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STRATEGY

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2010 - 2013

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ABBREVIATIONS

ACC	Accreditation Committee of Cambodia
ADB	Asian Development Bank
APPEID	Asia-Pacific Programme of Educational Innovation for Development
APDIP	Asia Pacific Development Information Programme
ASEAN	Association of South-East Asian Nations
ASEM	Asia-Europe Meeting
AUSAID	Australian Agency for International Development
BETT	Basic Education and Teacher Training
BMC	Budget Management Committee
CDC	Council for the Development of Cambodia
CDCF	Cambodia Development Cooperation Forum
CDHS	Cambodia Demographic and Health Survey
CESSP	Cambodia Education Sector Support Programme
CFS	Child-Friendly School
CLC	Community Learning Centre
CMDG	Cambodian Millennium Development Goal
CNCC	Cambodian National Council for Children
CNPA	Cambodian National Petroleum Authority
CSES	Cambodia Socio-Economic Survey
DEFAC	District EFA Commission
DFID	Department For International Development, UK
DGTVET	Directorate General of Technical and Vocational Education and Training
DNFE	Department of Non-Formal Education, MoEYS
EC	European Commission
ECCD	Early Childhood Care and Development
ECCE	Early Childhood Care and Education
EFA	Education for All
EMIS	Education Management Information System

ABBREVIATIONS

EP	Equivalency Programme
EQIP	Education Quality Improvement Project
ESP	Education Strategic Plan
ESSP	Education Sector Support Programme
ESWG	Education Sector Working Group
EVEP	Elective Vocational Education Programme
FLP	Functional Literacy Programme
FOSS	Free and Open Source Software
FRESH	Focusing Resources on Effective School Health
FTI-CF	Fast Track Initiative-Catalytic Fund
GAP	Governance Action Plan
GAR	Gross Admission Rate
GDCC	Government-Donor Coordination Committee
GDP	Gross Domestic Product
GER	Gross Enrolment Rate
GNP	Gross National Product
GPI	Gender Parity Index
HDI	Human Development Index
HEI	Higher Education Institution
HEMIS	Higher Education Information Management System
HRD	Human Resource Development
ICC	International Co-operation of Cambodia
ICHA	Inter-department Committee for HIV/AIDS
ICT	Information and Communication Technology
IGP	Income Generation Programme
ILO	International Labour Organization
IMF	International Monetary Fund
IO	International Organization
JICA	Japan International Cooperation Agency
JFPR	Japanese Fund for Poverty Reduction
KAPE	Kampuchean Action for Primary Education
LLSP	Local Life Skill Programme
LSS	Lower Secondary School
M&E	Monitoring and Evaluation
MDA	Mid-Decade Assessment
MDG	Millennium Development Goals
MLVT	Ministry of Labour and Vocational Training
MoEYS	Ministry of Education, Youth and Sport
MoH	Ministry of Health
MoP	Ministry of Planning
MoU	Memorandum of Understanding
MoWA	Ministry of Women Affairs
MTEF	Medium-Term Expenditure Framework

NAR	Net Admission Rate
NBC	National Bank of Cambodia
NFUAJ	National Federation for UNESCO Association of Japan
NiDA	National Information Communication Technology Development Authority
NIS	National Institute of Statistics
NSDP	National Strategic Development Plan
NEFAC	National EFA Commission
NEP	NGO Education Partnership
NER	Net Enrolment Rate
NFE	Non-formal Education
NGO	Non-Governmental Organization
ODA	Official Development Assistance
OECD	Organization for Economic Cooperation and Development
PAP	Priority Action Programme
PB	Programmeme-based Budget
PCCN	Paris Club of Creditor Nations
PCR	Pupil-Class Ratio
PEFAC	Provincial EFA Commission
(PLG)/SEILA	Partnership for Local Governance (PLG)/SEILA Programme
POE	Provincial Office of Education
PTTC	Provincial Teacher Training College
PTR	Pupil-Teacher Ratio
QLIPs	Quality of Life Improvement Programmes
RGC	Royal Government of Cambodia
RTTC	Regional Teacher Training Centre
SCN	Save the Children Norway
SIDA	Swedish International Development Agency
SRF-TWG	Sub-regional Forum -Technical Working Group on Education For All
SRP	School Readiness Programme
SWAp	Sector Wide Approach
TTD	Teacher Training Department
TVET	Technical Vocational Education and Training
TWG	Technical Working Group
UIS	UNESCO Institute of Statistics
UNDAC	United Nations, Development Assistance Committee
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UPE	Universal Primary Education
USAID	United States Agency for International Development
USS	Upper Secondary School
WB	World Bank
WFP	World Food Programme



CHAPTER 1: National Development Challenges and Priorities

1.1. The Overall Development Context of Cambodia

Post-conflict Cambodia is striving to make basic social services available to all Cambodians regardless of their ethnic background, gender, and geographic location. The Paris Peace Accords (1991) brought a fragile peace to Cambodia. Since the early 1990s, many policies and strategies have been created to improve the socioeconomic status of the estimated 13.4 million Cambodians. The National Strategic Development Plan (NSDP) 2006-10 and the Cambodian Millennium Development Goals (CMDG) are two policies aimed at achieving the country's goals of poverty reduction and national development.

The Royal Government of Cambodia (RGC) has encouraged private initiatives to build human resources and to create basic infrastructure (roads, energy, water resources, potable drinking water, etc.). Private investment has been oriented towards the industrial and service sectors—mostly

towards the garment industry and tourism. In addition, the informal sector, small and medium enterprises, and trade and service activities have expanded significantly. In the social sectors such as education and health some positive progress has been recorded. But in spite of these movements forward, the country still faces numerous challenges in its bid for sustainable development.

A. Socio-Economic Context

Geographical Features

Cambodia shares borders with Thailand, Vietnam, Laos and the Gulf of Thailand with a land area of 181,035 sq. km. Cambodia's administrative subdivisions are 23 provinces in addition to the capital city of Phnom Penh. According to the 2008 Census, there are now 185 districts/precincts, 1,621 communes and 14,073 villages in Cambodia.

Cambodia is enriched with hundreds of old stone temples which date back thousands of years. Cambodia also has the largest fresh water resources in Southeast Asia including the Tonle Sap, the Mekong and the Bassac Rivers. Cambodia has a large variety of natural resources including timber, gemstones, iron ore, manganese and phosphate, and unknown quantities of oil, gas, and bauxite in the offshore areas and the Great Lake. Cambodia remains one of the most heavily forested countries in the region (53% coverage), and deforestation continues at an alarming rate. Cambodia has mild climate, and its central plain is fertile. Rainy season lasts from June to October and the dry season from November to May. The country does not have natural disasters such as typhoons or earthquakes, but it is prone to drought and flooding. Some of the flooding is due to the cutting of the trees around the Tonle Sap Lake, but the RGC is encouraging re-planting of trees in this area.

Population and Languages

Ninety percent of Cambodia's population is ethnically Khmer. Other ethnic groups include Chinese (1%), Vietnamese (5%), hill tribes, Khmer Muslims or Cham, and Laotians. Theravada Buddhism is the religion of 90% of the population; Islam, Animism, and Christianity are also practiced. Khmer is the official national language and is spoken by more than 95% of the population. Some French is still spoken by older Cambodians in urban areas, and English is increasingly popular as a second language among the young people.

Between the census of 1962 and 1998, the Cambodian population grew from 5.7 million to 11.7 million. The population swelled to 13.1 million in 2004 and 13.4 million (51.5% females) in 2008. Life expectancy statistics at birth for women and men are 65 and 61 years old respectively. With 1.54% population growth per year during the last

decade, it is estimated that by 2020, the Cambodian population will increase to 18.4 million. This growth rate is higher than the average in Southeast Asia (1.3%), and higher than Thailand (0.5%), Laos (1.7%) and Vietnam (1.4%).¹

Extreme Poverty and Hunger

Full peace and a free market economy enabled Cambodia's Gross Domestic Product (GDP) to grow by an average of 7% per year between 2004 and 2007 from US \$394 to US \$594 in 2007.² The proportion of people living on less than \$1 per day fell from 47% in 1993 to 35% in 2004 and 32% in 2007. While the country hopes to reduce its poverty rate to 20.5% by 2015, the poverty rate still remains high and the growing gap between the rich and the poor—especially the gap between urban and rural areas—remains a challenge.³ The World Bank Report 2006 entitled “An Assessment and Strategy for Social Protection” states that although all segments of the society benefited from rapid economic growth, the rise in living standards has been more pronounced in urban areas and among the richest quintile. The garment and tourism industries, which employed only 8% of the labour force in 2004, have grown rapidly, but are concentrated only in the urban areas. In contrast, agriculture, which accounts for 31% of GDP and employs 71% of the labour force, grew only 3.3% per year on average during 1993-2004 with high variability.⁴

Consumption inequality between the rich and poor and between urban and rural residents has grown considerably, thus increasing the percentage of the most vulnerable people. In 2004, the total food poverty line was US \$0.42 per day (the poverty line in rural areas was \$0.34 per day) and 2.6 million

1 National Census, August 2008

2 First Meeting of the Cambodian Council of Ministers, 26 September 2008

3 First Cabinet Meeting of the 4th Legislature of the national Assembly, 26th September 2008

4 Managing Risk and Vulnerability in Cambodia: An Assessment and Strategy for Social Protection, World Bank, June 2006 (p.11-12)

Cambodians were food poor. The poorest of the poor spent 83% of their total income on food (World Bank, 2006).

With the rising consumer costs, it is likely that the existing coping mechanisms will be strained further. This may trigger people to sell off household or farming assets and to take out high interest loans (exacerbating the debt trap). Also, there is likely to be a rise in orphanage admissions (which is one of the only available safety nets for families), child labour, internal migration and children out of school. There will also be a severe stress on people affected by HIV/AIDS, tuberculosis and other chronic illnesses.⁵

HIV/AIDS, Malaria, and Other Diseases

Cambodia's public health service system and facilities do not sufficiently address the needs of the population. Numerous efforts by the government and development partners have created some effective measures to cope with the growing number of people affected with AIDS, TB and malaria, but communicable diseases and poor maternal and child care has resulted in high mortality rates among children and adults.

Cambodia has made impressive progress in combating HIV/AIDS since 2003. The HIV prevalence rate has declined drastically. Data from the Cambodia Demographic and Health Survey 2005 (CDHS) shows that only 0.6% of Cambodians in the cohort age group 15-49 were HIV positive, declining from an estimated 1.9% in 2003.

A study by WHO on the health situation in Cambodia in 2008 showed that malaria is still continuing to affect around two million people living in poor forested areas. The total number of treated malaria cases in public health facilities declined steadily from 133,000 in 2003 to 60,000 in 2007.

The country is still classified as one of 22 countries with a high number of people affected by TB. Increase in illicit drugs (such as amphetamine-type stimulants), direct and indirect entertainment services and people in intensive labour are putting Cambodians at risk of contracting HIV/AIDS and other health problems. Currently, there are limited services for most drug users across the country, and they are available mostly in Phnom Penh through NGOs.

Under-5 Child Mortality and Maternal Mortality Incidence

The government has doubled the health budget from USD \$114 million in 2006 to USD \$224 million in 2009, accounting for about 10% of the total current budget⁶. Target 6 of CMDG 4 will not be met as the under-5 child mortality incidence increased in succession from 115 per 1,000 live births in 1990 to 135‰ live births in 2000, compared to 141.1‰ live births in 2004 and 143‰ live births in 2005.⁷ The HDR 2007-2008 also indicated Target 6 of Goal 5 will not be met as the maternal mortality incidence increased to 590 per 1,000 live births in 2005⁸ from 450 per 1,000 live births in 2000.⁹

According to government sources, the infant mortality rate decreased from 95 to 66 per 1,000 live births during 2000-2005. The under-five mortality rate also declined, while the maternal mortality rate also decreased marginally from 472 to 437 per 100,000 births. In 2005, more than 65% of pregnant women received pre-natal care from trained personnel at least once during pregnancy.

Gender

In Cambodia's labour market, gender inequality is endemic. There are many more males in management and governmental

5 United Nations Cambodia – Rising Food Prices – Discussion Paper – June 2008, http://www.un.org.kh/attachments/060_RisingFoodPrices-UN_DiscussionPaper_June%202008.pdf

6 Medium Term Expenditure Framework: How to Ensure Budget - Policy Linkages, Dr. Hang Chuon Naron, MoEF, 2008

7 HDR 2007-2008 (Table 10, page 263)

8 HD Report 2007-2008 (Table 10, page 263)

9 HD Report 2006 (Table 10, page 317)

positions. Traditional attitudes towards girls' education and 'appropriate' occupations for women and men have shaped existing inequalities. Greater gender equality is extremely difficult to achieve within the context of the shifting, market-oriented economy, a rapidly growing labour force and limited employment opportunities. Furthermore, this period of economic downturn makes employment difficult for women.

In the Gender-related Human Development Index (GDI) for 2005, Cambodia ranked 114 out of 177 countries. The country hopes to ensure equitable access to new job opportunities by 2015. Achieving equal access to jobs that emerge out of trade development efforts requires equitable access to appropriate training. If women are to be competitive in the job market, they will need greater opportunities for higher education. Also, there needs to be a realization that traditional attitudes about what should be 'male' or 'female' occupations are negatively impacting emerging industries.¹⁰

Human Resource Development

A comparative analysis of the United Nations Development Programme (UNDP) and the United Nations Environment Programme (UNEP) ranked Cambodia 131st out of 177 countries in the UN Human Development Report (UNHDR) 2007-2008. The report reflects on the realities of educational, health, and nutritional situation, and looks at the accessibility of safe water and health care services in Cambodia. According to the same HDR 2007-2008, Cambodia is below the Lao People's Democratic Republic and just above Myanmar.

10 World Bank's Report assessing the gender "Terrain" in Cambodia, <http://siteresources.worldbank.org/INTCAMBODIA/Resources/ExecutiveSummar.pdf>

Governance

Good governance is considered by the Government as the cornerstone of its Rectangular Strategy. Good governance has been strengthened through a number of reforms in the key sectors. Public financial management reform, land management reform, and forestry and fishery reforms have strengthened good governance and have fought corruption.¹¹ However, the reform process has been slow. The anti-corruption law was adopted early 2010 after it was drafted in the mid -1990s with the push of donors and civil society. The law was expected to accelerate the process of civil service reform and to actively pursue legal and judicial reform.

Partnership

The RGC is committed to implementing "the Accra Agenda for Action", which was agreed at the third High Level Forum on Enhanced Effectiveness of Official Development Assistance (ODA). This agenda is to strengthen national ownership and leadership, create viable partnerships and enhance transparency with all development partners in order to achieve efficient result-based management.¹² The government's priority is to strengthen partnerships with all those who share in the development role. The partnership mechanism with countries and agencies has been established based on the decision of the General Assembly of the United Nations, the Development Assistance Committee (DAC) of the Organization for Economic Cooperation and Development as well as initiatives of the World Bank and UNDP.¹³

11 First Meeting of the Cambodian Council of Ministers, 26 September 2008

12 First Meeting of the Cambodian Council of Ministers, 26 September 2008

13 Keynote Address by Cambodian Prime Minister at the National Conference on the People's Prosperity through the Achievements from the Implementation of the Rectangular Strategy by the Royal Government 2004-2007, 29 May 2008, http://www.cnv.org.kh/2008_releases/29may08_people_prosperity_rectangular_strategy_2004-07_open.htm

Within the Medium-term Expenditure Framework (MTEF), Cambodia seeks financial cooperation with development partners to support its national development goals as laid out in the NSDP 2006-2010. The goals for education are further specified in the Education Strategic Plan, the EFA Action Plan and the CMDGs.

B. Recent Political Developments

In December 2008, the Second Cambodia Development Cooperation Forum (CDCF) addressed three major elements of macro-economic management by: (i) Deepening Cambodia's regional integration; (ii) Strengthening the institutional framework for managing Cambodia's natural resources in a sustainable, transparent and efficient manner; and (iii) Investing in the future by mobilizing more savings and directing public spending to infrastructure, agricultural production and technical and vocational skills development. In order to bring public services to the people, the Government is promoting democracy and local participation in the provision of public services through the mechanism of its De-concentration and Decentralization (D&D) policy. One major undertaking was the elections of the municipal/provincial, district/precinct and town councils held in May 2009. In accordance with the "organic law," these elections aim to devolve power over local resources to sub-national level governance. The "organic law" was passed in early April 2008, and it deals with the issue of local governance. The process is underway at present, but the RGC faces two key challenges in implementing D&D. First, in the early stages of reform, it is challenging to implement significant changes while minimizing disruption to the current system of delivering support. Secondly, the RGC needs to harmonize and align a wide range of development activities with the national D&D programme.

