters) and the NIS projection of 10-year-old population.



ESP 2006-2010 addresses the problem of dropout behaviour.³⁴ Although the practice of “automatic promotion,” has been considered, the MoEYS has not adopted it as a policy because it is believed that there are pupils who would be disadvantaged by being forced to move up a grade before they were ready. On the demand side is the policy of targeted scholarships to encourage poor children to remain in school. It should be noted, however, that the majority of scholarships now being provided to encourage disadvantaged children to remain in school are going to pupils in lower secondary education. Only a few small NGOs (e.g., KAPE and the Don Bosco Foundation) manage scholarship schemes for primary school pupils. The school feeding scheme provided by the World Food Program, undoubtedly plays a role here too. On the supply side, the MoEYS has made a strenuous effort to bring educational opportunities closer to the homes of poor children all over the country, for example through the expansion of school facilities or multigrade teaching. There are also measures (e.g., in-service training for teachers) aimed at raising the quality of education. These should increase the “pay-off” to school completion and discourage school dropout. In addition, some early childhood education programs (to foster school readiness and encourage age 6 entry) and school re-entry schemes are being implemented on a modest scale.

The question is whether the scale on which these measures can be implemented under *ESP 2006-2010* will be adequate to encourage parents to enrol their children and to markedly reduce drop-out, at least before the completion of primary education.

³⁴ See *table 7.1* in *section 7*, below, for a summary of all of the *ESP* measures intended to encourage enrolment and discourage dropout.

7. The Strategic Plan – Demand- and Supply-Side Measures

This section reports measure in the ESP designed to improve access, retention, completion, and quality.

To address continuing low student numbers, especially in lower secondary education,³⁵ the ESP focuses on both *demand-side and supply-side factors*. The Sector Wide Policy Action Matrix of *ESP 2006-2010* includes the following measures to increase school entry and retention – both of which will be necessary for Cambodia to meet all quantitative EFA targets by 2015 (*table 7.1*):³⁶

Table 7.1 Measures in ESP 2006-2010 aimed at keeping Cambodia “on track” with respect to quantitative EFA targets

Supply-side measures	Demand-side measures
<ul style="list-style-type: none"> ➤ Reduce the number of incomplete primary schools (about 1,700 across the country in 2005³⁷), by means of an increase in multi-grade teaching in sparsely populated areas³⁸ and additional facilities.³⁹ ➤ Increase the number of schools and classrooms in secondary education.⁴⁰ ➤ Increase the pupil-class ratio (PCR)⁴¹ in primary schools from 46 (2005) to 47 (2010) and, for quality reasons, decrease the PCR in lower secondary schools from 45 (2005) to 40 (2010).⁴² ➤ Increase the pupil-teacher ratio (PTR) in lower secondary schools from 33 (2003) to 45 in (2010) and, for quality reasons, decrease the PTR in primary schools from 53 (2005) to 50 (2010).⁴³ ➤ Increase teacher benefits (remuneration and performance incentives).⁴⁴ ➤ Improve teacher provision in remote and disadvantaged areas by recruiting teacher trainees from these areas and by offering additional incentives to teachers working in these areas.⁴⁵ ➤ Improve teacher quality by training 5,000 new teachers per annum, by in-service training of serving teachers, and by implementation of performance appraisal.⁴⁶ ➤ Improve quality of teaching and learning by nation-wide implementation of the Child Friendly School, new curriculum, achievement standards and local life skills programs.⁴⁷ ➤ Expand public/NGO/community partnerships in non-formal education.⁴⁸ ➤ Expand access to ECE programs for 5-year-olds.⁴⁹ 	<ul style="list-style-type: none"> ➤ Abolish “informal” payments by parents in grades 1-9 while simultaneously increasing operational budgets for schools and teachers’ remuneration.⁵⁰ ➤ Scholarships for the poorest children, and especially poor girls, targeted at grades 7 to 9.⁵¹ ➤ Better poverty targeted school feeding.⁵² ➤ Stricter regulations governing on-time entry (children at age 6) into grade 1 (linked to expanded early childhood education (ECE) for 5 year olds).⁵³

³⁵ A reflection of: (a) the low continuation of students who finish primary education – the transition rate from primary to lower secondary was only 80.6 percent in 2005/06, down from 83.2 percent in 2002/03, and (b) the high dropout of students who do actually begin lower secondary education – 21.4 percent in 2004/05.

³⁶ *ESP 2006-2010*, annexes 1-2, pp. 39-42, and table A, p. 32.

³⁷ MoEYS: *Education statistics and indicators 2005/06*, table 9.

³⁸ *ESP 2006-2010*, pp. 12 & 25.

³⁹ *Ibid.*, p. 18.

⁴⁰ *Ibid.*, p. 25.

To implement all of these measures in full over the 2006-2010 planning period (and then to continue implementing comparable measures over the outer-years, 2011 to 2015) – as will be necessary for Cambodia to stay on track and meet all CMDG2 targets as listed in *table 4.1* above – is quite a tall order. The first prerequisite will be to ensure that funding is available to cover the public costs of this program, including funding for all of the new measures proposed in *ESP 2006-2010*, as listed in *table 7.1* above.

The list of measures in the ESP is incomplete. A number of measures are being piloted to address the problems of late entry and drop-out, such as the mapping of children out of school, and the use of (minority) mother tongue.

Sections 8-10 of this report will analyze future costs, as projected in the ESP, and look at projected levels of funding from different sources, in order to determine whether implementation of the program will face a funding gap and, if so, to estimate, in broad-brush terms, the nature and magnitude of this gap.

⁴¹ The focus should be on PTR together with time on task. A lower PCR than PTR, if implemented, will mean that in large schools there will be classes without teachers.

⁴² But *Education statistics and indicators 2004/05* gives the PCR for primary as 43.5 (table 7) and for secondary (lower and upper together) as 49.5 (table 8). The 2005/06 figures are 41.3 and 50.3 respectively.

⁴³ But *Education statistics and indicators 2004/05* gives the PTR for primary as 53.5 (table 7) and for secondary (lower and upper together) as 28.1 (table 8). The 2005/06 figures are 50.8 and 31.1 respectively.

⁴⁴ *ESP 2006-2010*, p. 13.

⁴⁵ *Ibid.*, pp. 11 and 23.

⁴⁶ *Ibid.*, p. 14.

⁴⁷ *Ibid.*, pp. 13-14.

⁴⁸ *Ibid.*, p. 12.

⁴⁹ The only strategy related to ECE in *ESP 2006-2010* (p. 10) is an effectiveness review in 2008. The *ESSP 2006-2010*, however, explains that there is to be a focus on “demand-side interventions including community and home based approaches, private sector involvement and partnerships with NGOs ...”, p. 4. Even though the Ministry will be providing only the encouragement and not the means to effect this intervention, it is appropriate to include it on the supply side of the table.

⁵⁰ *ESP 2006-2010*, pp. 10, 18, 19, 22.

⁵¹ *Ibid.*, p. 23.

⁵² *Ibid.*, p. 12.

⁵³ *Ibid.*, pp. 10 and 22.

8. Actual and Projected Recurrent and Capital Costs of Education

This section looks at the costs of education as projected (1) in the ESP and (2) by the Finance Model. It concludes that the best estimate of costs would be derived by using (3) a combination (or “hybrid”) of the ESP and the Finance Model.

Education Strategic Plan, 2006 to 2010

MoEYS’s funding requirements over the current plan period are detailed in *ESP 2006-2010*,⁵⁴ and summarized here in *table 8.1*, below. According to the plan, the amount required for 2006 (recurrent and capital) is 16% lower than the amount set for 2006 in the ESP 2004-2008, while the amount for 2010 is only 4% higher than that set for 2008 in the earlier plan.⁵⁵ While there is a steady increase in the recurrent budget,⁵⁶ the 2010 amount being 60% higher than that for 2006, the ESP calls for capital costs to decline after 2006.⁵⁷ To meet its current budget projections, the Ministry would expect to receive an increasing share of the national recurrent budget, rising from 17.74% in 2006 to 20.85% in 2010.⁵⁸

The ESP 2006-2010 sets an ultimate target of 71% of budget to go to basic education. This will be difficult to achieve. An increase in the proportion of children entering and completing lower secondary education will increase the pressure for places in upper secondary schools (and, soon after that, in tertiary institutions). To successfully hold down the public costs of upper secondary and tertiary education will require a determined policy of cost sharing between government and households at these higher levels, which (while, no doubt, justifiable on equity grounds) is likely to be unpopular. In the plan, the bigger relative cuts will come, not from the other levels of education, but from the administrative costs of education. Administration’s share of the recurrent budget is projected to decline from 16 percent in 2006 to 11 percent in 2010, an ambitious target as well. The total public resource requirements for the five years amounts to USD 805.2 million.

⁵⁴ *ESP 2006-2010*, table B, p. 33 ; *ESP 2004-2008*, table B, p. 44.

⁵⁵ *Actual expenditures* (budget outturns) were not yet available for the 2004 fiscal year (FY) when the field work for this review took place in May 2005, and the *budget for 2005* had not yet been approved though it was already five months into the year. The late arrival of the budget, an all-too frequent occurrence in Cambodia, has the (perhaps unintentional) effect of constraining expenditure over the course of the year, since most ministries (with few exceptions such as Defense and Interior) are reluctant to spend money not yet allocated to them in a new budget law.

⁵⁶ ESP, page 20 gives the justification as “primarily to facilitate front-loaded increases in performance based teacher remuneration”

⁵⁷ Probably because of a national decrease in the primary school age population, from 2,161,684 in 2006 to 1,855,112 in 2009, after which there is again an upswing. The Ministry was, however, unable to provide any details of actual capital expenditure for 2004 or 2005.

⁵⁸ ESP, page 20.

Table 8.1 MoEYS resource requirements, 2006-2010

<i>Riels billions</i>	<i>2006</i>	<i>2007</i>	<i>2008</i>	<i>2009</i>	<i>2010</i>
Recurrent costs, of which	449.4	550.9	600.3	667.8	717.9
Administration	16%	13%	12%	11%	11%
Basic education (grades 1-9)	68%	70%	70%	71%	71%
Other levels of education	16%	17%	18%	18%	18%
Capital costs, of which	113.4	98.9	91.4	84.0	82.0
Administration	26%	20%	22%	24%	24%
Basic education (grades 1-9)	26%	29%	30%	30%	30%
Other levels of education	35%	39%	38%	36%	34%
Capacity building (staff development)	12%	12%	11%	11%	11%
Total public costs	562.8	649.8	691.7	751.8	799.9
<i>USD millions (Riel/USD parity variable)</i>	<i>2006</i>	<i>2007</i>	<i>2008</i>	<i>2009</i>	<i>2010</i>
Recurrent costs	106.5	130.3	140.3	154.3	164.0
Annual percentage increase	--	22%	8%	10%	6%
Capital costs	26.9	23.4	21.4	19.4	18.7
Annual percentage increase	--	-13%	-9%	-9%	-3%
Total public costs	133.4	153.7	161.7	173.7	182.7
Annual percentage increase	--	15%	5%	7%	5%
Ratio capital/recurrent	25%	18%	15%	13%	11%

Source: *ESP 2006-2010*, Table B

Conversion to USD uses Riel/USD parity rates from *NSDP*, Annex II:1

It is by no means clear to what extent the MoEYS has included the cost of quality improvement in its estimates. The draft “Medium term capacity building plan” of the Directorate-General of Education (DGE) foresees donors meeting the entire costs of the proposed capacity development of the directorate-general, all of which has as its objective the improvement of quality. Costs borne by development partners would include

“training programs, operational budgets for seminars, meetings, surveys, up-country missions, etc. There will also be need for selective provision of equipment (motorcycles, vehicles, computers etc.) that will enable trained staff and re-organized/strengthened structures to perform their tasks effectively,”

as well as technical assistance.⁵⁹ It is unlikely, therefore, that the MoEYS budget provides for quality improvement beyond the gradual flow of better-qualified teachers into schools. It is also unlikely that the ESP budget makes provision for salary increases, since there had been no government commitment to this when the ESP was being drafted.

Education Finance Model

The finance model developed by Triaswati in September 2005 to project the funding resource needs of the education sector offered nine scenarios, combining three different levels of quality with three different gross enrolment projections.⁶⁰ The tables were generated on a number of assumptions about resource needs for each sub-sector, to which unit costs were assigned.⁶¹ The total need for any sub-sector for a particular year was the result of applying the projected gross enrolment rate to the projected population of the appropriate age cohort and multiplying by the unit cost. This side of the model did not take any account of possible resource constraints. For the five year period 2006 to 2010 the

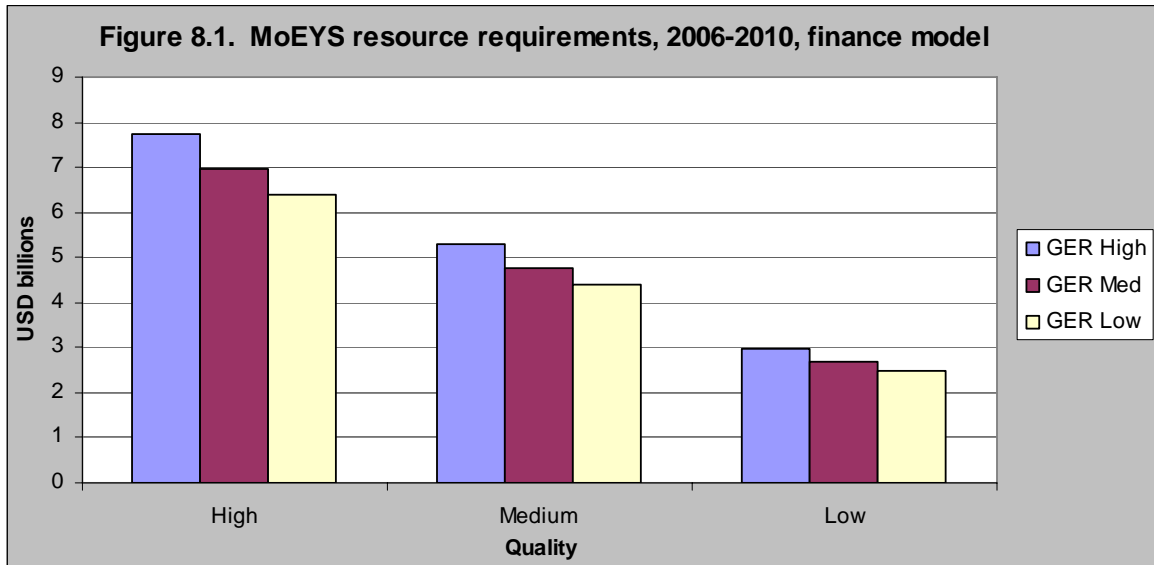
⁵⁹ Page 8.

