

Cambodia Submission (2018-2021)

For the Education Sector Programme
Implementation Grant 2018 - 2021 from the
Global Partnership for Education

Submitted by UNESCO on behalf of the Ministry of
Education, Youth and Sport, Cambodia

1 November 2017

Acronyms

AOP	Annual Operational Plan
BA	Bachelor of Arts
CBI	Core Breakthrough Indicator
CDHS	Cambodia Demographic and Health Survey
CDPF	Capacity Development Partnership Fund
CDMP	Capacity Development Master Plan
CPD	Continuous Professional Development
CSES	Cambodia Socio-Economic Survey
CSO	Civil Society Organisation
CTD	Committee for Teacher Development
D&D	Decentralisation and Deconcentration
DCT	Direct Cash Transfer
DG	Director General (DDG is Deputy-Director General)
DGAF	Directorate General of Administration and Finance
DGE	Directorate General of Education
DGPP	Directorate General of Policy and Planning
DGSE	Department for General Secondary Education (alternatively, GDSE)
DMSP	Department of Materials and State Property
DoC	Department of Construction
DOE	District Office of Education
DoL	Department of Legislation
DoP	Department of Planning
DP	Development Partner
DPer	Department of Personnel
DSA	Daily Subsistence Allowance
DTMT	District Training (and) Monitoring Team
EA	Executing Agency
ECE	Early Childhood Education (also ECCD: Early Childhood Care and Development)

EFA	Education For All
EG	Early Grades
EGL	Early Grades Learning (N.B: not Early Grades Literacy)
EGMA	Early Grades Mathematics Assessment
EGRA	Early Grades Reading Assessment
EMIS	Education Management Information System (or Department of...)
EQAD	Education Quality Assurance Department (alternatively, DEQA)
ERC	Education Research Council
ESP	Education Strategic Plan
ESPIG	Education Strategic Plan Implementation Grant
ESWG	Education Sector Working Group
E-TEC	(The Project For) Establishing Foundations for Teacher Education Colleges
EU	European Union
GA	Grant Agent
GDP	Gross Domestic Product
GMC	GPE3 Management Committee
GNI	Gross National Income
GPE	Global Partnership for Education
GSC	GPE3 Steering Committee
HACT	Harmonised Approach to Cash Transfers
HDI	Human Development Index
HEI	Higher Education Institution
HRMIS	Human Resources Management Information System
IAD	Internal Audit Department
ICT	(Department for) Information and Communications Technology
IG	Inspectorate General
IIEP	International Institute for Educational Planning
INSET	In-Service Training
INSET-WG	In-Service Training Working Group (also CPD Experts Group)

IP	Implementation Partner
IPA	Implementation Partner Agreement
JICA	Japan International Co-operation Agency
JMI	Joint Monitoring Indicator
JSR	Joint Sector Review
JTWG – Ed.	Joint Technical Working Group - Education
KOICA	Korea International Co-operation Agency
KPI	Key Performance Indicator(s)
LDC	Least Developed Country
LEG	Local Education Group (in Cambodia this is JTWG)
M&E	Monitoring and Evaluation
MA	Master of Arts
MAS	Mentor Accreditation Standard
MDG	Millennium Development Goals
MEF	Ministry of Economy and Finance
MoEYS	Ministry of Education, Youth and Sport
MTPS	Mentor Training Programme Standards
MTR	Mid-Term Review
NCDD	National Committee for Democratic Development
NCF	National Curriculum Framework
NCT	National Core Trainer(s)
NEP	NGO Education Partnership
NGO	Non-Governmental Organisation
NIE	National Institute of Education
NTMP	National Teacher Mentoring Policy
NQF	National Qualifications Framework
NSDP	National Strategic Development Plan
PAR	Public Administration Reform
PCR	Primary Completion Rate

PED	Primary Education Department
PFMR	Public Financial Management Reform
PMTF	Project Management Task Force
POE	Provincial Office of Education
PRESET	Pre-Service Training
PRISM	Platforms for Real-time Information Systems
PTR	Pupil : Teacher Ratio
PTTC	Provincial Teacher Training College (also referred to as 'Centres')
QEMIS	Quality Education Management Information Systems
RBM	Results-Based Management
RESA	Rapid Education Sector Analysis
RGC	Royal Government of Cambodia
RSP (3)	Rectangular Strategy Phase 3
PISA	Programme for International Student Assessment
RTTC	Regional Teacher Training Centre
RUPP	Royal University of Phnom Penh
SBB	See Beyond Borders
SBM	School-Based Management
SDG	Sustainable Development Goal
SDP	School Development Plan
SDPD	School Director Professional Development
SIDA	Swedish International Development Agency
SIF	School Improvement Fund
SIG	School Improvement Grant
SNDD	Sub-National Committee for Democratic Development
SOB	School Operating Budget
SRC	Secondary Resources Centre
STEM	Science, Technology, Engineering (and) Mathematics
STEPCam	Strengthening Teacher Education Programmes (in) Cambodia

TA	Technical Assistance
TCP	Teacher Career Pathway
TCS	Teacher Competency Scale (aligned with TCP)
TEC	Teacher Education College
TEPS	Teacher Education Provider Standards
TMC	Teacher Management Committee
TMIS	Teacher Management Information System
TNA	Training Needs Analysis
TPAP	Teacher Policy Action Plan
TTC	Teacher Training Centre/Teacher Training College
TTD	Teacher Training Department
TTF	Teacher Task Force
TVET	Technical, Vocational and Educational Training
UNCTAD	United National Conference on Trade and Development
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
VSO	Voluntary Service Overseas
VVOB	De <i>Vlaamse</i> Vereniging voor Ontwikkelingssamenwerking en Technische Bijstand (Flemish Association for Development Cooperation and Technical Assistance)

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1. Introduction

This document describes a proposal for an Education Sector Programme Implementation Grant (ESPIG) from the Global Partnership for Education (GPE). The proposal is based on the results-based financing approach, an integral part of ESPIGs, which aims to ensure stronger quality standards for education planning, programming and monitoring by providing specific incentives to focus resources on achieving improved performance in equity, efficiency and learning outcomes and to go beyond past trends in these areas. ESPIG is intended to complement other funding sources available within the education sector in Cambodia, which are provided by government and development partners.

The proposed grant to Cambodia of USD\$20.6 consists of two parts: a fixed part of 70 per cent (USD\$14.4 million); and a variable part of 30 per cent (USD\$6.2 million). Following extensive deliberations by the Education Sector Working Group (ESWG), and at the Joint Technical Working Group for Education (JTWG-Ed)¹, and also taking into consideration the QAR-I, QAR-II and QAR-III feedback from the GPE Secretariat, the JTWG maintained its decisions to apply for the entire allocation in phased manner, with application for the fixed allocation in 2017 by UNESCO, followed by the variable allocation application in early 2018 by UNICEF.

The ESWG and JTWG also conducted extensive consultations on the grant implementation modalities, possible grant agents as well as investment priorities. From the consultations, it was evident that no single ESWG member was in a position to commit to being a grant agent for the GPE3 programme of the results-based financing grant. Hence, in line with permitted dual-grant agent modality, JTWG endorsed the proposal to implement the fixed part using a project modality with UNESCO as the grant agent², and the variable part to be pooled with other financing to the CDPF provided by the EU, the Swedish International Development Agency (SIDA) and UNICEF.

This proposal represents the fixed part request of USD\$14.4 million in support over a three-year period (mid-2018 to mid-2021) and is submitted by UNESCO, the grant agent, on behalf of Cambodia's Ministry of Education, Youth and Sport (MoEYS)

1.1 Grant eligibility

GPE's continued support to Cambodia's education sector follows the successful implementation of two previous grants:

- (1) Education Sector Support Scale-Up Action Plan (GPE1³) implemented from 2008 to 2012 with a budget of USD\$57.4 million.
- (2) Second Education Sector Support Programme (GPE2⁴) implemented from May 2014 to July 2017 with a budget of USD\$38.5 million.

¹ JTWG-Education is the Local Education Group (LEG) in Cambodia

² Initially the World Bank accepted to be the grant agent for the Fixed Part but withdrew later. UNESCO accepted the role in September 2016 for the fixed part, to advance teacher quality reforms, particularly CPD/INSET to improve Early Grade (EG) teaching and learning.

³ Previously entitled the 'Education for All Fast Track Initiative' (EFA-FTA) and also referred to as GPE1.

⁴ Also referred to as GPE2.

This proposal is submitted in line with Cambodia's compliance with the three following eligibility requirements:

- Existence of a credible Education Sector Plan (ESP).
- Commitment to financing the ESP.
- Availability of data for sector monitoring and analysis.

The current ESP 2014-2018 will be operational for the first year (2018) of programme implementation. The 2016 ESP Mid-Term Review (MTR) decided to revise the current ESP and key indicators to deliver projections until 2020. These projections are to be integrated into the next ESP (2019-2023), which is expected to come into operation in early 2019.

1.2 Grant allocation priorities

The LEG has reached a broad consensus that the third GPE grant allocation should support:

- Government teacher education reforms, as defined in the ESP 2014-2018 and subsequent ESP-MTR (2016), as well as information from the Rapid Education Sector Analysis (RESA, 2016).⁵
- The expansion of educational opportunities and improvement of children's learning.
- The strengthening of planning and management capacities of MoEYS at central and sub-national levels.

To this end, this proposal presents coherent and complementary programming for the fixed part, to be complemented by CDPF III/variable part.

This proposal benefited from extensive dialogue between leadership and technical departments within MoEYS, members of the ESWG, as well as external support from the teams commissioned by UNESCO and UNICEF to support the process.

GPE entrusts planning and implementation of grant programmes to country-level development partners in order to enhance effectiveness and country ownership, using the LEG as a co-ordination and facilitating mechanism. Unlike the previous grants allocated to Cambodia, this is the first application using the fixed and variable parts.⁶ This application takes into account:

- The revised GPE grant architecture.
- The increased share of RGC capital budget allocated to MoEYS for infrastructure development.
- Achievements from previous GPE grants.

This programme proposal therefore limits infrastructure activities, complementing the activities supported by the MoEYS' programme budget. Infrastructure improvement will focus only on MoEYS-identified priority of renovations of teacher training centres, where renovation is not expected to have a significant 'new-build' component. The programme will undertake to support and not undermine infrastructure investment from the Royal Government of Cambodia (RGC). Based on broad consultations, the JTWG decided on the following points:

⁵ MOEYS and Joint Government-Development Partners (2016) Cambodia Education Sector Review - Aide Memoire, MoEYS, Phnom Penh, April 2016 (page 4).

⁶ <http://www.globalpartnership.org/content/global-partnership-education-programme-implementation-grant-guidelines> retrieved 15-June-2017.

- i. Support to improve education quality, particularly in schools and classrooms, thereby building on the education access gains made in GPE1 and GPE2.
- ii. Support MoEYS teacher reforms through accelerated implementation of the Teacher Policy Action Plan (TPAP)⁷, in particular using In-Service Training (INSET) and Continuous Professional Development (CPD) for teachers as key pillars to enhance education quality.
- iii. Early grade teaching and learning as the foundation of quality education.⁸ This also builds on the Early Childhood Education (ECE) focus of the previous GPE supported programmes.
- iv. Utilisation and strengthening of existing MoEYS mechanisms to implement programme activities in a harmonised manner with other development partners and MoEYS' technical department's collaborative support.
- v. Approach organisations with the potential to act as grant agents for the proposal according to established experience, expertise and proven track records in the areas stated above.

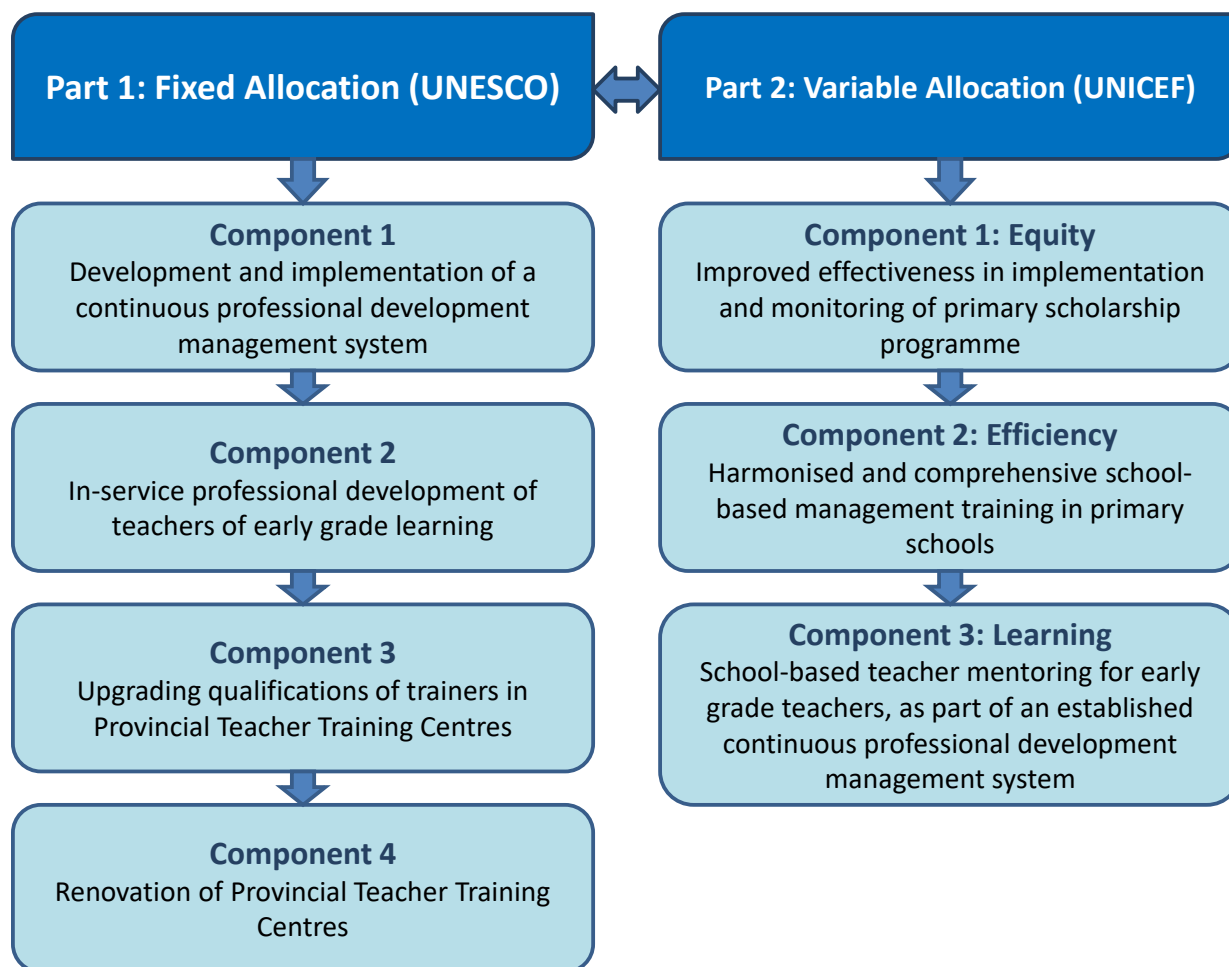
The fixed part is proposed to be implemented through a joint mechanism (Implementation Partners Agreement (IPA)) agreed between MoEYS and UNESCO. The variable part, to be submitted in early 2018, will be fully harmonised with the CDPF.

A summary of the core components of the fixed and variable part is provided in **Figure 1** below.

⁷ TPAP is a policy document outlining proposed reforms of the education system, together with strategies, activities, timescales and budgets to achieve these reforms.

⁸ Cambodia operates a 'promotion' system for students to progress to the next academic grade. Schools are under pressure to achieve promotion targets, often with little thought to student learning outcomes. Thus, students promoted without reaching the grade-appropriate level, cannot access education in later years.

Figure 1. Summary of GPE3 programme components⁹



1.3 Grant agents

As this is the first time interested parties were following the revised grant architecture of GPE, and none of the ESWG members being in a position to commit to being grant agents for both parts of the allocation, the JTWG exercising the permitted option of a dual grant agent modality designated UNESCO and UNICEF as the grant agent for the Fixed and Variable parts, respectively, based on their particular institutional expertise and experiences.