C. Development Challenges

At the First Meeting of the Council of Ministers held in Phnom Penh on 26 September 2008, the Cambodian Prime Minister referred to 17 major challenges faced by the current government.

Among these challenges, the shortage of skilled technical workers is a major obstacle to economic development. The quality of education at the primary, secondary and tertiary levels is of serious concern. The production and trafficking of illegal drugs has become a growing social problem, and the provision of quality public health services is still limited. Despite some achievements in the health sector, maternal death rate is still very high. Urgent attention must be paid to promoting health care services, sanitation and clean water in rural areas in order to meet the targets set in the CMDGs. In general, the institutional capacity of the government is still limited due to the low capacity of its personnel. Low government wage and lack of incentive schemes are also the source of the problem. Cooperation between government agencies is still weak, and many legal documents do not yet have implementation plans. There is also a shortage of resources to carry out the government's policies and plans.¹⁴

Challenges facing health and education include: high poverty levels in rural families, a public health-care system that is not well-established, drug abuse and juvenile delinquency, the dangers of HIV/AIDS, gaps between education and employment, lack of awareness about education for sustainable development, lack of gender equality, and a general lack of youth participation in decision-making. One of the most serious problems with education in Cambodia is its low quality.

¹⁴ First Meeting of the Council of Ministers, 26th September 2008

1.2. National Development Priorities

As a signatory to a number of international and regional treaties and conventions, Cambodia must improve the quality of basic social services, increase institutional capacity development and encourage equitable access to information. Making informed decisions is the key to sustainable development of Cambodia. The following frameworks underline the current development efforts:

❖ The Rectangular Strategy for Growth, Employment, Equity and Efficiency

During its first five-year term in 2004, the RGC adopted the Rectangular Strategy (RS) for Growth, Employment, Equity and Efficiency as the framework for the country's socio-economic development. This strategy selected key elements from the MDGs, the Cambodia Socio-Economic Development Programme 2001-2005 (SEDP), and the Cambodia National Poverty Reduction Strategy 2003-2005 (NPRS) which were formulated through extensive consultations with national and international stakeholders including government ministries and institutions, representatives of civil society and the donor community. The RS is an integrated structure of interlocking critical development issues. Namely, the issues that the RS focuses on include: (i) The enhancement of the agriculture sector; (ii) The Rehabilitation and construction of physical infrastructure; (iii) Private sector development and employment generation; and (iv) Human resource development. The government considers good governance as the core of RS. The first meeting of the new government (2008-2013) spelled out its commitment to further implementing the RS- Phase II.

❖ The National Strategic Development Plan (NSDP) for 2006-2010

The RS is further explicated in the NSDP which lays out key sectoral strategies for achieving the CMDG poverty reduction targets. The NSDP 2006-2010 recognized the need to address rural development and identified this as a top priority. Key commitments related to social protection include creating jobs in the formal and informal sectors, providing social safety nets for the disadvantaged, targeting programmes for vulnerable groups, and establishing rehabilitation centres for orphans and elderly people. There is a need to address domestic violence and trafficking and to improve health service delivery, quality, and financing. NSDP provides a promising vehicle for improving coordination efforts aimed at helping Cambodia move toward achieving its MDGs.

❖ Cambodia Millennium Development Goals (CMDG)

After the Millennium Declaration was adopted in September 2000 by the UN General Assembly, the Cambodian government signed on to a set of eight time-bound and measurable targets for combating extreme poverty, hunger, disease, illiteracy, environmental degradation and discrimination against women. The government's mission is to build, with the support of UN, a Cambodian society that is socially cohesive, educationally advanced, and culturally vibrant—free from hunger, inequality, exclusion and vulnerability.¹⁵ At present, most CMDGs appear unlikely to be met unless the stakeholders take stronger

¹⁵ What are the Cambodia Millennium Development Goals, UNDP, March 2008, Last Updated (Friday, 07 March 2008) http://www.un.org.kh/undp/index.php?option=com_content&task=view&id=78&Itemid=23

actions. Cambodia has made considerable progress in some key MDG-related indicators and could meet its target for universal primary enrolment. However, meeting its target for secondary education, female enrolment rate and school completion rate seem unlikely. Much remains to be done to improve the quality and affordability of education.

Cambodia is on track to meet its CMDG target of reducing HIV prevalence rates. However, the transmission patterns are shifting with most new infections occurring among married women and their children. This population is difficult to target. The current rate at reducing under-5 mortality and maternal mortality is not sufficient for meeting the CMDGs by 2015, and Cambodia is unlikely to meet the CMDG target of halving the population that live below the national poverty line.¹⁶

❖ Organic Law

During the past decade, several organic laws have been passed to codify some of the social protection related tenets of the constitution. The Law on Suppression of Human Trafficking and Sexual Exploitation was passed in February 2008 and has implications for education. If the victims are below 15 years of age, the traffickers will be given a heavier punishment, and the police will be given more power to investigate and arrest.¹⁷ In order to prevent domestic violence, social attitudes and values need to be changed accordingly. Many media campaigns, changes in the education sector, improvement in health and social services are required to implement this law.

❖ Some Existing National Strategies and Reform Programmes

Public Financial Management Reform seeks to improve the linkages among policy priorities, budget planning and implementation; to integrate accountability and review processes for both finance and performance; and to improve the salary of the civil servants. There is a commitment to raise the base salaries of all civil servants by 10 to 15 per cent per year. However, the Merit-Based Pay Initiative Programme has been stopped since early 2010 by the government.

Other national strategies and reform programmes related to education include: i) The Public Investment Programme which seeks to align the annual national budget to the targets in the NSDP; ii) The Strategic Framework for D&D which seeks to transfer increased responsibilities for economic development and poverty reduction to sub-national levels of government; and iii) The Administrative Reform Programme which focuses on delivering quality public services, and creating a neutral, transparent, professional and responsible civil service.

While the government continues to put education and health as priorities in national development, the education budget in 2009 (19%) did not reach the target of 20%. In 2010, the budget will likely decrease due to the global economic crisis.

¹⁶ World Bank's Report: Managing Risk and Vulnerability in Cambodia: An Assessment and Strategy for Social Protection, June 2006

¹⁷ Sources: Local mass media



CHAPTER 2: Educational Challenges, Priorities and Strategies

2.1. Educational Context

In Cambodia, there are three ways of providing and receiving education: formal, non-formal and informal. The formal education structure consists of pre-school education (ECCE organized as a three-step system), six years of primary school (grades 1-6) where pupils should be enrolled at the age of six, three years of lower-secondary school (grades 7-9) and three years of upper-secondary school (grades 10-12).

In the 2007-2008 school year, there were 9,431 public schools at all levels of the education system whereas there were only 8,335 in 2004-2005; the number of private schools at the same levels increased to 223 from 113. With the improvement in the national economy, especially in the capital of Phnom Penh, education has become a more valuable commodity and private schools were opened (cf. Appendix 3).

For those who have dropped out of school without completing the basic education level

(grades 1-9), there are opportunities to attend literacy and life-skill programmes as well as short-term vocational training programmes offered by the MoEYS, Ministry of Women Affairs (MoWA) and NGOs. After completing lower-secondary education, students have the option of continuing to upper-secondary education or of entering secondary-level vocational training programmes offered by the Ministry of Labour and Vocational Training (MoLVT). After completing upper-secondary education, students enter vocational training or tertiary education.

Since 1997, when the first private higher education institution (HEI) was opened, the sector has expanded to include 66 institutions. Thirty-two of the institutions are public and 45 are private. All HEIs host students in a diverse range of undergraduate and post-graduate programmes, and offer both professional and academic degrees in nearly 100 fields. A wide range of graduate programmes are now available but the

quality of both undergraduate and graduate programmes is a matter of grave concern for the government. The process of institutional accreditation has begun in November 2009.

2.1.1 Legislative Framework

Cambodia ratified the Convention on the Rights of the Child (CRC) in 1992 and the National Constitution was created in 1993 after the UN-sponsored General Election in the same year. Education is recognized by all stakeholders as the key to poverty alleviation and national development. Hence, article 65 of the Constitution states: *“The State shall protect and upgrade citizens’ rights to quality education at all levels and shall take necessary steps for equal education to reach all citizens. The State shall respect physical education and sports for the welfare of all Khmer citizens.”* Article 66 continues: *“The State shall establish a comprehensive and standardized educational system throughout the country that shall guarantee the principles of educational freedom and equality to ensure that all citizens have equal opportunity to earn a living.”* The government policy on Human Resource Development states: *“The main way of human resource development is to develop a healthy, intelligent, and highly qualified human person.”*

The Education Law, promulgated in December 2007, emphasizes education system reform in line with the Constitution and relevant international laws. This education law governs all educational activities across the whole education system in Cambodia, both public and private. The MoEYS is now preparing to create other legislative instruments and to bring existing decrees and sub-decrees in line with the Law.

2.1.2 Finance

The national education budget derives from several different sources including central government funding, non-governmental funding and investment, foreign loans, technical assistance and grants, and local revenues generated by each school and community. While the budget from the central government is mainly used for wage-related recurrent expenses, other operational budget support called Programme-based Budgeting (PB) is used to provide financial support to schools. The fund for the programme is mostly from external donors, although a small portion is covered by the government and community.

The total public expenditure on education of Cambodia in 2001 was 1.4 % of GNP. According to the EFA Global Monitoring Report (GMR) 2005, this was much lower than the regional average for East Asia (3.6%), and of developing countries overall (4.2%). As noted by the EFA GMR 2007-2008, Cambodia was one of 24 countries in which public expenditure was 3% or less of GNP while 26 other monitored countries spent 6% or more of GNP. The median for educational spending is 5.7-9% of the GNP. Cambodia increased its share of GNP for education by one percent between 1999 and 2005.

According to the Mid-term Review of ESP and ESSP 2006-2010 (January 2009), the education share of overall government recurrent budget was 18.50% in 2005-2006. The National Budget is rising each year. The budget for education increased from 18.3% to 19.2% of total expenditure (2003-2007). However, even though the amount of money allocated to education is rising, education financing as a percentage of GDP is decreasing—the projection for 2009 is just 17% of GDP. It should be noted, however,

that the MoEYS has difficulties in accessing its full budgeted amount from the Ministry of Economy and Finance due to reasons related to its absorbing capacity and procedural issues.

2.1.3 Structure of Management

The MoEYS is at the central level of government with various technical departments to formulate, monitor and review visions, policies and strategic plans of all work under its mandate and management framework.

Provincial/Municipal Offices of Education (POE) are responsible for supporting the Ministry in implementing education policies, preparing and submitting plans for further development of education, providing data and statistics of schools, staff and students, and managing educational staff issues within the province or municipality. District Offices of Education (DOE), as technical implementing bodies under direct supervision of the POEs, play the main role in ensuring that educational policy and strategy interventions are implemented. Schools play very important roles, especially in making school development plans and annual plans. Further steps have been taken in terms of school assessment tools to measure progress in basic education. These varied roles reflect the country's D&D reform in education.

2.2. Education Sector Performance and Challenges

With reference to the Article 68 of the Constitution which states that the “State shall provide free primary and secondary education to all citizens in public schools. Citizens shall receive education for at least 9 years”, the RGC has mandated systemic reform of the education system and a number of policies and strategies for the development and improvement of its education sector.

2.2.1 Early Childhood Care and Education (ECCE)

Among the 1,634 public pre-schools in 2007-2008, only 100+ are independent while others are pre-school classrooms within primary schools or pagodas. This figure is explained by the fact that almost all communes and districts have one to two pre-schools to provide education services to children from 3 to 5 years old.

The ECCE Gross Enrolment Rate (GER) has risen from 6.5% in 2000 to nearly 12% in 2005, doubling preschool enrollment in the first five years of the decade.¹⁸ The total ECCE enrolment grew to 79,585 children (50.28% girls) in 2007-2008 from 55,798 children (49.57% girls) in 2000-2001.

Other successes include the development of quality standards for the care and education of children aged 3-5 years old and children aged 5 who are in the School Readiness Programme. Meanwhile, ECCE services were expanded every year through increases in the number of classrooms, centres, teachers, and community volunteers for public pre-schools, community-based pre-schools, and home-based programmes. The total teaching staff at the state-run pre-schools also increased by two-thirds over the last eight years from 1,992 (99.44% female) in 2000-2001 to 2,960 (98.44% female) in 2007-2008.

Though data on funding is not available, an annual recurrent share of 2% of the education budget is allocated to the ECCE by the Ministry, according to the ESP 2004-2008. The MoEYS has an early childhood education programme for children with special needs, and it also encourages the private sector, NGOs and local communities to support ECCE programmes—especially the programmes in remote areas and areas populated by minority ethnic groups.

¹⁸ EFA Mid-Decade Assessment 2005, MoEYS May 2008

The inter-ministerial ECCD policy was approved in early 2010 by the Council of Ministers after several years of discussion and preparation. In order to ensure an expanded and sustained ECCE development, there is an urgent need for enhancing the capacity of ECCE officials and preschool teachers at the national and provincial level. Preschool teacher deployment is very limited in remote areas, and community participation in and support of ECCE is still limited.

2.2.2 Towards Universal Primary Schooling

Towards enhancing equitable access to basic education services, the National Action Plan for EFA was developed, and the guidelines for a National Student Enrolment Campaign and School Mapping were issued. Many of the plans achieved significant results.¹⁹

Despite a decrease in primary enrolment in 2007-2008 compared to the eight previous years, the net primary enrolment increased annually. Even in the 2007-2008 school year, 358,000 more children entered school, mostly girls in rural areas and children from poor families. As a result, primary school net enrolment has increased to 93.3% in 2007-2008 from 83.8% in 2000-01 and 77.8% in 1997-98.

The net enrolment rates (NER) of students in primary schools in the urban, rural and remote areas in 2007-2008 were 92.7%, 93.6% and 88.4% respectively. The NER of students in non-urban areas increased 1.5% compared to 2005-2006 (91.2%) due to the growing number of primary schools built in rural and remote areas. The NER of students in the rural areas increased 1.9% compared to 2005-2006 (91.7%). In particular, the NER of students in remote areas increased 4.7% compared to 2005-2006 (83.7%). The statistics show that although the Ministry

made some gains, they have failed to achieve the NER targets stated in the ESP 2007-2008 which were 98% for urban, 94% for rural and 87% for remote areas.²⁰

The MoEYS is gradually applying the Child-Friendly Schools (CFS) modalities nation-wide, aiming to improve the quality of education. Teachers and teacher trainers at the Provincial Teacher Training Centers (PTTCs) in 12 provinces are being trained on improving environment and sanitation practices. Appropriate facilities have been provided to the schools by multiple donors in different areas. Besides utilizing the MoEYS PB, the Primary Education Department is receiving the largest part of the Fast-Track Initiative (FTI-CF) funding for school construction, teacher training and textbook provision.

In addition, the endorsement of an education policy for children with disabilities, action plans for trialling the CFS programme in selected lower-secondary schools and the issuance of guidelines to implement a new curriculum for basic education have improved the quality of education.

With considerable increase of primary school enrolment rate and with a declining gender gap, the EFA assessment in 2000 highlighted the urgency of improving efficiency and increasing primary school completion rates. High dropout rates in higher grades of primary level are observed annually. While the drop-out rates (Grade 1-6) stayed constant at 11.4% over the past three consecutive academic years, the grade-6 dropout rate in remote areas was as high as 16.2% while in urban areas it was 9.7% in 2006-2007. The repetition rate for the same grade was 5.2% in remote areas and 2.6% in urban areas.²¹ The students' survival rate for Grades 1-6 in the academic year 2006-2007

19 Mid-Term Review Report of the ESP/ESSP 2006-2010 Implementation, MoEYS, January 2009

20 Mid-term review Report of ESP and ESSP 2006-2010 Implementation, MoEYS, January 2009

21 Education Statistics and Indicators, EMIS, 2007/2008

Table 1: Changes in Key Indicators of Educational Supply, 2000-01 to 2007-08

Criterion	Primary			Lower Secondary		
	2000-01	2005-06	2007-08	2000-01	2005-06	2007-08
Schools	5,468	6,277	6,476	367	670	1,006
Classes	55,448	61,901	60,384	6,860	11,783	13,300
Students	2,408,109	2,558,467	2,311,107	283,578	588,333	637,629
Teachers	45,152	50,378	46,921	8,348	9,860	12,577
Pupil Teacher Ratio	53.3	50.8	49.3	18.5	31.5	28.2
Pupil Class Ratio	43.4	41.3	38.3	39.5	48.3	45.8

Source: Education Management Information System (EMIS), MoEYS, 2000-01 to 2007-08

was only 52.5%. Although this is an increase of 3.2% compared to 2005-2006 (49.3%), the numbers still do not look good.