⁶⁰ *Financing quality education at Cambodia: education finance model, issues and challenges*, pp. 12 ff.

⁶¹ Examples of the assumptions are given in Annex 1.2.

results, as depicted in *figure 8.1*, ranged from USD 7,723 million (high quality, high enrolment) to USD 2,477 million (low quality, low enrolment).

For basic education (primary and lower secondary) the finance model's low by low scenario generated a cost of USD 790 million for the five-year period 2006 to 2010.⁶²



As part of the unit cost the model includes household costs directly attributable to attendance at an educational institution, such as school uniform and transport.⁶³ Since this is not a cost to government, unless in the form of an incentive scheme targeting specific groups, it should be excluded from the totals. The range would then be USD 3,154.4 million (high quality, high enrolment) to USD 1,150.2 million (low quality, low enrolment).⁶⁴

Although the Department of Planning has engaged with technical departments on the accuracy of the assumptions on which the model is based, no changes have as yet been made to the input data of the model. It is recommended that the assumptions of the model be regularly (annually) reviewed, and updated as necessary, and that the model be used as a tool in preparing the Ministry's budgetary needs.

It is notoriously difficult to produce accurate resource requirement forecasts as soon as quality has to be factored in.⁶⁵ Nonetheless, it is probably fair to accept that the ESP determination of resource needs would be inadequate for the achievement of nine years of basic education with mastery of the prescribed competency levels. The estimates of resource needs generated by the low GER by low quality scenario of the finance model, with the household costs excluded, should be regarded as too low an estimate, mainly because (1) it does not take account of civil service pay increases and (2) if the household costs are excluded, there is no provision for targeted incentive schemes to attract vulnerable children to enroll and stay in school until graduation. On the other hand, the low GER by medium quality scenario (again with household costs excluded) probably projects a higher cost than

⁶² Household cost excluded.

⁶³ Provision is made at the rate of USD 5 per month or USD 60 per year for the low quality scenarios, to USD 180 per year for the high quality scenarios.

⁶⁴ Figures calculated from the 10-10-05 iteration of the Excel model.

⁶⁵ See, for example, Gurria and Gershberg: *Costing the MDGs*.

would be affordable within the time frame, since it provides for quality improvement throughout the system, and not only for basic education.

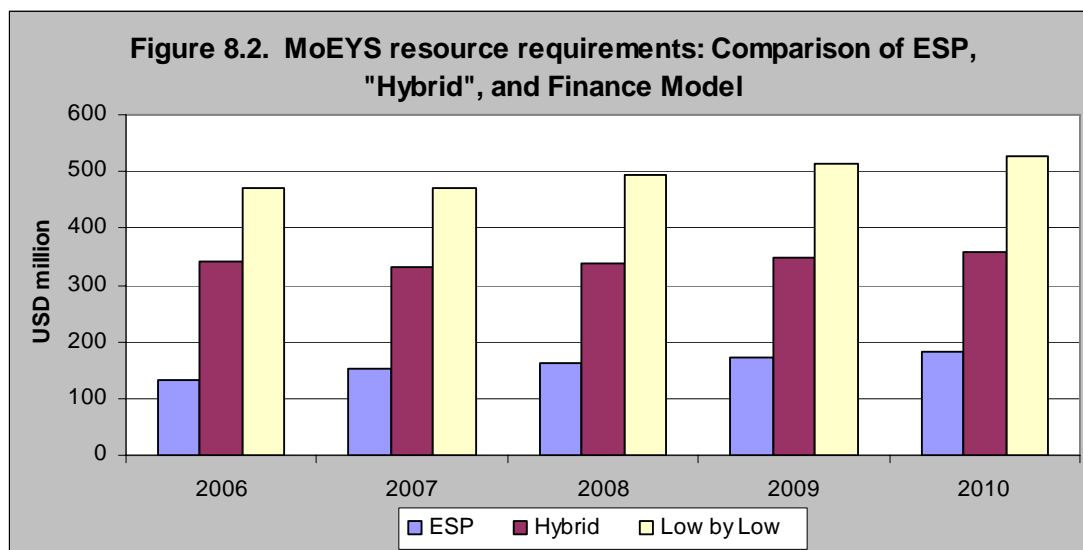
Combination (“hybrid”) of ESP and Finance Model

Using a combination of the ESP budget and the finance model-generated costs, a more realistic estimate of needs can be achieved. In this scenario the costs for all levels of education other than basic are taken from the ESP. For basic education, the low GER by medium quality scenario has been used, but the “household” costs have been modified. Whereas the medium quality scenarios of the finance model set the unit household cost at USD 120 p.a., the unit costs used in the calculation are USD 40 for primary and USD 75 for lower secondary. And these costs have been factored in for only 40% of the GER, on the assumption that incentives would be offered to *all* members of *only* the lowest two income quintiles. This “hybrid” of the ESP and finance model produces the amount of USD 1,715.8 million for the five-year period, or an annual budget as set out in *table 8.2*.⁶⁶

Table 8.2 MoEYS costs, hybrid of ESP and finance model

	2006	2007	2008	2009	2010	Total
USD millions	343.1	330.1	338.2	347.1	357.3	1715.8

Figure 8.2 compares the needs as portrayed in the *ESP*, in the “hybrid” described above, and in the finance model’s low GER by low quality projection (household costs included).



⁶⁶ The “hybrid” approach is elaborated in greater detail in Annex 1.3.

9. Donor Resources for Education

This section looks at donor commitments as reported by donors themselves and as portrayed in the PIP. This is followed by an assessment of the portion of donor funding which might be applied to reducing any funding gap between sector needs and available government resources.

The total of external donor assistance provided in 2005 to Cambodia's education sector was approximately USD 40 million, while the amount budgeted for 2006 is USD 63 million.⁶⁷ The *Public Investment Program 2006 to 2008* gives the total of EDP funding to the sector for the three-year period 2006 to 2008 as USD 156 million if the "technical and vocational" sub-sector is excluded.⁶⁸ The latter figure gives an average of USD 52 million a year, which is close to the average of the 2005 and 2006 figures reported by the donors.

The *Public Investment Program* (PIP) gives the capital needs of the education sector⁶⁹ for the years 2006 to 2008 as USD 293.7 million, of which only USD 110.5 million is projected as being provided by government. A donor commitment of USD 156 million is taken into account, leaving a funding gap of USD 27 million. The assumption is made that "all EDP funds would be fully aligned with NSDP priorities. To the extent they do not, additional resources would be needed to implement NSDP priorities and strategies".⁷⁰ This echoes the *NSDP*, which points the need to significantly reduce freestanding technical assistance (FTA) in favour of budget support "linked to measurable qualitative and quantitative performance".⁷¹ It looks to receiving additional funds from EDP countries as part of "redeeming their commitment to achieving global MDGs by significantly increasing development assistance targets ..., especially given Cambodia's status both as an LDC and as a pilot country for harmonization and alignment".⁷² There is much inconsistency between individual donor commitments as reported by donors themselves and as recorded in the *PIP*.

Four of the donors presently active in the education sector have commitments stretching to 2010, in two cases with progressive reduction in the amounts committed. One donor is preparing to make a new commitment, while another donor is likely to withdraw from the sector in 2007. One donor whose commitment for 2006 is reflected in the *PIP* had, already in 2005, confirmed no longer being active in the sector. *Table 9.1* gives the total value of donor commitments for each of the years 2005 to 2010 as recorded in the *Education Sector Donor Performance Report 2005-2006*. The commitments peak in 2006, after which there is a steady decline.

Table 9.1 Total donor commitments for 2005 to 2006

	2005	2006	2007	2008	2009	2010	Total
USD millions	39.670	62.932	52.937	26.722	16.726	9.161	208.148

This is almost certainly an unrealistic indication of what donors will contribute to the sector over the remaining half-decade. At least some of the programs which are drawing to a

⁶⁷ Information from development partners for the *Education Sector Donor Performance Report 2005-2006*, Table B.

⁶⁸ The Ministry of Labour and Vocational Training is now responsible for TVET. *PIP*, table 2, p. 7.

⁶⁹ These *PIP* figures exclude the allocation for TVET, which is the responsibility of the MoLVT. They also exclude free-standing technical assistance to the value of USD 67 million for the three-year period.

⁷⁰ Page iv.

⁷¹ Page 84.

⁷² Page 84.

close are likely to be replaced by new commitments. *Table 9.2* gives (1) the total value of programs currently running (full life-span of the project within the present decade),⁷³ (2) the actual amount disbursed in 2005, (3) the budget for 2006, (4) the commitment for the period 2006 to 2010, and (5) a projected total for the same period which makes an arbitrary assumption that there will be an increase in donor funding to match the 2005 to 2006 average. Most projects do not spend in uniform annual instalments; and it is common for decreasing amounts to be budgeted for the closing years of a project. The actual date of start-up in relation to the financial year may also result in low expenditure during the first year of a project. Projections based on figures for specific years should thus be treated with caution.

Table 9.2. Exploration of possible donor commitments for the period 2006-2010

Donor	Total value of projects running in 2006	Actual amount disbursed Actual 2005	Of total value of programmes:					
			Budget 2006	Commitments 2006-2010	Projected total 2006-2010	Direct project support	Direct budget support	Other
AUF	3,115	345	382	1,622	1,818	100%	0%	0%
ADB	44,670	9,613	14,865	34,402	61,196	0%	45%	55%
BTC	10,763	2,560	4,460	7,163	17,551	100%	0%	0%
DFID	4,936	664	1,503	3,933	5,418	100%	0%	0%
EC	28,473	3,174	8,787	20,769	29,903	9%	63%	27%
France	20,061	2,421	2,196	9,065	11,543	0%	0%	100%
Japan	17,439	1,981	4,342	15,296	15,807	6%	0%	94%
Sida/UNICEF	26,461	6,493	6,185	26,461	31,696	100%	0%	0%
UNESCO	511	203	191	191	983	100%	0%	0%
UNFPA	10,102	1,233	993	1,780	5,566	100%	0%	0%
USAID	9,679	3,300	3,000	4,579	15,750	100%	0%	0%
WB	29,800	2,450	5,450	27,350	19,750	100%	0%	0%
WFP	21,099	5,233	10,578	15,866	39,527	100%	0%	0%
Total	227,109	39,670	62,932	168,477	256,506	53%	17%	30%

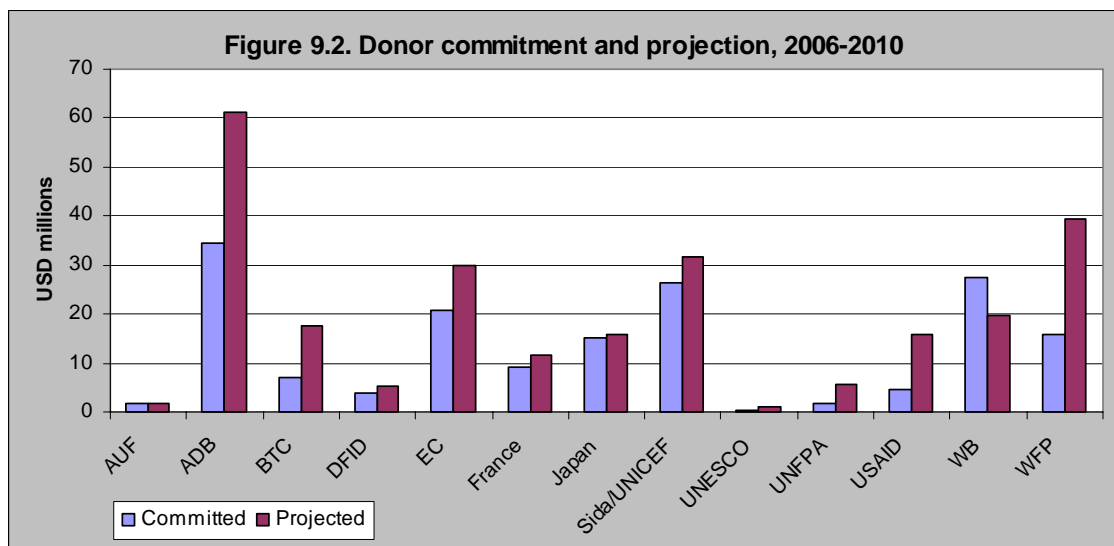
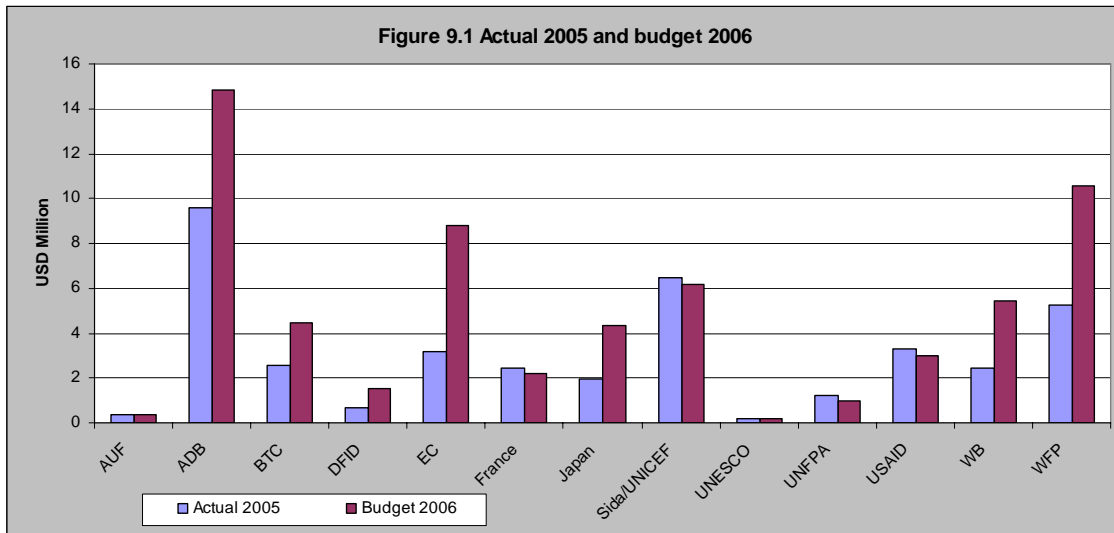
Figure 9.1 contrasts the actual amounts for 2005 with the amounts budgeted for 2006. Of the thirteen bilateral and multilateral donors and lenders currently providing assistance to Cambodia's education system:

- five donors have committed annual amounts beneath USD 1 million
- two donors have committed an annual amount between USD 1 and 2.5 million
- three donors have committed annual amounts between USD 2.5 and 5 million, and
- three donors have committed annual amounts in excess of USD 5 million for the period 2006 to 2010.