At the international, regional and national levels, UNESCO advocates for the need to address the ‘teacher gap’ to attain Sustainable Development Goal (SDG) 4: ‘quality education and lifelong learning opportunities for all’. To mobilise global efforts, UNESCO hosts the International Teacher Task Force – a voluntary global alliance of governmental and non-governmental partners that work together to ensure that teachers and educators are “...empowered, adequately recruited, well-trained, professionally qualified, motivated and supported within well-resourced, efficient and effectively governed systems”. In addition, UNESCO also addresses these challenges through the application of the UNESCO/ILO Recommendation concerning the Status of Teachers (1996) and the UNESCO Recommendation concerning the Status of Higher Education Teaching Personnel (1997). Since 2012/13,

⁹ Application for the variable tranche will maintain these components.

UNESCO has led advocacy efforts for teacher reforms in Cambodia, resulting in a MoEYS approved Teacher Policy (TP) and TPAP.

UNESCO and UNICEF have both been actively engaged in supporting the development of the education sector in Cambodia, particularly since the 1990 Jomtien World Declaration on Education For All (EFA) and the subsequent Dakar 2000 and Incheon 2015 Declarations. Each agency has supported the RGC and MoEYS in delivering and expanding educational services, thereby resulting in significant achievements within the education sector. These include co-ordinated implementation of sector-wide policies and programmes in education, resulting in increases in institutional and professional capacities.

UNESCO and UNICEF facilitated the establishment of the ESWG in Cambodia in 2002 to ensure coordination and harmonisation of the support of international and national development partners and NGOs. Both agencies facilitated the creation of the NGO Education Partnership (NEP), an umbrella body to engage national and international non-governmental organisations in education policy dialogue. Since its establishment, each organisation has taken responsibility for chairing the ESWG; supporting the ESWG Secretariat; and has led communications and policy dialogue with MoEYS. Both have also taken on the responsibility of being the coordination agency for both GPE1 and GPE2.¹⁰ The proposed programme builds on the already existing collaborations and on-going programmes and activities of the grant agent to support the strengthening of capacities in:

- Education planning.
- Education management.
- Monitoring and strengthening of Public Financial Management Reform (PFMR).
- Teacher capacity development and support
- Decentralisation and Deconcentration (D&D).

With institutional expertise and mandates spanning the entire education sector including: ECE; primary, secondary and higher education; Technical Vocational Education and Training (TVET); literacy; and non-formal education, both grant agent bring a holistic and coordinated approach to this proposed results-based programme.

1.4 Country context

1.4.1 The economy

Cambodia has enjoyed a period of rapid economic expansion since the early 2000s, mainly driven by the garment industry, construction, tourism and agriculture sectors. Between 2004 and 2007, Gross Domestic Product (GDP) grew over 11 per cent per year. Despite the slowdown following the global economic crisis of 2007 to 2008, the economy rebounded and GDP growth has stabilised around an annual average of seven per cent. Per capita income has also increased significantly, even amid high population growth. The Gross National Income (GNI) per capita in 2015 was USD\$1,070. Despite this success, Cambodia is likely to remain a Least Developed Country (LDC) in the medium-term as its socio-economic indicators reveal some challenging areas. The United Nations Conference on Trade and Development (UNCTAD) 2016 review of the world's poorest nations showed Cambodia to be on target for graduation from LDC status

¹⁰ UNICEF: GPE1 until 2011; and for GPE2 from 2016 onwards. UNESCO: GPE1 2012-2013, GPE2 2014-2016 and for the development of ESP 2014 – 2018 supported through the GPE Programme Development Grant.

by around 2025. The UNCTAD report quoted the priority for the RGC's Rectangular Strategy Phase 3 (RSP3) as "graduating from a low-income country to a lower-middle-income status in the very near future and further to become an upper-middle income country by 2030".¹¹

Cambodia is placed in the 'Medium Human Development' category with a Human Development Index (HDI) of 0.584. The country has made important strides in improving access to early childhood care and to primary education; reducing maternal mortality; bringing the infant mortality rate down; and combating HIV/AIDS, tuberculosis and malaria. However, some important challenges still remain, such as high malnutrition rates.

Poverty alleviation has been a development priority of the RGC since the formulation of the first Poverty Reduction Strategy in May 2000. Over the last 15 years, significant progress has been made in reducing poverty through economic growth and pro-poor social policies. World Bank estimates suggest that Cambodia achieved the Millennium Development Goal (MDG) of halving poverty ahead of schedule in 2009. According to World Bank data¹² Cambodia's poverty rate dropped from 53.2 per cent in 2004 to 20.5 per cent in 2011; however, the number of vulnerable 'near-poor' is still significant; the same World Bank report shows that a minor income shift of USD\$0.30/day would double the poverty rate and this statistic is displayed in the RESA (2016) as "Over 8.1 million ... near-poor and vulnerable to minor economic changes, natural disasters and other shocks".¹³ A figure of 'near-poor' of potentially over 50 per cent of the population indicates that efforts to improve economic security need to be sustained and that the benefits of economic growth need to reach still a larger segment of the population. RGC figures show that income inequality is still significant; while the richest quintile of the population holds 50.8 per cent of the country's income, the share held by the poorest quintile is only 2.8 per cent.¹⁴ Comparing figures from different areas within Cambodia, RESA shows that the main area for concern is the apparent lack of poverty reduction in urban areas other than in the capital Phnom Penh.

Diversification of income streams is making some difference to poverty inequalities. By 2015, non-agriculture-related sources made up more than one-third of incomes in rural areas, compared to less than a fifth in 2007. Agricultural growth, which had been a driver of poverty reduction until 2012, has stagnated. Rural non-agricultural economic activities, such as garment production, construction and the service industry have begun to take a major role in poverty reduction.

1.4.2 Population demographics

Cambodia's population is estimated at 15.58 million, according to the UN Population Division (2015). Population growth has declined steadily from 3.43 per cent in 1990-95 to 1.62 per cent in 2010-15. Annual population growth is projected to fall to 1.13 per cent between 2025 and 2030.

¹¹ UNCTAD (2016) The Least developed Countries Report 2016, p.68.

¹² World Bank (2014) Where have all the poor gone? Cambodia Poverty Assessment 2013. Washington, DC. (p11, 17, 18).

¹³ UNESCO / International Institute for Educational Planning (2016) Cambodia Rapid Education Sector Analysis, UNESCO/IIEP, Sep. 2016 (p5).

¹⁴ Ministry of Planning (MoP), National Institute of Statistics (NIS) (2014) Cambodia Socio-Economic Survey (CSES) <https://nada-nis.gov.kh/index.php/catalog/19> retrieved 17-June 2017 (most recent CSES edition available).

Table 1. General demographic measures: 1990 vs. 2015.¹⁵

General Demographic Measures	1990	2015
Population (thousands)	9,009	15,578
Annual growth rate (%)	3.43	1.62
Fertility rate (births per woman)	5.6	2.6
Sex ratio (males per 100 females)	93.4	95.2
Population under 15 years (% of total)	44.3	31.6
Density of population (persons per sq. Km)	51.0	88.3
Urban population (% of total)	15.5	20.7

Population growth varies across Cambodian provinces and this has an effect on the demand for education and for other social services. Growth is highest in border provinces in the north-east, south-east and north-west. Economically, these areas are a mixture of underdeveloped rural areas, as well as corridors of development associated with tourism and transport arteries to and from neighbouring countries and the capital Phnom Penh. A number of Special Economic Zones exist, for example, Snoul district in Kratie province, which can greatly affect population movement.

The population profile of the country is one of the youngest in Southeast Asia. According to 2015 UNDP figures, in 2000 41.6 per cent of Cambodians were under 15 years of age. However, by 2015 this had reduced to 31.6 per cent. Overall, the projection is for a steady fall in the growth of the school age population.

1.4.3 National development agenda

Cambodia's Rectangular Strategy Phase 3 (RSP3) for growth, employment, equity and efficiency is effective from 2013 to 2018, and lays out the political commitment of the RGC for socio-economic progress in the medium-term. Phase one was implemented from 2004.

Cambodia has, over the last 20 years, witnessed a profound change in all aspects of the society. The country has gone from post-conflict status to a situation where it provides peace-keeping troops to UN missions around the world. As noted above, economic growth, while unevenly spread across all sections of society, has been sustained and has been substantial.

The National Strategic Development Plan (NSDP) 2014-2018 carries forward the agenda laid out in the RSP3; the NSDP is the policy document with which all sector policies and plans are required to be aligned. The aim of the NSDP is to support the transitioning of Cambodia from a low-income country to a lower-middle-income country, while building the foundations to realise its long-term vision of becoming an upper-middle-income country by 2030 and high-income country by 2050. The document is based on a planning model of moving from poverty reduction to economic development. The education sector benefits from clear budget allocations.

To maintain economic growth, RSP3 lays out a number of important challenges and opportunities facing the country, including human resource development and education service delivery. In particular, the requirement is to ensure the country makes the most of the demographic opportunity presented by its substantial young population: "... to particularly focus on strengthening the quality and responsiveness to labour market demand and the development of technical skills for youth to increase their job

¹⁵ Source: UNDP, 2014/2015

opportunities and to realise in full the potential benefits of Cambodia's demographic dividend as well as to ensure continuity in the country's leadership development for the future".¹⁶

The Law on Administrative Management of the Capitals, Provinces, Municipalities, Districts and *Khans*¹⁷, also known as the Organic Law, will strengthen the implementation of D&D policies, which should also have an impact on education service provision at sub-national levels.

1.5 Education sector context

1.5.1 Policy and finance reform

Key areas of reform under the NSDP having impact on the education sector are summarised below:

- **Public Administration Reform (PAR):** The national PAR programme is managed by the Ministry of Civil Service (MoCS) and supports reform of human resources management and development in line with decentralisation and capacity development for 'core capacities' including ethics, financial management, ICT/databases, law and general administration. There is a particular focus on the human resource departments of the line ministries.
- **Human Resource Development:** Provides for clarity on roles and responsibilities, backed by material and non-material performance incentives. These will help to ensure that efforts to build skills and competencies within MoEYS will result in sustainable improvements in work practices.
- **Sub-National Democratic Development (SNDD) Reform:** The SNDD Reform process (also known as D&D) is led by the National Committee for Sub-national Democratic Development (NCDD) and guided by the three-year Implementation Plan (IP3-II – Phase 2: 2015-17) of the ten-year National Programme for SNDD 2010-2019. This process rests on the basic principles of:
 - (i) Democratic representation;
 - (ii) Popular participation;
 - (iii) Public sector accountability;
 - (iv) Effectiveness;
 - (v) Efficiency; and
 - (vi) Poverty focus to achieve the MDGs.
- **IP3-II is currently being updated.** The Law on Administrative Management of the Capitals, Provinces, Municipalities, Districts and Khans, alongside a range of legal frameworks, provides for the establishment of councils and ministry-level working groups to support implementation of the reform. Education is a priority sector for sub-national democratic development, which involves the re-distribution of functions across the multi-level administrative system and in particular the assignment of functions to local authorities at the sub-national level.
- **The PFMR programme:** The PFMR Programme is led by the Ministry of Economy and Finance (MEF) and has been underway since 2004. It has the overarching goal of more effective use of public resources to achieve policy results. The reforms are taking place through four sequenced 'platforms' to progress towards the integration of budgeting, accountability and financial/performance review. It is envisaged that the reforms will also support aid effectiveness by making possible the greater use of RGC systems. Education is a priority sector for this reform.

¹⁶ RSP3, 2013, p5

¹⁷ List of Cambodian administrative divisions from highest to lowest: province and municipality are equivalent; districts and *khans* are equivalent (*khans* are urban); the final level is commune, for which the urban equivalent is *sangkat*.

Education specific policies

The main policy framework in Cambodia's education system is provided by the Education Strategic Plan (ESP) 2014-2018. The first ESP was drafted in the early 2000s and plans have been regularly updated every four years since. Other significant policy documents include:

- Education Law of 2007 enshrines the right to free public education of at least nine years duration ('basic education'). The Education law has jurisdiction over all other education policies.
- ESP-MTR conducted in October/November 2016.
- Joint Sector Review (JSR) produced an Aide Memoire, which summarised progress on ESP implementation in May 2017.
- TP was approved in 2013, identifying the broad policy goals, objectives and strategies for teachers.
- TPAP was developed to support the implementation of the TP and was approved in 2015. The TPAP further details the strategies, sub-strategies, programmes and activities that would be pursued to achieve a quality teaching workforce and includes budget and timescale projections for activity completion.

Aligning with the SDG4 Education 2030 agenda, the 2016 MTR of ESP 2014-2018 adopted the following policy objectives:

- i) Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all.
- ii) Ensure effective leadership and management of education staff at all levels

To realize the above policy objectives, the ESP identifies 15 key reforms as under below:

-
- 1. Public financial management.*
 - 2. Teacher deployment.*
 - 3. Teacher training centres.*
 - 4. Teacher qualification improvement.*
 - 5. Inspections.*
 - 6. Assessment of learning outcomes.*
 - 7. Lower and upper secondary examinations.*
 - 8. Curriculum and core textbooks.*
 - 9. Construction and rehabilitation.*
 - 10. Evaluation of higher education institutions.*
 - 11. Promotion of the sports sector.*
 - 12. Implementation of an action plan on youth development.*
 - 13. Technical education.*
 - 14. New generation school.*
 - 15. Development of a career path and school director training.*
-

Education-sector financing

In line with the key role that education has taken in the development agenda of Cambodia, RGC has increased the national budget allocated to the sector in recent years. The share of the national budget allocated to education increased from 15.9 per cent in 2012 (ESP) to 22.3 per cent in 2016 (ESP-MTR). This

percentage is expected to increase to 25.4 per cent by 2020 (ESP-MTR). The ESP projects annual increases of 22 per cent in the education budget. The projections for 2017-2020 are more modest, with annual growth rates around 10-12 per cent.

The major driver behind this funding increase has been the growth in the wage bill, particularly teachers' salaries, which accounted for approximately 77 per cent of RGC's recurrent budget allocated to MoEYS in 2015. Capital budget provision has increased from 1.7 per cent of RGC's capital budget in 2015 to 2.1 per cent in 2016. This represents a further indication of greater commitment to finance long-term investments. Overall, education expenditures increased from 2.05 per cent of GDP in 2014 to 2.80 per cent in 2016 with a projection for 3.0 per cent in 2020.

Recent improvements in budget allocation to ensure better working conditions for teachers are important steps toward a more adequate level of funding. An effective implementation of PFMR should also contribute to ensure more timely disbursement of funds, a higher degree of budget execution and a strengthened link between funding and education policy priorities. The funding requirements for the plan were revised based on the ESP-MTR and with consideration of the funding gap and the mid-term expenditure framework set by the MEF. The financial commitments, the ESP requirements and funding gap of the revised ESP up to 2020 are shown in the tables below.

Table 2. MoEYS finances as a proportion of national expenditure ¹⁸

Available resource estimate	2016	2017	2018	2019	2020
IMF GDP growth	7.01%	6.89%	6.76%	6.76%	6.53%
IMF USD\$1,000 dollars	20,556	22,666	24,190	27,443	30,089
In million riels (=4000R/USD\$)	82,225	90,666	96,761	109,775	120,357
Total Govt expenditure (million riel)	10,475	11,473	12,322	13,193	14,303
Total Govt expenditure as % of GDP	12.7%	12.7%	12.7%	12.0%	11.9%
MoEYS share as % of GDP	2.8%	3.0%	3.1%	3.0%	3.0%
MoEYS share as % of Govt expenditure	22.3%	23.3%	24.6%	25.3%	25.4%
MoEYS share (million riel)	2,334	2,673	3,031	3,338	3,633
In million dollars	584	691	758	835	908
Education Public Investment Programme (PIP) (2017-2019)	425	501	347	178	0
<i>In million dollars</i>	105	124	85	44	0
Total resources available (In million Riels)	2,334	2,673	3,031	3,338	3,633
In million Dollars	584	691	758	835	908
ESP financial requirement (In million Riels)	2,635	2,846	3,157	3,511	3,607
In million dollars	659	712	789	878	902
Funding gap In million Riels	-301	-173	-126	-173	+6

The ESP-MTR incorporated Cambodia's international commitment to achieve the SDGs, in particular SDG4 (education), by 2030. The MTR process, following recommendations in the JSR (2016), led to a decision by MoEYS to revise and refocus the ESP's Core Breakthrough Indicators (CBIs) and main ESP projections.

¹⁸ Source: ESP-MTR 2016 with revision from MoEYS DGPP supplied 19-June-2017. Note that figures in MTR have internal inconsistencies, including varying exchange rates; DGPP amendments are considered the best and most up-to-date available data.