While high dropout rate and low survival rate have lowered the education efficiency, students' poor learning achievements have further lowered the efficiency of the already limited education resources. Although there are no clear and systematic data showing students' learning achievements, the existing grade 3, 6, and 9 examination results show that students' learning achievements in general are not satisfactory. It is expected that the establishment of a quality assurance department within the MoEYS will improve and strengthen the assessment of student learning. A system of annual standardized testing will be mainstreamed into the MoEYS regular functions.

2.2.3 Low Student Participation in Secondary Education

The total NER in lower-secondary schools in 2007-08 was 34.8%; the rate for boys and girls was 33.7% and 35.9% respectively. The total increased 3.5% compared to 2005-06 (31.3%). The NER of girls increased 5.5% compared to 2005-06 (30.4%). The NER target set in the ESP for 2007-08 was 39% and the NER for girls was 38%.²² Although neither ESP targets were met, the lower-secondary enrolment has grown by 120% from seven years ago.

With the average increase of secondary school enrolment, secondary education in remote and rural areas faces particular challenges. In 2007-2008, the lower-secondary net enrolment rates for remote, urban, and rural areas were 10.1%, 55.0% and 30.4% respectively.

The above statistics show why the enrolment rates for upper secondary are so low. The MoEYS needs to seriously address the NER in upper-secondary schools in remote and rural areas. The NERs for remote and rural areas are only 1.1% and 11.0% respectively while the NER for urban areas is 42.4% (MoEYS Education Statistics and Indicators 2007-2008). In 2007-2008, female participation in upper-secondary was low (with a total enrolment of 260,965) and the gender gap increased from grades 10 through 12.

Survival rate for Grades 1-9 in 2006-2007 was 29.3%. It increased 3.0% compared to 2005-06 (26.3%).²³ As they moved on, students in Grade 12 showed a very high incidence of dropout (20.9% of the total enrolment of 74,685 in 2007), especially girls (15.1%).²⁴ The total enrolment of Grade 1 in 1996-1997 was 678,863 (46.4% female) but in 2007-2008 the total enrolment of Grade 12 was only 74,685 (39.2% female). The survival rate (Grade 1-12) for 1996-2008 was only 11%. (cf. Appendix 4). The cost burden, the need for students to work, and a lack of understanding the importance of formal schooling are some of the main reasons behind the low grade 12 completion rate.

22 Mid-term review Report of ESP and ESSP 2006-2010 Implementation, MoEYS, January 2009

23 Mid-term review Report of ESP and ESSP 2006-2010 Implementation, MoEYS, January 2009

24 Source: Education Statistics & Indicators 2007/2008

The large proportion of dropouts from primary through upper-secondary school (more than half a million young people over the past 12 years) is an important factor affecting the country's economic and social development. The country's challenge is to properly equip this workforce with suitable and relevant life skills and vocational skills. Designing, revising, and piloting teacher guides in relevant subject areas are needed to provide guidance to teachers—particularly in the Local Life Skills Programme (LLSP) and the Elective Vocational Education Programme (EVEP) for lower-and upper-secondary schools.

2.2.4 Literacy and Non-Formal Education (NFE)

Statistics in 2008 show that 55,160 adults (64% female) became literate and more females than males (about 63.3% females of the total 58,967 adult people) were enrolled in functional literacy programmes.²⁵ Community Learning Centres (CLC) offer Equivalency Programmes and other life skills courses—such as hair cutting, motorbike repair, sculpture, sewing, rice planting, etc.—to aid income generation.

Nearly 47,000 young people (48.3% female) were trained in different equivalency and re-entry programmes at all levels. CLCs helped another 3,528 adults (62.4% female) gain new skills.²⁶ As of 2008, the Income Generation Programme (IGP) and Quality of Life Improvement Programmes (QLIP) were being implemented through 117 CLCs. Fourteen skills have been introduced to these centres, and the centres enrol around 4,770 learners (37.1% female).²⁷ The NFE Management and Information System (NFEMIS) is now in full operation in the capital city of Phnom Penh and 23 provinces of the country.²⁸

25 Re-capitulatory Report presented by H.E. Im Sethy, Minister of Education, Youth and Sport, at the closing session of the National Education Year-End Conference, 18 March 2009
 26 Report on Educational Achievements 2004-2008 through Implementation of Rectangular Strategy, MoEYS, May 2008
 27 NFE Department, November 2008
 28 NFE Department's Re-capitulatory Report 2008 and Objec-

Even with this increase, the NFE indicators show very slow progress. Though all planned activities are now functional, difficult circumstances such as frequent migration, low staff capacity and little community support make this work difficult. Budget execution for NFE was only 5.4% in 2007 and 13% in 2006.²⁹ In Cambodia, 77% of adults aged 15 and above who are illiterate have to depend on manual labour in farming or goods production. The main focus of this sub-sector is to improve the quality of lives in local communities through the development of functional literacy, education for sustainable development, vocational education, HIV/AIDS awareness, and gender equality.

In addition, capacity for literacy programmes, both at the national and sub-national levels, needs to be improved. Currently, there is a serious lack of human resources for literacy programmes, especially for functional and information literacy courses. National capacity for managing, monitoring and evaluating must be strengthened in order to plan and implement NFE programmes. In general, NFE needs more attention from the donor community, especially in support of literacy programmes for youth and adults. The MoEYS must partner with other line ministries (e.g. MoWA, MoLVT and Ministry of Interior), and engage NGOs in this effort.

2.2.5 Technical Vocational Education and Training (TVET)

In Cambodia, TVET has increasingly drawn the attention of the government, the workforce, and the general public at large. The steady economic growth has largely expanded the demands of skilled workforce in all fields. On the other hand, with the progress of EFA, each year there is an increasing number of new graduates from secondary schools (both lower and upper secondary schools)

29 tives for 2008-2009, February 2009
 Mid-term review Report of ESP and ESSP 2006-2010 Implementation, MoEYS, January 2009

and higher education institutions entering the job market. In addition, there are the unemployed/under-employed youth who are already in the labour market looking to find jobs and/or to be fully employed. Moreover, those who are already working need to continuously update their knowledge and skills. The huge number of youth who need to make a smooth transition from schooling to the employment has posed a severe challenge to the labour market, as well as to the TVET system in Cambodia. According to one survey report, there is a “skills gap” in the labour market, and employers find it difficult to find professional staff who have good analytical and decision-making skills.

To quickly adapt to the change and development of the labour market, there needs to be a comprehensive understanding of the TVET situation in the country. There needs to be a thorough understanding of the specifics of TVET enrolment, the quality and relevance of the programme, the level of TVET integration into education, the issues of management, partnerships, and the ways of restructuring the TVET system. To that end, Cambodia needs staff members who can expose the country to international trends in TVET development. There is also a strong need for policy dialogue among the major sectors of TVET, a review and identification of gaps in the TVET system, and a revision of TVET qualifications framework. Networking with other countries and establishing TVET documentation centres are needed to enhance the capacity of TVET policy makers at the central level.

2.2.6. Teacher Education and Training

The teacher education and training system was almost entirely destroyed during years of civil conflict in the 1970's, and about 80% of the teaching staff was lost during the civil conflict, Cambodia has made tremendous achievements in rebuilding the entire teacher education and training system. Currently,

there are about 80,000 teaching staff (42% female) teaching in a total of 9,431 schools (primary, lower and upper secondary schools). Out of these, about 3,000 are pre-school teachers (98% female), 47,000 primary school teachers (44% female), 23,000 lower-secondary school teachers (35% female) and 6,800 upper-secondary school teachers (28% female). In addition, there is about 17,200 non-teaching staff in schools. These are supplemented by some 3,700 education staff in the provincial and district education offices.

While both the pre- and in-service teacher education and training institutes stopped functioning and/or were misplaced, teacher education and training institutes are now being gradually re-established at the national, regional and provincial levels. The National Institute for Education (NIE) trains more than 500 upper secondary school teachers annually. The six Regional Teacher Training Colleges (RTTC) train about 1,450 lower secondary school teachers, and the 18 Provincial Teacher Training Centres (PTTC) train about 2,200 primary school teachers. In addition, the provincial Pre-service Teacher Training Centers train about 200 pre-school teachers. Moreover, the MoEYS also runs 15 resource centres to ensure capacity building for education officials in the provinces where PTTC's and RTTC's do not exist.

Huge challenges still remain in rebuilding the entire teacher education and training system in Cambodia. First of all, there is still a lack of comprehensive teacher education and training system both at the pre-service and in-service levels, and also, there are missing linkages between the two levels. The national teacher education and training policies are yet to be in place, and the teacher education and training Master Plan is under development. Second, there are not enough teachers at all levels—particularly in the remote and rural areas. Each year the MoEYS plans to train 5,000 new teachers to meet the growing demands, and this target is yet to be

reached. Third, the quality of teachers and the quality of teacher education and training programmes need to be urgently improved. Currently, about 34.5% of teachers in remote areas, and 6.4% in rural areas have not studied beyond the primary level. One concern is the highly academic nature of the teacher training curriculum. A large proportion of the time is spent on academic upgrading as opposed to teaching methodology and in-school teaching practices. Fourth, teachers' social and financial statuses still need to be further upgraded so as to promote teaching and learning quality. Also, the teacher training programmes among many stakeholders, government and development partners need to be coordinated by the MoEYS in order to ensure systematic effectiveness and efficiency of such programmes.

2.2.7. Higher Education

Over the last two decades, higher education in Cambodia, particularly in the private sector, has grown significantly. The first private higher education institution was established in 1996. Currently, there are 32 public and 45 private higher education institutions³⁰ (located in 19 out of 24 provinces and municipalities), offering specialized degrees in nearly 100 fields ranging from foreign languages, health science, engineering, agriculture, tourism, business management to law and economics.

Indicators for enrolment in higher education have exceeded targets. The private sector is experiencing rapid growth, diversification, and expansion to provincial centres. Estimates suggest that the total enrolment has a fourfold increase from 31,740 students in the 2001-2002 academic year³¹ to 110,090 students (35.5% female) in

the 2007-2008 academic year.³² These statistics show that the participation in higher education in Cambodia has reached 851, up from just 278 in 2001-2002.

The issue of quality continues to be a concern for all education stakeholders and policymakers due to the fast-growing numbers of HEIs, loose management of the providers and a lack of guidance from the central level. Accreditation Committee of Cambodia (ACC) which is in charge of providing an accreditation process for higher education institutions in Cambodia is not yet well-equipped with expertise and resources. Since its inception in 2002, the ACC has approved only foundation year programmes. There are still many so-called "universities" which are still well below national or regional standard requirements. All major donor reports from 1994-2006 highlighted similar challenges: Namely, the need for reform of academic programmes to meet social and market needs. There is an urgent need for faculty and staff development, pay-increases for highly qualified lecturers and staff, and the reform of financial and managerial structures in higher education institutions.³³

In terms of relevance of higher education, there is a serious mismatch between higher education provision and the labour market. Additionally, institutional demarcation of responsibilities is not yet clear. Due to this, there is a clear need for promotion of policy dialogue, research and analysis on issues brought about by new developments and reforms: More specifically, dialogue and support should focus on quality assurance, qualification recognition, university governance and management, effective use of ICT in widening access and improving the quality of higher education and research.

30 Re-capitulatory Report presented by H.E. Im Sethy, Minister of Education, Youth and Sport, at the closing session of the National Education Conference, 18 March 2009

31 EMIS, 2003-2004

32 Re-capitulatory Report presented by H.E. Im Sethy, Minister of Education, Youth and Sport, at the closing session of the National Education Conference, 18 March 2009

33 Higher Education in Southeast Asia, APAID, UNESCO. Bangkok: UNESCO Bangkok, 2006. http://eric.ed.gov/ERICDocs/data/ericdocs2sql/content_storage_01/0000019b/80/27/f5/e6.pdf

Cambodia is developing rapidly, and science and technology research and development must play an important role in this development. The goal of a tertiary institution is to produce graduates who are capable of research and who will contribute to the good of Cambodia. However, science, mathematics and technology education are still in the initial stages in Cambodia. Research across the board in all areas of intellectual exploration is very limited; government funding provides low salaries for lecturers and little for research at the present time. The research culture needs to be gradually created and enhanced, and the link between research institutes, academies, universities and policy making needs to be established and expanded. This needs to be addressed through increased funding and expanded partnerships among universities in Cambodia and abroad, the civil society and industries.

2.2.8. Cross-Cutting Themes

Sector Planning

Education sector wide planning in Cambodia is well represented by the ESP/ESSP. The 2009–2013 version is now being prepared with consultation and participation of all the education stakeholders. The MoEYS Annual Operational Plan (AoP) which started in 2009 has provided concrete plan of implementation of activities for the technical departments and also for the development partners. Annual Education Congress has provided an opportunity for joint review of ESP/ESSP by the MoEYS and the development partners. Joint Technical Working Group (JTWG), chaired by the Education Minister, has functioned as a platform for the government and development partners. It is represented by the Education Sector Wide Group (ESWG) for information sharing and consultation on policy-making and planning among all the stakeholders in education.

Yet, the Department of Planning of MoEYS that coordinates the sector-wide planning recognizes that more technical support is needed to enhance their work of policy formulation and sector development planning. At present, the MoEYS needs to provide its central education planners with advanced training on research skills through technical seminars and programmes, such as IIEP advanced training courses. Some capacity development at the central and provincial levels is being implemented in a series of hands-on training courses and such efforts need to be continued. Training modules and training for all planning staff at the provincial level are needed; UNESCO has already created some modules for this work, and the CESSP programme, a school leadership programme, has also created materials. Masters Degrees in Educational Policy and Leadership either in country or abroad are essential for some staff.

The EMIS system in Cambodia is well established and contains key education indicators, but there are some major challenges. The EMIS indicators need to be expanded to include emerging educational issues. To ensure the veracity of figures from self-reporting schools and regions, spot monitoring should be provided. The data needs to be widely disseminated and analyzed to provide evidence-based information for policy making and for research. Thus, MoEYS must continue with donor assistance to improve EMIS to ensure better data collection, analysis and dissemination.

Gender Mainstreaming

With the collective efforts of the government and partners, gender equality in education is better understood by policy-makers than before. The gender gap in NER at the upper secondary level in 2007-2008 has been

reduced by 2%.³⁴ The Gender Mainstreaming Strategic Plan in Education was updated in 2007 for the period of 2006-2010 to increase women's participation in the management and delivery of educational services at all levels. Gender responsiveness is included as one of the six core dimensions of the CFS. Different initiatives and activities have been implemented at the school level to promote gender awareness and to provide equal educational opportunities for girls and boys.³⁵ Affirmative action in 2008 by MoEYS to increase female participation in education led to an increased percentage of female teacher trainees (51.9% of the total teacher trainees).³⁶

The survival rate for girls (Grade 1-9) only slightly improved from 24.80% in 2005-2006 to 29.41% in 2006-2007³⁷. The Grade 12 completion rate for girls also slowly increased to 16.56% in 2006-2007 from 11.46% in 2004-2005 but the female participation in upper-secondary education advanced only slightly from 39.9% (of the total enrolment of 222,271) in 2006-2007 school year to 40.9% (of the total enrolment of 260,965) in the 2007-2008 school year.

For many rural families that rely on agriculture for subsistence, education costs are the highest expense they face annually. Often they cannot afford to educate all of their children and choose only certain children to attend school. Parents would like to educate both, but if forced to choose, they choose to educate boys. Moreover, girls are likely to be kept at home to help with household work or to care for younger siblings (MoEYS 1998). For reasons of personal security, girls are also not allowed to travel long distances or to live away from family to attend upper-secondary schools in rural and remote areas.