Figure 9.2 compares the commitments for the five years from 2006 to 2010 with a projection, for the same period, based on the average of the 2005 actual and 2006 budget figures. This projection is 52% higher than the actual commitment made by donors for the period. If donors endorse Cambodia for admission to the Fast Track Initiative, the country might reasonably expect an increase rather than a decrease in support from development partners, with the projected amount indicating the minimum that might be expected, even if oil revenues come on stream as anticipated.⁷⁴

⁷³ For projects which started prior to 2001 or for which commitments have been made beyond 2010, only the years 2001 to 2010 are taken into account.

⁷⁴ See *section 10*, below.



Not all of the assistance committed by donors will necessarily reduce the funding gap which remains after the resource needs of the sector have been compared with government budget projections. Since the quality interventions included in the finance model for levels of education other than basic have been excluded from the final estimate of the cost of education, it is appropriate to exclude donor commitments wholly directed at levels of education other than basic. Assistance directed at higher education comprises the AUF and French contributions, some EC funding, and the JICA-funded CJCC. For upper secondary education only JICA's provision for upper secondary science and mathematics has been excluded. Although some of the ADB assistance for facilities is intended for upper secondary, it has not been excluded because lower secondary facilities are also included in the program. The donor commitment for the period 2006 to 2010 which may reasonably be regarded as reducing any funding gap will then amount to USD 147 million.

10. Evidence of a Funding Gap

This section looks at government resources available to the education sector as projected by the NSDP, the PIP, and the MTEF. These resources are compared with the needs as determined in the ESP and by the Finance Model. A sizable funding gap remains after donor funding has been taken into consideration.

Cambodia's macroeconomic indicators have improved over the past half decade, as the country has enjoyed relatively peaceful conditions and more economic stability. The nominal rate of GDP growth has fluctuated, but averaged around 6 percent per annum, a rate that macroeconomists in the Ministry of the Economy and Finance (MEF),⁷⁵ the International Monetary Fund (IMF) and the World Bank (WB) expect to be maintained in the medium term. Government revenues as a share of GDP have gradually gone up and are projected to fall within the range of 12% to 14% of GDP over the five years to 2010.⁷⁶ These projections have been incorporated into *table 10.1*, below.

Education's share of the government recurrent budget has increased dramatically in recent years, reaching nearly 18.5 percent in 2003,⁷⁷ nearly double the level of the second half of the 1990s, when education's share of the budget hovered in the vicinity of just 10 percent. No significant increase is foreseen over the next five years, as shown in *table 10.1*.

Table 10.1. NSDP calculation of resources available to the education sector

	2006	2007	2008	2009	2010
1. Gross Domestic Product (GDP)					
A	Annual rate of growth (NSDP assumption)				
	6.0%	6.0%	5.8%	5.9%	6.0%
B	Estimated GDP (Riels billions, current prices)				
	20,452.0	21,679.1	22,936.5	24,289.8	25,747.1
2. Total government expenditure					
A	Percent of 1.B (assumption)				
	17.0%	17.2%	17.1%	16.9%	16.5%
B	Government expenditure (Riels billions)				
	3,476.8	3,728.8	3,922.1	4,105.0	4,248.3
3. Total recurrent expenditure					
A	Percent of 2.B (assumption)				
	61.8%	62.2%	62.6%	63.3%	65.5%
B	Recurrent expenditure (Riels billions)				
	2,148.7	2,319.3	2,455.3	2,598.4	2,782.6
4. Education recurrent expenditure					
A	Percent of 3.B (assumption)				
	18.5%	18.5%	18.5%	18.5%	18.8%
B	Education recurrent expenditure (Riels billions)				
	397.3	429.1	454.2	480.7	523.4
C	Education recurrent expenditure (USD millions)				
	94.2	101.5	106.2	111.1	119.6

Source of base data & assumptions: *NSDP 2006-2010*, Annex II:1 (from IMF); Annex II:3 (SNEC).

In contrast to the resource requirement of USD 805.2 million⁷⁸ (recurrent and capital) for the period 2006 to 2010 as detailed in the *Education Strategic Plan*, the Government's *National Strategic Development Plan* gives the allocation for education for the same five-year period as USD 550 million, or an average of USD 110 million a year, which represents

⁷⁵ *NSDP 2006-2010*, p. 108.

⁷⁶ *Ibid.*

⁷⁷ *Ibid.* The *PIP* (p. 3) gives the planned capital allocation for the education sector (Government plus EDPs plus gap) as 15.95%.

⁷⁸ See *table 8.1*, above. The figures in the ESP budget are in Riels, while the *NSDP* and *PIP* quote US dollars. The *NSDP* provides a projected Riel/USD exchange rate for each of the years 2006 to 2010 ranging from 4,219 to 4,378. In this discussion, where total amounts for the 5-year period are converted, a fixed rate of 4,200 has been applied.

both *current and capital* expenditure.⁷⁹ This estimate is at variance with the next estimate, also provided in the NSDP, and is disregarded in the further discussion. Drawing on the IMF’s key macro-economic projections for Cambodia, a projection of *current* expenditure for the education sector can be provided as in *table 10.1*. The total current expenditure for the five years amounts to USD 532.5 million. The *National Strategic Development Plan 2006-2010* states that “The remuneration of civil servants will increase gradually by 10 to 15% per year in line with means available to the Government”,⁸⁰ but it is not clear whether the increase is already reflected in the budgeted figures.

The *Public Investment Program 2006-2008* gives the resource requirement for the education sector as USD 315.1 million for a three-year period, of which Government expects to provide USD 110.7 million with external development partners providing a further USD 173 million, and leaving a funding gap of USD 31.4 million.⁸¹ Anticipated “free standing technical assistance” to the value of USD 67 million is added to the total amount.

If the current budget projection from *table 10.1* is added to a capital projection of USD 184.5 million,⁸² the Government’s projected commitment for the education sector will be USD 717 million for the period 2006 to 210.⁸³

The Government’s *Medium Term Expenditure Framework for 2007 – 2009* gives the allocation to the education sector as a constant 18.31% of “central government current expenditure” for the years 2006 to 2010.⁸⁴ The actual allocations for education increase from a budgeted amount of CR 442 billion for 2006 to a projected CR 729 billion for 2010.⁸⁵ The total for the five-year period is CR 2,927 billion, or USD 681.5 million. The framework looks to improved revenue collection as one of the ways of achieving its targets.⁸⁶ Reference is made to civil service reform as envisaged in the Governance Action Plan,⁸⁷ but no specific mention is made of salary increases. The allocation for education, converted to USD, is set out in *table 10.2*.

Table 10.2. Resources for education in MTEF 2007-2009

	2006	2007	2008	2009	2010	Total
USD millions	104.8	123.7	136.5	150.0	166.5	681.5

The projected funding *needs*, as derived from the *ESP*, from the finance model (low by low scenario), and from the “hybrid” (of *ESP* and finance model) respectively, and the projected funding *allocations* from the *NSDP*, the *PIP*, and the *MTEF*, are set out in *table 10.3*. A total (current plus capital) figure is obtained for the funding allocations by combining the *PIP* capital amount with either the *NSDP* or *MTEF* amount. *Table 10.4*

⁷⁹ *NSDP 2006-2010*, p. 87, *table 5.2*.

⁸⁰ *Ibid.*, p. 48.

⁸¹ Page 7, *table 2* (It is possible in the *PIP* to isolate the allocation to the MoLVT for TVET, but this has not been done since the corresponding adjustment cannot be made in the *NSDP* current budget details.).

⁸² Increasing the RGC commitment to the education sector from the 3-year *PIP* (USD 110.7 million) by 66.7% to provide a figure for a 5-year period.

⁸³ These figures include the allocation for TVET, since it is possible only for the *PIP* to isolate the TVET amount.

⁸⁴ *Table 5*, which illustrates “shares of priority ministries, falling share of defence and security” (which declines from 20.21% to 17.90% over the period. Labour and vocational training is listed separately from education.

⁸⁵ *Table 6*; Labour and vocational training listed separately.

⁸⁶ *MTEF 2007-2009*, p. 7.

⁸⁷ *Ibid.*, p. 5.

depicts the funding gap (or surplus) which results from comparing the various scenarios. In interpreting the figures it is important to remember that the *ESP* amount is certainly an underestimate, while the finance model amount is from the “low quality” scenario (See *section 8*, above). It is not clear whether either the *NSDP* or the *MTEF* has made provision for annual salary increases for civil servants in their projected amounts. Since the *MTEF* is a more recent document than the *NSDP*, it is probably realistic to accept the funding gap resulting from a comparison of the *MTEF* plus *PIP* and the finance model, an amount of USD 850.1 million for the five years.

Table 10.3. Needs and allocations 2006-2010 - different scenarios (USD millions)

	<i>Current</i>	<i>Capital</i>	<i>Total</i>
Needs as per ESP			805.20
Needs as per Finance Model			1,445.79
Needs as per "hybrid" (ESP & Finance Model)			1,715.76
Resources as per NSDP (including TVET)	532.45		
Resources as per PIP (including TVET)		184.50	716.95
Resources as per PIP (excluding TVET)		184.20	865.71
Resources as per MTEF (excluding TVET)	681.51		

Table 10.4. Funding gap (surplus) 2006-2010 (USD millions)

	<i>ESP</i>	<i>Finance Model</i>	<i>"Hybrid"</i>
<i>NSDP plus PIP</i>	88.2	728.8	998.8
<i>MTEF plus PIP</i>	(60.5)	580.1	850.1

The *NSDP*, in taking into account “all the foreseeable exogenous and endogenous factors”⁸⁸ makes no mention of the possibility of revenues from oil resources. If, as is anticipated, these should materialize from 2009 on,⁸⁹ there would be an opportunity to substantially increase the allocation to the education sector. The MoEYS would have to take measures in the interim to ensure that it would have the necessary absorptive capacity.⁹⁰ This means, for example, that, with a sudden increase in funding, there could be no abrupt increase in enrolment at secondary level unless teachers had already been trained and sufficient classrooms were available. Planning for this contingency should thus take place during 2007 so that needed interventions could be implemented at relatively short notice; otherwise the capacity to absorb the additional funds would be lacking, and opportunities would be lost.

The question whether salary increases are included in the projected resource allocations is crucial. Teachers’ salaries in Cambodia are very low today as compared with international benchmarks, and a significant improvement in the quality of education is unlikely to be achieved without attention to this aspect. We will return to the situation of low teachers’ salaries and proposals to address this issue in *section 11*, below.

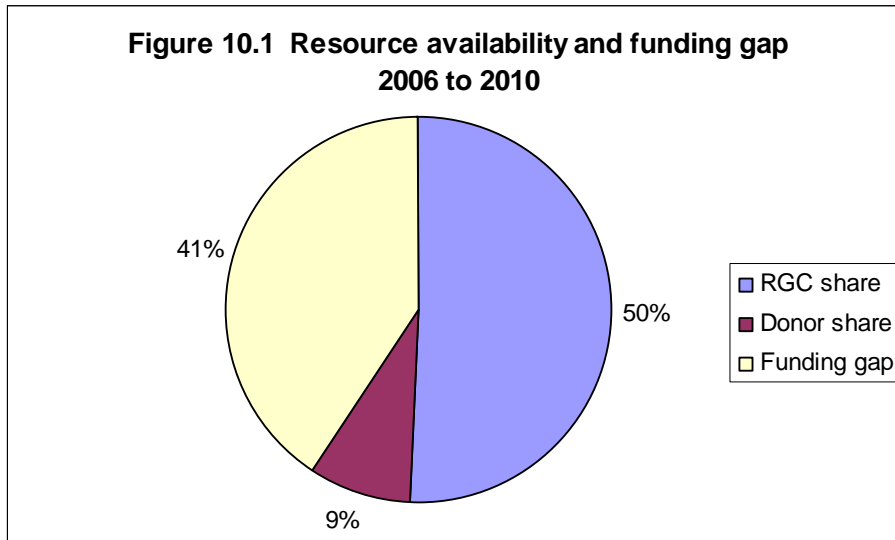
The aggregated funding gap for the five-year period (the difference between what is available under the *MTEF* plus *PIP* and what is needed according to the “hybrid” calculations) is USD 850 million on the total budget. Funds committed or likely to be committed by donors that will effectively reduce the funding gap amount by USD 147

⁸⁸ Page 79, and Annex II:1.

⁸⁹ PowerPoint presentation by the ADB, June 2006, “Cambodia oil and gas sector issues”.

⁹⁰ Compare *NSDP*, p. 79, which notes the “constraints imposed by the absorptive capacity of the public administrative system”.

million. The funding gap which remains is USD 703 million for the five-year period, or 41% of total needs, as illustrated in *figure 10.1*, below.



It must again be emphasized that the figures used in the calculations are estimates, apart from the *MTEF* figure for 2006 only, which is given as an actual amount. To the extent that the introduction of intended new measures to increase access or to enhance quality is delayed, there will be an apparent saving in costs; but if the intended outcomes are to be achieved, some at least of these costs will effectively be transferred to a later year in the plan. It will be necessary for the Ministry and donors jointly to review the budget from year to year. The more accurate the Ministry's budgeting, the more realistic will be the determination of the funding gap. Better revenue collection by Government or access to new sources of revenue (such as oil), could reduce the gap. It is also possible that there will be new donor commitments which will contribute to a reduction in the funding gap.