This involved combining the CBIs and Joint Monitoring Indicators (JMIs) into a single set of ten revised CBIs under two policy headings: (1) Inclusive and equitable quality education; and (2) Effective leadership and management. Annual targets are set and monitored through the JSR process. Overall outcome targets against the relevant indicators for the period covered to the end of the MTR (2020) are shown below:

Policy 1: Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all¹⁹

- Target: Percentage of five-year-old children in ECE is 72 per cent by 2019-20 (Baseline 2015/16: 64.1 per cent).
- Target: The number of districts with primary repetition rates of less than or equal to 10 per cent is 193 by 2019-20 (new CBI) (Baseline 2015/16: 95).
- Target: The number of provinces with lower secondary completion rates of at least 40 per cent reaches 14 by 2019-20 (Baseline 2015/16: 8).
- Target: Adult literacy rate (15 years old and above) is 85 per cent in 2019-20. (Baseline: 2015/16:78.1 per cent).
- Target: Student learning assessments in Grades 3, 6 and 8 for mathematics and Khmer to rise by five per cent by 2019-20. (Baseline: Grade 3²⁰ 35.2 per cent (Khmer) 41.0 per cent (mathematics); Grade 6 2013: 45.7 per cent (Khmer) 43.4 per cent mathematics; Grade 8 N/A (Khmer) N/A (mathematics)).
- Target: Ninety HEIs assessed by 2019-20 (new CBI). (Baseline: assessment not yet started).
- Target: Proportion of primary teachers with Grade 12 Diploma (Baccalaureate) plus two years of pedagogical training ('12 + 2') is 61 per cent in 2019-20 (new CBI). (Baseline 2016: 57.6 per cent).
- Target: Percentage of trainers [PTTCs, RTTCs, NIE] with a master's degree is 24 per cent by 2019-20 (new CBI). (Baseline 2015/16: 10 per cent).

Policy 2: Ensure effective leadership and management of education staff at all levels

- Target: Five hundred school directors per year have completed training in leadership and School-Based Management (SBM) by 2019-20 (new CBI) (Baseline: N/A).
- Target: Percentage of budget liquidated is at least 95 per cent by 2019-2020. (Baseline 2015/16: 94 per cent).

1.5.2 Education sub-sector context

Early Childhood Education

Cambodia has made considerable progress in providing education opportunities for children and young people in the past eight years, owing to new policies of expansion of ECE services. The MoEYS programme of expansion of pre-school classrooms and the growth of community pre-schools, which is a major initiative of the Second Education Sector Support Programme (GPE1), allowed enrolment in pre-primary to grow by 143 per cent since 2007/08 (EMIS figures). However, the MOEYS ESP-MTR and the RESA note

¹⁹ All baseline figures from ESP-MTR, table 4.1 P.12 unless otherwise noted.

²⁰ MoEYS (2016) *Results of Grade Three Student Achievement from the National Assessment in 2015* MoEYS, Education Quality Assurance Department, EQAD, April, 2016 (Draft).

that the proportion of pre-school-aged children attending ECE services is still low. Just over 19 per cent of children aged three to five are registered in ECE services, although the current rate for five-year-old children (the focus of the ESP-MTR CBI) is around two in every three children. Attendance figures and pupil-teacher ratios (PTRs) show that the registration figures underestimate the actual situation and that teacher recruitment has failed to keep pace with increases in enrolment and pre-school openings. Addressing the recruitment problem with contract teachers²¹ is unsatisfactory owing to the small number of training hours undertaken. Furthermore, according to the Cambodia Demographic and Health Survey (CDHS, 2014), 32.4 per cent of children under five are stunted and 8.9 per cent are severely stunted, the implications of which are significant: child stunting is one of the most significant impediments to human development.

The CBI progress for ECE is presented in **Table 3** below. Although progress is being made, the JSR Aid Memoire noted that more resources are needed, as well as more accurate mapping of provision. The integration of Community Pre-Schools (CPS) into a co-ordinated public, community and private provision is the option selected by MoEYS, but in order to be sure that all areas are receiving an equitable and quality service more accurate mapping and an ECE results framework are needed.

Table 3. Core Breakthrough Indicators on Early Childhood Education based on EMIS data

Core Breakthrough Indicators	2013/14	2014/15	2015/16	2016/17
	Target/ Actual	Target/ Actual	Target/ Actual	Target/ Actual
Percentage of five-year-old children in all aspects of ECE	62% /59.93%	66%/61.40%	71% /64.07%	66% /66.35%

Source: MoEYS EMIS data.

Primary Education

Nationally, Cambodia is close to achieving universal access to primary education, with Net Enrolment Rates (NER)²² consistently above 90 per cent over the past decade. Recent NER figures are shown below.

Table 4. Evolution in Primary Net Enrolment Rate 2010-2016

Academic year	Net Enrolment Rate (Primary)		
	Total (%)	Urban (%)	Rural (%)
2010-11	95.2	93.8	95.5
2011-12	96.4	87.8	98.4
2012-13	97.0	83.2	100.2 ²³
2013-14	95.6	83.6	98.4
2014-15	94.5	82.9	97.2
2015-16	93.9	83.3	96.5
Mean:	95.4	85.8	97.7

Source: EMIS Education Statistics and Indicators Annual report by year.

²¹ A contract teacher is a non-qualified or qualified but retired teacher who can be temporarily employed to cover staff shortages in a school. These teachers are selected nominally by the school support committee, but in reality primarily by the school director.

²² NER is defined as total enrolment in primary education aged 6-11 / (population aged 6-11) x 100.

²³ Figures of >100 per cent imply that more children are registered enrolled than are registered on the official population data. This can be caused by: data errors; false information on birthdates (under- or over-age registration being hidden); migration issues; students moving between catchment areas; or any combination of these issues. Note that there is a strong incentive for directors to improve their school indicators by listing all Grade 1 enrolments as 'age 6'.

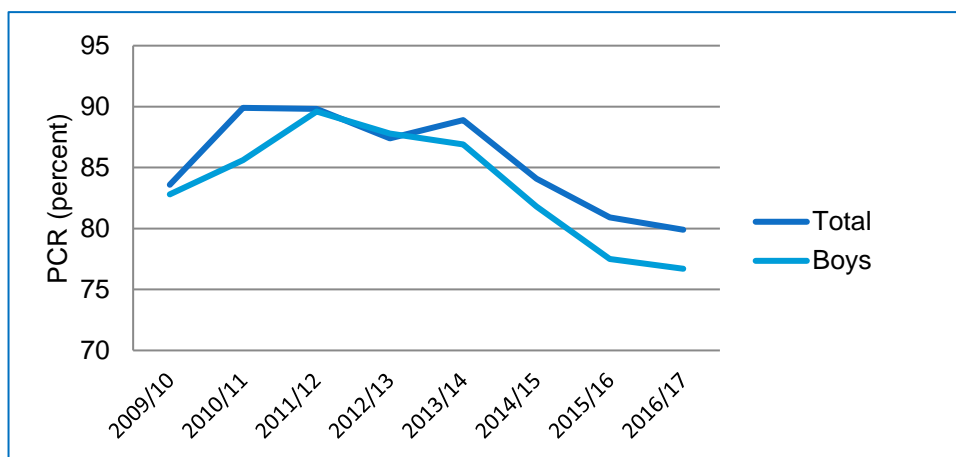
Although the urban population grew from 19.5 per cent of the total population in 2008 to 21.4 per cent in 2013 (ADB, 2014), lower enrolment rates were recorded in urban areas. While patterns of enrolment have not been analysed, a drop in urban enrolment correlates well with the increased prevalence of private education institutes in urban areas, indicating that demand for private education may partly explain the drop in enrolment. High access to primary education may be lost if progression and retention until the last grade are not improved. Repetition is still high in the first grade of schooling, at 11.3% per cent. Dropout is pervasive in some regions, particularly towards the end of the primary school cycle as students become more likely to leave school rather than repeat a year. For example, in rural area schools, the dropout rate in Grade 3 is 4.1 per cent, by Grade 4 it reaches 5.8 per cent and it further climbs to 6.7 per cent in Grade 5 (RESA, 2016).²⁴

After a period of increasing Primary Completion Rate (PCR)²⁵, EMIS reports show a period of stability from 2010/11 to 2013/14 before a recent decline 2014/15 to 2016/17.

Table 5. Primary Completion Rate 2009-2017

Year	Primary Completion Rate	
	Total	Boys
2009/10	83.6	82.8
2010/11	89.9	85.6
2011/12	89.8	89.6
2012/13	87.4	87.8
2013/14	88.9	86.9
2014/15	84.1	81.8
2015/16	80.9	77.5
2016/17	79.9	76.7

Figure 2. Primary Completion Rate trend



²⁴ These figures will be more intensively analysed before the start of programme implementation to establish trends with more clarity; initial analysis suggests that the current situation is representative of the general trend.

²⁵ The completion rate is defined as: number of new pupils in Grade 6 in year T) / (total number of population aged 11 in year T) x 100.

The table and figure above²⁶ give rise to a concern over the recent boys' PCR, with district level analysis showing that this problem is more severe in larger rural districts in the Central and Northern provinces of Cambodia. Girls' enrolment lags behind that of boys in primary school – their better rates of progression lead to the higher female PCR.

Part of the problem of early dropout and lack of completion in public primary schools could be due to overage enrolment and students who are required to repeat grades; both conditions are strong indicators of early dropout. An additional issue that can affect access to school and completion is the lack of separate latrines, safe water and hand-washing facilities. According to EMIS 2015/16 figures:

- 41.9 per cent of primary schools are without a water source (45.2 per cent urban, 41.5 per cent rural).
- 14.1 per cent of primary schools are without latrines (7.7 per cent urban, 14.8 per cent rural).

Secondary Education

Gross Enrolment Rate (GER)²⁷ for lower secondary has remained stable at a (low) level of around 55 per cent over the past three years. In upper secondary grades, the figure was just 24.3 per cent in 2015/16.

Throughout the period 2007/08 – 2015/16, dropout at lower secondary school (Grades 7-9) remained very high, around 20 per cent and has not showed any significant improvement over the past decade. Given this situation, progress with regard to completion of lower secondary has been very slow. Dropout rates are even higher in upper secondary, reaching 23.8 per cent in the last academic year.

The pressure on adolescents to drop-out of school increases with age. Factors include: increasing demand by some sectors of the economy, for example, the garment industry for females and the construction industry for males; outward migration to work in other provinces or overseas, sometimes illegally; and/or a lack of enough education services within an accessible distance, especially in rural districts. Migration, legal or other, is not comprehensively monitored. However, from the most recent Inter-Censal Population Survey, in 2013 there were approximately 4.2 million migrants, of which only 2.5 per cent were cross-border. The same survey estimated that of all migrants in Cambodia, 8.3 per cent were between 10 and 19 years old.²⁸ The numbers of out-of-school children in rural areas are almost double the proportion found in urban areas. Economic factors were the reasons given by 43.5 per cent of females and 36.8 per cent of males for not attending school at the time of the 2014 Cambodia Socio-Economic Survey (CSES).

School performance indicators are correlated with poverty and lack of infrastructure and resources (including sanitation). Rural and remote areas, especially in the northern, northeast and far west provinces, show particularly poor indicators.

Dropout rates in upper secondary schools reached 23.8 per cent in the last academic year. Almost one in two male students in rural areas dropped out without completing the last grade of education. Upper secondary education indicators mirror the effects at lower secondary, with magnified pressures to drop out of school reflecting students' increased age.

²⁶ All rates from EMIS Education Indicators and Statistics from appropriate years. All available online at www.moeys.gov.kh:

²⁷ Gross Enrolment Rate is defined as: (total enrolment in lower secondary education) / (total population aged 12-14) x 100 – this is a more reliable indicator at secondary school because of the low proportion of children who actually complete primary education at the appropriate age. Figures include public and private schooling.

²⁸ Creamer, O., Jordanwood, M., and Sao, S (2016) The Impact of Migration on Children in Cambodia, UNICEF, April 2016.

1.5.3 Quality of education, teaching and learning

For the quality of education and teaching/learning, this proposal mainly focuses on teachers, curriculum, textbooks and learning materials, and assessments.

Teachers

As evidenced from the priorities above, MoEYS recognises that a highly qualified and motivated teacher workforce is a key factor in improving the quality of teaching and learning. To operationalize these priorities, MoEYS has put in place TP and the accompanying TPAP. The TP and TPAP have the following vision, goals and strategies:

Vision: To develop teachers with knowledge, skills, moral and professional competencies recognised by the [sic] society.

Goal: To develop teachers with quality, competency and accountability in line with their professional code of conduct as well as providing enabling conditions to fulfil their professional duties effectively and efficiently.

Objectives/Policies:

- To attract and motivate competent persons into the teaching profession.
- To ensure quality of pre-service teacher training.
- To ensure regular professional development and INSET for teachers.
- To ensure the conditions necessary for teachers to fulfil their professional activity effectively and efficiently.

Strategies of the TPAP:

- Strategy 1: Developing legislative instruments and mechanisms.
- Strategy 2: Attracting competent persons into the teaching profession.
- Strategy 3: Defining the standards of teacher training systems.
- Strategy 4: Developing teacher training centres.
- Strategy 5: Rationalizing teacher deployment to meet the needs of education institutions.
- Strategy 6: Provision of in-service trainings and professional development for teachers.
- Strategy 7: Ensuring teachers are motivated and retained in the system.

Teacher deployment (ESP reform (2), TP strategy (5))

The availability of well-trained and supported teachers in all schools remains a critical issue for quality improvement. The ESP-MTR notes the encouraging drop in pupil-teacher ratios (PTR) nationally from 46.2 in 2013 to 44.8 in 2015. However, it also notes the figure masks disparities between rural and urban areas and among provinces. Six provinces have PTRs higher than 50 and some districts have PTRs in excess of 100. This highlights the need for localised teacher recruitment and deployment strategies. This approach will also address the problems of over-supply in urban areas and under-supply in more rural districts.

Despite regular wages increases and incentives to work in rural and remote schools, teacher wages remain low (60 per cent of the wages of other professional workers in Cambodia)²⁹ and many teachers supplement their income with other jobs, including private tutoring to students within their own schools.³⁰

Teacher Training Centres ESP reform (3) TPAP strategy (4)

The TPAP places great emphasis on enhancing the quality standards of TTCs and, in particular, reinforcing the qualifications of teacher trainers. Cambodia has 26 TTCs across the country, comprising a pre-school TTC; 18 Provincial TTCs – PPTCs, to train primary education teachers; six Regional TTCs - RTTCs, to train lower secondary education teachers; and the National Institute for Education, NIE, to train upper secondary teachers. One of the targets of the TPAP is that by 2020, 30 per cent of teacher trainers at PPTCs will hold a master’s degree. For trainers at RTTCs, the target is that 90 per cent will hold a master’s degree.

The Teacher Task Force (TTF) appointed by MoEYS has identified several constraints to embark on a process of fast upgrading of teachers and trainers. Among these is the limited current capacity of the TTCs to offer a teacher education programme that would meet the standards required for a bachelor of education degree. Also, in terms of their own qualification, teacher trainers in these centres will need to upgrade themselves. However, no higher education institution in Cambodia offers a post-graduate programme or equivalent courses for the development of teacher trainers.

Teacher qualifications improvement (ESP reform (4), TP strategy (6))

In the last 15 years, the education level of Cambodian teachers has improved considerably, but the combination of the TP and the TPAP aims to further raise qualifications standards. From the year 2022, new basic education teachers (permitted to teach up to Grade 9) will be expected to hold at least a bachelor’s-level degree. Senior level teachers – in upper secondary (Grades 10-12) and TTCs – will be required progressively to hold at least a master’s degree. Many in-service teachers will require qualifications upgrades to meet these standards. INSET for professional development is not yet sufficiently co-ordinated to address the needs for qualifications upgrades, being delivered mainly by MoEYS technical departments and being highly dependent on donor contributions. TPAP outlines the strategies to deliver a co-ordinated INSET/CPD system based on local needs (starting with remote/rural areas) and using improvements in the inspection and learning assessment data.