34 Mid-Term Review Report of the ESP/ESSP 2006-2010 Implementation, MoEYS, January 2009

35 Mid-Term Review Report of the ESP/ESSP 2006-2010 Implementation, MoEYS, January 2009

36 Source of information: the Inspector General and Gender Focal Point, MoEYS, December 2008

37 EMIS, MoEYS, Education Statistics & Indicators, 2005/06-2007/08

To bridge the gender gap, the country needs to increase the representation of women in leadership and management positions at all levels to create role models for girls.³⁸ There is still a long way to go before gender equality is realized in all aspects of education—from policy-making to classroom teaching. Efforts must be increased to raise awareness across the age and economic spectrum.

School Health Education, Youth Development, Physical Education and Sport

A Workplace Policy on HIV was developed in 2007 and launched in 2008. In September 2008, the MoEYS launched a Policy on School Health and developed the guideline for implementing the school health policy in 2009. A life-skill programme on HIV/AIDS education, reproductive health and Sexually Transmitted Infections (STI) was implemented in some provinces by the Inter-department Committee (ICHA) for HIV/AIDS in cooperation with NGOs. A Strategic Plan and Operational Plan for HIV/AIDS 2008-2012 has been developed and launched in December 2008. This Plan places emphasis on scaling up effective, evidence-based HIV interventions at the primary and upper-secondary level.³⁹

The objective of the School Health Policy is to improve the quality of education at all levels by improving the health of school children through exercising habits of clean living and keeping the school environment clean and safe. It also aims to provide equal rights of access to health care services to all school children and education staff based on a plan for regular health checks. In the context of "Focusing Resources on Effective School Health (FRESH)," achieving this goal requires multi-sectoral cooperation.

38 Mid-term review Report of ESP and ESSP 2006-2010 Implementation, MoEYS, January 2009

39 Mid-Term Review Report of the ESP/ESSP 2006-2010 Implementation, MoEYS, January 2009

Improving school health requires the involvement of families, communities, national and international institutions, development partners, NGOs and private sector services.⁴⁰

Major challenges in this cross-cutting theme include the development and review of policies and strategies on school health and HIV/AIDS, and the development of relevant standards for school health. Other requirements are capacity building of policy makers on implementing school health and HIV/AIDS-related policies and programmes, as well as capacity building of teachers for implementing school health and HIV/AIDS preventive education. The FRESH initiatives need to be strengthened through mobilizing funds to support all the components of FRESH—promoting health and HIV/AIDS education, reproductive health education and other relevant topics.

The current population of Cambodia is 13.4 million (2008 Census), out of which 60.8% are under 24.⁴¹ There is a huge potential for the participation of youth in the national development. With the National Youth Policy approved in October 2009, outlining the guidelines for its implementation is the next step. The MoEYS continues to need assistance in mobilizing resources—political, technical, human and financial—for the implementation and monitoring of the future Policy and Master Plan. At the same time, the MoEYS also requires technical advice for capacity development of policy makers and practitioners for the implementation of the new programmes.

Physical education and sports are also areas of importance in the parallel development of both mind and body. The foremost priority is the establishment of a policy and planning environment conducive to the participation of the private sector in the direct provision

of recreational and specialist sports facilities and sponsorship of sporting events. At present, there are fiscal limits in the public provision. Planning for more sport training and activities is needed but it must be done in collaboration with private and NGO providers.

Inclusive Education (IE)

The Salamanca Statement (1994) and the World Education Forum provided international guidelines for IE. These initiatives have become the springboard for implementing IE in Cambodia towards achieving the target of EFA by 2015. The MoEYS is establishing a range of educational instruments designed to address the challenges of delivering inclusive education in Cambodia.⁴²

IE in Cambodia particularly addresses the “hard-to-reach” populations. Currently, children who are not enrolled in school and who are most likely to drop out are the children with disabilities, girls, and children in rural, remote and border areas. Illiterate youths are also in a disadvantaged social and economic condition. These groups most often do not have access to social welfare programmes, including education and health care, and they are least likely to benefit from national economic development.

Even though the education of ethnic minority children is very complex, the programmes which address these issues have been implemented with considerable success as the result of partnership between the government, NGOs, local communities, and donor agencies. Bilingual education projects have been piloted by CARE, ICC, SCN and others in the northern border provinces (Mondulkiri, Preah Vihear, Ratanakiri, and Stung Treng) using the mother-tongue

40 School Health Department, November 2008

41 First Meeting of the Council of Ministers, 26 September 2008.

42 National Presentation by H.E. Im Sethy, Minister of Education, Youth and Sport at the 48th session of the UNESCO International Conference on Education- Inclusive Education: “the Way of the Future”, November 2008

languages including Kwait, Kreung, Phnorn, Tompuon and Kouy.

A national policy and strategy on bi-lingual education is expected to be developed based on the pilot programmes. Special incentives have been provided for teachers deployed to remote and/or ethnic minority areas. Several guidelines (e.g., Guideline No. 3632) on the deployment/redeployment of educational staff were also issued. The policy of re-deployment of teachers to these areas has not been effective, but new teachers have been more responsive to this need. Prakas (declaration) No. 1154 (2006) updated the list of disadvantaged and minority/remote schools in the country.⁴³

Currently, the MoEYS is developing Khmer scripts for the above five ethnic minority groups so that they can learn both the mother-tongue language and the national language, “Khmer”, using both formal education and life-skills curricula. In addition, the Ministry is introducing new life skills programmes in Khmer language based on the social and cultural traditions of selected minority groups. The objective is to ensure that there is curriculum relevance for ethnic minorities.⁴⁴

Education for Sustainable Development (ESD)

At the 2002 World Summit on Sustainable Development in Johannesburg, a strong consensus emerged that education is central to achieving sustainable development. The UN Decade of ESD (2005-2014) aims to integrate the values inherent in sustainable development into all aspects of learning to encourage and support greater awareness that leads to changes in attitudes and behaviours which then serve to build a more sustainable and just society for all.

43 Mid-Term Review Report of the ESP/ESSP 2006-2010 Implementation, MoEYS, January 2009

44 National Presentation by H.E. Im Sethy, Minister of Education, Youth and Sport at the 48th session of the UNESCO International Conference on Education- Inclusive Education: “the Way of the Future”, November 2008

ESD is still a new concept for most Cambodian institutions, yet it is becoming increasingly important and relevant in improving education quality as a whole and in educating for responsible citizenship through creative and critical thinking. Currently, there is the national ESD focal point located at the Royal Academy of Cambodia. While the national ESD Steering Committee is to be established, there are a number of on-the-ground ESD related activities going on, though not labeled as “ESD”. In education, the NIE has been providing ESD trainings (including world heritage education) to the students who will become upper-secondary school teachers upon graduation. These potential teachers are taught the concepts and skills of integrating ESD into teaching their subjects.

To integrate ESD across the education sector, the MoEYS has appointed an ESD focal point in the MoEYS to coordinate the ESD integration into the education sector-wide planning.

Cambodia is in its initial stages of ESD. The major challenges include the establishment of a National ESD Steering Committee, and the integration of the ESD concept into the entire education system. Being a cross-sectoral theme, ESD is best accomplished by bridging formal education and non-formal education and by connecting education and the other sectors. Thus, cooperation in this task needs to be expanded. To this end, wide advocacy and awareness-raising toward ESD need to be organized and coordinated, and participation of all the stakeholders needs to be expanded. Tools and manuals on knowledge and skills on ESD integration should be developed.

2.2.9 General Assessment

The MoEYS conducted a Mid-Term Review (MTR) of the implementation of the ESP-ESSP 2006-2010 in March 2009.

The report⁴⁵ concludes that during the initial stage of the ESP, there was increased access to education services at all educational institutions and at all school levels. Student enrolment in primary schools is stable with some increase in secondary school enrolment. The MTR also revealed mixed results. Many planned activities under respective sub-programmes have begun, but have had limited success due to budget shortage, lack of staff capacity and support from stakeholders, and social constraints such as poverty and frequent migration (cf. ESSP indicator analysis of the MoEYS MTR of ESP/ESSP 2006-2010 Appendix 5).

While Cambodia has made great progress in the expansion of access to education over the past decade, there are still many challenges for the MoEYS and donors to overcome in order to meet the targets of the ESP/ESSP 2006-2010. These include, but are not limited to the following:

- The effectiveness and quality of education remain major issues across the sector. There is a very high drop-out rate (with over 10%) and a very low completion rate (with only 43%) at the primary school level. The grade one drop-out rate is up to 20% while the average primary repetition rate is also still high (11.3%). Such statistics limit efficiency in the system. About 2/3 of the 9,000 incomplete schools are in the rural and remote areas;
- Low access to education affects the “hard-to-reach” groups, which include the poor, children in rural, remote and border areas, ethnic minority groups, street children, and children with disabilities;
- Gender gaps still exist at all education levels;
- There is less support to the upper secondary level than the lower secondary and non-formal education sub-sectors;
- The teacher development has seen

slow progress in providing professional development or cohesive pre-service and in-service education and training;

- The graduates that the current education system produces lack essential skills that the labour market needs; therefore, TVET must play a greater role in filling these gaps;
- There exists a significant gap between policy formation, implementation and monitoring. Low institutional capacity is one reason for this gap, and weakness in analytical research and development is another;
- There is a lack of congruence between research and policy-making, and this is linked not only to the inadequacy of budget but also to the lack of infrastructure such as copyright regulations, research facilities and laboratories; and
- As is evident in the Cambodian society across the board, irregular practices also permeate the education system. For example, illegal fees in schools and payment for hiring, transfer and promotion affect the quality of teaching and learning.

Both the ESP and ESSP financial plans for the recurrent programme have been revised according to the approved 2008 budget and the Budget Strategic Plan 2009-2011. Still, according to the MoEYS MTR report, there are issues that should be examined by the next ESP/ESSP cycle which starts in November 2009. Public Financial Management Reform is a national government initiative and it is being implemented in the MoEYS as well. Special training for financial management and procurement are being offered through the FTI-CF programme. Other new initiatives for the new plan include:

1. The establishment of the Supreme National Council of Education
2. A capital facilities development budget
3. Additional CFS initiatives
4. Responding to government-wide reform initiatives
5. Aid effectiveness

⁴⁵ Mid-Term Review Report of the ESP/ESSP 2006-2010 Implementation, MoEYS, January 2009

Good results in the education reform process depend on the RGC working in close collaboration with all levels of authorities, national and international institutions, development partners, NGOs, the local people—school committees, monks, senior citizens—and education personnel at all levels. An evaluation of aid effectiveness in Cambodia (2008) and EC’s assessment on aid effectiveness in the education sector (2007) revealed many challenges to both government and donor partners. To promote harmonization and alignment of efforts across the sector, stronger government ownership/commitment, a more reliable government management system and a better aid coordination by donors must be achieved.⁴⁶

Cambodia is still a donor-dependent country. Many national and international agencies are actively assisting education in Cambodia. Almost two decades after the Paris Peace Agreements, the country is now turning from a “donor-driven” to a more in-country leadership and ownership. This transition process will be time-consuming and challenging, as it depends heavily on the readiness of national systems, the willingness and capacity of all players in the sector, and the aid strategies of development partners and NGOs.

Sustainable growth and poverty reduction will not be achieved without improvements in governance. Education is key to necessary reform processes. The D&D process has just begun and there is a long way to go before the D&D mechanisms are in place. The process needs continuous dialogue among all stakeholders, the government, the ministries, and the development partners. While the collaboration among the relevant departments of the MoEYS as well as between various ministries is crucial for the success of these efforts, the importance of MoEYS ownership and leadership cannot be under-estimated.

⁴⁶ Mid-Term Review Report of the ESP/ESSP 2006-2010 Implementation, MoEYS, January 2009

2.3 National Education Priorities and Strategies

Summary of National Priorities and Strategies for Education

Cambodia is a post-conflict country having experienced unique and tragic loss in terms of human capacity. The RGC is dedicated to the development of its human resources in order to reconstruct the country. At present, however, education development in Cambodia is far behind that of its neighbouring countries.

The education reform framework of the MoEYS focuses on four broad policies.⁴⁷ The MoEYS is working to universalize nine years of basic education and develop opportunities for functional literacy; improve the quality of education through effective reform; link education/training with the labour market and society; and rehabilitate and develop the youth and sport sub-sectors. With assistance from the international community, Cambodia is on its way to achieving some of the EFA goals by 2015. The improved sector performance has not only acted as a self-reinforcing agent to change the management process but also as a catalyst to achieve national priorities on human capital development. Ensuring equitable access to education, improving education quality and efficiency, capacity building, decentralization, good governance, and pro-poor education strategies continue to be priorities in educational development and reform in Cambodia.

To achieve the objectives noted above, the government has formulated and implemented several policies including:

- (i) Education for All National Plan (2003-2015) spells out comprehensive technical and financial plans focusing on: (a)

⁴⁷ These key policies were first published in 1996 and have been republished every year in the Chart of Education Indicators, an annual publication by the Department of Planning, MoEYS

Gender responsive strategies; (b) Early childhood care and development; (c) Formal and non-formal basic education and adult literacy. The plan focuses on increasing both the quantity and quality of the programmes. Its central theme is to provide universal access to nine years of quality basic education.

- (ii) Education Sector Plan (ESP) 2006-2010 and Education Sector Support Programme (ESSP) 2006-2010: The ESP spells out strategies to implement targets in the NDSP 2006-10, the CMDGs, and the National EFA Plan 2003-2015. The aim of the ESSP 2006-2010 was to outline how the policies and strategies laid out in the ESP 2006-2010 will be put into practice. The ESSP identifies the necessary programme activities and funds needed to achieve these plans.
- (iii) The Education Law (2007) situates the reform of the education system in conformity with the Constitution and relevant international laws, and it governs academic programmes of all kinds and levels.
- (iv) Education sub-sector policies and programmes:
 - Policy for Curriculum Development 2005-2009 for general education (Grades 1-12) will be reviewed in 2009 for another five years;
 - Policy on CFS 2007 and the Master Plan for implementation covering 2007-2011 seeks to establish nationwide implementation of CFS;
 - Policy on Education for Children with Disabilities 2008 focuses on building capacity by training teachers in inclusive education, and increasing enrolment of children with disabilities;
 - Workplace Policy on HIV and AIDS sets out obligations and responsibilities of all those working in the education sector to participate in the multi-sectoral response to HIV/AIDS;
 - Policy and Strategies for ICT in Education 2005 is a step towards

joining the global dialogue in order to expand the use of ICT in education;

- National Policy on Non-Formal Education 2002 focuses on increasing literacy among adults in order to improve their quality of life through non-formal education;
- Expanded Basic Education Programme Phase II 2006-2010 significantly contributes to realizing the rights of all Cambodian children to quality basic education;
- Policy on Early Childhood Education (2002) targets children from ages 3 to 6 in formal and informal educational settings to acquire school readiness skills;
- Gender Mainstreaming Strategy (2003) aims to increase school enrolment and literacy rates for women and girls. It also aims to increase the number of women in professional positions;
- Gender Mainstreaming Strategic Plan in Education 2006-2010 ensures girls' equal access to quality basic education as stated in EFA Goal 5; and
- Priority Action Programme (PAP) was introduced in 2000 as a pilot project and was shifted to PB (programme-based budgeting) from the 2007-2008 academic year. The goal of this funding is to lessen the financial burden of education on families by cancelling enrolment fees and providing operational funds to schools and scholarships to poor students—especially those from rural and remote areas.

The “Rectangular Strategy” is the socio-economic agenda of the Royal Government. Capacity Building and Human Resource Development is one of the four pillars of this strategy, which is supported by the twin strategies of enhancing quality of education and fostering gender equality in the education sector.

CHAPTER TWO

In September 2008, Cambodian Prime Minister set out the commitment of the Government to improve the quality of education through providing incentives to teachers, improving curriculum, encouraging outstanding students, training teachers, upgrading teaching methodologies, improving classroom conditions and learning materials, and establishing more libraries and laboratories. The government continues to establish dormitories for students (especially

for female students); to build schools at all levels, particularly in rural/remote areas; and to increase scholarships for poor students. All the work that the government has done in education shows its commitment to improving the quality of education for the people of Cambodia. Joint efforts are now needed to translate these goals and commitments into reality for the benefit of all Cambodians.