11. Education Quality and the Priority Action Program (PAP)

This section looks at disbursement of funds in relation to the overall recurrent budget of the MoEYS and in particular the budget for priority action programs.

The recurrent budget lines in Cambodia's regular State Budget that are relevant to the education sector (and the share of each in MoEYS's 2005 recurrent budget) are provided in *table 11.1*.

Table 11.1. Education recurrent budget 2005

	<i>Riels millions</i>	<i>%</i>
Chapter 10, Salaries	222,745.370	59.89%
Chapter 11, Operating costs	54,558.088	14.67%
Chapter 13, Special program activities (PAP)	86,724.501	23.32%
Chapter 31, Social interventions	7,915.000	2.13%
Total	371,942.959	100.00%

The reason that Chapter 10 (Salaries) does not comprise an even larger share of MoEYS's recurrent budget, despite the labour intensity of education, is that Cambodia's teachers (and other civil servants) are paid very little (see *section 13* below).

The proportion of the salary allocation actually paid for 2005 was 92.8 percent, while for non-salary allocations 96.5% was paid (an improvement on the 87.8% implementation in 2003).

In past years the quality-enhancing education inputs such as textbooks and other teaching and learning supplies in Cambodia's schools were in short supply and (for those inputs that did get delivered) unpredictable in terms of their arrival time. To ensure a dependable supply of such inputs, the practice of charging informal fees to the families of children enrolled in school grew up in Cambodia. This practice was, of course, more successful in wealthier areas of the country, including most urban areas, and that resulted in conditions of uneven quality between urban and rural areas and between poor families and the better-off.

In the interest of raising quality and promoting greater equity across income, ethnic and geographic groups, the Government in 2000 declared all such informal fees in basic education to be "illegal." The Government agreed to compensate schools for the loss of revenues by introducing the Priority Action Program (PAP) – a new system of budget flows that could be monitored separately (including by external donors interested in providing budget support) and be made more dependable and more transparent to beneficiaries.

PAP started as a pilot program in 2000, initially covering only primary schools in eight provinces of the country. In 2001, it was extended to cover the entire country. By 2003, PAP represented approximately 26 percent of the recurrent budget for education, and it had grown to include 12 separate programs, which with one exception are currently still applicable.⁹¹

- PAP1Education service efficiency and performance

⁹¹ PAP4, "TVET quality and efficiency", is no longer applicable to the MoEYS with responsibility for TVET having been transferred to the MoLVT.

- PAP2Primary education quality and efficiency
 - PAP2A Primary education
 - PAP2B Early childhood education
- PAP3Secondary education quality and efficiency
- PAP5Higher education quality and efficiency
- PAP6Teacher development (in-service and pre-service)
- PAP7Instructional materials provision
- PAP8Expansion of non-formal education
- PAP9Youth
- PAP10Sport development
- PAP11Strengthening quality and efficiency assurance mechanisms
- PAP12Scholarships for the poor.

The original program (PAP2) remains the largest of the eleven PAP programs, comprising 36.2% of the total in 2006. PAP has succeeded in reducing the private costs borne by households that have children attending primary school, as compared with the Government's share of total costs. A study in 1997 concluded that "households and communities in Cambodia were meeting an estimated 59.0 percent of the total resources for primary schooling, even in the public system of education," whereas "the Government was providing an estimated 12.5 percent."⁹² (The remaining, 28.5% was being met by politicians, NGOs and external agencies.) In other words, households were spending nearly five times as much as Government on primary education.⁹³ A recent study by the same author found that, in 2004, while households were still meeting a larger share of total costs than Government, the gap was very much smaller. In 2004, households spent only about 25 percent more on primary education than Government.⁹⁴

A recent study focuses on PAP2 (and, more specifically, PAP2A, the program that provides "operational budgets" to individual primary schools across the country).⁹⁵ The study concludes that PAP funds, once released to the Provincial Education Offices (PEOs) by the Treasury, do end up in the schools as intended, with limited leakage,⁹⁶ cautioning, however, that "The PAP system is characterized by low quality record keeping, thereby limiting the robustness of the empirical findings on leakage".⁹⁷ It also states that over 60% of schools reported having paid "facilitation fees" to officials in return for the disbursement of PAP 2.1 funds.⁹⁸ Also to be noted is that the study focuses on just the one sub-program (the one most closely scrutinized by the international donor community), and that its findings are not necessarily representative of other PAP sub-programs.⁹⁹

The bigger problem with PAP to date has been the release of funds, i.e., the execution of what has been budgeted. Since the start of PAP in 2000, only a part of what is allocated each year gets disbursed by the end of the same year. Unlike other State Budget programs, however, PAP is allowed to carry over funds from one year to the next. The amount of

⁹² Bray, *The Private Costs of Public Schooling*, as reported in Bray and Bunly, *Balancing the Books*, p. 2.

⁹³ 59.0/12.5 = 4.72.

⁹⁴ Bray and Bunly, *figure 5* and p. 42.

⁹⁵ Other sub-programs include PAP2.2 (for "remedial teaching") and PAP2.3 (for "inspection" and giving "awards to good teachers and schools").

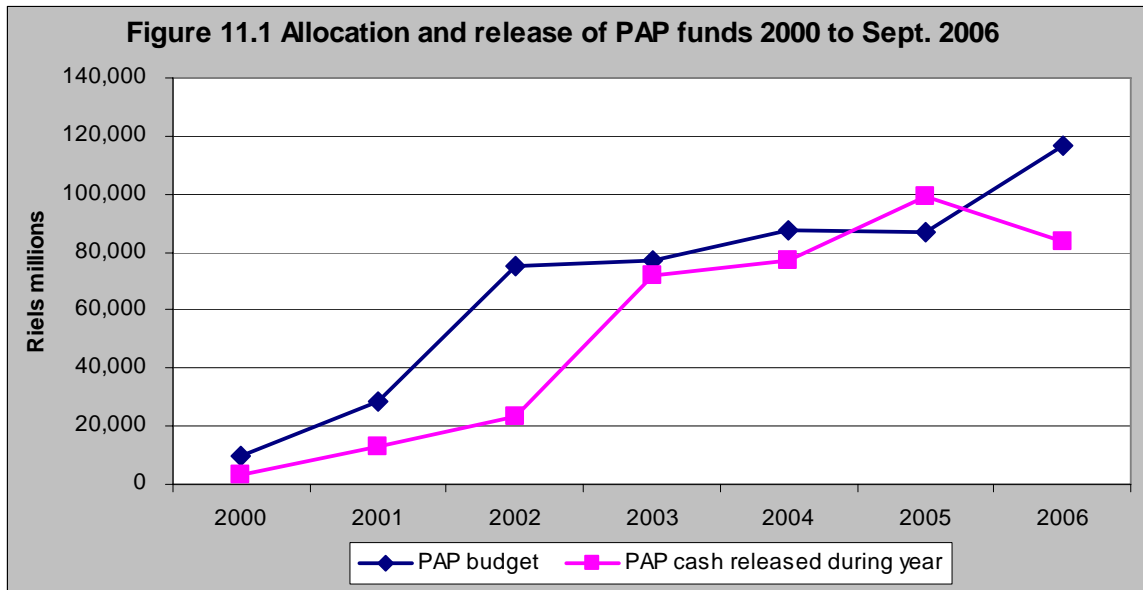
⁹⁶ World Bank, *Cambodia Public Expenditure Tracking Survey (PETS) in Primary Education*, p. 67.

⁹⁷ *Ibid.*, p. vii.

⁹⁸ *Ibid.*, p. 22.

⁹⁹ *Ibid.*, p. 27.

education PAP funds carried over has grown in each year to date (partly reflecting the fact that the allocation has grown each year). What is important to note is the fact that the *total amount of education PAP funds finally disbursed* (a mixture of funds carried over and new funds allocated) *continued to grow* each year between 2000 and 2005 – more than tripling between 2002 and 2004, and increasing by a further 28 percent in 2005 (see *figure 11.1*, below). The amount disbursed in each of the years 2000 to 2004 was lower than the amount budgeted for that year (irrespective of carry-over from the previous year), ranging between 31.3 percent (for 2002) and 93.3 percent (for 2003) of the budget for that year. The amount disbursed in 2005, because of carry-over, exceeded the amount budgeted for that year. For 2006, the amount disbursed up to the end of September (71.6 percent of budget) was equivalent to 84 percent of the total disbursed in 2005.¹⁰⁰



With the change to program budgeting in 2007, it is assumed that the decentralized disbursement which has been possible with the PAP funds, will continue. It is not clear whether the carry-over of undisbursed funds at the end of a fiscal year will still be possible, but the aim should in any case be full disbursement of funds within the year to which the budget applies.

¹⁰⁰ The Director of Finance of the MoEYS reported to the Joint Technical Working Group meeting on 19 October 2006 that there were strong expectations of further disbursements before the end of the year.

12. EFA Indicative Framework

This section looks at how Cambodia measures up to the EFA indicative framework benchmarks.

The FTI Secretariat has supported research that has identified several common characteristics shared by successful EFA countries. These benchmark achievements are listed in *table 12.1*, below.

The benchmark values in the second column are “indicative” only. A particular country might manage to reach the goals of EFA without approximating all of the benchmark values in the “EFA Indicative Framework,” but it is unlikely to do so without being close on most of them. *Table 12.1* includes, in addition to the ten benchmark values, an indication of where Cambodia is “OK” and where it is “off-track.” Two of the “off-track” values relate to *teachers’ salaries and deployment*. These issues will be discussed in the next section.

The comparison with the EFA indicative benchmarks is intended to be a quick assessment based on the most recent data. It does not show trends,¹⁰¹ and consequently does not reveal some significant improvements. For example, the education share of the RGC budget almost doubled between the late 1990s and 2003, with a concurrent decline in the capital share of the education budget and substantial increase in the recurrent share, the latter doubling between 2000 and 2004. With the strong emphasis on spending on primary education, the effect has been strongly pro-poor.¹⁰²

¹⁰¹ But see Table 2B in the Annex.

¹⁰² World Bank. *Cambodia: Halving poverty by 2015*, pp. 95-96 and table A3.15.

Table 12.1. EFA Indicative Framework – comparison of Cambodia’s values with the international benchmarks

Variable	EFA benchmark	Cambodia’s value	Conclusion
Resource mobilization			
Domestically generated government revenues	14-18% GDP	11.8% (2005 - <i>NSDP</i>)	Too low
Government spending on education	At least 20% of total spending	<ul style="list-style-type: none"> · 18.3% of recurrent <u>budget</u> (2006 - A bit low <i>MTEF</i>) · 17.8% of <u>actual</u> recurrent expenditures (2005) 	
Government spending on primary education	50% of education budget (for 6-year primary cycle)	59% of MoEYS budget allocated to the <u>provinces</u> (which have responsibility for primary education) (2003)	OK
Student flows			
Intake rate for first grade	100% (total, and girls)	<ul style="list-style-type: none"> · 82.6% total (2005/06) · 81.8% female 	Low
Primary completion	100% (total, and girls)	“Gross primary completion ratio” of 73% for 2005	Much too low
Primary repetition	10% or less (total, and girls)	11.9% total, 10.7% female (2004/05)	Nearly OK
Service delivery			
PTR	40:1	Primary 50.8:1 (2005/06 - EMIS. <i>ESP</i> would reduce to 50:1)	Too high (does not allow for quality)
Teacher’s salary	About 3.5 times GDP per capita	<ul style="list-style-type: none"> · <u>Starting</u> salary even smaller than GDP per capita · <u>Mid-career</u> salary about 1.5 times GDP per capita 	Much too low
Non-salary spending, primary education	33% of recurrent spending	<u>MoEYS</u> , 42 percent	High
Effective annual hours of instruction	850-1000	Officially, 876 hours	At the lower end of the range
Enrolment in privately financed primary schools	10% or less	Reportedly around 1%	

Note: The benchmark on hours of instruction stresses that “actual” and not “official” hours of instruction is intended. There is much anecdotal evidence of children, particularly but not exclusively in rural areas, attending school for less than four hours a day. There are also the many public holidays when children are not at school.

13. Compensation and Deployment of Teachers

This section touches on the overstaffing, poor pay levels, and skills deficit in the civil service as a whole before turning to the effect of low pay on teacher productivity and the implications for increasing the effective teaching hours. Reference is made to the urban/rural inequities.

Cambodia has a population today of approximately 14 million people. The civil service employs roughly 165,000 people (with a male:female ratio of roughly 7:3), which means that nearly 12 out of every 1,000 men, women and children in the nation work for the Government (not counting those who work for the police and the military, who swell further the numbers drawing salaries from the government budget). About half of the 165,000 civil servants are teachers at some level of education.¹⁰³

Cambodia has been struggling for at least a decade with attempts to design and implement a suitable and workable program of civil service reform which inter alia will address productivity and remuneration. Currently most civil servants receive less than a true living wage.¹⁰⁴ Prior to the 2006 salary increase, the salary of an *entry-level civil servant* was below USD 30 per month. A *seasoned civil servant* might earn USD 45 (or slightly more than that) in his or her primary job, but even this amount (USD 540 per year) is only about 50 percent above Cambodia's "average income" (GDP per capita). For someone supporting a family in Phnom Penh or another urban area, this would place the family at, or close to the poverty level. An experienced teacher (working in a town) can supplement his or her salary by "moon-lighting," most often by selling private, out-of-school tutoring services. This common practice, however, relates to another issue in Cambodian education – that of limited in-school instructional time, which, in turn, relates to an issue of low quality in education.

Four out of five primary schools in Cambodia operate two teaching shifts per day currently. This practice has been necessary as a (temporary) solution to an inadequate supply of schools and classrooms – the only quick way to increase student numbers significantly. Double-shifting does not save on teachers' salaries, however, since separate sets of teachers are used in Cambodia's double-shift schools (and those who teach a second shift¹⁰⁵ receive a second salary – although the allowances added to the basic salary are not necessarily duplicated). It is also questionable whether a teacher who works two shifts has energy still to do daily preparation for the next day's lessons.