The current situation is that:

- About 40 per cent of upper secondary education teachers hold at least a bachelor’s degree. Most teachers in lower secondary education hold at least an upper secondary certificate.
- The main challenge of upgrading the current teacher workforce to the qualifications set in the new teacher policy lies on upgrading primary education teachers.
- In 2015, 32.6 per cent of primary education staff had an education level below upper secondary, with the need being greatest in remote/rural areas.
 - In Mondulhiri province only 19 per cent of primary school staff hold the minimum education standard, compared with:

²⁹ ‘Cambodian teachers earn 60 percent [of] the average monthly income of other professionals. Even though still underpaid compared to other professionals, teachers in Vietnam are in a slightly better position. Their income is 88 per cent of the average monthly income of other professionals.’ (RESA, p. 92). NB: The comparison jobs listed between countries was not consistent, casting doubt on the validity of the figures.

³⁰ RESA 2016, p59.

- Primary school staff in Kep province (90 per cent) and a high proportion of those in Svay Rieng (86 per cent) and Kampot (76 per cent) have attained at least an upper secondary certificate.³¹
- Over one-half of trainers of primary school teachers at PTTCs holds a bachelor’s degree and almost one-quarter holds an upper secondary certificate.
- The proportion of trainers with the required master’s-level qualification is:
 - PTTC trainers: 15 per cent.
 - RTTC trainers: 31 per cent.³²
- Infrastructure improvements – combined with the described initiatives in education policy – especially the approval of the TPAP in 2015, has led to a more strategic approach to improving education quality. This is key to which is the development of a capable and qualified teaching force capable of delivering a curriculum that will deliver quality learning outcomes.

Curriculum, textbooks and learning materials

Access to primary education has developed from a post-conflict baseline of zero in 1979/80 to the current levels of being close to universal enrolment. Development of teaching materials, curriculum and training has progressed also, leading to a greater emphasis on education quality as an overarching issue. Recent developments have included:

- Concerns over results from Cambodia’s first Early Grades Reading Assessment (EGRA) in 2010 lead to an overhaul of curriculum and teaching methods, with the new textbooks returning to a more phonics-based approach. Textbooks for Grades 1, 2 and 3 were approved by MoEYS in 2011, 2012 and 2013, respectively. The new textbooks were a departure from previous models as the early parts include teaching instructions, thereby removing the need for a teacher guide.
- Use of the new teaching methods showed initial improvements in learning outcomes following pilot testing and in a 2012 EGRA (Primary Education Department reports).³³
- MoEYS delivered a large-scale textbook orientation programme with each new textbook; the budget required to support such a comprehensive initiative reduced the available training duration to three days, leaving not all teachers feeling capable of delivering the new curriculum³⁴.
- MoEYS’ commitments to a curriculum review resulted in a new curriculum framework³⁵ for all levels of education that was approved in 2015.
- New EG learning materials, including criteria-referenced tests, will be piloted and phased in from the 2018/19 academic year starting with Grade 1³⁶

Learning assessments and quality assurance

There has been considerable progress in the implementation of learning assessments, including interventions by GPE1 and GPE2. The creation of the Education Quality Assurance Department (EQAD) in

³¹EMIS: Education Statistics and Indicators 2015/16 (all figures in this paragraph).

³²Data supplied by TTD correct from 01-Jan-2017 (latest surveyed figures: do not include non-lecturing staff or staff currently undertaking training. Note that these figures are higher than the ESP-MTR CBI baseline (2015/16) for teacher trainer qualifications (page 19).

³³Kann Puthy (2012) Towards Reading For All, MoEYS Primary Education Department, available at: <https://docmia.com/d/623808#> retrieved 20-Aug 2017.

³⁴Unpublished data from 138 schools survey (2016) in TRAC+ EG development project by World Education, Inc.

³⁵Available to download from MoEYS website: <http://www.moeys.gov.kh/en/dge/2328.html#WZkqYztLfIU> retrieved 20-Aug 2017.

³⁶All aspects of this are currently in the approval process. Detail is contained in the draft document: USAID (2017) Cambodia Technical Assistance for Coordination and Collaboration in Early Grade Reading Annual work plan (draft 3.1).

2009,³⁷ as a progression from the former Inspectorate of Education was an initiative to improve quality standards of monitoring and evaluation at all education systems levels, as well as beginning the process of establishing national testing.

The results of assessment are beginning to be disseminated, but are not impacting on systems performance. EGRA was introduced in 2010 and more recently, Early Grade Mathematics Assessments (EGMA) have been undertaken. Assessments over a national sample of students have been organised for Grades 3, 6 and 8, covering Khmer language, mathematics and physics (the last for Grade 8 only). A variety of objective assessments have shown significant disparity between teacher assessments of student performance which determine student pass and promotion rates and actual student achievement. Some examples of this are shown below.

Table 6. Detail on disparity between teacher-assessed pass rates and various administered EGRA/EGMA tools

Year	Tool	Grade	Result	National promotion rate (EMIS) (not by subject)
2010	EGRA (Primary Education Dept. (PED))	1	Letter recognition task: 50% zero scores (Children unable to identify a single character correctly) ³⁸	2010 G1 = 77.5%
2010	EGRA (PED)	2	Letter recognition task: 25% zero scores	2010 G2 = 84.4%
2012	EGRA (PED)	1	Letter recognition task: 35% zero scores	2012 G1 = 80.4%
2012	EGRA (PED)	2	Letter recognition task: 17% zero scores	2012 G2 = 85.6%
2015	EGMA (SESSP/PED)	1	8% of students sample met standard required for G1 maths ³⁹	2015 G1 = 83.5%
2015	EGMA (SESSP/PED)	2	8% of students sample met standard required for G2 maths	2015 G2 = 87.1%
2015	EGMA (SESSP/PED)	3	2% of students sample met standard required for G3 maths	2015 G3 = 87.0%
2015	National Learning Assessment (NLA) by Education Quality Assurance Dept. (EQAD) (Khmer language)	3	24.4% of G3 tested could not write a single word on dictation test. ⁴⁰	2015 G3 = 87.0%
2015	EQAD National Test (Maths)	3	Quote: "The overall average correct of 41% suggests that the average grade three student mathematics achievement is not at the expected (or desired) level." ⁴¹	2015 G3 = 87.0%

³⁷ Educational sub-decree 84, prakas 2792. EQAD functions are summarised on MoEYS website:

<http://www.moeys.gov.kh/en/eqa/687.html#.WZkk2DtlfIU> retrieved 20-Aug 2017.

³⁸ Research Triangle Institute (RTI) / USAID (2015) *Assessment of Early Grade Reading in the Education Sector in Cambodia*, RTI, North Carolina, July 2015.

³⁹ MoEYS / SESSP (2016) *Analysis of Early Grade Mathematics Assessment for Grades 1, 2, 3, and 6 in Cambodia*, MoEYS, Cambodia, 2016.

⁴⁰ MoEYS (2016) *Results of Grade Three Student Achievement from the National Assessment in 2015*, EQAD, MoEYS, Cambodia, April, 2016 (Draft).

⁴¹ (3) MoEYS (2016) *Results of Grade Three Student Achievement from the National Assessment in 2015*, EQAD, MoEYS, Cambodia, April, 2016 (Draft), p.13

Analysis of the figures shows that key disparities are by geographical area of residence and socio-economic background of children; gender analysis shows girls achieve slightly higher results than boys. Irregular attendance in classes also has a negative link with learning outcomes and migration issues are a highly significant factor in this.

On the results of the national assessments, the JSR Aide Memoire commented:

“None of the results is strong ... Recommended actions to raise the results include: piloting full day teaching and learning at primary school; developing a framework for use of learning achievement results in strengthening the quality of learning; capacity development and support for districts and provinces most in need.”⁴²

1.5.4 Strengthening institutional capacities

Capacity development is considered in the ESP 2014-2018 as a key supportive strategy to achieve the sector policy objectives. There are currently several interventions underway, in line with national reforms such as the PFMR, D&D, and PAR, all of which require new skills and knowledge. Furthermore, MoEYS is implementing the Capacity Development Master Plan (CDMP) 2014-2018 which employs a more coherent approach than previous isolated interventions. Since the implementation of the CDMP, capacity at the central level has been strengthened, but there remain some weaknesses in the planning and management capacities of staff, particularly at the sub-national level.

Outcomes in the CDMP 2014-18:

Outcome 1: Evidence-based policies are developed based on research and comprehensive dialogue.

Outcome 2: There is results-oriented planning, policy and M&E/EMIS practice/exercise at all levels.

Outcome 3: Government financing is based on equity and quality and ensures greater financial accountability.

Outcome 4: There is more efficient deployment and management of personnel (MoEYS and teachers) through systematic capacity development mechanisms.

Outcome 5: There is improved equity in and quality of education service delivery, sport and youth development.

The CDMP is being implemented through various interventions, including through the CDPF. This support aims at ensuring effective implementation of policy interventions to improve equity, quality and the efficient management of the sector by strengthening capacity in: planning; budgeting; policy implementation; auditing; and monitoring and evaluation. The CDPF adopts a holistic multi-level approach covering central MoEYS departments, sub-national offices, schools and communities with increasing focus on sub-national levels. It is also comprehensive in scope in addressing institutional, organisational and individual aspects of sector capacity development needs.

⁴² JSR Aide Memoire, May, 2017.

2. Previous GPE programmes in Cambodia

2.1 Overview

RGC has to date implemented two programmes with the support of the GPE. The first support was provided under the EFA Fast-Track Initiative Catalytic Fund, for the Cambodia Education Sector Support Scale Up Action Programme (GPE1) implemented between 2008 and 2012. This grant was administered by the World Bank in its capacity as supervising entity. The main objective was: “To speed up progress towards improved Grade 1 right-age entry, net enrolment, retention, progression rates and Grade 6 completion rates in primary education.” The grant for this programme was USD\$57.4million, and there were three programme components:

- i) Expanding Early Childhood Education;
- ii) Improving Primary Education quality and progress; and
- iii) Promoting institutional development and capacity building.

The recently completed Second Education Sector Support Programme (GPE2) was a follow-up to GPE1 and was in line with ESP 2014-2018. It began implementation in 2014 and ended in July 2017. The objectives of GPE2 were:

- To expand access to ECE for three- to five-year-olds.
- To contribute to improved access to and quality of basic education, particularly for those from disadvantaged backgrounds.

The grant was for USD\$38.5million and had four components:

- (i) Improving the access and educational experience of vulnerable and disadvantaged students.
- (ii) Benchmarking student competencies.
- (iii) Improving Cambodia’s teaching force.
- (iv) Systems strengthening and programme management and monitoring and evaluation.

2.2 Achievements and lessons learned from previous GPE programmes

Some of the achievements of the first and second sector support programmes funded by GPE grants include:

- Training of CPS and pre-school teachers.
- Training of ‘core mothers’ to lead the home-based education programme for pre-school children with health safety and nutrition components. GPE1 and GPE2 contributed to this and developed a formal programme of 13 modules.
- During GPE1, CPS activities took place under the teachers’ house or sometimes in a local school; this lack of a central location prohibited the receipt of external funding. The GPE2 trained communities to build their own community pre-schools and assisted with resources for these.
- The Ministry of Interior (MoI) approved guideline 51 on operating a CPS at the commune council level with council funding. Under GPE2 an inter-ministerial Prakas⁴³ to mainstream CPS into the education structure was formulated.
- Both programmes supported EGRA initiatives and showed improved results on EGRA testing. The EGR programme has been integrated into MoEYS curriculum at Grades 1-3.
- Dropout was addressed by: health awareness campaigns; literacy initiatives; classroom construction; scholarships; and school grants.
- Scholarships provided in GPE1 led to the adoption of a Primary Scholarships Policy.

⁴³ A *prakas* (announcement) is a ministry-level requirement, signed by the minister. In the case of an inter-ministerial *prakas*, the requirement is signed by each relevant ministry and applies to those ministries.

- Based on lessons learned in GPE1, scholarships provided in the first year of GPE2 were mainstreamed nationally in the second year of the programme to include Grades 4 - 6. Development of a national scholarships policy is proposed for the third GPE supported programme, as will be outlined later in this document.
- The national school health policy is being revised to include a Grade 1 health check-up activity. This is expected to be formalised with the approval of a drafted Inter-ministry *prakas* on health check-ups for Grade 1 children.
- The school grants initiative made a significant contribution to the development of revisions to MoEYS provision of the School Operating Budget (SOB). GPE2 built on the work of GPE1 to mainstream the SOB and school grants together into a single School Improvement Fund (SIF) which will be piloted in 2018.
- Approval of the school director training manual developed under GPE2.

Some of the lessons learned from previous GPE programmes are summarised below:

- World Bank evaluation of three pre-school modalities from GPE1 showed weak short-run effects. The authors theorised that low individual take up, the short duration of programme exposure and implementation challenges were the factors driving these results. The recommendations are as follows:
 - Address the demand side constraints, such as communication campaigns aimed at increasing parents' awareness about the benefits of pre-school.
 - Review the content and relevance of the pre-school curriculum for 3-5 year-olds
 - Work with RGC to raise monthly teacher wages and ensure their regular payment. The World Bank policy note underscores the importance of strong implementation.⁴⁴
- GPE2 final workshop presentation listed the following lessons learned:
 - Construction delays were caused by floods and poor performing contractors; constructions must be made in the correct season.
 - Targets for rating of ECE services at the community and formal pre-school levels were adjusted from international standards to standards more appropriate to local context.
 - The target for the percentage of Grade 3 children reading at 40-60 words per minute was based on too small a sample size.
- A presentation from the PED (National Education Congress, 2016) highlighted the need to improve the administration procedures for teachers implementing EGRA tests with their students. Recommendations to improve this situation included:
 - Improving the monthly teacher assessment tests and recording data from these.
 - Increasing the training time available for teachers administering standardised tests.

⁴⁴ Source: Bouguen, A., Filmer, D., Macours, K. & Naudeau, S. (2013) *Impact evaluation of three types of early childhood development interventions in Cambodia* World Bank Policy Research Working Paper 6540.

3. Proposed GPE3 programme

3.1 Development objective

Nationally, Cambodia is close to achieving universal access to primary education, with Net Enrolment Rates (NER)⁴⁵ consistently above 90 per cent since 2008. Current figures (EMIS 2015/16) for primary school NER are:

- National: 93.9 per cent;
- Urban: 83.3 per cent;
- Rural: 96.5 per cent.

MoEYS has made progress in the provision of school buildings. EMIS figures show an increase in the number of primary schools by 11 per cent in the last decade and in the relatively new area of ECE, the number of pre-schools has increased 143 per cent over the same time period.

With this improved access to schooling, MoEYS policy focus has shifted towards the provision of quality education. An initial EGRA in 2010⁴⁶ prompted a review of the EG curriculum and the production of new textbooks with an increased focus on acquisition of reading skills using a phonics-based approach.

Other EGRA and EGMA tests have highlighted concerns over the level of the education quality being provided within the Cambodian state education system. With this in mind, the development of National Assessment Tests, under the purview of EQAD, are being used to develop a detailed picture of learning standards and progress in learning achievements over an extended time period.

Hence, the development objective for this programme is:

To improve the quality of primary education, especially for children from disadvantaged groups.

The programme will be fully aligned with and support the implementation of the ESP 2014-18 and the ESP MTR 2016 revised policy objectives of MoEYS, namely:

- **Policy objective 1:** ensuring inclusive and equitable education; and
- **Policy objective 2:** ensuring effective leadership and management of education staff.

Moreover the programme supports the main reforms advocated by MoEYS and framed in the TPAP, the CDMP, and the national reforms as mentioned in section one of this document.

The programme proposed in this document operates at three levels: policy, planning, and management with more direct interventions aimed at improving equity and learning.

At the policy level, the programme will support the development of frameworks to enable some of the priorities and reforms advocated by the ESP-MTR. Some of these frameworks include the development of a system of institutionalised CPD for teachers and school directors and other means of support for planned teacher reforms.

⁴⁵ NER: The number of pupils or students in the theoretical age group for a given level of education enrolled in that level, expressed as a percentage of the total population in that age group. (Education Statistics and Indicators, EMIS, 2016).

⁴⁶ Kann Puthy (2014) *Towards Reading for All: Variation in early reading assessment result between rural and urban population in Cambodia*, Primary Education Department, MoEYS.
http://www.uis.unesco.org/StatisticalCapacityBuilding/Workshop%20Documents/Education%20workshop%20dox/Montreal%202014/17.Rural%20urban%20variations%20in%20early%20reading%20assessments%20results%20in%20Cambodia_EN.pdf retrieved 16-June-2017.

A series of interventions of the programme proposal aim at strengthening effective teaching and learning practices. This programme proposes to improve teaching and learning practices in primary schools through INSET for EG learning and school-based mentoring support for teachers. In all cases, the selection of provinces/districts is based on equity and quality criteria.