CHAPTER 3: Priorities of Development Partners and Areas of Intervention

3.1 Development Partners: Priority Areas of Intervention

The clear linkage between aid effectiveness and development results at the national level shows that a holistic approach must be taken in aid provision. Given the very significant role of aid in Cambodia, aid coordination has become very important for both policy consistency and implementation efficiency. Leadership and ownership of the MoEYS are essential for the achievement of education reforms in Cambodia. ESP and EFA share the same overall goals, and there are opportunities to harmonize medium-term ESP/ESSP strategies and programmes with longer-term EFA goals and objectives. Well-defined priorities allow Cambodia to carefully direct the use of increasing resources both from the government and the international community.⁴⁸

⁴⁸ Extract of Statement of H.E. Im Sethy, Cambodian Secretary of State for MoEYS, at the 41st SEAMEO Council Conference, Singapore, 22-23 March, 2006

3.2 Donor Coordination Structure in Education Sector

Cambodia is still quite dependent on international aid which comprises approximately one-third of the national budget. This fact underlines the need for effective donor coordination and selectivity in donors' strategic interventions. All major multilateral, bilateral and UN agencies in the education sector have developed a number of co-ordinating mechanisms represented by the ESWG, the annual Education Congress, and the JTWG.

Education Sector Working Group (ESWG)

In late 2001, the ESWG formally adopted ToRs which spelled out its role in coordinating aid and development in the education sector, and the role of donors in promoting an integrated approach

among partners towards EFA. The ESGW objectives are to (i) Advance education in the country; (ii) Establish linkages with the Royal Government/MoEYS; (iii) Monitor the programme of education reform and development in the country; and (iv) Coordinate donors working in the education sector in Cambodia⁴⁹.

The ESGW is composed of representatives from across the donor sector. The key members are UNESCO, UNICEF, UNFPA, WFP, WB, ADB, EC, JICA, USAID, SIDA and representatives of the NGO Education Partnership (NEP) (more than 100 NGOs working for education in Cambodia). This group meets approximately once a month and is the platform for identifying key issues in education, establishing action plans, and coordinating funding among donors on complementary activities. The monthly meeting maintains the easy flow of information among the ESGW members. The ESGW members meet with the MoEYS every two months at the JTWG in which the Minister of the MoEYS is the co-chair along with a donor partner representative. UNESCO was the chair of the ESGW until 2008 before UNICEF was elected as chair, and UNESCO is the deputy Co-Chair and continues to serve as the ESGW Secretariat.

ESGW and FTI

In 2008, Cambodia successfully applied for and received a grant from the Fast Track Initiative Catalytic Fund (FTI-CF) amounting to US \$57.4 million for three years. This successful application was achieved by the joint efforts of ESGW and the MoEYS. This grant supports a scaled-up programme which puts emphasis on plans and programmes that will lead to EFA.⁵⁰

49 Donor's Education Sector Working Group (ESGW): http://portal.unesco.org/en/ev.php-URL_ID%3D9735&URL_DO%3DDO_TOPIC&URL_SECTION%3D201.html

50 EFA-Fast Track Initiative Catalytic Fund Decision Memorandum Seeking Approval of the World Bank Country Director and Lead Donor, Cambodia: education Sector Support Scale Up Action Programme, April 11, 2008

NEP

The NEP is a membership group for NGOs in the education sector. It was established in 2001, and its primary function is to promote the exchange of ideas between NGOs and MoEYS. The NEP has successfully facilitated a more coordinated approach to the interaction of NGOs, especially in regard to the ESP/ESSP review. It provides the MoEYS with support for specific initiatives and for some operational research. The NEP participates actively in the ESGW, strengthening relationships among donors and NGOs. NEP's involvement in ESGW does not, however, prevent it from having an independent voice or making separate statements where they have specific expertise.

3.3 Interventions of Major Donors in Education Sector

The total budget projected for the education sector for 2007-2011 is USD \$430 million. Of this amount, 1.72% is from national budget, 77.46% from international grants, 20.77% from loans, and 0.05% from local support, according to the Database on Aid Projects in Education Sector published by the Department of Planning (MoEYS) in July 2008. As of July 2008, the MoEYS reported 217 projects implemented by 114 in-country and external development partners in four programmes. This is 21 projects and 15 development partners.⁵¹ This figure is exclusive of NGO support to education.

The bulk of the support to the education sector stems from four key sources: (i) The two Banks and the EC; (ii) The UN agencies; (iii) Bilateral organizations; and (iv) NGOs/CSOs.

51 Database on Aid Projects in Education Sector, Department of Planning, MoEYS (July 2008)

Table 2: Development Partners Component Budget by Year (Actual and Projected) for 2007-2011 (in US dollars)

Disbursement by Program	2007	2008	2009	2010	2011
Program 1: Non-Formal and General Education Development	26,020,000	36,299,000	26,877,000	20,746,000	1,121,000
Program 2: Technical training, Higher Education and Scientific Research	6,837,000	6,235,000	5,569,000	2,933,000	2,308,000
Program 3: Youth and Sport Development	2,749,000	2,651,000	331,000	331,000	24,000
Program 4: Strengthening Good Governance	97,000	244,000	14,000	14,000	12,000
Program 5: Education Service Management and Support	3,181,000	2,671,000	438,000	195,000	53,000
Others	5,721,000	11,053,000	1,286,000	540,000	61,000
Total (in US dollars)	44,605,000	59,153,000	34,514,000	24,760,000	3,579,000

Source: Database on Aid Projects in Education Sector, Department of Planning, MoEYS (July 2008)

Multilateral Donors

The two development banks (ADB and WB) and the EC are the major development partners in the education sector in Cambodia. They provide both loans and grants for the implementation of sectoral reform strategies.

Asian Development Bank (ADB)

The current Country Operations Business Plan of the ADB (COBP) 2005-2009 runs through 2010 and the Bank will prepare a new plan for 2011-2015.⁵² Their current country strategy and programme goals (CSP) are to foster sustainable pro-poor growth, inclusive social development, and

effective governance and service delivery. In its CSP mid-term review, ADB endorsed its overall strategic approach but identified the need for a sharper focus on agricultural and rural development. The social development priorities of the ADB are education reform and health and communicable disease control.⁵³

In the education sector, ADB is (i) Supporting the implementation of the sector-wide policy action matrix of the ESP 2006-2010 and the Education Law; (ii) Driving donor support for institutional reform of MoEYS in the direction of public financial management and merit-based education administration reforms; (iii) Improving education quality through raising standards; and (iv) Reinforcing its focus on technical and vocational training for rural

⁵² The Government informed the ADB Country Programming Mission that the current NSDP 2006-2010 will be extended to 2013, so that future NSDPs would coincide with the 5-year term of governments

⁵³ ADB Annual Report 2007, http://www.adb.org/Documents/Reports/Annual_Report/2007/Annual-Report-2007-Vol01.pdf#page=72

labourers.⁵⁴ Six education packages (totalling \$83.87 million) have been funded under the ADB COBP for the education sector. Four of them were completed in 2007 and 2008.⁵⁵

As part of the above packages, the ADB is extending a \$27.1 million grant (May 2008-Oct. 2014) for improving the quality of secondary education in 12 selected provinces⁵⁶ through institutional reforms, teacher training and improvement of facilities. Under this project, teacher training colleges will also be provided with better facilities, while some 14,400 lower-and-upper-secondary teachers will benefit from in-service training. Around 300 upper secondary schools will be provided with assistance in school management, networking and planning. The project will also provide 350,000 upper secondary students with textbooks and 7,000 upper secondary teachers with teachers' guides.⁵⁷ There is also a \$33.6 million project for increasing access to quality secondary education.⁵⁸ This package consists of \$25 million project loan and an \$8.6 million contribution from the RGC. This Secondary Education Sector Development programme loan is being executed by the MoEYS for the lower and upper secondary education components of the project. The MoLVT is the executing agency for the community-based skills training component.⁵⁹

54 ADB Country Strategy and Programme Mid-Term review: Cambodia 2005-2009, August 2007, <http://www.adb.org/Documents/CPSs/CAM/2007/CPS-CAM-2007.pdf>

55 Database on Aid Projects in Education Sector, Department of Planning, MoEYS, July 2008

56 The 12 selected provinces are: Banteay Meanchey, Kampong Cham, Kampong Speu, Kampong Chhnang, Kampong Speu, Kampong Chhnang, Kampong Speu, Kampong Chhnang, Kampong Speu, Kampong Chhnang, Kampong Speu, Kampong Chhnang, Kampong Speu

57 Information on the Project entitled "Enhancing Education Quality (EEQP) for 2009-2015", provided by the Teacher Training Department (9 December 2008)

58 Database on Aid Projects in Education Sector, Department of Planning, MoEYS, July 2008

59 Report and recommendation of the ADB President to the Board of Directors on proposed loan and technical assistance grant to the Kingdom of Cambodia for the Second Education Sector Programme, <http://www.adb.org/Documents/RRPs/CAM/rrp-cam-34388.pdf>

The World Bank (WB)

The WB Cambodia Country Assistance Strategy, which covered fiscal years 2005 – 2008, identified governance issues as the primary obstacle to sustainable poverty reduction in the country. Thus, assistance is focused on removing governance constraints and supporting strategies and investments needed for the attainment of the CMDGs.⁶⁰ The WB education programme consists of two ongoing projects, the Cambodia Education Sector Support Project (CESSP) (\$30 million) and the management of the FTI-CF Project (\$57.4 million).

Within the framework of the CESSP (Oct. 2005-Dec. 2010), the WB is assisting in the implementation of the ESP/ESSP goal of expanding access to educational services by addressing supply, demand, quality and efficiency issues with a special focus on the poor and underserved communities in 10 provinces.⁶¹ This effort will be supported by a \$20 million grant, \$8 million loan and a contribution of \$2 million from the Cambodian government. To achieve these goals, the project is expanding educational facilities in targeted areas, delivering scholarship programmes to poor children and providing training and capacity building at local levels to improve education services. The major sectors include lower secondary education (45%), health and other social services (25%), primary education (14%), general public administration (9%) and tertiary education (7%).⁶² A higher education project is planned for 2010-2015.

60 World Bank Country Assistance Strategy, <http://web.worldbank.org/WBSITE/EXTERNAL/COUNTRIES/EASTASIA-PACIFICEXT/CAMBODIAEXTN/0,,menuPK:293868~pagePK:141132~piPK:141105~theSitePK:293856,00.html>

61 According to Database on Aid Projects in Education Sector, Department of Planning, MoEYS, July 2008, the 10 provinces are Banteay Meanchey, Kampong Cham, Kampong Speu, Kampong Chhnang, Kampong Speu, Kampong Chhnang, Kampong Speu, Kampong Chhnang, Kampong Speu, Kampong Chhnang

62 World bank source: <http://web.worldbank.org/external/projects/main?pagePK=64283627&piPK=73230&theSitePK=40941&menuPK=228424&Projectid=P070668>

The European Commission (EC)

In addition to the provision of budget support to the NSDP in the framework of the WB-led Poverty Reduction Support Operation (PRSO), the second focus of the EC's intervention is to continue its role as a major donor in the education sector through the provision of targeted budget support. The EC programme (2003 -2008) consisted of budget support combined with institutional support and technical assistance (TA) to strengthen policy planning and management in education. The 2003-2008 grant programmes totalled \$37,430,462 and covered six projects which includes four ongoing projects.

The nation-wide project entitled Targeted EC Support to Pro-Poor Basic Education Reforms in Cambodia (\$30 million) ran from March 2003 until December 2008. The project was focused on poverty reduction through improved and equitable access to quality education.

The following active projects of the EC are mainly focused on formal and non-formal basic education:

- (i) Child Friendly School Development Project (\$1,359,278 for 2007-2011) aims to increase capacity in the MoEYS to build a national CFS policy framework and to improve educational practices to serve as key components of the national poverty reduction strategy;
- (ii) The project on Developing the Literacy Environment combats illiteracy in Cambodia (\$2,692,254 2005 - 2010). This project uses school libraries as tools for reinforcing learning nationwide. There are also other NFE activities in three provinces (Kratie, Kompong Cham and Prey Veng);
- (iii) Improve Access to Quality Primary Education for Cambodian Street and Out-of-School Children (\$1,338,000 2007-

2010) supports sustainable integration of street and out-of-school children in Phnom Penh and Kampong Cham province into the public school system through the development of Non-Formal Education (NFE) methodologies;

- (iv) Sector Policy Support Programme is the EC Sector Budget Support to Basic Education in Cambodia (\$1.5 million 2008-2010) for non-formal and general education development.⁶³

The United Nations Agencies

Major UN agencies active in the education sector include UNICEF, WFP, UNFPA and UNESCO. In Cambodia, each agency operates within its respective mandates while making use of their comparative advantages and ensuring harmonization and alignment.

UNICEF Cambodia

With an investment of \$25.7 million (2006-2010), SIDA/UNICEF's Expanded Basic Education Programme (EBEP)-Phase II implemented CFS activities in 1,300 schools representing 70% coverage in six⁶⁴ out of 24 provinces of the country. SIDA-funded efforts made by Save the Children Norway (SCN) and Kampuchean Action for Primary Education (KAPE) provided CFS activities in six other provinces⁶⁵.

The CFS addresses challenges to the education system through a holistic approach to child development and learning. The CFS policy in Cambodia includes intervention in six core inter-related dimensions and aims to build: 1) Schools seeking out excluded children; 2) Schools which ensure that all children learn well and achieve their highest

63 Database on Aid Project in Education Sector, Department of Planning, MoEYS, July 2008

64 CFS source: the six provinces sponsored by UNICEF are Kampong Speu, Kampong Thom, Oddar Meanchey, Prey Veng, Steung Treng and Svay Rieng

65 CFS source: the six other provinces sponsored by SNC and KAPE are: Phnom Penh, Siem Reap, Pursat, Kampong Chhnang, Preah Vihear and Kampong Cham

potential; 3) Schools promoting safe and healthy behaviour; 4) Schools that are gender responsive; 5) Schools involving students, families and community members; and 6) Schools that effectively uses resources. With this SIDA/UNICEF Project, the Primary Education Department expects an expansion of CFS activities to all remaining provinces of the country in 2009.⁶⁶

WFP

Through its work-for-food programmes, the WFP is constructing rural roads, irrigation canals, and other small-scale, labour-intensive projects and responds in cases of food emergency. In the education sector, the Protracted Relief and Rehabilitation Operation (PRRO) Project of the WFP (US\$ 29,576,580 2008-2010) serves 1.5 million food-insecure people, most of them in rural Cambodia.⁶⁷ The WFP school feeding programmes have assisted education by improving nutrition and encouraging school attendance.

The UNFPA

The UNFPA is active with its two ongoing projects. One project supports the attainment of life skills and promotes youth dialogue (\$650,000, 2006-2010) while the other is focused on providing youth-friendly sexual and reproductive health services and HIV/AIDS education (\$810, 959, 2006-2010).

Bilateral Donors

Several bilateral donors assist the education sector. Most donors focus on improving the quality and accessibility of basic education in Cambodia. Major bilateral agencies include JICA, USAID, AUSAid and France.

USAID

USAID supports education through curriculum reform and teacher training. In its basic education programme, USAID focuses on improving the quality and effectiveness of the education system by increasing the relevance of the basic education curriculum, building school capacity to deliver competency-based education, and training teachers to utilize student-centred teaching methodologies.

With an investment of nearly \$9.7 million in two recently-completed projects, USAID provided \$7,178,979 for the Cambodia Basic Education Project (Feb.2004-Dec.2008) and \$2,499,996 for the Education Support to Children in Underserved Population Project (ESCUP) (Apr. 2005 -Sep. 2008).⁶⁸ USAID has made a valuable contribution in improving education quality and access by assisting school directors to measure school performance and to strengthen the leadership of the educational system. ESCUP pioneered strategies for providing quality education in rural and remote areas. The Fulbright grants programme for graduate study and academic exchange expended \$330,000 USD annually from 1994 to 2000 and \$500,000 per year since that time.

JICA

In the education sector, JICA is investing \$6,112,185 for five projects: (i) Library Activity Enhancement and Physical Education; (ii) The Cambodia-Japan Cooperation Centre; (iii) Japanese Overseas Cooperation Volunteers and Senior Volunteers (Jan. 2006 - Dec. 2011); (iv) Science Teacher Education (Sep. 2008 - Aug. 2012); and (v) Volunteer Programme for regional teacher training centres

⁶⁶ Primary Education Department, December 2008

⁶⁷ Database on Aid Projects in Education Sector, Planning department, MoEYS, July 2008

⁶⁸ Database on Aid Project in Education Sector, Department of Planning, MoEYS, July 2008

(2005-2015).⁶⁹ Japan also provides several scholarships each year for government staff studying in various disciplines at both the Masters and PhD levels.