The biggest problem with double-shifting is that it makes it very difficult, if not impossible, to meet the last of the benchmarks in *table 12.1*, which suggests that children should receive at least 850 hours of instruction during the school year. In Cambodia, few (double-shift) schools operate for longer than four hours per day (per shift). In addition, given vacation periods and Cambodia's many (both scheduled and impromptu) school holidays, the school year is unlikely to be as long as 214 days (38 weeks).¹⁰⁶ Assuming, however, that the school year does last this long, that would imply only 876 hours in the course of one year. Even if all of these hours can be counted as "instructional time" (in other

¹⁰³ WB & ADB: IFAPER, pp. 99, 102; EMIS for teacher numbers.

¹⁰⁴ Ibid., p. xv and p. 96: "low level of pay for most civil servants, in relation not only to wage levels outside the service, but also to the cost of living".

¹⁰⁵ It would seem that about 23% of primary teachers teach two sessions. (EMIS 2005/06, Table 4: comparison of teaching staff and number of class groups).

¹⁰⁶ 29 weeks x 6 days + 9 weeks x 5 days.

words, there is no “time off-task” given over to housekeeping chores, or examinations, or when teachers are absent from school, or when classes do not start on time), 876 hours is only marginally higher than the lower limit of the international benchmark.

Eliminating all double-shifting from Cambodian schools, in order to extend the school day and add hours to the school year, would require the construction of many additional primary school classrooms – something not included in *ESP 2006-2010*, which focuses on secondary education when it comes to civil works.¹⁰⁷ The construction of additional classrooms would increase the development costs of the plan, and this, in turn, would require external assistance over and above the level now programmed.

More problematic, however, is the expected response to a longer school day on the part of Cambodia’s underpaid teachers. It is not reasonable to expect teachers to increase their work load (say, from four hours to five hours per day) without offering them additional compensation. Indeed, those who work a second (and third) job would suffer a serious loss of income if they were suddenly required to spend 25 percent more time in their primary job.

There has been serious consideration given to several plans to increase teachers’ salaries, but for the most part, these have not been linked systemically to an increase in instructional hours or to any other measures of teacher performance. Early drafts of *ESP 2004-2008* included a proposal to increase the average teacher’s salary to USD 90-100 per month, but this proposal was simply not affordable, nor is it politically feasible for teachers to be treated differently and better than other civil servants, except that teachers do receive small allowances for extra responsibilities such as multi-grade teaching, remedial teaching, and working in a remote area.¹⁰⁸

Government has now accepted a plan to increase the salaries of civil servants by 10-15 percent annually, and the 15% increase for 2006 has been budgeted and is being paid. However, this is applied only to the teacher’s basic salary, which means that the effective increase is between 8% and 10% rather than 15%. With the conversion of three Thursdays a month from remedial teaching to normal teaching days, teachers are reportedly also being compensated for this extra teaching time.

The *ESP 2006-2010* sets a target of training 5,000 teachers per annum, which is elaborated in the *ESSP* as the recruiting of 5,000 new trainees per annum at the TTCs.¹⁰⁹ The present 7,304 teachers in training averages out at 3,652 for each year of the two-year course. The new intake, for the 2006/07 academic year, is intended to be 4,620.¹¹⁰ In the past academic year 2,025 teachers left the service (retired, died, resigned) while 4,532 new appointments were made, a net increase of 2,507.¹¹¹ The uneven allocation of teachers between urban and rural schools has as yet been insufficiently addressed, with a pupil teacher

¹⁰⁷ Although *ESP 2006-2010* refers to additional facilities for incomplete primary schools (page 11), there is little funding available. JICA has funded the construction of classrooms in Phnom Penh. The decline in the primary school-age population has been noted in Section 8, above.

¹⁰⁸ And, previously mentioned, for teaching a second session.

¹⁰⁹ *ESP 2006-2010*, p. 14; *ESSP 2006-2010*, p. 15. The *ESSP 2004-2008* had the same target, p. 22.

¹¹⁰ PTTC 2,200 primary + 100 pre-primary; RTTC 1,700; NIE 500; Physical Education 120. Information provided by MoEYS, 13/10/06.

¹¹¹ With a decline in student enrolment of 33,018 from 2004/05 to 2005/06.

ratio of 32.7 in urban areas as against 47.3 in rural and 51.6 in remote areas,¹¹² although the MoEYS is attempting to recruit a larger proportion of teacher trainees from rural and remote areas on the grounds that they would be more willing than urban recruits to work in these areas on completion of their training.¹¹³

¹¹² *EMIS 2005/06*, table 5. The skewing would be partly accounted for by the larger proportion of secondary students in urban areas, but disaggregated statistics across urban/rural are not published separately for the different levels of schooling.

¹¹³ *ESP 2006-2010*, p. 11.

14. HIV and AIDS

Cambodia has responded well to the threat of HIV/AIDS, and the education sector has provided for appropriate interventions in its strategic plan.

Cambodia is on track to meet the MDG of reversing the spread of HIV, with adult (age 15-49) HIV prevalence having decreased from 3% in 1997 to 1.9% in 2003,¹¹⁴ but this is not seen as cause for complacency, as there have been increases in the parent-to-child and husband-to-wife transmissions.¹¹⁵ With more than half of new infections taking place among those under the age of 25, there is an additional urgency in addressing the issue within the education system.¹¹⁶

Nine percent of children are estimated to be orphans. Although it is accepted that it is neither cost-efficient nor in the best interests of the child to resort to institution-based care of orphans and other vulnerable children, the pagodas (and other charitable organizations) have been compelled to take on the care of children who would otherwise be left on their own.¹¹⁷

The Ministry of Education, Youth and Sport's response to the challenge has been to include as a cross-cutting issue in the ESP a "Specific HIV/AIDS policy and strategy paper, incorporating targeted interventions for HIV/AIDS, sexual health and reproductive care, and drugs awareness raising for in-school and out-of-school youth and for vulnerable groups".¹¹⁸ Specific strategies include raising the awareness of all Ministry staff to reduce their own vulnerability to infection, and providing staff with the means and skills to "confidently and effectively" educate youth in primary and secondary classrooms.¹¹⁹ For out-of-school youth peer education programmes have been implemented.¹²⁰

¹¹⁴ *Achieving the CMDGs 2005 update*, p. 11.

¹¹⁵ *Ibid.*, p. 12.

¹¹⁶ MoEYS, *Draft Strategic plan for HIV and AIDS education*, p. 3.

¹¹⁷ NAA, *Turning the tide*, p. 58.

¹¹⁸ *ESP 2006-2010*, p. 17.

¹¹⁹ *Draft Strategic plan for HIV and AIDS education*, pp. 7 and 3.

¹²⁰ *Ibid.*, p. 4.

15. Capacity Development

This section looks at the current state of human resource planning within the Ministry and the need for a coherent HRM/D policy framework. It acknowledges weaknesses in development partner efforts in capacity development. Further improvements should be based on evidence from recent studies in this area.

Human resource capacity is as important as the availability of financial resources if EFA is to be achieved. And competent human resources need to be embedded in *well-functioning institutions*. Two major areas of focus of human resource capacity are the overall management and administration of the education system, and what happens in schools.

The MoEYS has included human resource needs in its current major planning documents, the *ESP* and the *ESSP 2006–2010*, but acknowledges in the latter that alignment with an overall capacity development plan being drafted by the Ministry would still be required.¹²¹ There is a need for this plan to be completed, with costing, as soon as possible.

A recent report prepared by the European Commission, noting the lack of a clear “roadmap” for the Ministry’s human resource development,¹²² sees as a pre-requisite to effective capacity development within the Ministry, the institutionalization of “an effective HRM/D policy framework”,¹²³ without which “there is a long-term risk that skill and knowledge development activities and initiatives in staff incentives will become increasingly wasteful of resources”.¹²⁴ The numerous initiatives which have already been launched for the development of institutional capacity and the training of individuals must be seen within this perspective.

In 2004 the International Institute for Educational Planning (IIEP) collaborated with the MoEYS to prepare a needs assessment for planning and management skills, which was followed up with a proposal for the establishment of an Education Planning and Management Institute.¹²⁵ The Ministry has agreed in principle to proceed with establishing the Institute. It will provide training in planning and management for staff at the central, provincial and district levels, including the training of accountants, but questions of costs and sustainability have yet to be resolved. It is not envisaged that the Institute will play a role in the training of school managers. The European Commission, in cooperation with the Royal University of Phnom Penh, is providing a Masters degree in education in three areas: educational administration, educational management and planning, and educational technology.

¹²¹ *ESSP 200-2010*, p. 32.

¹²² *Staff development, accreditation and reward systems*. “While the 2006-2010 ESP/ESSP framework identifies a range of HRM and Human Resource Development (HRD) activities, it lacks provision for development of a clear and comprehensive HRM/D ‘roadmap’ including MoEYS capacity building in HRM/D policy development and facilitation of the necessary organizational mandates required for institutionalism of these processes”, p. v.

¹²³ *Ibid.*, p. 12.

¹²⁴ *Ibid.*, p. 8. Also p. 27: “DPs have funded numerous staff development programs that ostensibly serve the same general purpose, however these activities are not well coordinated among DPs.” The IIEP’s *Needs assessment study* has also questioned whether the way in which development partners have invested in capacity building (i.e. through a number of discrete initiatives) has had an impact proportionate to the investment. Pp. 38-40.

¹²⁵ IIEP, *Cambodia: Skill Development in Education Planning and Management: A project proposal for action to address urgent training needs and to build long-term, sustainable national training capacity*.

The World Bank is currently engaged in a study on civil service reform for teachers within the context of broader public service reform. This is likely to provide firm proposals on the training and retention of well qualified teachers. The importance of in-service training cannot be overestimated. A new curriculum for grades 1 to 9, requiring “a change of behaviour of all MoEYS staff involved”¹²⁶ is to be introduced, along with an improved assessment and examination system which will emphasize “improved formative methods of teaching and learning”.¹²⁷ In view of the number of teachers who will require training and the impossibility of removing all of them from their schools for extended periods of time, a cascade model of in-service training will have to be employed. Every effort will be made to reduce the potential disadvantages of this model.¹²⁸ Once trainers at all the TTCs have been trained, “team grade leaders” from every school will be sent to the TTC for training. They, in turn, will facilitate the training of same-grade teachers at their schools. Teachers will find further support in training manuals designed to be self-guiding.

The evidence suggests that quality EFA cannot be achieved without substantial in-service training, not only of teachers, but of school managers and other school support staff, as well as improved planning and management capacity of the Ministry as an organization. The recent studies should be used to inform further activities in capacity development.

¹²⁶ EC, *Curriculum Implementation Policy*, p. 1.

¹²⁷ EC, *Education Standards, Testing, Monitoring and Certification*, p. 5.

¹²⁸ Many cascades have been less than effective because limited resources have been concentrated on “training the trainers”, with reducing resources as the lower and more extensive levels of the cascade have been implemented. For the cascade model to work, the initial planning should ensure that adequate resources will be available right through its application, and that monitoring from the centre will be undertaken, with additional support provided where a need for it emerges.

16. Conclusions and recommendations

The sector plan is broadly credible, with areas that still need attention identified. However, funding is currently insufficient for full implementation of the plan. In the spirit of partnership donors and Government are expected to work together to implement the plans as efficiently and effectively as possible.

In a broad sense the education sector plan is credible, in that it seeks to move the sector closer to universal basic education, and is aligned to national planning documents. There is also evidence that considerable progress has been made in policy reform and implementation. However, the current levels of net intake rate, net enrolment ratio (primary and lower secondary), completion rate (or gross primary graduation rate) all suggest that increased efforts will have to be made if the goals are to be attained, and this will cost more than is presently available from all sources combined. It will also require major efforts in institutional strengthening and capacity development.

The donors active in the Cambodian education sector and the NGO Education Partnership (NEP) understand endorsement of the country to the Education for All Fast Track Initiative as a commitment to assist the Ministry of Education in the implementation of its strategic plan.

The endorsement recognizes that the credibility of the Ministry's sector plan and its implementation capacity need to be further enhanced in the following ways:

- The costing of activities needs to be more rigorously undertaken, using the computerized finance model and other relevant information
- There needs to be better prioritization of the activities in the plan so that the top priorities do not suffer from lack of funding
- The capacity development plans that have been drafted during 2006 need to be prioritized and properly aligned to both the strategic plan and available funding
- The strategic plan needs to be aligned with the newly introduced tool of program budgeting
- The detailed annual work plans for programs and departments need to be fully aligned with the costed strategic plan and realistic in assigning human resources to the prioritized activities.

The members of the ESWG undertake to assist the Ministry in the above activities.

The donors and NEP expect that the Ministry will work closely with the MEF to obtain firm funding commitments to the education sector.

The donors and NEP expect the MoEYS to commit to having detailed implementation plans available at the start of the financial year to which they apply. These should clearly link individuals to the implementation of specific activities.

The ESWG commits to using the annual review process, incorporated with the annual Education Congress, to measure progress of ministry, donor, and NEP activities against the Ministry's strategic plan.

The ESWG recognizes the steady increase in the funding made available to the education sector, but expects the Ministry of Economy and Finance to improve the rate of disbursement of operational funds under program budgeting so that the original intention of the Priority Action Program system may be fully realized.

The donors expect the Royal Government of Cambodia to demonstrate real progress in implementing its policies for good governance as set out in the *Rectangular Strategy*.

Donors and the NEP commit to adjusting their approaches to eliminate inefficiencies, and expect the Ministry of Education, Youth and Sport to do the same.