Other strategies are directed at strengthening PTTCs. These include support to upgrade teacher trainers from PTTCs to a specifically targeted 'teacher trainers' BA (Ed.) degree; to improve teaching methods through professional development; and to improve teaching and learning conditions of PTTCs.

3.2 Development of the STEPCam application

The processes of STEPCam development consists of three phases:

1. Problem identification and prioritisation.
2. Theory of change to achieve a sustainable impact on education in Cambodia.
3. Expected Results framework of the programme.

3.2.1 Problem identification and prioritisation

This process took place over extensive discussion with MoEYS, ESWG and the JTWG-Ed. Challenges were identified and consultations took place about where within the education system these were manifested.

Prioritisation was based on:

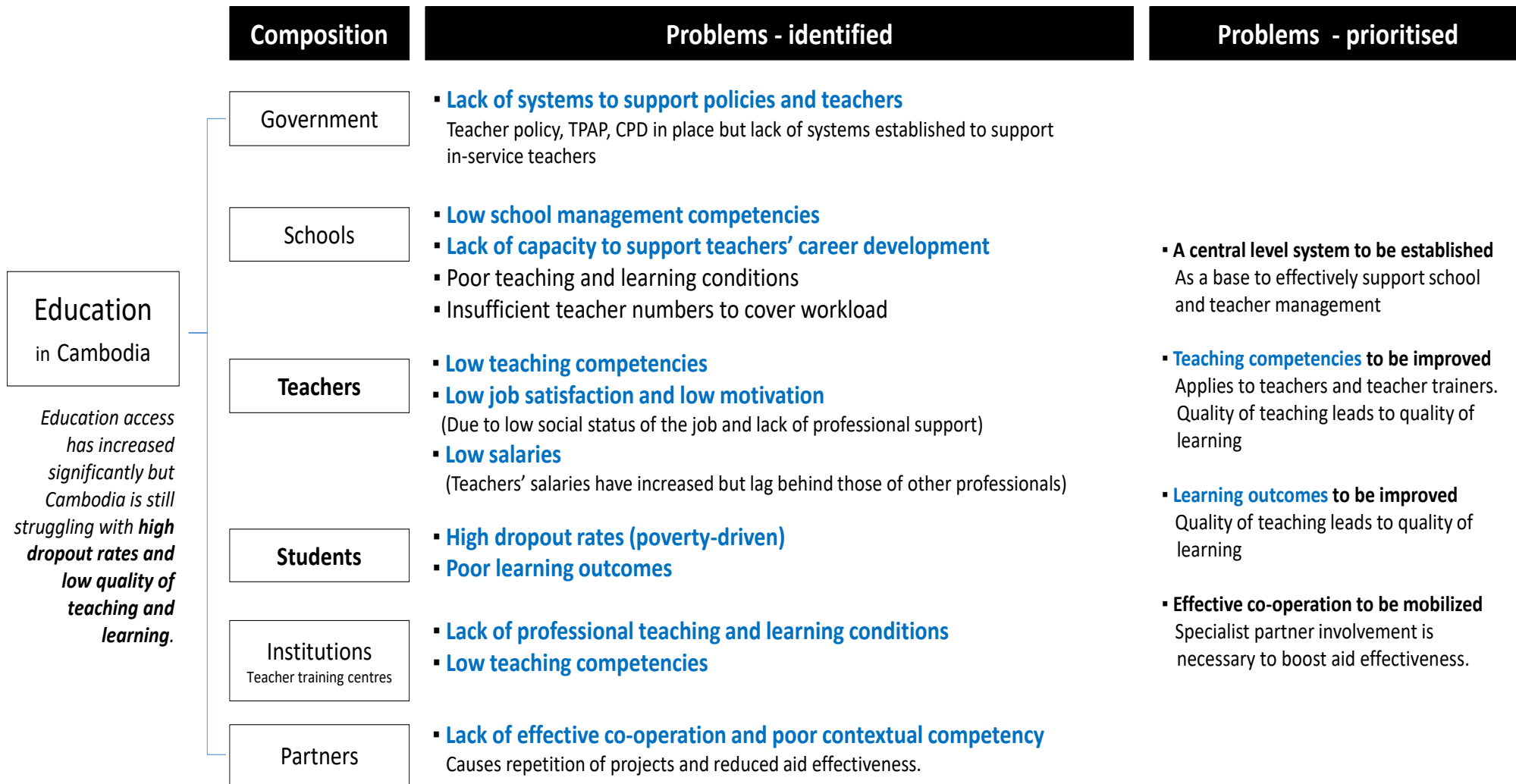
- MoEYS priorities from the ESP-MTR and the supporting RESA.
- Urgency of action: identifying which problem needed addressing immediately to deliver the maximum change.
- Value-added and risk analysis: based on what could be achieved within the timescale, budget and human resources available to the programme.

below outlines the process of problem identification and prioritisation taken and the general conclusions reached in the process. It also shows the different levels of intervention possible, with teachers and students at the centre with the goal of improving teaching quality and therefore learning outcomes. To paraphrase a regularly-heard Khmer expression:

“A teacher with ability will get good results sitting under a tree with students. Good teachers get good results.”

Teachers are the *direct* targets of the intervention, with the aim being that improved teaching leads to improved learning outcomes. Students will be the ultimate beneficiaries of a successful programme, but are the *indirect* targets.

Figure 3. Problem identification and prioritisation process



3.2.2 Theory of change

The Theory of Change hypothesises that the quality of teaching and quality of learning are inextricably linked.

If teaching quality is improved, then student learning will improve.

Interventions at the system level, trainer level, teacher level and improvements in the learning environment for teacher training address all the areas where improvements can be offered.

This programme components will directly address CPD for in-service teachers, with the aim of using systems that deliver incentives (tangible and intangible) for teachers to improve professional competency. This is a system and policy level intervention that aims to change the way teachers think about CPD and their professional competencies.

This system support is backed up with support for schools. Schools with a high proportion of quality teachers have one thing in common: a competent director. Excellent CPD and strengthened teacher competency will be realised and sustained through improved school-based management. The CDPFIII will aims to improve school directors' skills so they become leaders of teaching and learning so that schools may work with greater **efficiency**.

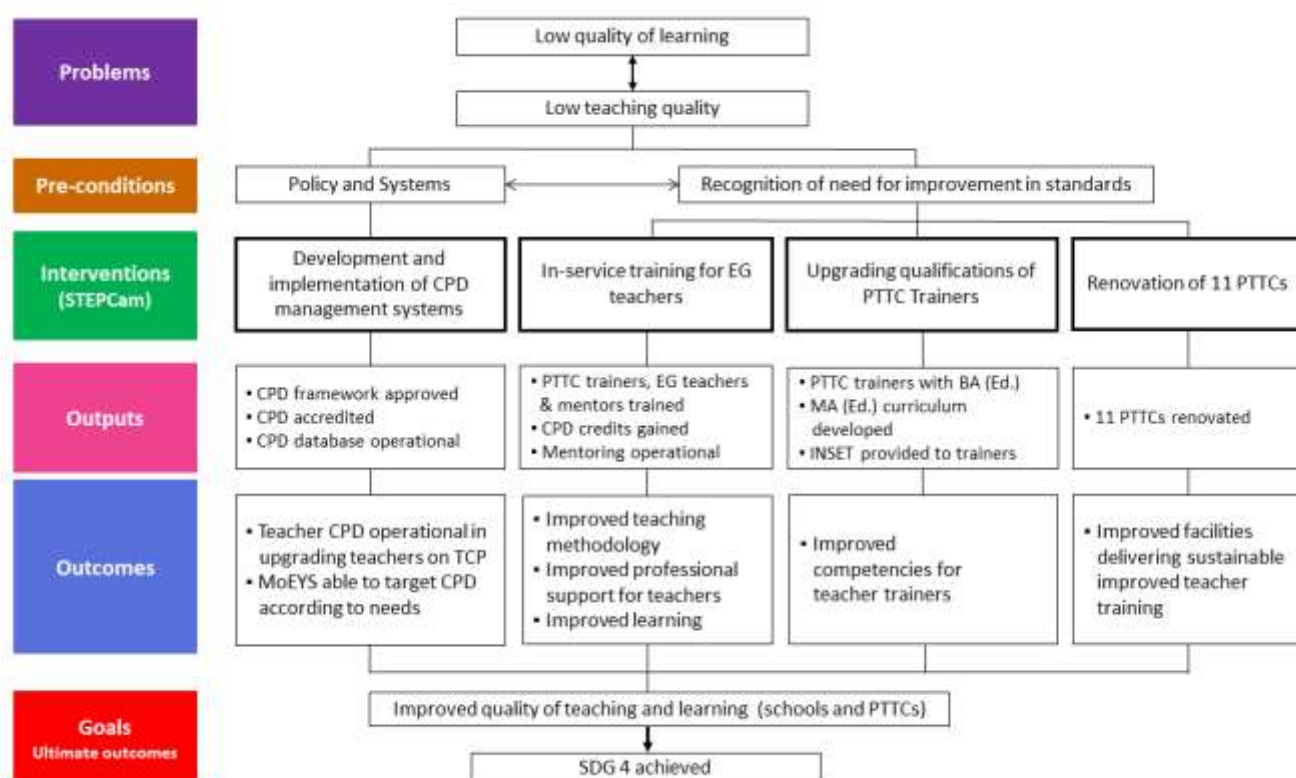
Further support at the school level is enhanced through the mentoring system. This programme will begin the mentoring training at a basic level, but with the largest-scale pilot (one complete province, 12 districts) attempted to date in Cambodia. Senior mentors from all target provinces will be trained prior to the actual delivering school-based mentoring support. The Variable/CDPF Phase III, will assist with monitoring this, establishing good practices and gathering data. Component two of the fixed part will initiate the mentoring process. This will be further implemented through the **learning** component of the variable part, which will deliver support for school-based mentoring.

Even the greatest teacher cannot deliver if students are not present. The CDPF III (and variable part) will deliver a strong equity focus to support the most vulnerable students to stay in school. Scholarships will target poor students and consider gender disparity and academic performance. This will allow access barriers to be reduced. Improved teaching should allow students to be more motivated to stay in school as their education should become more relevant to them.

The STEPCam Theory of Change is that student learning outcomes will be improved by better quality teaching. STEPCam places students at the core of the programme and all interventions have been designed and will be implemented in order to benefit them. To this end, improving the quality of teaching is an essential prerequisite and this is why the programme mainly targets teachers, more specifically in-service training of teachers and education staff, in strengthening their competencies. Extensive support will be provided to in-service teachers over the programme period, in order to make the interventions more practical and effective in solving the current problem – a low quality of learning outcomes.

The interaction between and the Theory of Change underpinning the four components of STEPCam is presented in **Figure 4** below.

Figure 4. Summary of the Theory of Change for the four components of STEPCam



The programme focuses on primary education, especially EG (Grades 1-3) as the foundation for sustained effective learning over the education lifecycle. The interventions address this, as shown, from the national systems level, to teacher trainers and direct support to in-service teachers. Additional professional support provided by mentors will include:

- Short-term professional support to enable educators to make the best use of new competences and knowledge from CPD courses.
- Medium- and long-term development of collaborative work practices to allow teachers to feel valued and responsible in their profession.

Pre-conditions

Pre-conditions for the STEPCam to be implemented successfully are:

- (1) Establishment of a Committee for Teacher Development (CTD) and its constituent Sub-Committees⁴⁷:
 - (i) Sub-Committee on PRESET.
 - (ii) Sub-Committee on CPD.
 - (iii) Sub-Committee on Management.

The Capacity Development Programme for Education (CapED) provides technical and financial support to the CTPD in its different functions and will continue this support during the 2018-2021 period.

⁴⁷ MoEYS Committee for Teacher Development, approved by MoEYS on 30/06/2017.

MoEYS' commitment to the progressive implementation of the TCP in line with civil service and public financial reforms, where teachers are able to upgrade their professional skills within a recognised career structure, is seen as equitable and sustainable.

3.2.3 Expected results

The programme expected to achieve impactful results leading to improved quality of primary education, especially for children from disadvantaged groups and more effective leadership and management of education personnel.

At the highest level of impact, the quality of teaching and learning in primary education will be raised. This will contribute to reduce the rate of students dropping out of primary school; decrease the rate of students repeating grades; and improve student learning process and outcomes.

At an intermediate level of impact, the programme is expected to produce the following results:

1. CPD Framework that is operationalised through an implementation action plan.
2. The delivery of appropriate in-service training for early grade teachers and the ongoing provision of mentoring support to teachers.
3. Qualifications upgrading for teacher trainers in provincial teacher training colleges and renovated provincial teacher training colleges, thereby resulting in improved training.

The intermediate level of impact will be further enhanced through the variable part of the GPE3 programme, which is expected to produce the following results:

1. Effective implementation of a primary scholarship framework.
2. Timely preparation of standardised school plans and budgets in target districts.
3. Early grade teachers receiving school-based mentoring support in target districts.

The expected key results of the STEPCam is presented in a results framework in **Annex 1**.

3.2.4 Risk factors and mitigation

In preparing the proposal the grant agent have undertaken extensive consultations with government and development partners. Based on these consultations the following overall risks to the programme have been identified, together with mitigation measures.

In general, most overall risks to the programme are assessed as being low to medium. This risk profile is in large part a reflection of the approach that has been taken during programme preparation, which has been underpinned by principles of sustainability and flexibility. The STEPCam has been conceptualised as a component of a broader education system, in line with the Ministry's reform agenda, with an emphasis on school level improvements.

The major risks to the programme broadly fall into three categories: (i) external risks, including economic, political, natural disasters and security; (ii) organisational, relating to personnel, capacity and policies; and (iii) financial, including financial management weaknesses and lack of funding (refer **Table 7** below).

Table 7. STEPCam Risk Matrix

Risk Factors	Likelihood	Impact	Overall Risk Rating	Mitigation
External risks				
Delays in submission of/approval of the Variable part.	Low	Med.	Low	<ul style="list-style-type: none"> JTWG decision to submit the application for Variable part in early 2018. Consultation and technical support mission from the GPE Secretariat on the stretch indicators.
Delays in implementation during the period leading to the elections.	Med.	High	Med.	<ul style="list-style-type: none"> Regular contacts with the government officials. Commitment of the MoEYS at the PMC and GSC level in place.
Decline in government budget allocation to education sector.	Low	High	Med.	<ul style="list-style-type: none"> Policy dialogue with the government through the JTWG-Education. Bilateral dialogue with MoEYS and MEF. ESP 2019-2023 costed and in line with Education 2030 Roadmap.
Decline in development partner financial support to education sector.	Med.	Med.	Med.	<ul style="list-style-type: none"> Policy dialogue through ESWG and JTWG. Support mapping of development partner pipeline funding. Alternative sources of funding mobilised through development partner networks and sector coordination. Development partner policy dialogue with the government to advocate for increased domestic financing to education sector.
Organisational risks				
Delays in the decision by the programme committees.	Low	Med.	Med.	<ul style="list-style-type: none"> Continuous monitoring by the grant agents Documents to be sent two weeks in advance of the relevant committee meetings.
Delays in the preparation of MoEYS report on the achievement of the targets and difficulties reaching consensus on the achievement of targets.	Med.	Med.	Med.	<ul style="list-style-type: none"> Support for capacity strengthening of with implementation partners already included into programme work plan. Funds transfers to implementing partners tied to reports, deliverables and payments made upon presentation of reports, deliverables and payment claim in line with contracts. Targets are clearly defined along with funding levels.
Poor quality of outputs delivered by implementing partners.	Med.	High.	Med.	<ul style="list-style-type: none"> Capacity building with implementing partners factored into programme work plan Ensure quality and competent Technical assistance recruitment and provided to the implementing partners. Funds release to implementing partners tied to deliverables and payments made upon presentation of deliverables and payment claim in line with contracts. Build in tangible milestones and spot checks/programmatic visits.