AusAID

In education, the Cambodia Australian Development Scholarships (ADS) assist in improving the management and technical capacities of the Cambodian public sector. Under the above strategy, the ADS programme has contributed \$17,201,573 (1995-2009)⁷⁰ to Cambodians who have graduated from Australian universities or who are now studying in Australia at the post-graduate level. This programme supports government staff and a few general applicants.⁷¹ The new Australia-Cambodia Development Cooperation Strategy 2008-2015 is currently being developed. In the meantime, Australia's Development Cooperation Programme continues to be guided by the 2003 – 2007 Strategy.⁷²

FRANCE

In the education sector, France's cooperation programmes assist in strengthening Cambodia's higher education system which is crucial for the reconstitution of intellectual elite in every field. France's support to the university sector aims to help re-structure higher education in the country's universities; to set up existing curricula in an undergraduate-master-PhD degree context; and to develop new curricula in order to form able professionals in sectors that are in demand. This especially applies to

sectors such as human sciences, engineering, agronomy, law, economics, management and health. France's support to higher education exceeded 2.7 million USD in 2008. France's cooperation programmes work in the education sector to implement the country's strategic projects in higher education.

NGOs/CSOs

Together with the donor community, NGOs often fill the gaps left by the lack of formal social protection mechanisms. Civil society in Cambodia has flourished in recent years with over 200 international NGOs, 800 local NGOs and other associations engaged in promoting local development.⁷³ NGOs have been active in Cambodia for 30 years mostly in support of the social sectors, namely health (US\$20.8 million), education (US\$5.2 million), and rural development (US\$5.2 million).⁷⁴ For 2007-2011, the total budgets planned to be disbursed by local NGOs and international NGOs to the education sector are \$12,455,000 and \$87,381,000 respectively.⁷⁵

The NGOs work on issues of child labour and street children, disaster relief and mitigation, education at all levels, health and social services for HIV/AIDS-affected individuals, and the rehabilitation of the disabled. Based on the database on aid projects (EAMIS) in Education Sector MoEYS (July 2008), there were nearly 100 NGOs/CSOs actively working in the education sector. The following are a few of the larger NGOs in Cambodia:

69 Database on Aid Project in Education Sector, Department of Planning, MoEYS, July 2008

70 Database on Aid Project in Education Sector, Department of Planning, MoEYS, July 2008

71 Aid Activities in Cambodia: http://www.ausaid.gov.au/country/cbrief.cfm?DCon=1061_5593_8716_8236_8498&CountryID=34&Region=EastAsia

72 Aid Activities in Cambodia: http://www.ausaid.gov.au/country/cbrief.cfm?DCon=1061_5593_8716_8236_8498&CountryID=34&Region=EastAsia

73 Managing Risks and Vulnerability in Cambodia: an Assessment and Strategy for Social Protection, World Bank, June 2006

74 World Bank's Assessment and Strategy for Social Protection, June 2006

75 Database on Aid Project in Education Sector, Department of Planning, MoEYS, July 2008. For NGOs, the figures sometimes represent bi-lateral aid delivered through NGOs—thus there can be some double counting.

CHAPTER THREE

- (i) **Kampuchean Action for Primary Education (KAPE)** seeks to improve both the quality of and access to basic education for children living in Cambodia;
- (ii) **Mith Samlanh (Friends - International)** implements creative projects involving children, their families and communities in order to reduce the number of children living on the streets in Cambodia and beyond;
- (iii) **World Education** currently focuses its education interventions under the national Child Friendly School framework and the national Education for All strategy;
- (iv) **Voluntary Service Overseas (VSO)-Cambodia** seeks volunteers to work in the areas of education, reproductive and child health, and forestry and fisheries.
- (v) **Save the Children Norway-Cambodia (SNC)** works for children's rights to education, health and nutrition, and peace.
- (vi) **Maryknoll** works in the area of education for the deaf, higher education, community-based education, accelerated schools, literacy programmes and pre-schools.
- (vii) **CARE Cambodia** has pioneered bi-lingual education in remote areas of the country, working with teachers and local officials on new texts and materials for bi-lingual education. ICC also works extensively in this area.

Summary

According to the EAMIS 2008, the total budget planned to be disbursed to the education sector during the years 2007-2011 was \$430,615,000. When the aid amount is classified by organization type, apart from sources like WB, ADB and the EC (\$234,087,000), the international NGO group (\$87,381,000) takes the lead, followed by the UN organization group (\$57,667,000), the bilateral donor group (\$39,025,000) and the local NGO group (\$12,455,000).⁷⁶

⁷⁶ Database on Aid Projects in Education Sector, Department of Planning, MoEYS, July 2008.

Table 3: Budget Disbursement (Actual and Projected) by DP

Development Partner	1 st Oct. 2006 to 30 th 2007	1 st Oct. 2007 to 30 th 2008	1 st Oct. 2008 to 30 th 2009	1 st Oct. 2009 to 30 th 2010	Total Oct. 2006 to Sept. 2010
UNESCO	210,000	230,000	230,000	230,000	900,000
UNICEF/ SIDA	7,667,429	6,897,000	4,350,000	3,625,000	22,539,428
UNFPA	158,524	282,625	320,000	330,000	1,091,149
WFP	3,890,138	9,858,862	9,858,862	9,858,862	33,466,724
USAID	4,096,315	951,891	1,000,000		6,048,206
ADB	13,135,000	15,000,000	12,000,000	6,000,000	46,135,000
WB	5,554,000	6,153,225	8,000,000	5,238,228	24,945,453
EC	13,000,000	7,000,000	7,000,000	7,000,000	34,000,000
JICA	5,545,320	3,123,155	2,604,550	2,804,550	14,086,575
DFID					0
France					0
Belgium	3,156,519	3,736,757	2,835,308	1,339,319	11,067,903
Total	56,413,244	53,242,515	48,198,720	36,425,959	194,280,438

Source: Donor Performance Report 2007, Compiled by the Donor Coordination Advisor in connection with the Education Sector Support Review, 2007 (UNICEF/SIDA)

Table 4 summarizes the DP disbursement over the year (1st October 2006 to 30th September 2007). Even though the figure is different from the one presented in Table 3.3, the estimated disbursement is still useful for considering the scale of intervention by various development partners (not including other bilateral donors and NGOs) in the education sector.

In general, a high proportion of external support has been directed to the basic education sub-sector (Table 3.3). Some new support for secondary education has been given by ADB, SIDA/UNICEF and in higher education by the WB, but little attention has been given to either science or to research. These two areas are universally recognized as strong levers for development and will be instrumental in meeting international development targets including all of the MDGs.

Table 4: Summary of Key Development Partners' Support by Area of Support in 2008

Dimension/Area of Support	Major Donors' Intervention
Equitable Access	
Early Childhood Education	SIDA/UNICEF, UNESCO, WFP, JICA, and also SCN
EEC Policy and Strategy dimension (FTI-CF)	SIDA/UNICEF, WB
Entry of 6 years old into Primary School	SIDA/UNICEF, UNESCO, WFP, JICA, EC and also SCN
Reduce parental cost barriers by increasing school operational budgets (SOB) and by hiring more teachers	SIDA/UNICEF, UNESCO France, and also SCN
Reduce repetition and drop-out levels in all grades, priority 1-6	SIDA/UNICEF, WFP, EC, JICA, USAID, France and also SNC
Enable greater private/community involvement in all stages of schooling	SIDA/UNICEF, UNESCO, WFP, USAID and also SCN
Continued provision of new schools or additional facilities to primary schools	EC, ADB, JICA, WB
Increase enrolment of students in grades 7-9 by constructing lower-secondary school facilities	WB, ABD, JICA and also SCN
Increase enrolment of students in grades 10-12 by constructing upper-secondary school facilities	ADB, and JICA
Ensure teacher provision in remote and disadvantaged areas	EC, SIDA/UNICEF, USAID and France
Improve efficiency of staff development by provision of additional incentives for teachers	EC, ADB, SIDA/UNICEF, and also SCN
Ensure expanded provision of quality upper-secondary education	ADB (planned under EEQP project)

CHAPTER THREE

Increase the number of scholarships for students from poor families, especially girls, to ensure access to primary, secondary and post-secondary schools	WB, WFP, SIDA/UNICEF and also more than half a dozen of NGOs, UNESCO, EC, USAID and France
Expand provision of quality higher education	WB, France
Expand public/NGO/community partnership in non-formal education in border and remote areas	EC, WFP (with NGO partners), UNESCO, SIDA/UNICEF, DFID
Quality and Efficiency	
Increase service remuneration and incentives linked to performance	WB, SIDA/UNICEF, EC
Improve the quality of teaching through nationwide implementation of child-friendly schools (CFS), and school readiness programmes (SRP)	SIDA/UNICEF, UNESCO, JICA, USAID, DFID, WB, France, and (reported) WB
Increase operational autonomy and accountability of school and training institutions	EC, ADB, SIDA/UNICEF and DFID
Implement the new Curriculum Policy, including primary and secondary component of the new basic education curriculum	WB, SIDA/UNICEF, UNESCO, UNFPA, JICA, France, and also SCN
Improve pre-service and in-service teacher development and introduce staff performance appraisal systems	EC, SIDA/UNICEF, DFID and SCN
Strengthen the quality of teaching and learning (Training primary and secondary teachers on effective pedagogy and ICT awareness)	WB, USAID, France and also SCN
Implement the minimum standard of student achievement for grades 3, 6 and 9 nationwide	WB, SIDA/UNICEF and USAID
Increase transparency and improve performance monitoring and accountability of teachers, schools and post-secondary institutions	WB, ADB, SIDA/UNICEF, EC, USAID, France and also SCN and several other NGOs
Institutional and staff capacity building	
Provide a clearly defined legislative, regulatory framework	ADB, SIDA/UNICEF and JICA
Improve predictability for medium-term financial planning, decentralized management and monitoring. Improve governance and regulatory systems	EC and SIDA/UNICEF

Strengthen education system through monitoring performance and impact level (support the ESP-ESSP review)	EC, SIDA/UNICEF, UNESCO, JICA, DFID and a large number of other DPs
Strengthen central, provincial and district financial monitoring systems	EC, SIDA/UNICEF and DFID
Ensure that all budget management centres (BMCs) and district and school/institutional management systems provide quality education	EC and SIDA/UNICEF
Strengthen personal management and monitoring systems	EC and SIDA/UNICEF
Improve higher education institution (HEI) development and capacity	WB, UNESCO and France

Source: Information extracted from the Donor Performance Report 2007 and those gathered from Department of Planning, MoEYS







CHAPTER 4:

Programmatic Thrust of UNESCO

Since its office reopened in Phnom Penh in 1991, UNESCO has been recognized for its high professional and technical capacity by both government and its development partners. UNESCO has a broad mandate, and is involved in policy work and implementation at the school and community level. UNESCO has worked in strong partnership with the RGC, UN agencies, local and international NGOs/development partners, as well as UNESCO offices in Paris, the Regional Bureau and UNESCO institutes.

4.1 UNESCO's Past Support for National Education Development

Coordinating and Supporting Institutional Reform for Achieving EFA and MDG Goals

Formerly, the Royal Government prepared, with the participation of development partners and civil society, a National Poverty

Reduction Strategy (NPRS). Together with other partners, UNESCO contributed to this document and provided support to the General Secretariat for the Council of Social Development (GSCSD) which is the leading governmental agency for the Poverty Reduction Strategy (PRS) process. This document has been replaced by the National Strategic Development Plan (NSDP).

In education, UNESCO has provided comprehensive coordination and technical assistance to the MoEYS for the establishment of six relevant EFA technical working groups. UNESCO assisted the EFA Secretariat to prepare the EFA National Action Plan and the National EFA Mid-Decade Assessment Report 2005. Cambodia has strengthened its capacity in education policy making, action plan implementation, monitoring and evaluation through these processes.

UNESCO has also assisted in the formulation and reviews of the ESP and ESSP 2001-2005 and 2006 - 2010 in partnership with other donors. As the Chair of the Education

Sector Working Group until 2007, UNESCO played an important role in facilitating a well-coordinated, timely and professional response from the donor community to the demands of education development and requests for assistance from the government.

Policy Support to MoEYS

MoEYS is a key partner of UNESCO in the education sector. Holistic support is provided by UNESCO to assist MoEYS in the formulation and establishment of the national education policy and strategy to reach out to broader populations at all levels. Specifically, UNESCO has provided consultancies for policy documentation, toolkit translations and productions as well as trainings for institutional capacity development.

A number of education policies were formulated with the technical support of UNESCO and other development partners. These include: the National EFA Action Plan, the National Non-Formal Education Policy 2002, the National Plan of Action for Non-Formal Education 2008 and the Policy on Non-Formal Education Equivalency Programme 2008. The Policy on School Health and the Policy on Education for Children with Disabilities were approved in 2008. The National ICT Policy and Strategies were approved in 2004. In 2007, MoEYS set up the Non-Formal Education Management Information System (NFEMIS) in selected provinces in border areas. The ECCD policy was approved in 2010, and the Youth Policy is under development. For all these, UNESCO is providing advisory support and guidance.

ECCE

UNESCO has worked closely with the UNICEF Office in Cambodia to support

the MoEYS in developing policies and strategies for ECCE. UNESCO is committed to introducing global level policy trends and innovative practices, and has translated UNESCO publications for the ECCE department to use in drafting and finalizing their policies.

Teacher Education

UNESCO assisted the MoEYS in formulating and disseminating the Teacher Development Plan to teachers, teacher associations, and teacher training institutions, and advocating for the rights of teachers under the ILO/UNESCO recommendations. UNESCO has also provided research-based information to the government and education practitioners for policy development and reform on teacher-related issues. Technical assistance has been provided for developing policy framework, improving teacher standard, instituting appropriate measurement tools, designing incentives for teachers, and deploying qualified teachers to rural and remote areas. Support is provided in integrating cross-cutting issues into the teacher training system. Such issues include ESD, human rights education, education for international understanding, conflict resolution, citizenship education, bilingual/multilingual education, gender in education, and HIV/AIDS preventive education.

Literacy and Non-Formal Education

UNESCO has provided funds and technical expertise in formulating the national NFE policies in 2001-2002. The document, which provides a framework for NFE goals, objectives and actions, was approved by the Council of the Ministers in August 2002. It was launched nationwide on March 5, 2003. The seven programmes mandated in this policy document deal with functional literacy,

post-literacy, equivalency education, income-generation, quality of life improvement, family education for early childhood development, and school re-entry for drop-outs.

UNESCO has established a broad and close collaboration with MoEYS, Ministry of Women Affairs, Ministry of Labour and Vocational Training as well as with other UN agencies to facilitate knowledge transfer and capacity improvement for key NFE practitioners (e.g. literacy planners, assessment personnel and master trainers). UNESCO also works closely with the EC, the ADB and NFUAJ in mobilizing both external and national resources for NFE activities, in particular for Community Learning Centres, Equivalency Programmes, Literacy Programmes, Re-entry Programmes, and Bilingual Education activities.

In particular, UNESCO has assisted with the Equivalency Programme Policy formulation and CLC expansion and functioning, e.g. by producing and disseminating a Khmer version of CLC management handbooks to NFE policymakers and practitioners, and also by supporting Cambodians in various regional training workshops. Aside from teaching practical life skills, the daily classes raise awareness about human rights, anti-drugs, anti-trafficking, HIV-AIDS prevention for all learners.

UNESCO has assisted MoEYS in assessing functional literacy levels of the adult population in 2000. The result of this study has provided relevant ministries and international organizations with baseline information about this country. Subsequent assessments have not been as successful.

Higher Education

UNESCO has been one of the key advisors for the printing and dissemination of higher

education policy papers and guidelines to all key stakeholders, including public and private higher education institutions. In this way, Cambodia has been exposed to regional and global trends in higher education policy, mobility, and quality assurance.

Education Planning and Management

UNESCO, in collaboration with other development partners, has supported the capacity development of key technical departments of the MoEYS in education planning and management. These include support for Cambodian participation in IIEP training courses and regional training workshops, e.g. the Mekong Institute training courses. UNESCO also supported the establishment of the Education Management and Information System (EMIS).