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Annex 1.1 Summary of Education Sector-Wide Policy Action Matrix,
Education Strategic Plan 2006-2010

1. Equitable access

- (a) Early childhood education
 - Expanded access [through encouraging expansion of community and home based programs]
- (b) Basic education coverage
 - Action plan for completing incomplete primary schools and location of school facilities closer to home
 - Ensure entry of 6-year-olds into primary school
 - Action plans for constructing lower secondary school facilities in under-served areas
 - Action plan (updated each year) for deployment of teachers to staff new schools and classrooms especially in remote and disadvantaged areas
 - Action plan for multi-grade teaching for border, remote, and ethnic minority areas
- (c) Removal of access barriers in basic education (primary and lower secondary)
 - Reduce parental costs barriers by increasing operational budgets and teachers' salaries
 - Provision of school feeding
 - Scholarships for poorest, girls, ethnic minorities, other disadvantaged groups
 - Expand public/NGO/community partnerships in non-formal education in border and remote areas
- (d) Access and targeted assistance for Grades 10-12 (upper secondary education)
 - Action plans for constructing lower secondary school facilities in under-served areas
 - Action plan for financing and admission (merit-based)
 - Scholarships for poorest, girls, ethnic minorities, other disadvantaged groups
- (e) Higher education institutions (HEIs)
 - Expand public-private partnership (PPP) for higher education
 - Convert all public universities to Public Administrative Institutions (PAIs) [i.e. autonomous institutions receiving block funding from Government]
 - Set up detailed criteria for establishing HEIs
 - Greater operational autonomy and income generating authority for HEIs
 - Scholarships for post-secondary students from poor families

2. Improved quality and internal efficiency

- (a) Curriculum reform and increased instructional hours
 - Implement new curriculum policy with focus on learning achievement standards at grade 3, 6 and 9
 - Introduction of local life skills programs
 - Nation-wide implementation of child-friendly schools
- (b) Internal efficiency in primary and secondary schools
 - Reduce repetition and drop-out levels through
 - More relevant curriculum
 - Expanded and more effective remedial classes
 - Periodic and continuous student assessment and standards monitoring
 - Guidelines and action plan for grade 3 to 9 re-entry programs
 - Implementation of minimum standards of student achievement for grades 3, 6 and 9

- (c) Sustainable supply of instructional materials
[Nothing in the Policy Action Matrix]
 - (d) Equity and efficiency of teacher training
 - Finalize teacher supply and demand strategy
 - Improve pre-service and in-service teacher development
 - Strengthen teacher learning in pedagogy and ICT awareness
 - Action plan for expanding INSET provision, with more autonomy to provinces
 - Increased remuneration for teachers linked to performance and responsibility
 - (e) Improve student performance monitoring
 - Introduction of student testing in at least Grades 3, 6 and 9
 - Follow up on the results of tests in nationwide school report cards
 - (f) Improve sector performance monitoring
 - Introduce staff performance appraisal systems at every level of the system
 - Increase transparency and improve performance monitoring and accountability of teachers, schools, post-secondary institutions
 - Strengthen education system performance monitoring and impact systems, including ESP-ESSP review process
 - (g) Higher education institutions (HEIs)
 - Public dissemination of HE standards in public and private institutions
 - (h) Improve legislative and regulatory for QA
 - Adoption of Education Law
[Nothing in Policy Action Matrix on regulations, although this is being undertaken]
- 3. Capacity building for decentralization**
- (a) Community participation
 - Enable greater private and community involvement for greater transparency and accountability
 - (b) Delegation of authority and improved management
 - Delegate greater authority to provinces for INSET planning
 - Strengthen management capabilities at provincial, district and school levels
 - Strengthened personnel management and monitoring systems through ICT-based central and provincial MIS
 - Action plan for ICT-based information management at all levels
 - (c) Strengthen financial planning, management, accounting and reporting systems (central, provincial and district levels)
 - 5-year recurrent and capital expenditure framework within MTEF
 - Annual action plan for each PAP drawn up by responsible technical department
 - Strengthen financial management, accounting and reporting systems
 - Action plan for training of public accountants in all MoEYS departments and budget management centres (BMCs)
 - Increase schools' and training institutions' autonomy and accountability regarding operational budgets
 - Revised guidelines and performance indicators for above
- 4. Progress reviews and impact studies**
- Provided for under many of the above headings
- 5. Awareness**
- Greater private/community involvement to increase understanding of the importance of education

Annex 1.2 Sample Assumptions from Education Finance Model

PRIMARY-2006
Annual costs of basic needs per student e.g. food, transportation to school, notes (H = USD 15, M=10, L=5)
Pupil per teacher ratio (H=51, M=51; L=51) and adequate teachers' income and teachers' training costs, per month (H=100; M=75; L=50)
Annual depreciation costs per year (H=600, M=300; L=100) divided by number of students per classroom
Annual cost of 4 textbooks that could be used for (H=M=2 years, L=3 years); 1 student per package (price per book H= USD 7; M=5; L=3)
Annual costs of school principals and administrators per student (including management fee of central and regional government)
Annual Other Costs e.g. Operation and Maintenance costs per student per year = 20% of annual classroom depreciation costs
LOWER SECONDARY - 2005
Annual costs of basic needs per student e.g. food, transportation to school, notes (H = USD 15, M=10, L=5)
Pupil per teacher ratio (H=26, M=26; L=26) and adequate teachers' income and teachers' training costs, per month (H=100; M=75; L=50)
Annual depreciation costs per year (H=600, M=300; L=100) divided by number of students per classroom
Annual cost of (H=14; M=11; L=8) textbooks that could be used for (H=M=2 years, L=3 yrs) 1 student/package (price: H=USD 10; M=7; L=5)
Annual costs of school principals and administrators per student (including management fee of central and regional government)
Annual depreciation costs for computer lab (H=400 USD/comp for 3 yrs, 2 std/comp; M=400 USD/comp for 3 yrs, 3 std/comp; L=none)
Annual depreciation costs for other teaching lab (H=50 USD/lab, 2 set/std; M=50 USD, 3 set/std, L=none)
Annual Other Costs e.g. Operation and Maintenance costs per student per year = 20% of annual classroom depreciation costs
UPPER SECONDARY - 2006
Annual costs of basic needs per student e.g. food, transportation to school, notes (H = USD 15, M=10, L=5)
Pupil per teacher ratio (H=30, M=30; L=30) and adequate teachers' income and teachers' training costs, per month (H=100; M=75; L=50)
Annual depreciation costs per year (H=600, M=300; L=100) divided by number of students per classroom
Annual cost of (H=15, M =13; L=11) textbooks that could be used for (H=M=2; L=3) yrs, 2 students/pack, (price/book H= USD 12; M=9; L=7)
Annual costs of school principals and administrators per student (including management fee of central and regional government)
Annual depreciation costs for computer lab (H=400 USD/comp for 3 yrs, 2 std/comp; M=400 USD/comp for 3 yrs, 3 std/comp; L=none)
Annual depreciation costs for other teaching lab (H=100 USD/lab, 2 set/std; M=50 USD, 3 set/std, L=none); 3 years
Annual Other Costs e.g. Operation and Maintenance costs per student per year = 20% of annual classroom depreciation costs

Annex 1.3 The “Hybrid” Costing in Section 8 of the Assessment

The ESP budget makes little provision for quality interventions or for pro-poor incentives. It consequently produces a cost estimate which is too low.

The Finance Model, in all its scenarios, and at all levels of education, makes provision for household costs directly attributable to attendance at an educational institution (at the rate of USD 60 per child per annum irrespective of educational level in the “Low quality” scenario, and USD 120 in the “Medium quality” scenario). Since these are not Government costs, the resulting estimate is too high.

However, Government is committed to encouraging poor children to enrol at and remain in school. For the lowest two quintiles of the population it is therefore appropriate to include provision for incentives (in the form of school feeding, or scholarships).

The Finance Model does not build in annual salary increases, but applies a constant teacher cost, either High (USD 100), Medium (USD 75), or Low (USD 50), to all the years. This is intended to reflect not only remuneration, but also pre- and in-service training costs. To achieve the intended quality, with increasing remuneration and stepped up in-service education based on the demands of the new curriculum and assessment procedures, a level of costing higher than that for the “Low quality” scenario would be appropriate.

An attempt has been made to produce a “Hybrid” costing. Since the FTI is focused on basic education with emphasis on both access and quality, it would be appropriate to use the “Medium quality” scenario of the Finance Model, but with an adjustment to the “household” costs included in the model. In the “Hybrid” they are applied to 40% of the enrolment (allowing for the lowest two quintiles of population). For primary children the annual amount included is USD 40 (which is lower than that allowed in the “Low quality” scenario, while for lower secondary children it is set at USD 75 (which is 25% higher than that in the “Low quality” scenario, but significantly lower than that in the “Medium quality” scenario). It has been found that there is a need for the value of a scholarship to increase as a child moves to higher grades and the opportunity cost of continuing in school increases. Under current scholarship schemes the annual award varies between USD 45 and USD 90. The provision in the “Hybrid” is intended as an average.

The “Hybrid” costing uses the “Medium quality” combined with low GER scenario of the Finance Model for the primary and lower secondary levels of education, but with the modification to the household cost described in the foregoing paragraph.

For the other levels of education it uses the cost estimates included in the Education Strategic Plan. In table 8.1, the percentage of the budget (recurrent and capital separately) allocated to basic education is indicated. This proportion has been applied to the overall recurrent (and capital) cost. The same proportions have also been applied to the administrative costs, since the administration of basic education is included in the overall administrative costs. What remains is used as the cost of the “other levels” of education.

For the five-year period the “Hybrid” total is slightly more than the average of the ESP and Finance Model “Low by low” scenarios.

Annex 2. Standard Tables for Appraisal of Cambodia's Education Sector Strategy¹²⁹

¹²⁹ As per *Guidelines for Appraisal of the Primary Education Component of an Education Sector Plan*, EFA FTI Secretariat, January 26, 2005.

Table 1. Catalogue of main documents for the technical assessment

Document	Date	Base Year Data	Authorship/ sponsorship	Document Length (pages)
Cambodian education sector plans				
Cambodia Millennium Development Goals Report 2003	2003	1999-2001	Ministry of Planning, RGoC	130
Education for All - National Plan - 2003-2015	2003	1997 and 2001	RGC, MoEYS	112
Education Sector Performance Report, 2005	Annual sector performance report, latest 2005	CY 2005, AY 2004-05	RGC, MoEYS	20
Education Sector Support Program, 2006-2010	Rolling 5-year implementation action plan, updated and reviewed annually, latest 2006-2010	CY 2005, AY 2004/05	RGC, MoEYS	51
Education Strategic Plan, 2006-2010	Rolling 5-year plan, updated and reviewed periodically, latest 2006-2010	CY 2005, AY 2004/05	RGC, MoEYS	48
Medium Term Expenditure Framework, 2007-2009		2006	RGC, MEF	
National Poverty Reduction Strategy			RGC, MoP	
National Strategic Development Plan 2006-2010	2006	2005	RGC, MoP	120
Public Investment Program 2006-2008	2006	2006	RGC, MoP	84
The Rectangular Strategy for Growth	2004		RGC	22
Strategic Plan for HIV and AIDS	2006		RGC, MoEYS	
Cambodian education cost and finance studies				
Balancing the Books: Household Financing of Basic Education in Cambodia	2004	AY 2003-04	Comparative Education Research Centre of the University of Hong Kong, World Bank, Royal Government of Cambodia	69
Cambodia Education Sector Donor Report	Regular report from education donors (prepared by Donor Coordination Adviser), latest 2005/06	2005/06	Cambodia Education Sector Working Group	92
Cambodia - Enhancing Service Delivery Through Improved Resource Allocation and Institutional Reform - Integrated Fiduciary Assessment and Public Expenditure Review (especially the chapter and tables on education)	2003	CY 2002, AY 2003-04 and 1999-00	World Bank, ADB, RGC	169
Financing Quality Education at Cambodia - Education Finance Model - Issues and Challenges	2005	2004	UNICEF	58
The Private Costs of Public Schooling: Household and Community Financing of Primary Education in Cambodia	1999		IIEP	

Document	Date	Base Year Data	Authorship/ sponsorship	Document Length (pages)
Relevant education sector analyses				
Achieving the Cambodia Millennium Development Goals 2005 Update	2005	2004	RGC, MoP	33
Assessment of Education Management Information System in Cambodia (Draft)	2006		RGC, MoEYS & UNICEF	
Cambodia - Quality Basic Education for All	2005	2001	World Bank and RGC	104
Cambodia Public Expenditure Tracking Survey (PETS) in Primary Education	2005	2004-05	World Bank and RGC	60
Cambodia: Skill Development in Education Planning and Management: A Project Proposal for Action to Address Urgent Training Needs and to Build Long-Term, Sustainable National Training Capacity	2004		IIEP	
Curriculum Implementation Policy	2005		EC	
Education Standards, Testing, Monitoring and Certification	2005		EC	134
Education Statistics and Indicators 2005/2006	2006	AY 2005-2006	RGC, MoEYS	58
Evolving Sector Wide Approach to Education In Cambodia and the Role of Strategic Planning Process	2002		RGC, MoEYS	
Planning and Management Skill Development in the Education Sector in Cambodia: Report on Needs Assessment Study	2004		IIEP	
Public Accounting Systems in Education	2006		EC	99
Report from Seminar on Sector Wide Approaches in Education	2000		RGC, MoEYS	
Seminar Report: Review of the Education Sector-Wide Approach in Cambodia	2005		RGC, MoEYS & ESWG	124
Staff Development, Accreditation and Reward Systems	2005		EC	78
Other				
"Cambodia oil and gas sector issues"	June 2006		ADB	Powerpoint presentation
A chance for every child: Achieving universal primary education by 2015	2003		WB	258
Costing the MDGs A review of the leading methodologies	[2005]		WB	26
From Schooling Access to Learning Outcomes: An Unfinished Agenda.	2006		WB: IEG	152
Turning the Tide - Cambodia's response to HIV & AIDS 1991-2005	2006		UNAIDS	76

Table 2A. Population and education indicators selected from the appraisal documents