				<ul style="list-style-type: none"> • Prior in-depth reviews of partner's policies and processes to identify gaps leading to risk of non-delivery or etc. • Regular spot checks and supporting missions by STEPCam Management Team.
Delays/malfeasance in PTTC renovations, leading to disruption in programme implementation	Med.	High	Med.	<ul style="list-style-type: none"> • Regular contact with the government officials, sub-contractors and STEPCam Management Team. • Establish a detailed work plan prior to the PTTC renovations that is linked to the contractual agreement with a clause on to financial penalties for late completion. • Goods delivered properly inspected at the time of delivery to ensure that these are in good condition and in accordance with the quantities and specifications. Goods Delivery Notes to be prepared and approved • Conduct additional programme monitoring visits, if delays are anticipated in work-schedule.
Turnover of newly degreed PTTC trainers leaving their current position to find better work	Med.	High	Med.	<ul style="list-style-type: none"> • MoEYS introducing incentives to improve the working environment through new career-pathways and adopt titles of trainers in TECs. • MoEYS to consider a bonding period with PTTC trainers before upskilling, which requires number of years to be worked or financial penalty to be paid before releasing a trainer.
Financial risks				
Delays in funds disbursement by GPE, leading to delays in the programming of the funds	Low	High	Low	<ul style="list-style-type: none"> • Regular contacts with the GPE Secretariat.
Value for money not achieved in programme implementation	Med.	High	Med.	<ul style="list-style-type: none"> • Prior in-depth reviews of partner's policies and processes to identify gaps, including implementing the recommendations from the independent Micro Assessment of MoEYS, if possible. • Technical assistance provided and capacity strengthening of implementing partners factored into work plans. • Implementing partners to strengthen selection process of sub-contractors through calls for proposal or price comparison to confirm value for money. • Funds transfers to implementing partners tied to deliverables and payments made upon presentation of deliverables and payment claim in line with contracts. • Adequate safeguards over project assets are implemented in line with the recommendation from the independent Micro Assessment of MoEYS • Financial spot checks and programme monitoring visits conducted regularly.

Fraud and corruption cases arise during programme implementation	Med.	High	Med	<ul style="list-style-type: none"> • Risk rating assessed based on financial and procurement assessment of implementing partners and implementing recommendations from the independent Micro Assessment of MoEYS. • Existing anti-fraud and corruption policy and Prakas of the MoEYS will be circulated and used if cases arise. • Spot checks and audits by grant agents; • Fraud cases reported through GPE3 Programme Steering Committee, and through grant agent internal systems. • Communicate actions taken against fraud and corruption cases identified to prevent/deter other individuals.
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3.3 Geographic targeting

In line with the expected result of improving quality of teaching and learning in primary education to reduce the rate of students dropping out of primary school; decrease the rate of students repeating grades; and improve student learning process and outcomes, key student flow indicators, such as average primary dropout rates (for Grades 1-6) and average Grade 1 repetition rates were analyzed. Several provinces exceeded the national average for both Grade 1 repetition as well as average primary dropout rates. Upon further analysis of these two indicators, the poorest performing provinces were identified and in consultations with MoEYS and partners (particularly USAID) it was agreed to take “whole of province approach” on CPD implementation and INSET on early grade learning instead of districts and schools across multiple provinces. Hence, 5 provinces have been prioritized for support: Stung Treng, Preah Vihear, Siem Reap, Kratie and Kampong Thom. Of the total 39 districts in these 5 provinces, 30 districts with a high level of Grade 1 repetition are targeted for EG teachers INSET and mentoring support and in the remaining 9 districts will be covered by the USAID project *All Children Reading - Cambodia* with STEPCam trainers to complete province-wide coverage areas.

In addition, eligible Teachers Trainers from all 18 PTTCs will be targeted under component 3: Upgrading qualifications of trainers at PTTCs. For component 4, 11 PTTCs from 11 provinces namely: Banteay Meanchey, Kampong Chhnang, Kampong Speu, Kampong Thom, Kampot, Kratie, Preah Sihanouk, Preah Vihear, Pursat, Stung Treng and Svay Rieng will be targeted.

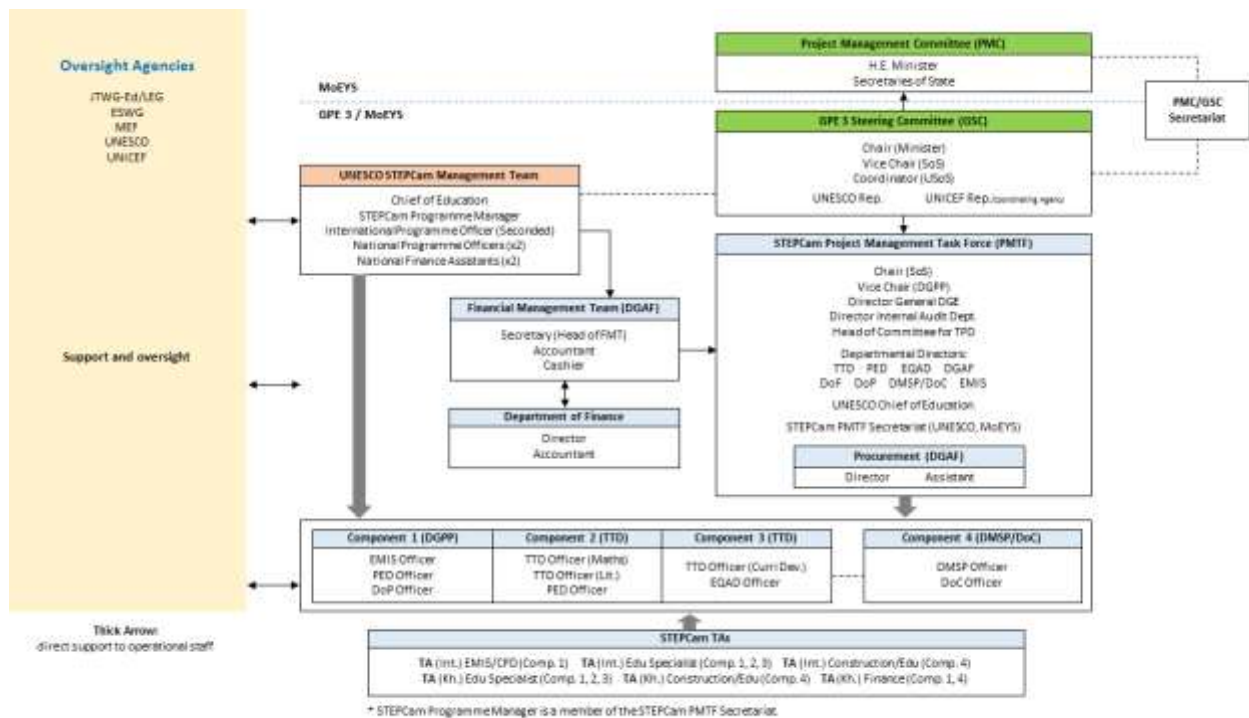
Further the logistical and human resources available and required for quality EGL INSET and subsequent support, the 3 year project cycle and the budget has been carefully factored in the geographical targeting and selection. For further details on the geographical targeting refers to **Annex 2**.

3.4 Governance

The overarching governance structure for the STEPCam programme is described below, and is summarised in **Figure 5** below.

Executing Agency	<p>MoEYS will serve as the Executing Agency for GPE3.</p> <p>In this role MoEYS will be responsible for carrying out programme-related work under established guidelines and procedures and will allocate individuals or a team of people from within its existing structure to be responsible for day-to-day implementation.</p> <p>As Executing Agency. MoEYS will appoint the following committees:</p> <p>GPE3 Steering Committee (GSC)</p> <p>Project Management Task Force (PMTF) – for the fixed part</p> <p>Financial Management Team (from DGAF) – for the fixed part</p>
GPE3 Steering Committee (GSC)	<p>The GPE3 Steering Committee will provide overall supervision and guidance across the programme, related to work undertaken within the STEPCam and subsequently for the Variable Parts. The committee will report to higher levels of government as required and to development partners. MoEYS' minister will chair the committee. MoEYS' vice-minister (Secretary of State) will act as vice-chair; and MoEYS' under-secretary of state will coordinate committee proceedings. Other committee members will be the UNESCO representative and the UNICEF representative.</p>
Project Management Task Force (PMTF)	<p>A Management Task Force (PMTF) for the STEPCam will be established. The Task Force will provide overall management of all aspects implementation relating to the Fixed Part implementation. This task force will be composed of: a chair (MoEYS' secretary of state), a vice-chair (Director-General of Policy and Planning – DGPP). Other members of the task force will include the Director-General of the Department for General Education - DGE); the Director of the Internal Audit Department – IAD); the Head of the Committee for Teacher Professional Development (Deputy-Director of DGE); directors of all relevant MoEYS technical departments and the UNESCO Chief of Education and STEPCam Project Manager. There will also be a task force member from the DGAF.</p>

Figure 5. STEPCam Governance Structure



3.5 Sector harmonisation and coordination

In addition to the governance structure that will be established specifically for STEPCam, there are several sector harmonisation and coordination groups that are also of relevance to the design and implementation of GPE3. These groups are described below.

3.5.1 Local Education Group

The Local Education Group (LEG) will service as an advisory and coordinating group to STEPCam, and will also validate achievement of results under the programme. In Cambodia, the LEG corresponds to the JTWG. This is the coordination mechanism between MoEYS, development partners and civil society groups. MoEYS' Minister chairs the JTWG and the Chair of the ESWG is the vice-chair of this group. The JTWG meets quarterly to discuss policy priorities and to review education sector progress. The JTWG annual retreat convenes senior staff of MoEYS, development partners and other stakeholders to reflect upon progress made in the education sector; to identify key challenges and emerging opportunities; and to reach agreement on key priorities for the following year.

3.5.2 Education Sector Working Group

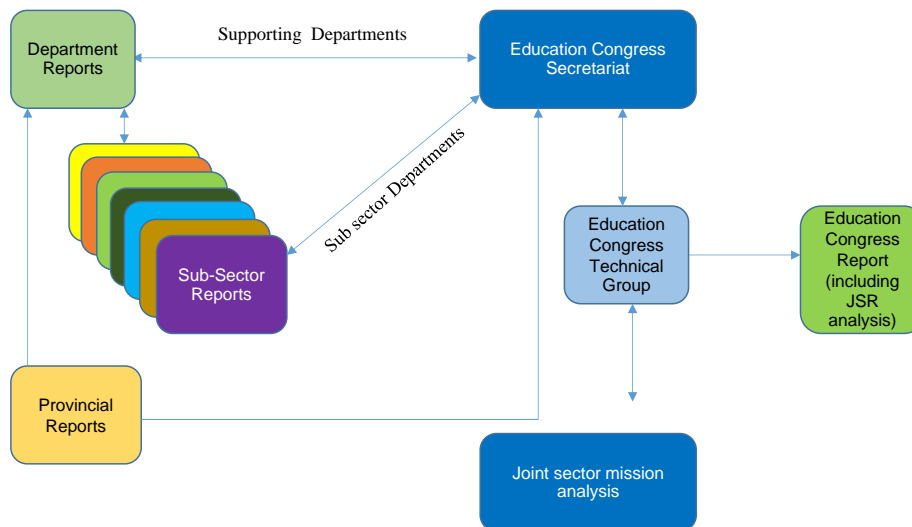
The ESWG plays a key role in donor coordination, providing a space for the exchange of relevant information, harmonising support and policy dialogue between development partners. The coordinating agency for the education sector in Cambodia is currently UNICEF, which is the agency that chairs the ESWG. With the role of the ESWG chair comes the management of the secretariat for the ESWG, including close collaboration with MoEYS and the secretariat of the JTWG.

In accordance with the JTWG guidelines, the chair of the ESWG is also the vice-chair of the JTWG. The chair for ESWG is chosen among education development partners for a two-year mandate through a secret ballot. He/she convenes and chairs ESWG meetings. The UNICEF two-year mandate is scheduled to end in February 2018. Prior to UNICEF, UNESCO served as the chair of the ESWG.

3.5.3 Monitoring of performance at sector level

Figure 6 below outlines the sector level monitoring processes that exist in Cambodia, as well as the flow of information from various departments and sub-sectors to contribute to sector-level monitoring.

Figure 6. Sector level monitoring



Joint development partner missions were conducted annually during the GPEI 2008-2011. With the start of GPE2, it was decided to harmonise all development partners' bilateral reviews with an annual joint sector review. Joint MoEYS and development partner sector review missions were conducted in 2016 and in 2017 (around March-April). As part of GPE's commitment to the principle of mutual accountability, GPE funding criteria emphasize the expectation that Grant Agents will monitor and report on education sector progress through regular joint sector reviews. Hence, the annual joint sector reviews will be conducted in harmonized approach with the National Education Congress during GPE3 between 2018 and 2021⁴⁸.

Joint sector reviews aim to contribute to a comprehensive review of sectoral and sub-sectoral performance. Review findings are used as input into the annual MoEYS' Education Congress; the development of the budget strategic plan for the following year; and as a key foundation for relevant Joint Technical Working Group discussions and the Education Congress report.

Arrangements for joint sector review missions are at two levels: one level is the sector level joint mission and the other is the joint sub-sector level mission. The sector level mission objective is to complement the review by the Education Congress, particularly in terms of work regarding the progress of Education Strategic Plan management and implementation, Joint Monitoring Indicators (JMIs), Core Breakthrough Indicators (CBIs), public financial management reform, teacher policy action plan and Deconcentration and decentralization. The sub-sector level mission objective is to complement the review of the performance of sub-sectors; review the progress of recommendations from the previous year; review the progress on fifteen policy priorities, sub-sector outcomes and school quality input indicators. During GPE3, the joint sector reviews will be managed by the

⁴⁸ JTWG is currently discussing the approaches to harmonize the annual Education Congress, Annual Joint Sector Review and the JTWG Retreat.

coordinating agency (CA), with close coordination and collaboration with the Education Sector Working Group Chair.

3.5.4 National Education Congress

The National Education Congress is an annual event organized by MoEYS in close collaboration with development partners. The congress gathers over one thousand participants from all the technical departments of MoEYS, all the provincial offices of education, relevant ministries and government institutions, education stakeholders and development partners. Participants discuss the achievements and challenges of the implementation of education, youth and sport activities conducted in the previous school year; and prepare a 'roadmap of priorities' for the subsequent school year.

The congress has been valuable in promoting dialogue on the progress achieved in the education sector and on strategic interventions for to improve the quality and equity of education; and is one of the key national forums for Cambodia to review achievements and challenges- particularly assess progress against annual targets of the Education Strategic Plan; as well as on issues of national, regional and international interests for Cambodia.

3.5.5 Harmonisation of National Education Congress and Joint Sector Review

There has been ongoing dialogue among ESWG members on the harmonisation of the Education Congress and joint sector review to better support MoEYS in the development of a high quality congress report. Recommendations from the congress and joint sector review can then be further discussed in-depth at the annual Joint Technical Working Group Retreat, in order to start to address key policy and sector-wide challenges.

3.5.6 Monitoring of the Education Strategic Plan

With support from the CDPF and the GPE2 programme, MoEYS has recently developed a monitoring and evaluation framework to monitor Education Strategic Plan implementation. The M&E framework was developed to ensure implementation of Education Strategic Plan addresses:

- Human resource development for the nation's socio-economic development;
- Achievements of education policies over the medium and long-term;
- Principles of results-based management, planning, monitoring and evaluation;
- Harmonisation of national education systems;
- Key inputs for improving and developing education plans.

To achieve the goal, MoEYS has set key objectives for the monitoring and evaluation system by focusing on:

- Development of the monitoring and evaluation framework and tools;
- Strengthening of the monitoring and evaluation system at all levels;
- Ensuring a harmonized flow of the reporting system;
- Development of institutional capacity and that of monitoring and evaluation officers;
- Improvement and development of the Education Strategic Plan informed by the results of all types of monitoring and evaluation.

The Directorate General of Policy and Planning has a clear mandate for monitoring the implementation of the Education Strategic Plan. For monitoring and evaluation arrangements, GPE3 will be able to rely on data from the different management information systems, mainly concerning annual school census

data; annual Education Congress reports; annual joint sector reviews and other periodic qualitative and quantitative studies. Additional monitoring and evaluation arrangements for the verification of achievements against indicators, milestones and targets will be made. All data collected will be disaggregated by gender. CapED and CDPF will also provide ongoing capacity development support in the field of monitoring and evaluation in preparation for the next Education Strategic Plan.

3.6 Description of STEPCam

The development from access to quality is the driving force behind STEPCam. With a strong drive to improve teaching standards, both pre-service and in-service, the underlying principle is that better teachers deliver better learning outcomes.

Research from McKinsey & Company,⁴⁹ shows that for education systems in the earlier stages of development, such as Cambodia, mandating teaching processes centrally is the most effective form of intervention. STEPCam delivers centrally-mandated modules and processes for improved classroom practice (for teachers and teacher trainers) together with a comprehensive monitoring and tracking system to enable targeted improvements to be made and for MoEYS to incentivise teachers with an approach to CPD that emphasises outcomes over attendance.