Inclusive Education (IE)

Inclusive Education (IE) is a concept mainstreamed into all areas of education in order to enable a diversified and effective inclusion of all students into the education system regardless of their ethnicity, religion or social ranking. In Cambodia, children who are ethnic minorities, children with disabilities, and children from the poorest families all have low school enrolment rate—particularly in remote and rural areas. In response to this need, UNESCO works very closely with both the central and local government, UNICEF and NGOs, to initiate dialogue among leaders and stakeholders for policy formulation and implementation of IE. UNESCO has assisted the MoEYS and NGOs by documenting and sharing good IE practices and by creating and strengthening IE/CFS Networks in Cambodia. In collaboration with MoEYS, UNESCO developed and disseminated an IE Toolkit for school level application and teacher training. Special

guides were provided to teachers who work with physically and mentally challenged children and adults. The message of IE has been spread widely through a Regional Flagship IE Workshop in 2008 which was aimed at ensuring education for those who are excluded from the system.

As a step toward inclusion of ethnic minority groups in remote areas, UNESCO supports the MoEYS in promoting bilingual literacy classes in Mondulakiri province through the CLCs and literacy classes to reach the hard-to-reach populations.

Advocating Education for Sustainable Development (ESD)

As the lead agency for the UN Decade of ESD, UNESCO works very closely with all partners and the government to ensure that ESD is integrated and reflected in the national policy formulation. UNESCO has assisted in formulating the Teacher Training Plan with NIE and six Regional Teacher Training Colleges (RTTCs), and has also worked with the Royal University of Phnom Penh in developing ESD advocacy kits and guidebooks in Khmer.

In cooperation with the RUPP, NIE and the Royal Academy of Cambodia, several seminars and workshops were conducted to enhance the understanding of and to increase the application of ESD concepts in Cambodia. With technical support from the Bangkok Regional Bureau of UNESCO, an ESD seminar was conducted for lawmakers in both legislative bodies and related ministries of Cambodia to assist in the creation of a political strategy for the development of ESD. Cross-sector interventions related to environmental protection and biodiversity in Tonle Sap Lake basin were initiated through the joint effort of the cultural and education sectors.

ICT

UNESCO provided technical assistance to the MoEYS in implementing the Policy and Strategies on ICT in Education by introducing a two-hour per week ICT course. It also encouraged the use of ICT tools in educational institutions in all 24 teacher training centres. In 2004-2006, a project was executed by UNESCO and the MoEYS throughout 26 teacher training institutions and 24 pilot secondary schools. Selected personnel received training to improve ICT-based teaching and learning through the use of multimedia devices. During 2005-2006, cascade training courses were conducted for teacher trainers with UNESCO's technical assistance and the MoEYS PAP budget, exposing educators to ICT. A virtual library was established to promote the production of local education contents online. A chance to experience computers and video educational contents was provided to thousands of deprived children and youth via a mobile learning van which travelled hundreds of thousands of kilometres to 20 out of the 24 provinces in the country. The ownership of the mobile learning van was transferred to MoEYS in 2006 and it is used on a funds-available basis.

Between 2004 and 2006, UNESCO also facilitated the donation of hundreds of used laptops and desktops. UNESCO also provided 33 new desktop servers to different teacher training colleges as well as 637 educational CD-ROMs, DVDs and VCDs to 51 educational institutions across the country. A network to popularize ICT in education has been established to link teacher trainers, curriculum specialists, book editors, and primary and secondary school teachers.

Gender

UNESCO has worked in close cooperation with the MoEYS, UNICEF, and Ministry of Women Affairs for the implementation of gender mainstreaming policies and strategies in all major education programmes—especially in ECCE, primary, secondary, literacy and higher education programmes. UNESCO's standard instruments on gender mainstreaming have been distributed to stakeholders for awareness raising and capacity building. UNESCO also assists in monitoring the achievements of gender equality in education under EFA and MDG indicators, in co-operation with UNDAF and the MDG Advisory Group.

Capacity building for decision-makers has been enhanced through training programmes both in the country and overseas. Orientation on gender-responsive strategies and budgets was offered to officials of the MoEYS and the MoLVT to assist in both strategic planning and policy reviewing.

HIV/AIDS Preventive Education

In close cooperation with the MoEYS, the Interdepartmental Committee and the National AIDS Authority, UNESCO has coordinated the development of a policy and strategic plan aimed at raising HIV awareness. UNESCO has worked with various national technical working groups on HIV/AIDS and Education such as the male-to-male sexuality working group and the HIV working group. The HIV awareness-raising programme was furthered through the development of resource materials and advocacy tools. UNESCO supported the development of training materials for in-service and pre-service teachers to ensure a comprehensive response to HIV/AIDS through education. Specific activities include:

- Enhancing capacity for the implementation of HIV/AIDS education in the government, NGO schools, CLCs, teacher training colleges and universities;
- Supporting the dissemination of advocacy and learning materials through mass media, internet and mobile ICT vans; and
- Strengthening existing networks of practitioners and agencies working in preventive education.

TVET

UNESCO has initiated TVET policy dialogues and introduced UNESCO normative instruments to several decision makers, administrators and to all key TVET stakeholders. UNESCO has shared its policy framework and related publications with the local authorities and policymakers for the development of TVET in Cambodia.

4.2 Government Expectation Vis-à-vis UNESCO

Almost two decades after the Paris Peace Declaration, Cambodia is now turning from post-conflict reconstruction to development, and there is increasing desire for more technical and policy support from development partners. UNESCO is often approached by in-country partners for ongoing policy advice and technical guidance in formulating strategic visions, policies and frameworks. They also expect UNESCO's assistance in strengthening national capacity to prepare, implement and manage sector-wide education plans and policies including integrating the new concept of education for sustainable development in the local context. UNESCO's technical support has been requested in order to enhance the national capacity in research and policy analysis. Education priorities around access,

quality and institutional development must be coupled with good governance in order to ensure equitable and sustainable economic development and social justice. Without an educated civil society or a workforce prepared to deal with today's marketplace, the government will not be able to keep up with other countries in Southeast Asia and beyond.

4.3 Programmatic priorities of UNESCO in the current biennium

In the 2008–2009 biennium, UNESCO continues its specific interventions in education, focusing on:

- Co-ordinating and assisting EFA partners in Cambodia;
- Enhancing quality basic education through the improvement of ICT in education, curriculum development, and teacher education;
- Promoting ESD, TVET, life-long learning and higher education in Cambodia;
- Improving the quality of lives in local communities through the development of functional literacy, ESD, and vocational education in post-conflict areas in Cambodia;
- Strengthening non-formal education management, HIV/AIDS awareness, and gender equality in the education sector;
- Linking academic research institutions with relevant government departments for capacity development and technical assistance in education policy formulation and planning; and
- Implementing inclusive education in Cambodia.





CHAPTER 5:

UNESCO Country Education Support Strategy in Cambodia

Given the context of Cambodia's educational development and the emerging challenges, UNESCO will assist the country in improving access, efficiency, and quality of education and in building institutional capacity at all levels. Focusing on achieving EFA by 2015, UNESCO will provide technical assistance and policy advice and will create platforms for exchange of information. UNESCO will continue to work closely with MoEYS, Ministry of Environment, Ministry of Women Affairs, Ministry of Labour and Vocational Training, the research and training institutes, the newly established National Supreme Council for Education, as well as international development partners and NGOs.

5.1 Sustaining Momentum Towards EFA and Promoting Aid Effectiveness

UNESCO will continue to play an instrumental role in advocating EFA in Cambodia, along with the country's donors

and national partners. Aid effectiveness is to be enhanced through continued, effective collaboration with all willing partners for better aid alignment and harmonization, capacity development and mobilization of financial resources.

Some interventions will be provided through the Education Sector Working Group (ESWG), for which UNICEF is the chair and UNESCO the deputy chair. UNESCO will also continue to serve as the ESWG Secretariat. The interventions will specifically address the following policy processes and issues:

- FTI for EFA implementation, which was approved for Cambodia with US \$57.4 million;
- Aid effectiveness coordination, for which UNESCO will join with other partners, the CDC and the MoEYS to ensure better aid alignment and harmonization;
- Education Congress, ESP/ESSP formulation and annual review;
- Formulation of MoEYS Annual Operational Plan; and

- Advocating for EFA on UN Days, International Years and the UN Decades (e.g. Teacher’s Day, Literacy Day, EFA Week, Disabled People’s Day, Women’s Day, the UN Decade for Literacy, the UN Decade for ESD)

5.2 Literacy and Non-Formal Education

The goal of UNESCO interventions in this area is to increase the literacy rate and to create a literate environment through expanding diverse channels of learning. The main activities include advocating for NFE with government and communities, supporting equivalency programmes, expanding CLCs, providing learning materials and facilities for literacy programmes, and developing capacity for NFE policy makers, planners, managers and teacher trainers. The emphasis is also on the training and improvement of functional literacy teachers and of teachers in primary and lower-secondary equivalency programmes.

In addition to these activities, support will be provided for developing an evidence-based policy for literacy. To this end, national statistical capacity will be strengthened in the areas of literacy surveys and assessment which will inform policy and design. UNESCO will continue to work with other partners and stakeholders to renew the national dialogue on literacy policies and practices and to use available international literacy benchmarks to stimulate debate within the country for possible adoption and/or contextualization. Research will also be conducted at the national level on the multiple impacts of literacy. The findings will provide evidence for a coherent literacy policy. In this regard, best practices will also be identified for nation-wide dissemination.

5.3 Quality Improvement at All Levels for Sustainable Development

Teacher Education and Training

Teachers are the agents who directly affect education quality. Thus, UNESCO will assist in teacher education and training through:

- Reviewing teacher education and training policies in order to provide information-based advice to the government on teacher-related issues;
- Technical advice on policy development in order to raise teacher standards, to design appropriate assessment tools, to create incentives for teachers, and to deploy qualified teachers to rural and remote area;
- Technical advice on comprehensive restructuring of the teacher training system and designing a link between pre-service and in-service teacher professional development;
- Technical assistance in training staff from all PTTCs and RTTCs on curriculum development;
- In-service training on management, leadership and financial and personnel management using materials both from UNESCO and the CESSP projects; and
- Integrating cross-cutting issues into the teacher training system, including ESD, human rights education, education for international understanding, conflict resolution, peace and citizenship education, multi/bilingual education, gender in education, and HIV/AIDS prevention.

Quality education cannot be achieved without a standardized and relevant curriculum framework. UNESCO, in close

collaboration with other partners, will assist the country in providing advisory services to implement the Master Plan of Curriculum Policy. Specifically, guidance and guidelines will be provided in designing, revising and piloting teacher guides in selected subject areas—particularly at the lower secondary school level. Advisory services will be provided to improve draft textbooks and teacher’s manuals.

Education for Sustainable Development (ESD)

Socio-economic and human development cannot be sustained unless this development is grounded on coherent policy actions. Integrating the concept of ESD across the entire education system (both formal and non-formal) is one of the most effective ways to transmit ESD knowledge and skills to the people. In line with the EFA strategies for improving education quality in Cambodia, the country has put increasing emphasis on ESD to ensure sustainable and peaceful development.

As the lead agency for the UN Decade of ESD, UNESCO will work closely with its partners and the government to ensure that ESD is integrated and reflected in national policies and implementation. UNESCO’s intervention will include providing advice on the establishment of the National ESD Steering Committee; advocating for political commitment and resource mobilization; facilitating partnerships across the sectors and between the national and international institutions; and equipping policy makers and practitioners (teachers, teacher educators, school principals, curriculum developers) with knowledge and skills for integrating ESD concepts into the education system.

ICT in Education

ICT is one of the most powerful tools for educational reform across the system. UNESCO, in collaboration with national and international partners, will assist the MoEYS in reviewing the role of ICT in education policies and strategies, and in strengthening the capacity of both teaching and non-teaching staff to plan, implement and monitor the use of ICT in education. UNESCO will achieve this through:

- Working with the MoEYS, the Open Institute and other development partners to develop, implement and monitor the ICT in Education Master Plan;
- Assisting the MoEYS in training staff in leadership and management roles about ICT in education; developing ICT-related curriculum for pre-service teachers; and strengthening the capacity of instructors in providing ICT-related courses and ICT-enhanced learning;
- Assisting Cambodia in networking with other countries through various international and regional seminars and workshops; and
- Providing technical assistance to coordinate and mobilize resources of development partners. Supporting the implementation of various areas of the Master Plan of Policy and Strategies on ICT in Education.

Inclusive Education to Ensure Equitable Access to Quality Education for All

Through promoting inclusive education, UNESCO will assist the country in reaching those “difficult-to-reach” people, enabling them to access quality education through both formal and non-formal education settings. In collaboration with other agencies, UNESCO can play an instrumental role in formulating,

reviewing and implementing policies specifically targeting those “vulnerable” people (e.g. policies on education for children with disabilities, CFS, gender mainstreaming, literacy and post-literacy programmes, equivalency programmes, bilingual and multi-lingual education).

UNESCO will continue to work with all partners to advocate resource mobilization and to create education policies which serve these disadvantaged groups of people. Technical advice will be provided to develop teacher manuals on specific topics (e.g. human rights education and gender mainstreaming), and manuals will be provided for implementing the new policies. Training on inclusive education will be conducted for both teachers and teacher trainers. Best practices will be identified for replication across the country.

Gender Equity and Equality in Education

Gender equality is increasingly understood by more policy makers and the general population. Gender mainstreaming policy and various implementation tools are under development, and various capacity building activities are organized for policy makers and education practitioners. But there is still a long way to go to realize gender equality in all aspects of education, from policy making to classroom teaching, from teachers and parents to students. UNESCO, along with its partners, will continue to play a very strong role in assisting the country to mainstream gender in education through:

- Implementation of the Gender Mainstreaming Strategic Plan in Education for 2006-2010;
- Developing gender assessment tools;
- Capacity building of the working group

on gender mainstreaming issues;

- Assisting in resource mobilization by making gender-based budgeting;
- Networking with other countries for sharing of information and best practices; and
- Awareness-raising among policy makers and the general public.

School Health Education

A school health policy has been developed with the joint technical and financial support from many relevant UN agencies including UNESCO. In line with the proposed policy, UNESCO will continue to support the school health department (SHD) and the interdepartmental committee for HIV/AIDS (ICHA) through:

- Technical assistance and strategic guidance in developing relevant policies, strategies, and guidelines for the implementation of school health and HIV/AIDS activities as laid out in the MoEYS HIV/AIDS Strategic Plan 2008-2012;
- Capacity building of government staff, school directors and teachers to implement and monitor school health activities and the Strategic Plan for HIV/AIDS 2008-2012;
- Offering technical support to SHD/ ICHA in the development of various educational tools, manuals and materials for training and teaching about school health, reproductive health, gender, HIV/AIDS and drugs; and
- Strengthening FRESH initiatives through playing a prominent role in mobilizing funds to support the components of FRESH (e.g. promotion of HIV/AIDS and reproductive health education and other relevant topics).

5.4 Higher Education and Research Development

Despite various strategies and regulations regarding higher education, the issues of access, quality and relevance of higher education are still in question. A large number of private higher education institutions operate independently, and are lacking effective quality control. There is a considerable mismatch between higher education and the needs of the labour market due to the rapidly changing society. There should be a clearer demarcation of responsibilities between the General Department of Higher Education and the Accreditation Committee of Cambodia.

Within the limits of its mandate, UNESCO will promote policy dialogue, research and analysis on issues brought about by new developments and reforms. More specifically, dialogue and support will focus on quality assurance and recognition of qualifications, university governance and management, effective use of ICT in widening access and improving the quality of higher education. The main emphasis will be placed on improving the relevance and quality of programmes offered by the universities. Briefs will be prepared for both policy makers and practitioners.

One of the most important roles that the higher education institutions assumes is conducting research and providing evidence-based information to policy makers and education practitioners. UNESCO has a unique role to play in assisting the country in creating and enabling an environment conducive to research. Possible interventions of UNESCO include:

- Providing advisory services for the formulation of research policy;
- Providing technical assistance to conduct research and analysis of education issues of common concern to the country;
- Providing advisory services for the capacity development of researchers and disseminating research results;
- Providing support for research and immersing Cambodia to international and regional development in the field of educational research.