Indicator	Calendar/Fiscal Year	2000	2001	2002	2003 or latest available year
	Academic Year	2000/01	2001/02	2002/03	2003/04 or latest available year
Selected population characteristics					
Total size (in millions) ◊		12,695	12,936	13,172	14 (2005)
% of population below the poverty line ◊		36%			
HIV prevalence rates among adults #		2.5%	2.2%	2.1%	1.9%
Orphans among children ages 7-14 ■					77,000
Gross enrollment ratios (%)					
Primary (age 6-11) *		109.8	125.1	118.0	124 (05/06)
Lower secondary (age 12-14) *		27.0	32.7	36.5	55.3 (05/06)
Upper secondary (age 15-18) *		10.9	11.5	11.9	19.3 (05/06)
Higher (age 19-22) ◊					1.6
Primary education enrollments and student flow					
Total enrollments *		2,408,109	2,705,453	2,747,411	3,427,394 (2005/06)
% in privately financed and managed schools ◊					0.9%
Net enrollment ratio					
MoEYS EMIS data *		83.8	87.0	88.9	91.3 (05/06)
CCLS, measured April 2001 +		69.5			
CIPS, measured March 2004 ++					79.7
Net enrollment ratio of the poorest quintile +			61.1		
Net entry rate to Grade 1 ■		76%	81%	78%	82.6% (2005/06*)
Primary completion rate*					42.9% (2004/05*)
Gross Primary Graduation Ratio+			56%		79.5% (2004/05*)
Repeaters as % of enrollments *		16.6%	9.6%	10.2%	12.8% (Prim)
Girls as % of total enrollments *		46	46	47	47.3 (05/06)
Primary student learning outcomes					
Average national score on an international student assessment					Not available
Percent correct answers on national standardized tests					Not available
Government primary school service delivery indicators					
Years in cycle *		6	6	6	6
Pupil-teacher ratio (overall) *		53.3:1	56.8:1	56.7:1	50.8:1 (05/06)
In rural schools *		55.9:1	60.4:1	60.3:1	54.0:1 (05/06)
In remote areas*					56.3:1 (05/06)
Pupil-classroom ratio (overall) *		66.5:1	70.4:1	69.2:1	63.6:1 (05/06)
In rural schools *		59.2:1	61.2:1	61.8:1	63.5:1 (05/06)
Pupil-textbook ratio (math & language books) *		1:1	1:1	1:1	1:1
Number of teachers *		45,152	47,654	48,433	50,378 (05/06)
Civil servants (non-contract teachers) as % of total *		91.8	91.2	97.3	97.7
Average annual wage bill per teacher (including benefits) in relation to GDP per capita					
Civil servants ▲					≈ 1.5 times
Non-civil service teachers					
Instructional hours and teaching loads					
Annual instructional hours for pupils ▲					≈ 876 (2006)
Average pupils' instructional hours per week					
Average teachers' teaching load per week (hours)					
Public spending on education (A = actual, B = budgeted, P = planned)					
Public expenditure on education as a share of total public expenditure ^		8 (A)	9 (A)	12 (B)	
Public recurrent expenditure on education as a share of total public recurrent expenditure~					18.3 (B 2006)
Total public expenditure on education (all levels) as % of GDP ^ (2006~)		3.9 (A)	3.9 (A)	4.0 (B)	1.63 (B 2006)
Recurrent expenditure on education (all levels) as a share of total recurrent expen. ^		14 (A)	15 (A)	20 (B)	
Recurrent expenditure on education (all levels) as % of GDP ^		1.3 (A)	1.7 (A)	2.0 (B)	
Primary education's share of total education recurrent spending ^		64 (A)	67 (A)	62 (B)	
Share of total recurrent education spending used on inputs other than teachers ~		31(B)	39 (B)	48 (B)	46 (P)
Share of primary education expenditure received by the poorest quintile					
Average recurrent cost per student as % of GDP per capita					
Primary		4.4	5.5	6.0	
Secondary					
Higher					

Sources:

- ◊ World Bank, *World Development Indicators* (WDI).
- ◊ 1999 estimate. RGOC, *Education for All National Plan 2003-2015*, 2003.
- # National Center for HIV/AIDS, Dermatology and STDs (NCHADS).
- Estimate of children orphaned by HIV/AIDS. Cambodia Technical Working Group on Mitigation on HIV/AIDS Impact Mitigation.
- * MoEYS, Education Management Information System (EMIS).
- ◊ Michael Latham, "Towards Greater Public-Private Partnership In Post-Basic Education In Cambodia," 2004.
- + Cambodia Child Labor Survey (CCLS).
- ++ Cambodia Income and Poverty Survey (CIPS).
- World Bank, "Quality Basic Education for All," 2005.
- UNESCO statistics.
- ^ World Bank and ADB, "Integrated Fiduciary Assessment and Public Expenditure Review" (IFAPER), Report No. 26611 KH, 2003.
- ~ MoEF, Medium-Term Expenditure Plan (MTEF).
- ▲ Estimate provided by Minister of Education, Youth and Sport.

Table 2B. Education indicators for disadvantaged groups

GROUP	Gross enrollment rates (EMIS 2005/2006)				Primary education indicators (Source and year as indicated)									Learning achievement scores
	Primary #	Lower Secondary #	Upper Secondary #	Higher	Total enrollments #	Net Enrollment ratio #	Net enrollment rate (CCLS) *	Net entry to Grade 1 (% of 6 year olds) #	Overage entry (7 years +) #	Underage entry (- 5 years) ##	Survival rate (CCLS) **	Completion rate (CCLS) ***	Repetition rate (2004-2005) #	
ALL	124	55.3	19.3		2,558,467	91.3	69.5	82.6	36.6	16.0	82.2	55.9	11.9	Not available
Boys	129	60.5	23.1		1,349,185	93	69.5	83.5	38.5		85.0	65.3	13.1	
Girls	119	50	15.3		1,209,282	89.7	69.5	81.8	34.6		79.3	46.5	10.7	
Urban	122.5	88.5	46		399,008	91.2	76.3	83.7	33.3		86.7	68.1	9.1	
Rural	124.4	50.2	13.1		2,065,707	91.7	68.0	82.9	36.2		80.7	44.1	12.3	
Remote	122.3	17.8	0.7		93,752	83.7		73.2	53				16.8	
Richest quintile							85.0				91.7	79.4		
Poorest quintile							61.1				71.4	40.1		
"Best performing" region	146.2	111.4	44.3											
"Worst performing" region	90.9	15.5	4											
Disabled children														
Indigenous groups														

EMIS 2005-2006

EMIS 2003-2004, as cited in "Quality Basic Education for All," p. 19.

* "Quality Basic Education for All," 2005, p. 27. Estimates based on 2001 Cambodia Child Labor Survey (CCLS).

** *Ibid.*, p.23. Defined as percentage of children who enter Grade 1 who ever "reach" (i.e., enter Grade 6).

*** *Ibid.*, p. 24. Figures are Kaplan Meier estimates.

Table 3. Selected cost and financing simulation results for assessing strategic directions

Indicator		EFA FTI Indicative benchmark	Country's base year position (2003)	Targets/Outcomes			
				ESP 2006-2010			2015
				05/06	07/08	09/10	
a. Student flow indicators							
% of age-group entering first grade in primary cycle ^a	Total	100	78.7*	82.6†	93‡	95‡	
	Girls	100	77.4*	81.8†	93‡	95‡	
Net primary enrollment rate	Total	100	90*	91.3†	94‡	96‡	100
	Girls	100	88*	89.7†	94‡	96‡	100
% of age-group completing 6 years in primary cycle ^b	Total	100	47*	42.9†	80‡	100‡	
	Girls	100	46*	42.2†	80‡	100‡	
% repeaters among primary school pupils	Total	10 or less	10.6*	12.8†	4‡	4‡	
	Girls	10 or less	9.5*	11.5†	4‡	4‡	
Enrollments in post-primary education							
Total students in lower secondary	Total	--	459,986*	588,333†			
	Girls	--	1,92,7308*	264,129†			
Total students in upper secondary	Total	--	153,758*	204,925†			
	Girls	--	55,008*	79,563†			
Total students in secondary					1,300,000♦	1,574,587♦	
					n/a♦	n/a♦	
Total students in higher education	Total	--	43,672	75,523♦	90,000♦	100,633♦	
	Girls	--		25,098♦	n/a♦	n/a♦	
Gross enrollment ratio in lower secondary education	Total	--	39.3*	55.3†	n/a♦	n/a♦	
	Girls	--	33.3*	50†	n/a♦	n/a♦	
b. Service delivery indicators in publicly-financed primary schools							
Pupil-teacher ratio ^c		40:1	55.4*	50.8†	50‡	50‡	45
Average annual wage bill per teacher ^d		--					
Experienced teachers		--	> 1.5	R2.8 m♦			
New teachers		--	< 1.0	R1.3 m♦			
Weighted average of existing & new teachers		3.5	1.5	2.13♦			
Spending on school inputs other than teachers as % of total recurrent spending on primary education ^e		33	46	n/a♦			
Annual instructional hours for pupils ^f		850-1000	760				
% of pupils enrolled in privately-financed primary schools		10% or less	n/a♦				
Cost to construct, furnish & equip a primary classroom (US\$)		8,000 ⁽ⁱ⁾	6,000♦				
c. Additional costs of HIV and AIDS response							
Prevention (life skills based education, etc.)		--					
Teachers (replacement/substitution/code of practice, etc.) [#]		--	942				
Children affected by HIV/AIDS ^{##}		--	50-150,000				
d. Actual/Projected Recurrent Costs (as % of GDP)							
Primary education		--					2.9
Post-primary		--					
Total		--					
Share of primary education in overall spending ^g		42-64					40
e. Projected Capital Costs of Classroom Construction (2004-2008)							
Costs of providing water and sanitation	Primary	--	USD 0.5 m.				
	Lower Sec.	--	USD 2.5 m.				
Aggregate costs of classroom construction (including water and sanitation)	Primary	--	USD 5 m.				
	Lower Sec.	--	USD 30 m.				
f. Actual/Projected Domestic Resource Mobilization (2004-2008)							
Domestically-generated government revenues as % of GDP		14-18					
Public recurrent resources for education							
As % of domestically-generated revenues ^h		20					
As % of GDP		2.8-3.6					
g. Shortfall in domestic recurrent resources							
For primary education		--					
For post-primary education		--					
% of shortfall comprising primary school teachers' salaries		--					

See notes on next page

Notes

- a/ Defined as non-repeaters in grade 1 as a percentage of the population cohort at the official age of entry to first grade.
- b/ If data on students completing are not available, use non-repeaters in final grade as a percentage of the population cohort of the official graduation age.
- c/ Denominator includes only teachers with teaching duties; publicly-financed schools refer to those whose teachers are fully paid by the government, either directly or indirectly.
- d/ Refers to teacher remuneration at mid-career; remuneration includes salary and cash value benefits (i.e. pension, health services, transport, housing and other items paid for by the state).
- e/ Spending on items other than teacher remuneration include:
 - (i) the remuneration of non-teaching staff in schools, as well as staff at the district, regional or central levels;
 - (ii) spending on pedagogical materials, maintenance and other running costs,
 - (iii) in-service teacher training;
 - (iv) running costs of student assessments and examinations; and
 - (v) student subsidies, school feeding and other services included under demand-side financing.
- f/ Indicate average, not maximum.
- # Estimate of primary teachers currently affected by HIV/AIDS, using Government's adult population prevalence estimate of 1.9%.
- ## Range of estimates available. Includes those who are HIV positive or who have AIDS as well as children who are healthy but have lost one or both parents. The Cambodia Technical Working Group on Impact Mitigation estimates that there are currently 77,000 children orphaned by HIV/AIDS.
- h/ Discretionary spending is defined as public spending from all sources less debt service (interest payment only).
- i/ US\$8,000 was the average value used in the World Bank simulations to cost the education MDG.
- * *EMIS 2003/04*
- † *EMIS 2005/06* (Completion figures for 2004/05)
- ◆ Data provided (or confirmed "not available") by MoEYS
- ‡ ESP 2006-2010, Annex 4. % repeaters are for grade 3.
- Targets in 2015 column from *EFA National Plan*

Table 4A. Selected quantitative targets in the 3-to-5-year action plan

	Base year totals 2003- 2004	Projections			
		2005/06	2007/08	2009/10	Cumulative 2006-10
Number of students in government schools (net enrollment rates)					
Primary	2.7 m.	2.6 m. (91.3%)	2.5 m. (94.0%)	2.4 m. (96.0%)	
Lower Secondary	0.4 m.	31%	39%	50%	
Number of new teachers in government schools					
Primary	2,937	1400	n/a	n/a	
Lower Secondary	1,426	1000	n/a	n/a	
Number of textbooks to be procured & distributed					
Primary	2.7 m.	2.9 m.			
Lower Secondary	0.4 m.				
Number of new classrooms to be built					
Primary	52,116				
Lower Secondary	12,925				
Aggregate recurrent budget					
Primary		198.9	262.1	296.4	
Lower Secondary		107.6	159.7	211.6	
Upper Secondary		35.7	56.5	78.6	
Higher		7.5	9.8	12.6	
Other		29.6	37.7	40.6	
Aggregate budget for capital investments					
Primary & secondary education					
Higher education					

Notes

Enrolment 2005/06: *EMIS 2005/06* ; Prim. 2007-10: *Provided by MoEYS* ; LS 2007-10: *ESP 2006-10* , Annex 4.

New teachers: *Provided by MoEYS*.

ESP 2006-10 , Annex 4.

Aggregate recurrent budget: *ESP 2006-10* , Annex 4.

MoEYS unable to provide the other information.