The introduction of TPAP states: “Once into the teaching profession, teachers have almost no opportunities for continued professional growth.” The STEPCam intervention aims to develop Cambodian teacher’s professionalism within the following three areas:

Competency: A focus on **competency** gives educators the motivation and responsibility to implement – and evaluate – new skills and improve their own technical knowledge.

Motivation: Teachers need to show **motivation**⁵⁰ for their CPD and especially for their use of new competencies post-INSET. CPD cannot be ‘delivered’, it has to be put into practice and teachers need to take responsibility for outcomes of their professional practice.

Professional Support: To perform at their optimum, teachers need **professional support** as required, including CPD opportunities and mentoring support on-site – either through existing school staff or from skilled local practitioners – as well as an enabling school leadership and environment.

All of these CPD focus areas will be monitored at different levels using existing and STEPCam-established structures. **Annex 4** details the overview of STEPCam.

Four components of the STEPCam:⁵¹

Component 1: Development and Implementation of CPD Management Systems

- a. CPD will be systemised and accredited to deliver targeted CPD according to need.
- b. Targeted CPD will deliver credit-earning modules to enable and motivate educators to progress along a clearly defined career pathway, as outlined in the TCP.
- c. CPD will be linked to outcomes rather than attendance at INSET, i.e. the award of credit-earning modules will depend primarily on monitored and measured competency outcomes.⁵²

Component 2: INSET professional development for teachers on EG learning

- a. Teachers will have access to relevant CPD in the form of a targeted and integrated INSET course.

⁴⁹ Mourshed, M., Chijoke, C. & Barber, M. (2010) *How the World’s Most Improved School Systems keep getting Better* McKinsey & Company, November 2010.

⁵⁰ UNESCO (2015) *Incheon Declaration and Framework for Action for the Implementation of Sustainable Development Goal 4* (teacher motivation: items: 9, 14, 22, 70, 74; indicative strategy 4c).

⁵¹ Annexes 4 – 12 detail activities, timescales and detailed financial breakdowns are available as separate documents. Each component will have an annex attached.

⁵² The TCP has three career strands (teacher, manager and policy) for educators and each strand has eight levels showing equivalencies of status and salary (details in Annex 6 STEPCam Component 2, Appendix 6)

- b. INSET will need to show output and outcomes in form of specific classroom competencies defined during courses (1.c) above).
- c. Teachers will be given professional support at the school level, by school-based mentors, and senior mentors (Technical Grade Leaders in clusters).

Component 3: Upgrading qualifications of trainers in PTTCs

- a. PTTC trainers will have access to upgrade their skills, qualifications and professional status on a targeted ‘Teacher Education’ BA (Ed.) course provided by a respected university in collaboration with MoEYS.
- b. The qualifications upgrade course will develop knowledge and competencies in both taught and self-directed modules. Qualifying will be dependent on success in both types of module, as well as achieving the required competency in a final assessment.
- c. Post-upgrade, PTTC trainers will deliver Pre-Service Training (PRESET) and INSET modules and (hopefully) be retained by PTTCs.

Component 4: Renovation of PTTC facilities for institutionalized INSET

- a. A professional working environment will be created for PRESET and CPD with a focus on creating a professional training structure for professional educators. This development of the environment will apply to both working and living conditions.
- b. The improved learning environment will allow trainees greater study opportunities and trainers will be able to deliver lessons with greater practical and technical input.

Sustainability

STEPCam planning has aligned with MoEYS from initial problem identification in 2016 to detailed consultative workshops and bilateral consultations that have allowed a high level of ownership and responsibility from MoEYS and its relevant technical departments.

The alignment with development partners and NGOs with expertise in the field has also been comprehensive. At the request of MoEYS, STEPCam interventions are aligned with the USAID/RTI EGR initiatives which has MoEYS backing and co-operation with six relevant technical departments, as well as the leading NGOs within the field. The importance to MoEYS of this collaboration, allowing province-wide interventions, is considerable, as the province is the major administrative level.

STEPCam has ensured close engagement of MoEYS in preparing budget details, such as policy, expectations and consistency with previous GPE capacity-building, to ensure the programme adequately reflects the real costs of interventions. This is according to all relevant MoEYS/RGC policies and places where these have changed since previous GPE-supported work. All budgetary requirements are thus in line with other development partners, with MoEYS policies and with MoEYS expectations for post-STEPCam sustainability. STEPCam has benefited from MoEYS leadership advice on budget priorities within the planning documents and these were addressed to the satisfaction of MoEYS leadership.

Detailed analysis and pre-planning has taken place with appropriate higher education institutions relating to implementation of qualifications upgrades and expectations of quality assurance have been comprehensively clarified with potential partners.

The STEPCam preparation has also contributed in further enhancing the realisation that MoEYS needs to move away from a project-driven model of intervention to ensure greater sustainability. The requirements for these are laid down in the TPAP and this is the reason for the emphasis on the modular CPD shown within STEPCam planning. According to the CPD proposed action plan (concept note),⁵³ the increased technical capacity developed by STEPCam, as well as the potential to reduce the costs of CPD by moving towards a 'CPD allowance' in 2021-22⁵⁴ will enable more training to take place locally for participants or with an increased emphasis on distance learning (with which STEPCam is taking a pioneering approach, building on the work on ESDP3). STEPCam will therefore be highly influential in delivering MoEYS' goals towards a sustainable and affordable CPD system.

STEPCam interventions will be delivered at the provincial level to demonstrate the ability to take activities 'to scale', i.e. nationwide application. The establishment of the necessary policy frameworks for CPD and the accreditation of different INSET programmes and the strengthening and harmonisation of different management information systems, such as the Teacher Management Information System (TMIS) and Human Resources Management Information System (HRMIS), will provide a platform for institutionalised in-service teacher training and professional development in Cambodia for the first time. The INSET intervention within Component 2 will initially be piloted over a single province (Siem Reap, Phase 1) before expanding to a five province implementation (Siem Reap (completion), Kampong Thom, Kratie, Stung Treng and Preah Vihear in Phase 2). The STEPCam leverages additional development partners' support and funding to ensure a province-wide implementation. For example, STEPCam will harmonise with USAID's EGR initiatives to ensure full provincial coverage in areas where STEPCam is unable to serve all districts within a province, as well as assisting in the development of INSET materials. The USAID EGR programme is referred to as 'All Children Reading- Cambodia', and will work with MoEYS technical departments such as:

- Department of Curriculum Department (DCD).
- Primary Education Department (PED).
- Teacher Training Department (TTD).
- Education Quality Assurance Department (EQAD).
- Early Childhood Education Department (ECED).
- Special Education Department (SED).

Besides MoEYS departments, STEPCam will also draw on technical expertise from the main development partners and I/NGOs in this field.

STEPCam will work with the relevant MoEYS departments as outlined in the programme structure diagram, as well as the USAID's All Children Reading - Cambodia team and other development partners and NGOs with specialist expertise to ensure consistent monitoring and alignment with sector-wide policies and other interventions.

Sustainability of the STEPCam results is assured by:

- i. MoEYS' commitment to make CPD Systems improvement the main basis for teacher development and accompanying TCP. For example, MoEYS on 3 August 2017 approved the

⁵³ CPD Action Plan Concept Note (2017) produced by 'CPD experts group' under the guidance of the Directorate General of Education and which TPAP also shared at the annual JTWG-Ed. retreat June 2017.

⁵⁴ MoEYS on 3 August 2017 approved the CPD Policy.

- CPD Policy which provides support to education staff to access 100 hours of professional development annually.
- ii. MoEYS commitment to develop and implement TCP Strategic Action Plan for performance based progressive implementation of TCP maximizing the opportunities from the government's financial and public service reforms, while maintaining a close oversight over the over-all wage bill.
 - iii. The MoEYS confirms very low turnover among PTTC Trainers. With the introduction of new titles as the part of the teacher career-pathways, increased opportunities in TECs, and incentives the risk of turnover is expected to decrease further. . Also, to ensure retention of trainers receiving qualifications upgrade in the PTTCs, MoEYS will introduce further measures in line with the Ministry of Civil Service guidelines.
 - iv. Strengthened institutional capacities of the PTTCs to provide INSET programmes.
 - v. Improved competencies of teacher trainers to provide INSET training to teachers in future on Early Grade Learning (EGL) and other teaching and learning methodologies.
 - vi. MoEYS ownership of the INSET Modules on EGL and mandating the accredited modules to become standards for all future interventions by MoEYS and development partners.
 - vii. Modules from the teacher trainers qualifications upgrade programme will be available to all the Teacher Education Provider Standards (TEPS) certified Institutions offering programmes for teacher trainers.
 - viii. The CPD Action Plan being drafted with CapED and other development partners' support aims for INSET to be available at the provincial and cluster levels and with reduced allowances. In addition to providing strategies and cost estimates for successful implementation of the CPD, this action plan will guide delivery of CPD/INSET at lower cost, with either local participation (within province) or with an increased emphasis on distance/online learning. Therefore, the substantially decreased DSA funding requirement and lower unit costs of modular CPD delivery will improve CPD affordability and enable MoEYS to sustain CPD delivery and the further development of qualified professional teachers.
 - ix. The initial development costs for the INSET is high as it is the first ever institutionalized training requiring substantive consultations in design and development. Based on the proposed budget for INSET, approximately 30% of the proposed budget is for the consultations, review, materials design and production, transportation, mentoring, monitoring and inspection as well as TA support. Once the course materials are in place and the INSET is delivered at the provincial level, INSET costs will be substantially reduced. In addition, MoEYS' newly approved Continuous Professional Development policy commits to support its education staff to decide about their self-study and self-improvement for professional development to a level of at least 100 hours per (about 14 days) year.
 - x. The MoEYS for the first time is aiming to operationalize the CPD (with supporting mechanisms) with credit based institutionalized INSET and teacher support at the school level through mentoring systems, design and delivery of an integrated and accredited EGL INSET. Recognizing the limited existing institutional and technical capacities in the MoEYS, highly competent technical assistance (TAs) need to be engaged to support this process. The TAs will support the institutional and the technical capacities of the MoEYS in the implementation of the programme activities. As the MoEYS will establish the required institutional structure with responsibilities (please refer to Fig 6: STEPCam Governance Structure), attention will be made to ensure that TAs are utilized only for the technical support and transfer of technical knowledge and skills.

Inclusion

Inclusion is both directly ensured as well as implicit at all stages of STEPCam activities. Specific examples such as disabled access to renovated PTTC facilities, inclusive teaching and learning methodologies integrated into INSET modules, into the assessments etc. will ensure that inclusive education is supported. Certain aspects are already included within MoEYS standard specifications for construction (e.g. for some time, all new MoEYS infrastructure requires disabled access).⁵⁵

Gender issues are mainstreamed across all the components and all reports will be presented with sex disaggregated data. The INSET EGL training packages will ensure that gender and special learning needs are properly addressed in teaching and learning, and within school management and mentoring processes.

Local issues such as the ethnic minority requirements in specific areas (e.g. the targeted Sambor district in Kratie province) will be considered during the time of implementation.

⁵⁵ MoEYS Policy on Children with Disabilities, 2013.

3.7 STEPCam component details:

3.7.1 Component 1. Development and implementation of CPD management systems

Component 1 aims to improve teachers' professional practices by supporting the development of a CPD framework. This component is aligned with the priorities of the revised ESP 2014-2018 and Strategy 6 of the TPAP: Provision of in-service training and professional development for teachers.

Professional development and in-service support for teachers are critical elements of a teacher career development system, improving skills and knowledge, and retaining skilled individuals within the profession. Research across a range of countries and in different settings consistently show that in order to be effective in terms of teaching skills and ultimately student learning, CPD should focus on improving pedagogy.⁵⁶

The lack of opportunities for CPD is highlighted in the introduction to the TPAP: "Once into the teaching profession, teachers have almost no opportunities for continued professional growth" and that INSET is characterised by 'on-site and irregular short-term INSET with limited effectiveness'.

TPAP outlines the strategies and the sequence of activities required to reach a more coherent, systemised process of CPD. The proposed implementation by MoEYS of the TCP, with clear career progression linked to CPD and quality professional performance, will motivate teachers beyond the 'short-term reward' of the DSA. The current MoEYS' DSA at USD\$34 for travel over a provincial boundary delivers a significant income supplement incentive for teachers' attendance and requires that almost all CPD/INSET takes place away from the participants' place of work.

This document proposes that the GPE grant supports the design and implementation of the CPD system through the sequence of activities summarised briefly below:

- (i) Development of CPD guidelines (framework) that establish the rights and responsibilities of the various stakeholders using an Administrator-Provider-Recipient model (MoEYS, as 'Administrator' of CPD, CPD 'Providers' to deliver, and CPD 'Recipients' to participate).
- (ii) Development of quality assurance standards for teacher and other education professionals' CPD. These standards will link with the TEPS to specify the requirements for CPD/INSET to be accredited by MoEYS and come under the ownership of MoEYS as 'officially-recognised' CPD.
- (iii) Implementation of an accreditation system for CPD and INSET. This system will enable CPD to be linked with 'professional credit' earning for attendance and outcomes at CPD/INSET. This 'CPD credit' can be used to upgrade teachers' qualifications, even to the extent of reaching a standard required to study for an upgrade to a MoEYS-recognised BA or MA qualification.
- (iv) Implementation of the tracking and monitoring systems required to operationalise the CPD framework. A CPD database will be developed listing all accredited CPD and this will be linked to the current HRMIS which will also be modified to contain fields on CPD details of teachers. The data held on teachers may be considered to be a subsection of the HRMIS database; TMIS.
- (v) Finally, a data interface is proposed to harmonise the systems with the aim of improving targeting of CPD. The interface proposed is the PRISM software. This is currently being

⁵⁶ See, for example: Archibald, Sarah, Jane G. Coggshall, Andrew Croft, and Laura Goe (2011) 'High-Quality Professional Development for All Teachers: Effectively Allocating Resources'. Research and Policy Brief, National Comprehensive Centre for Teacher Quality;; Orr D, Westbrook J, Pryor J, Durrani N, Sebba J, Adu-Yeboah C (2013) 'What are the impacts and cost-effectiveness of strategies to improve performance of untrained and under-trained teachers in the classroom in developing countries?' London: EPPi-Centre, Social Science Research Centre, Institute of Education, University of London; World Bank (2009) Continuous professional development. Policy brief no. 7. Washington, DC: World Bank.

successfully used in Cambodia by the World Food Programme. Please refer to **Annex 5** for further details on this component.

In line with ESP priorities, MoEYS is making significant progress in creating the policy frameworks that are needed for the development of the CPD systems. Implementation of the TCP is crucial to underpin the entire CPD framework. Approval of TCP before the proposed implementation start will allow swift implementation of the activities sequence for component 1. Furthermore, the CTD, with responsibilities over accreditation of TEPs (based on TEPS) is expected to be established either before the programme starts or in the early stages (year one, 2018) of implementation.

The recently established INSET Working Group (INSET-Working Group) on EGL will play a key role in supporting policy frameworks from the development stage, through approval and into implementation. Supported by the CapED programme, the INSET-Working Group is chaired by the secretary of state for MoEYS, bringing together various stakeholders, including from several relevant MoEYS technical departments, development partners, NGOs and other Civil Society Organisations involved in INSET in Cambodia to develop and implement a standardised EGL INSET programme.

3.7.2 Component 2. In-service professional development for teachers on early grade learning

Component 2 will support the implementation of INSET to improve the teaching capabilities of primary school teachers in EGL, aligned with and supported by the CPD framework developed in component 1. The use of teacher trainers from PTTCs will also build capacity in these institutions. The PTTC trainers target group is also supported in components 3 and 4. The expected focus of the INSET will include, but is not limited to:

- General EG pedagogy (EG is selected as a progression from the pre-school work of SESSP and because objective assessments indicate that this group is most in need of interventions).
- Subject specific teaching, based on MoEYS priorities (ESP-MTR):
 - Khmer language: reading and writing.
 - Mathematics, especially numeracy.
- Specifically identified areas of weakness:
 - Teachers' ability to involve all students in active learning in an equitable manner.
 - Assessment, both formal and informal. Alignment with the USAID support to prepare formative assessment tools for use in classrooms for Khmer language in Grades 1-3, as well as standardised summative end of semester/end of grade assessments.
 - Teachers' ability to use standard classroom resources (e.g. boards).
 - Teachers' ability to apply MoEYS requirements in implementing the curriculum (detailed guidance presented at the front of the *Khmer language: Reading and Writing* textbooks).
- Development and application of structured lesson plans.
- Use of 'reference materials' to improve professional subject knowledge.
- Development of mentoring skills and sharing good practices.
- Development of 'Communities of Practice' (CoPs) whereby teachers can meet professionally to share skills and discuss education-related issues. This can build on the work of technical group meetings held on Thursdays at the school cluster level).