5.5 Capacity Development of Education Strategic Planners

While the EMIS system in Cambodia is well established, there are still some major challenges in this regard. The EMIS indicators need to be expanded to reflect emerging educational issues, and there is also a need for better data analysis and dissemination. The capacity of education planners, in particular at the sub-national levels, needs to be enhanced. UNESCO, with its long history of expertise and experience in educational planning, will continue to assist the country in enhancing its education system through training central and local education planners on education strategic planning, management and research. Technical services can be provided through training on education research skills. UNESCO can support education planners by inviting them to attend UNESCO seminars and programmes (e.g. the IIEP advanced training course, a series of on-the-job training courses on education research). UNESCO can support the development of training modules, conduct training for planning staff at the provincial level, and offer internship opportunities

and study tours. UNESCO will support the staff in learning and keeping abreast of best practices in education planning, management and research.

5.6 Reorienting Technical Vocational Education and Training (TVET) System to Equip Youth with Skills

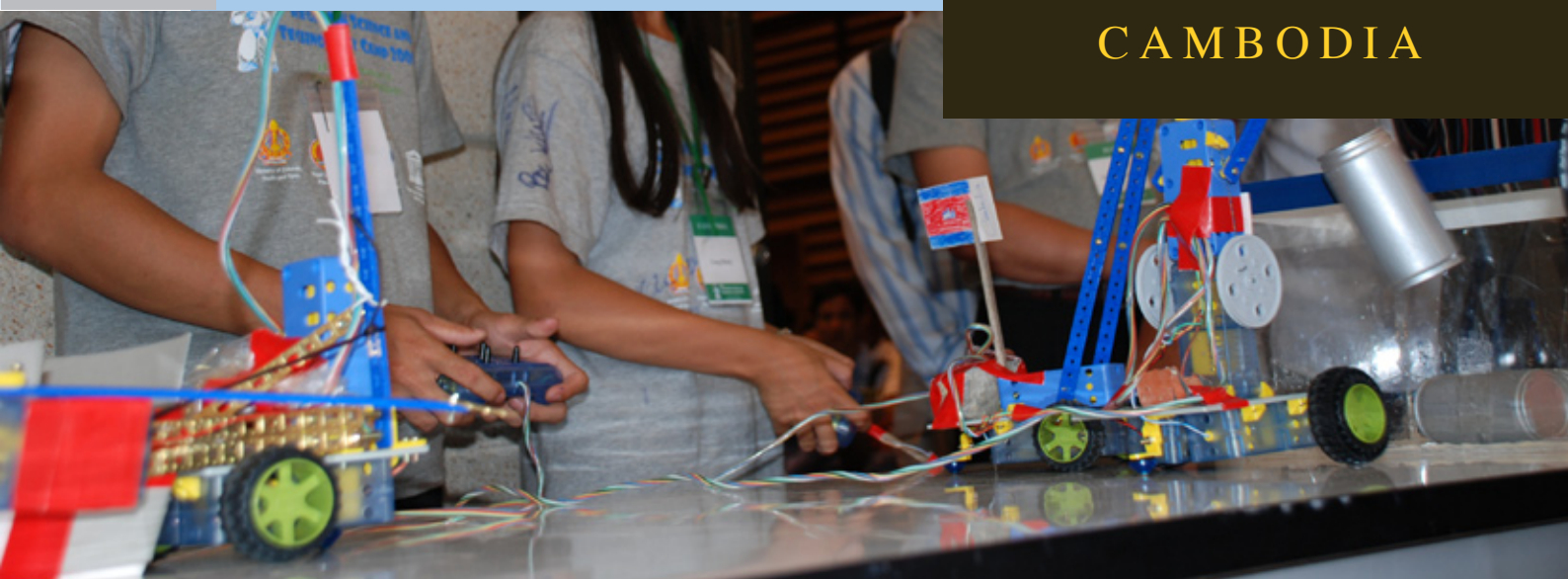
The current population of young people in Cambodia is 13.3 million (2008 census), and the majority of them are 15 to 30 years old. Cambodian youth can and should play an increasing role in socio-economic development by contributing their knowledge and skills. There is a big potential for youth participation in national development, but the lack of appropriate skills and education limit their contribution. Against this background, UNESCO, together with other partners, can provide youth with education, skills training and health care in order to improve the quality of their lives.

Specifically, UNESCO will continue to assist the country in finalizing the National Youth Policy and Master Plan by providing advisory services, guidelines and coordination. UNESCO will also assist the MoEYS in mobilizing resources—political, technical, human and financial—for the implementation and monitoring of the Policy and Master Plan. UNESCO will also provide technical advice for capacity development of policy makers and practitioners for the implementation and monitoring of youth programmes.

To contribute to the country's economic and social development, Cambodia must equip youth with the necessary knowledge and skills for effective employment. UNESCO will support the country in revitalizing and restructuring the TVET system by providing technical and advisory services. These will include: exposing the country to international trends and experiences in TVET development; providing opportunities for policy dialogue among the major sectors of TVET; reviewing and identifying gaps in the TVET system and policies for possible adjustment and restructuring; developing and revising TVET qualifications framework; and helping Cambodia network with other countries. Establishing TVET documentation centres through strengthening the functions of UNEVOC centres and building capacity for TVET policy makers at the central level will be important in creating cohesive strategic plans.

Conclusion

UNESCO has much to offer in supporting the social and economic development of Cambodia. UNESCO, with global expertise and a wealth of resources, can support both policy-makers and practitioners in bringing about change. There will be many challenges in attaining some hard-to-reach policies and carrying out effective implementation, but UNESCO is the right organization to support Cambodia in overcoming these difficulties and achieving its Millennium Development Goals.



APPENDIX

Appendix 1: Progress Towards Cambodian MDGs 2, 3, 6 and 8

Goals and Targets	Country Status
<p>Goal 2: Achieve Universal</p>	
<p>Primary Education</p>	
<p>Target 3: Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete primary schooling.</p>	<p>Feasible: Excellent progress has been made in achieving higher enrolment rates at the primary school level. The net primary enrolment ratio in Cambodia stood at 87% in 2001 and has increased up to 90.1% in 2004 and then to 93.3 in 2008.¹</p> <p>Cambodia is likely to reach its target of 100% enrolment ratio before 2010. However, the quality of education is still low. Although Cambodia is on track with its goal of universal primary education, the enrolment ratio in lower-secondary education is only 19 percent. The main challenges include ensuring equitable access to basic education, increasing budgetary allocation, subsidizing transportation and scholarship to target students from poor families, and improving the quality and efficiency of the teaching system.²</p>

APPENDIX

<p>Goal 3: Promote Gender Equity and Empower Women</p> <p>Target 4: Eliminate gender disparity in primary and secondary education preferably by 2005, and in all levels of education no later than 2015</p>	<p>Significant progress:</p> <p>As yet, for every three boys, only one girl attends secondary school in Cambodia.³ However, Cambodia has shown improvements in decreasing the gender gap in youth literacy rate. Female workers' share of paid employment has increased. Also, the proportion of seats for women parliamentarians has increased.</p> <p>The main challenges include increasing girls' and women's access to higher education, increasing the number of women in decision-making positions and enhancing women's capacity to find jobs or to create income generating activities.⁴</p> <p>According to the MoEYS, the new plan of action for primary education is to promote enrolment, especially in rural and remote areas. This will be accomplished by reducing the number of schools without complete levels and by continuing to build more new schools.</p> <p>The ministry is now working on increasing access to secondary education, especially in rural and remote areas. The ministry is opening new lower-secondary schools at the ward/communal level and new upper-secondary schools in districts without this level of schooling.</p>
<p>Goal 6: Combat HIV/AIDS, Malaria, and Other Diseases</p> <p>Target 7: Reduce the HIV/AIDS transmission rate by 2015.</p>	<p>Already surpassing the target:</p> <p>Data from the Cambodia Demographic and Health Survey (CDHS) 2005 shows that only 0.6 % of Cambodians in the cohort age group 15-49 were HIV positive, thus showing a decline from an estimated 1.9% in 2003.⁵</p>

<p>Target 8: Reverse the incidence of malaria and other major diseases</p>	<p>Based on the new HIV prevalence estimates, the number of people living with HIV (PLHIV) was estimated to be around 64,750 (including 3,350 children under the age of 15) in 2007. Approximately 29,200 adults were in need of antiretroviral therapy (ART) and this number is expected to increase to 35,100 in 2010.⁶</p> <p>The main challenges to overcome in meeting the HIV/AIDS targets are: changing popular perceptions and behavioural patterns, addressing gender discrimination and expanding support programmes to people living with HIV/AIDS, increasing access to ARV treatment, and improving coordination, monitoring and evaluation of the socio-economic impact of the epidemic.⁷</p> <p>The current budget for health has doubled from 2003, accounting for about 10% of the total current budget in 2007.⁸</p> <p>Previously, the government goal was to reduce the HIV/AIDS transmission rate down to 2.0% by 2010 and to 1.8% by 2015.</p> <p>Still at a critical level:</p> <p>The number of reported malaria cases and deaths in Cambodia dropped by 8.5 percent and 25 percent in 2007 and 2008 respectively. According to the National Malaria Centre, the number of confirmed malaria cases decreased to 59,840 in 2008 from 54,784 in 2007, and deaths decreased to 184 from 241.⁹</p> <p>WHO assessed that though the decreasing trend is promising, it is not satisfactory. About half a million Cambodians live in forested regions where malaria transmission is intense. Malaria is one of Cambodia's foremost public health problems, and malaria control is considered to be a top priority of the government and donor agencies.</p>
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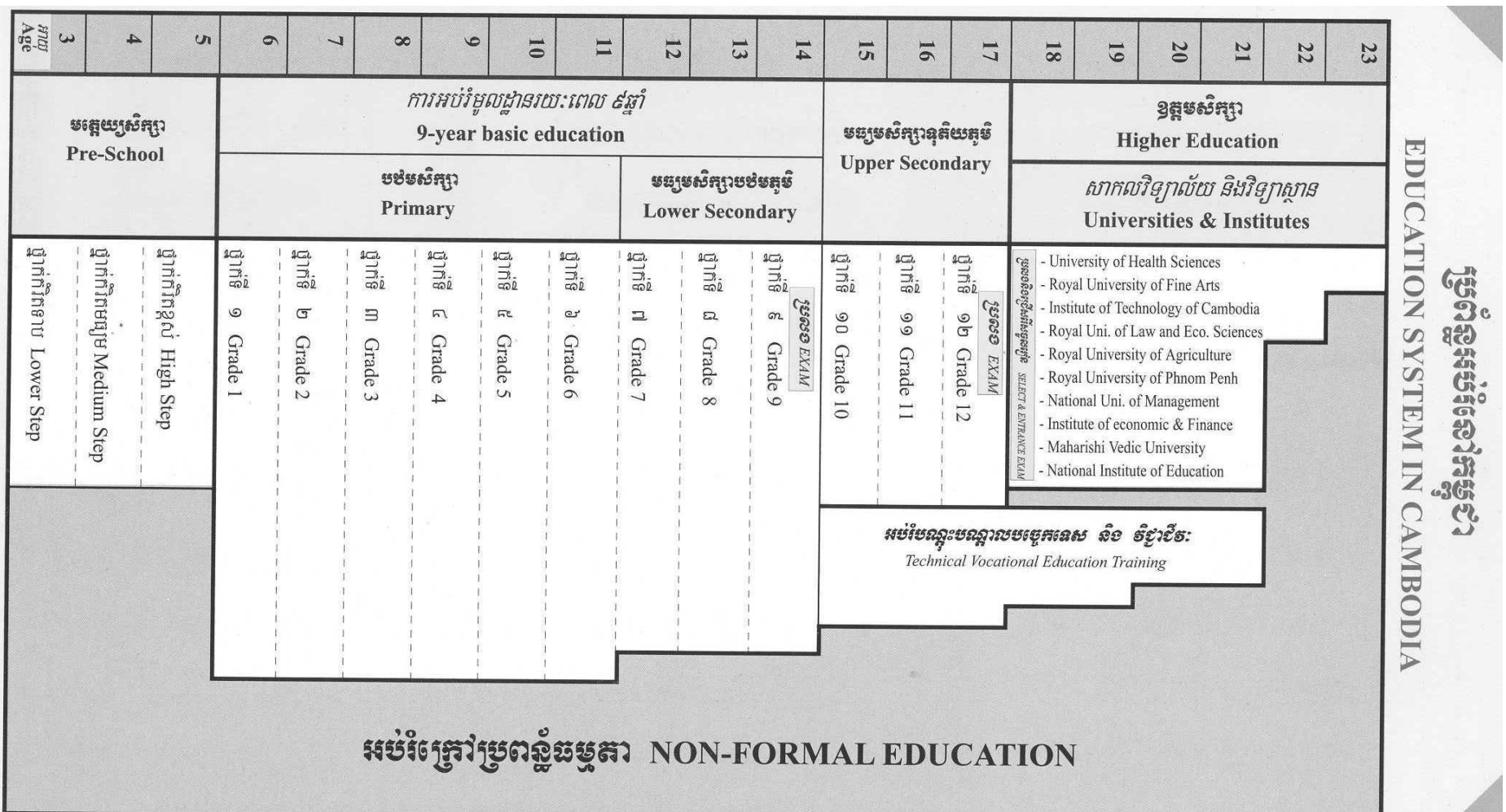
APPENDIX

Quality in public health care provision can make a significant contribution towards combating malnutrition, reducing child mortality, improving maternal health, and limiting the spread of HIV/AIDS, malaria, and tuberculosis (MDGs 1, 4, 5, and 6).

The new government has promised to take measures to make health services more responsive and available to people. The government hopes to accomplish this through providing decentralized service, devolving management power to the sub-national level, increasing investment in physical infrastructure and strengthening governance in the health sector.

- 1 Report on Educational Achievements through Implementation of Rectangular Strategy, MoEYS, May 2008
- 2 What are the Cambodia Millennium Development Goals, UNDP, March 2008,: http://www.un.org.kh/undp/index.php?option=com_content&task=view&id=78&Itemid=23
- 3 CFS Cambodia, October 2006
- 4 What are the Cambodia Millennium Development Goals, UNDP, March 2008,: http://www.un.org.kh/undp/index.php?option=com_content&task=view&id=78&Itemid=23
- 5 First meeting of the Council of Ministers, 26 September 2008
- 6 UNGASS Country Progress Report for Cambodia, 31 January 2008
- 7 What are the Cambodia Millennium Development Goals, UNDP, March 2008,: http://www.un.org.kh/undp/index.php?option=com_content&task=view&id=78&Itemid=23
- 8 First meeting of the Cambodian Council of Ministers, 26 September 2008
- 9 Local mass media and Chinese News Agency, Xinhua, 23 January 2008.

Appendix 2: Education System in Cambodia



Appendix 3: Schools, Classes, Enrolment and Staff of Private Schools (2007-2008)

Particulars	Number of schools	Number of classes	Schools						Enrolment		Teaching staff		Non-teaching staff		State employees	Teaching staff (expat)
			Khmer	Chinese	French	English	Vietnamese	Arabian	Total	Female	Total	Female	Total	Female		
The whole country	223	1,795	110	52	0	49	3	9	50,627	24,367	2,663	1,497	909	462	653	241
Pre-school	76	441	35	14	0	26	1	0	10,689	5,477	526	420	231	129	53	85
Primary school	107	993	53	31	0	15	2	6	29,499	14,574	1,299	768	408	203	175	98
Lower-secondary school	16	54	4	7	0	3	0	2	1,771	714	143	51	40	13	50	5
Upper-secondary school	24	307	18	0	0	5	0	1	8,668	3,602	695	259	230	117	375	53

Source: MoEYS Report on educational achievements through implementation of the Government's Rectangular Strategy, May 2008

Appendix 4: Percentage of Dropouts by Grade and by Geographical Area, 2006-2007

	Lower-Secondary			Upper-Secondary		
	Grade 7	Grade 8	Grade 9	Grade 10	Grade 11	Grade 12
Urban area	14.8%	7.63%	14.3%	8.62%	3.0%	14.9%
Rural area	23.1%	23.1%	26.3%	19.2%	15.0%	27.4%
Remote area	21.4%	19.4%	22.7%	17.9%	15.7%	22.2%
Total	21.3%	19.3%	22.7%	14.6%	9.1%	20.9%

Source: MoEYS, Education Management Information System, 2007-2008