Table 4B. Performance and disbursement of externally funded primary and secondary programs

Multilateral/Bilateral Funded Programme				Performance status		Commitment	Disbursement (USD '000)		
DP	Project description	Start	End	DO	IP	(USD '000)	2003	2004	2005
ADB	ADB/ADTA 4468 Education regulatory reform and governance for decentralization	Oct-05	Mar-07	OK	OK	500.00	-	-	166.60
ADB	ADB/JFPR 9061 Improving primary school access	Feb-05	Dec-07	OK	OK	1,870.00	-	-	163.50
ADB	ADB/JFPR 9028 Target assistance for education of poor girls & children in ethnic minority areas	Dec-02	Dec-06	OK	OK	3,000.00	228.00	425.81	220.24
ADB	ADB/ADTA 4777 Dormitories & learning centres for secondary schoolgirls	Jan-06	Dec-07	OK	OK	800.00	-	-	159.00
ADB	Secondary construction: Second Education Sector Development Program (ESDP-II)	Aug-05	Jun-10	OK	OK	18,500.00	-	-	4,904.00
ADB*	Improvement in equitable access, quality and internal efficiency in lower and upper secondary schools	Jul-05	Dec-07	OK	OK	20,000.00	-	-	4,000.00
Belgium	Basic education and teacher training (BETT)	Oct-03	Dec-07	OK	OK	10,762.50	139.06	643.00	2,560.01
DFID	Education HIV/AIDS strategy	Feb-03	Feb-08	OK	OK	4,935.80	39.00	300.00	664.00
EC	Targeted EC support to pro-poor basic education reforms	Jan-03	Dec-08	OK	OK	18,000.00	-	2,534.00	1,956.00
EC	Targeted EC support to pro-poor basic education reforms	Jan-03	Dec-09	OK	OK	6,000.00	82.80	134.40	600.00
EC	Mainstreaming inclusive primary education in Cambodia	Jan-06	Dec-09	n/a	n/a	900.00	-	-	-
EC	Project on developing the literary environment in order to improve the quality of education & to combat illiteracy in Cambodia	Jan-06	Dec-09	n/a	n/a	1,799.83	-	-	-
JICA	Primary school education quality improvement through library activities	Apr-04	Mar-07	OK	OK	428.99	-	-	130.00
JICA	Girls' education project - Somaki Komar II	Feb-04	Nov-06	OK	OK	476.00	-	-	173.00
JICA	Improvement of curriculum and teachers' manuals on physical education for primary	Feb-06	Jul-08	n/a	n/a	404.02	-	-	-
JICA	Improvement of primary school management in Siem Reap Province	Nov-05	Mar-08	OK	OK	130.01	-	-	57.83
JICA	Construction of primary schools in Phnom Penh, Phase II	Feb-06	Feb-07	n/a	n/a	4,399.77	-	-	-
JICA	Project for improving science and mathematics education at upper secondary level	Nov-05	Oct-09	OK	OK	2,999.85	-	-	590.00
UNICEF/Sida	EBEP-I	Jan-02	Mar-06	OK	OK	28,124.00	-	-	1,030.00
UNICEF/Sida	EBEP II: Capacity building for institutional development	Jan-06	Dec-10	OK	OK	7,342.10	37.27	208.17	69.86
UNICEF/Sida	EBEP II: Expansion of child friendly school programme	Jan-06	Dec-10			11,619.00	-	-	-
UNICEF/Sida	EBEP II: Learning opportunities for disadvantaged children	Jan-06	Dec-10	OK	OK	6,739.00	7,691.00	5,619.00	6,423.30
UNESCO	Establishing the effective use of ICT in EFA in Cambodia	Sep-02	Jun-06			395.50	-	-	-
UNFPA	Support for the life skills programme and youth policy	May-06	Jun-07	OK	OK	170.00	-	-	123.50
UNFPA	Support to young people's reproductive and sexual health	Apr-06	Dec-06	OK	OK	73.50	79.00	79.00	79.00
UNFPA	Reproductive health initiative for youth	1998	Aug-06	OK	OK	9,000.00	-	463.33	-
UNFPA	Support to youth friendly sexual and reproductive health services and HIV/AIDS	Apr-06	Dec-10	n/a	n/a	858.52	-	-	-
USAID	Cambodia basic education project (CBEP): Curriculum, standards, teacher training & textbook development	Feb-04	Aug-07	n/a	n/a	7,178.98	-	-	-
USAID	Education support to children in underserved populations (ESCUP)	Apr-05	Mar-07	OK	OK	2,500.00	1,036.00	1,033.00	1,233.02
World Bank	Quality improvement and school construction (CESSP)	Sep-05	Sep-10	n/a	n/a	28,000.00	-	-	-
World Bank	Mainstreaming inclusive education	Sep-05	Sep-08	OK	OK	1,800.29	-	1,800.00	2,300.00
WFP	School feeding programme	Jan-05	Jun-07	OK	OK	21,099.39	-	-	1,000.00

Table 4C. Capacity constraints and plans to overcome them

Domain	Note nature of capacity constraints, if any	Proposed plan to strengthen capacity
Teacher recruitment, support and development		
Pre-service training	Total 7,304 teachers in training, which is 2,696 lower than the number planned.	Revised teacher demand and supply strategy 85% achieved. (<i>Sector Performance Review 2006</i>) According to the MoEYS the constraint to increasing the number of teachers in training is financial.
	Females 3,113 (43%)	
In-service training	Total 38,076 in training during the current year. In 2007 numbers should increase greatly with orientation on the new curriculum, but this is dependent on funding.	Through USAID-funded support trainers at all TTCs will be prepared to train Team Grade Leaders from every school, who in turn will train other teachers at the schools.
	Females 14,836	
Recruitment	Total 4,830	
	Females 1,936	
Teacher evaluation	Teacher evaluation does not take place systematically because of a lack of relevant standards.	"Teacher standards", which will make evaluation possible, are currently being developed for teachers in grades 1 to 9. They will also be used to identify pre- and in-service education priorities, to support school-based mentoring, and to deter poor performance.
School inspection	A revised inspection framework has been developed and will now be piloted in 7 provinces. Schools will perform self-assessment. Inspectors will check the assessments of a sample of schools. This new approach will change the roles of inspectors at various levels.	After piloting, the system will be implemented throughout the country.
Managing the impact of HIV/AIDS on the teaching force	MoEYS staff are not necessarily aware of their own vulnerability to HIV and AIDS, and many teachers are unable to provide relevant information to the youth.	The Strategic plan for HIV and AIDS education provides for raising awareness of all MoEYS staff to reduce their vulnerability to infection, as well as preparing teachers to interact with youth on relevant issues.
Student assessment and curriculum development		
Standardized testing	Adequately provided for by current WB-supported program on preparing assessment standards for grades 3, 6, and 9.	In-service training of teachers will be undertaken.
Test banks for diagnostic testing		
Curriculum development (incl. HIV/AIDS and gender aspect)	The revision of the national curriculum has been undertaken with USAID support. Materials developed include self-guiding manuals for teachers.	Training will be provided to teachers from selected schools in 8 provinces by July 2007 and trainers in all provinces will be trained. The roll-out to all schools in all provinces will take a further two years.
Data for better management		
Education Management Information System	EMIS currently produces good data in a timely fashion. With assistance from UNICEF/Sida a survey of needs has recently been concluded, and the results are being studied.	
Expenditure tracking	The PETS revealed a need for training at decentralized levels in decision-making on expenditure and management and recording of financial transactions.	
Procurement/Contracting Systems		
Distribution of instructional materials	Training on the new system approved by the MoEYS has not taken place because of an impasse between MoEYS and MEF on the textbook development, publication and procurement procedures to be followed.	Donors will approach the MEF to resolve the issue.
School construction	With commitment to double sessions and multigrade teaching, there is little need for more primary classrooms, except in urban areas. JICA is providing additional primary classrooms in Phnom Penh. BETT, the ADB and the WB are supporting the construction of secondary school facilities in all provinces.	Additional classrooms to obviate the need for double sessions are not currently under consideration because of financial constraints. Additional specialist facilities such as libraries are also affected.

Domain	Note nature of capacity constraints, if any	Proposed plan to strengthen capacity
Promotion of schooling among target populations		
School mapping to improve accessibility of schools	Part of the training of school directors in CFS principles includes training on the mapping of out-of-school children. But this is currently taking place only in provinces supported by UNICEF/Sida or SCN. EMIS potentially has the capacity to provide similar training in the other provinces	Training is ongoing.
School design (including water, sanitation...)	40% of primary schools currently without water, and 31% without sanitation.	
Design of demand-side financing interventions (including children orphaned by AIDS and other causes)	School feeding scheme and scholarships presently have restricted coverage. Some work has been done on harmonizing scholarship programs, but further work is needed to ensure efficiency and	ADB will be providing support in harmonizing scholarship programs.
Administration and Management		
National-level budgeting and financial management	In cooperation with the MEF, the MoEYS is changing to a system of program budgeting. There is ongoing discussion with the MEF as the 2006 budget is first converted to a shadow program budget, after which the budget for 2007 will be developed in program format. For financial management, however, there is a serious shortage of accountants at central, provincial and district levels.	Proposal for the establishment of an Education Planning and Management Institute under consideration. The intention is that the Institute will also train accountants for the sector.
Sub-national government	There is a need for training.	
Legal/Institutional Framework		
Enactment of laws to facilitate EFA FTI implementation	Education Law has been submitted to the Council of Ministers. Implementation will require the drafting of regulations.	ADB is assisting with the drafting of regulations.
Removal of legal impediments to primary education	Compulsory payments by parents have already been declared illegal. There is still pressure on parents to make "informal" payments, with the result that some children drop out of school or fail to enrol.	
School-level capacity		
School head leadership	There is a need for more extensive training than is currently being provided under CFS training.	
Parent-Teacher Association	6,183 currently functional (77% of primary schools). Parents are not able to participate meaningfully in decision-making or on use of school budget. There is a need for training so that school communities can play a stronger role in ensuring full enrolment and attendance and quality learning and teaching.	
Policy Development and Planning		
Policy analysis	There is a lack of capacity in using data (at central level) for policy analysis and planning and at all levels for improving practice. Even at school level, school self-assessment should lead to planning and budgeting for school improvement.	
Research	The Ministry lacks capacity to undertake research. At present almost all research is the result of donor prompting.	

Apart from the basic numbers for pre-service training, in-service training, recruitment, and Parent-Teacher Associations, the MoEYS was unable to provide information for this table. This in itself shows a lack of capacity. Detailed capacity development plans were in preparation, but not yet finalized. It is critical that these plans, when completed (with costing), be jointly reviewed by the MoEYS and partners.

Table 5. Consultation with stakeholders

Stakeholders	Date(s) of past or planned consultation	Format/duration of consultation	Comment on quality of consultation and any issues raised
Government			
Legislature	2003	The Education for All National Plan 2003-2015, which forms the basis of much of the detailed planning for basic education in the ESP, is anchored in Government planning documents such as SEDP II and the PRSP, and was approved by the National Assembly.	
Finance ministry	JTWG-Ed meetings every second month through 2005 and 2006.	Relevant ministries (CAR, MEF, MoP, MoLVT) participate in the JTWG Education meetings and in the Annual ESSP Review. In the context of developing the Finance Model, a meeting was held on 1 September 2005.	Representation of other ministries in the JTWG is not always consistent, and not always at a sufficiently senior level to ensure adequate interaction between the MoEYS and respective ministry. Failure to engage effectively with the MEF is a shortcoming.
Other line ministries	See above.	See above.	See above.
Provincial governments	September 2005 and October 2006.	Representatives of PEOs participate in the Annual ESSP Reviews, prior to which decentralized meetings take place, each drawing together several provinces.	
Local governments	See above.	Selected district and commune representatives participate in the decentralized meetings in preparation for the annual Review. In the preparation of the EFA plan there was wide-spread consultation.	
Civil society			
Civic and/or indigenous groups			
NGOs (incl. HIV Girls' edu Network)	JTWG-Ed meetings every second month through 2005 and 2006.	Through the NGO Education Partnership (NEP) NGOs active in the sector participate in the monthly ESWG meetings, the bi-monthly JTWG meetings, and the annual Reviews.	
Stakeholders			
Principals		See under "Local governments".	
Teachers			It would be appropriate for the Ministry to recognize and hold discussions with the Cambodia Independent Teacher Association.
Inspectors			
Parents/Students/Local Community			
Bilateral agencies (list all involved)		All bilateral agencies supporting the endorsement of Cambodia to the FTI participate in the ESWG, JTWG and Review meetings.	
Multilateral agencies			
		Multilateral agencies supporting the endorsement of Cambodia to the FTI participate in the ESWG, JTWG and Review meetings.	
International NGOs			
		International NGOs active in the sector are members of the NEP.	

Table 6. Summary of technical appraisal

Domain of evaluation	Summary comment	Score ^{a/}
1. Knowledge base underpinning the sector plan		
What is its quality, judging from the available documentation?	Ministry's statistical data is very good; strategic planning documents have some gaps and could be better organized; capacity development plan still incomplete; difficult to obtain the level of financial detail needed. It is important that the deficiencies be addressed, in particular the link between activities and costs in all planning; the finalization of the capacity development plan; and the timely development of annual work plans. A number of external/independent studies of good quality.	4
What critical gaps in the data and analysis remain?	Implications from recent studies need to be incorporated into policies and plans as appropriate. Program budgeting and computerized management systems should go some way to providing easier access to financial data.	2
2. Content of the sector plan in terms of strategic long-term direction		
To what extent is it fiscally viable?	There is a large funding gap. Neither Ministry nor donors have at this stage made firm commitments to close the gap beyond strongly indicating a willingness to continue the dialogue.	2
How sound are the tradeoffs it makes in coverage & service delivery?	Implementation of the newly develop basic education curriculum with standards and assessment procedures (as well as other initiatives) is expected to bring about an improvement in quality if well implemented.	3
3. Content of the short-term action plan		
Are budget allocations in the MTEF consistent with the sector plan's ambition?	No. The inevitable consequence is a trade-off between access and quality.	2
How feasible are the plans for scaling up?	Taken against the present commitment of funds, not promising.	2
How ready is the plan for implementation?	It is already being implemented, with improvement resulting from new developments as these become available.	3
How well will the most important capacity constraints be addressed?	This area needs further debate and decisions to be taken on the basis of very recent policy informing studies and the nearly completed drafts of capacity development plans. There is every reason to expect that this will be attended to in the near future.	3
4. Consultation with stakeholders		
How strongly has the plan been endorsed by other parts of government, esp. the Ministry of Finance?	The MEF is engaged in improving its systems and its collection of revenue. At this stage it cannot commit to more than is in the MTEF. No official position on the possibility of oil revenues coming on stream from 2009 has yet been made known. The Education Strategic Plan is generally recognized as being in advance of those of other sectors.	2
How acceptable is the plan to key stakeholders in the education system?	Well support through wide consultation and information sharing.	4
How acceptable is the plan to members of civil society?	As far as is known, acceptable, since it is based on wide-spread consultation going back several years.	4
How strongly has the plan been endorsed by the donor community?	Very strongly, but without at this stage a firm commitment to closing the funding gap, except to the extent that the EC is negotiating a further phase of funding to the sector.	3
Overall Appraisal: "3" There is a strong commitment from the Government, especially from the MoEYS, and from the development partners, to continue with the already well-established process of improving the plan and the implementation thereof.		

a/ Using a scoring system (e.g., from 1--very poor, to 4--very good) has the virtue of collapsing a large amount of information into a single number. While this makes it easier to gauge where the country comes out, the scores are obviously not intended to be used mechanically.