Learning assessments conducted in recent years have shown that many Cambodian children face difficulties in achieving basic competencies in Khmer language and mathematics (see section 1.5.3, Table 6). A lack of basic skills is hampering the ability of students to progress through the early grades, hence the national repetition rate in Grade 1 of 11.4 per cent (EMIS: 2015/16). Conversely, schools are under pressure to achieve higher promotion rates which can lead to children lacking basic foundational

knowledge being promoted to the next grade without having the necessary skills to cope. The ESP and MTR both emphasise the priority of developing these basic skills.

The MoEYS INSET-Working Group on EGL will develop the INSET modules in 2017, under UNESCO's CapEd funding in collaboration with USAID, for early grade reading content. INSET developed for component 2 will draw on existing good practice from MoEYS and partners and harmonise the training with the CPD framework standards developed in component 1. Requirements of the MoEYS National Curriculum Framework of General and Technical Education (NCF, 2016) and National Qualifications Framework (NQF, 2015) will also be considered in the development of INSET modules. Modules and implementation will be finalised with a group of selected National Core Trainers (NCT) in the early stages of the programme. An agreement between UNESCO and Creative Commons⁵⁷ will allow modules developed to be widely available.

The NCTs will deliver training to a group of 179 selected PTTC trainers who will be selected to undergo training on EGL to deliver the developed INSET modules to 3,372 teachers over two phases. A group of 562 senior mentors (responsible for mentees outside of their place of work, e.g. at the school cluster level) will take part in the EGL INSET activities and then be offered additional training to build up their mentoring capacities.⁵⁸ From the group of trained EGL teachers, 1,175 will be selected and receive additional training in mentoring to become school-based mentors.

As explained in Section 3.3 Geographical Targeting, selection of provinces to be targeted has been made, based on the prevalence of high levels of repetition in Grade 1 (bottom quartile: repetition rate of ≥ 14.5 per cent). These are: Kampong Thom, Kratie, Siem Reap, Stung Treng and Preah Vihear. Phase 1 INSET (2018-19 academic year) will be delivered in Siem Reap only, allowing for the testing of the intervention at scale (province-wide initiatives are considered scalable at national level). In order to reinforce the impact of the activities, same provinces will be targeted by the Variable Part, particularly the activities related to the mentoring system.

The EGL training outcomes will be evaluated through:

- Trainer's evaluations, INSET participants' self-evaluations, classroom observations and teacher/mentor/director consultations and reports from:
 - National Inspectorate.
 - STEPCam officials from MoEYS, TA support and UNESCO staff and STEPCam Management Team.
 - Provincial Inspectorate.
 - District Training and Monitoring Team (DTMT) members responsible for pedagogical work.
 - Mentoring: senior mentors and school-based mentors.
 - Technical Grade (or Group) Leader reports and meetings.
 - School director observations and reports.
- Tests, where appropriate, including EGRA and EGMA to assess student learning outcomes.
- Evidence of good practice provided by teachers (teachers being responsible to produce evidence of own good professional practice).
- Reports on teaching practices.

⁵⁷ Creative Commons is an American non-profit organisation devoted to expanding the range of creative works available for others to build upon legally and to share.

⁵⁸ In the operationalisation of the programme, special care will be taken to ensure harmonisation with the regular activities of PTTC trainers and teachers, and therefore on their students. It is expected that training will be conducted completely or mostly during school holidays.

- There will also be an annual meeting using stakeholders from all levels to evaluate good practice and challenges to allow the INSET to continuously evolve.

All of the above – using existing and established MoEYS systems – will inform MoEYS on the appropriateness of adopting the approach nationwide and of any adjustments that will be required. The Variable Part of this GPE3 programme will provide support to strengthen these M&E systems, including the Quality Education Management Information System (QEMIS)⁵⁹, thereby reinforcing the assessment activities of the Fixed Part.

Teacher trainers and teachers participating in the EGL INSET will earn credits for their successful completion of the programme. These credits will be in line with the CPD framework developed under component 1 of this proposal. Credits will be awarded partly for attendance and then partly for monitored and measured outcomes that will be clearly defined and specific to each credit-earning module. Monitoring, evaluation and reporting will be according to the structures put in place from local (school, cluster) level, provincial (trainer) level, national level (inspectorate general) and STEPCam monitoring. If teachers show no post-INSET improvement, attendance credit could be removed or reduced. All CPD information will be held in the CPD database and linked with teachers' recording in the TMIS/HRMIS; this is expected to provide a motivation for teachers to take responsibility for their own CPD. Please refer to **Annex 6** for further details on this component.

The main component two activities are summarised as:

- i. Development of EG INSET modules in collaboration with MoEYS, USAID's All Children Reading-Cambodia programme and with CapEd support pre-implementation, with finalisation in STEPCam year 1 (2018).
- ii. Incorporation of outcome standards for all INSET modules (clear criteria for expected outcomes).
- iii. Training of NCTs for delivery of targeted EG INSET.
- iv. NCTs train selected PTTC subject specialists to deliver training of teachers.
- v. INSET Phase 1: 396 Grade 1 teachers and 66 senior mentors trained in Siem Reap province.
- vi. Systematic mentoring and reporting programme in operation.
- vii. Consultative evaluation workshop with stakeholders from different levels within the system and from different localities.
- viii. INSET Phase 2: 2,976 Grade 1, 2, 3 teachers and 496 senior mentors trained in five target provinces.
- ix. Mentoring training for 1,175 school-based mentors selected from EG teachers trained in: (viii).
- x. Systematic monitoring, mentoring and reporting programme in operation.
- xi. Consultative evaluation workshop with stakeholders from different levels within the system and from different localities.
- xii. Delivery of CPD credits to teachers achieving required standards post-INSET and subsequent entry into TMIS/CPD databases developed in Component 1.

⁵⁹ A MoEYS system, within the EMIS office, that tracks all the teacher assessments for schools nationally. QEMIS possesses up-to-date information on all students and classes in Cambodia; however, the data is based on a subjective teacher assessment and requires significant improvements in data verification at source. Nevertheless, the data collection system operates with extremely high efficiency.

3.7.3 Component 3. Upgrading the qualifications of trainers in PTTCs

This component aims at reinforcing the qualifications of teacher trainers at PTTCs. It is aligned with Strategy 4 and Sub-Strategy 4.3 of the TPAP.

- TPAP Strategy 4: *Developing Teacher Training Centres.*
- TPAP Sub-strategy 4.3: *Increase (professional) qualifications and experiences of educational personnel at centres for teacher development.*

A specific output of these strategies is that from 2022 onwards, all teachers should have at least a bachelor's-level degree and teacher trainers should have at least at a master's-level degree. Although the majority of PTTC trainers are in possession of a BA degree of some kind, not all of these qualifications are officially recognised by MoEYS. According to data from the Teacher Training Department (TTD) for 2017, at least 72 PTTC trainers are not in possession of a BA degree. MoEYS recognises the need to facilitate teachers and trainers with opportunities to reach the level of academic and technical expertise that will be required of bachelor's-level degree holders. The main strategy to this end is to enable serving teachers and trainers to upgrade their qualifications.

Surveys conducted in TTCs show that some teacher trainers have limited proficiency in pedagogical content knowledge in various topics.⁶⁰ Recent evidence show that teacher trainers and trainees have very low levels of mathematics subject knowledge, with mean scores at about or slightly above that of an average Grade 9 student.⁶¹ This is compounded by the finding that at least 18 per cent of teacher trainers surveyed in a recent study lacked previous teaching experience.⁶² Support required by PTTC trainers therefore input on pedagogy and subject knowledge: some of this will have to be the responsibility of the trainers themselves to undertake self-study CPD.

There is evidence of interest in teachers to engage in upgrade programmes, although a specific study of PTTCs is not available. In a study carried out by Royal University of Phnom Penh (RUPP) researchers surveyed teachers in three provinces and this analysis demonstrated teachers' enthusiasm to further their qualifications, either through professional development programmes or by upgrading to bachelor's degrees or higher qualifications.⁶³ Many surveyed teachers showed a willingness to pay for at least part of their upgrade as they saw this as an opportunity to further their careers. However, any strategy to upgrade teachers for a considerable period of time should be designed with an equity approach. A quarter of the surveyed teachers in the RUPP study declared they would be unable to cover any expenses to go through an upgrade programme due to family or financial circumstances; these are likely to be the trainers most in need of a qualifications upgrade.

At the moment, no higher education institution in Cambodia offers a post-graduate programme or equivalent course for a Bachelor's of Education (B.Ed. or BA (Ed.) degree. To address this issue, MoEYS has developed and approved the TEPS and some pilot initiatives are already underway. For instance, NIE is upgrading 700 lower secondary teachers through a 'Fast-track' Bachelor's Programme ('12+4 upgrade'); these teachers will then be qualified to teach at upper secondary level. The RUPP has developed a 'BA + 1' pre-service teacher training programme with the support of UNESCO CapED to allow BA degree-holders

⁶⁰ VVOB (2016).

⁶¹ Prateek Tandon and Tsuyoshi Fukao (2015) *Educating the Next Generation: Improving Teacher Quality in Cambodia*. World Bank.

⁶² Prateek Tandon and Tsuyoshi Fukao (2015) *Educating the Next Generation: Improving Teacher Quality in Cambodia*. World Bank.

⁶³ Chhinh Sitha, Khieu Vicheanon and Rath Chhang (2015). *Opportunities and challenges to upgrade the qualifications of basic education teachers through in-service teacher education modalities*. Royal University of Phnom Penh, Department of Education.

to qualify as teachers over a one-year course. MoEYS will encourage institutions – both public (including current PTTCs) and private – to meet the TEPS in order to offer the education programmes that will ensure the required level of qualifications for all teachers.

Component 3 will seek to:

- (i) Upgrade a proportion of PTTC trainers to a BA (Ed.) degree equivalent, through an accelerated programme; and
- (ii) Develop competencies for all other trainers in teaching methods through INSET.

It is expected that through upgrading qualifications and CPD, teacher trainers will create stronger professional communities delivering mutual support. Activities within the course will be developed to ensure that for a degree award, collaborative work with colleagues must be shown.

The proposed approach to upgrade PTTC trainers to the level of BA (Ed.) is to select a group of trainers willing to participate in the accelerated programme. Entry to the course will be prioritised by:

- Trainers without BA equivalent (i.e. require upgrade '12+2' qualification to '12+4').
 - Trainers in academic subjects.
 - Trainers with five or more years of service available pre-retirement (i.e. under 55 years old at course completion).
- Trainers with non-academic or non-subject-specific qualification to 'regrade' to BA (Ed.).
- Trainers with BA degrees that are not 'officially' recognised under MoEYS guidelines.
- Other trainers wishing to retrain/requalify (may be eligible for partial support, e.g. 50 per cent scholarship).

The number of teacher trainers enrolling in the upgrade programme will be between 72 and 144, which will be decided together with MoEYS CTPD, Department of Personnel, Teachers Training Department and RUPP.

The approach proposed for improving the teaching methods competencies of trainers in PTTCs is to develop a series of training modules aimed at enhancing the teaching methods required for training adults to become professional teachers. This would make use of the modules developed in component 2 (above) as well as adaptation of modules from the proposed BA (Ed.); other modules could be used as available, upon consultation with the INSET-Working Group and the TTD.

Component 3 will also later provide up to 20 INSET days for PTTC trainers not undertaking the BA (Ed.) upgrade. According to the TTD statistics (2017) the number of active (teaching) PTTC trainers is around 560,⁶⁴ each of whom would be eligible for up to 20 days of INSET. For further details please refer to **Annex 7**.

In sum, the activities under this component include:

- i. Selection of HEI to deliver a BA (Ed.): this is expected to be the RUPP who, as the most respected HEI in Cambodia, has been approached and expressed a potential interest in delivering the proposed course.
- ii. Delivery of training from course provider to PTTC-based 'monitors': technical specialists who will be responsible for monitoring course candidates' progress onsite.

⁶⁴ The number is estimated as there is not absolute clarity over exactly how many administrative staff are also working in a lecturing capacity; 560 is considered to allow for a 'safe' budget calculation.

- iii. Selection of PTTC trainers to undertake the programme, based on the trainer's profile as outlined previously.
- iv. Delivery of BA (Ed.) to 72-144 PTTC trainers through face-to-face and distance approaches, followed by final exam/assessment.
- v. Monitoring by HEI lecturers supported by PTTC-based monitoring group trained in (ii).
- vi. Development of targeted INSET for PTTC trainers and selection of PTTC trainers to undertake this INSET.
- vii. INSET delivery for PTTC trainers.

3.7.4 Component 4. Renovation of PTTCs for institutionalised INSET

As part of its ongoing Teacher reforms, the MoEYS is planning to merge RTTCs (training lower secondary teachers) with PTTCs (training primary teachers) to create Teacher Education Colleges (TECs). The pilot provinces for this are Phnom Penh and Battambang under the auspices of the Japanese International Co-operation Agency (JICA) E-TEC programme.⁶⁵ The first two TECs are expected to open in November 2018. Subsequently all six provinces that have both a PTTC and RTTC are planned to be converted to TECs in coming years. The MoEYS proposes to strengthen the remaining PTTCs to focus on and deliver institutionalised INSET. In order to provide good quality learning and teaching conditions and aim at the TEPS approved by MoEYS, renovation of PTTCs to a higher professional standard is required, as aligned with the TPAP:

- TPAP Strategy 4: *Developing Teacher Training Centres*.
- TPAP Sub-strategy 4.1: *Develop the infrastructure of the teacher training centres*.

Component 4 seeks to support the renovation of the PTTCs that will not be affected by the TEC upgrade programme (all remaining 11 PTTCs, with the exception of Siem Reap PTTC which has an agreed alternative source of renovation funding). This will be delivered with reference to the TEPS and TPAP requirements and is expected to include:

- Establishment or upgrade of specialised laboratories for ICT and/or science equipment and training.
- Establishment or upgrade of existing library facilities to create a 'learning hub' where students are able to study and research in a professional environment.
- Renovation of dormitories to acceptable living conditions.
- Renovation of Water, Sanitation and Hygiene (WASH) facilities which may include:
 - a full sanitation survey;
 - renovation of bathroom facilities; and
 - the development of a sustainable constructed wetland to avoid pathogen contamination across campuses (significant for land vulnerable to flooding and other places with a high water table).
- Development of staffrooms with facilities for PTTC lecturers to study and undertake professional meetings.
- Others as required and identified according to surveyed needs.

The scope of civil works under this component will be limited to renovation, although small constructions (e.g. a storage area attached to a science laboratory) may be delivered as required. This approach

⁶⁵ https://www.jica.go.jp/cambodia/english/office/topics/c8h0vm00005hx14o-att/press161013_en.pdf retrieved 10-Apr-2017.

responds to the MoEYS aim to provide high quality teaching and learning conditions in areas that need more support and builds on lessons learned from previous GPE-supported infrastructure components. This programme proposal limits the scope of civil works in line with the current capacities of the relevant department of MoEYS involved. Large-scale civil works activities under previous projects have faced significant delays relating to:

- Oversight and monitoring of large-scale construction projects.
- Capacity constraints in the Department of Construction (DoC) and Procurement Unit of MoEYS.
- Lack of specifications for facilities and equipment.

The first activity required is a survey of eligible PTTCs to develop clear specifications and standards, factoring in the parameters for each PTTCs to be renovated while maintaining minimum physical requirements for a functioning PTTC for an effective INSET. The PTTC Kampot will serve as the initial renovation model. The lessons learned from the first renovation will inform improvements in each subsequent renovation. Monthly monitoring of renovation activities (by DoC, programme staff and STEPCam TA) will be conducted as well as a full review of each completed PTTC renovation project. **Annex 8** provides details of this component.

Overall, the main activities to be conducted under this component are summarised as follows:

- i. Survey of the status and characteristics of current PTTC facilities and equipment using tools developed specifically for the purpose.
- ii. Development of standards and specifications for the proposed upgrades for each PTTC.
- iii. Upgrade of Kampot PTTC and evaluation (2018).
- iv. Revision of (ii).
- v. Upgrade five more PTTCs in 2019 under the same monitoring and evaluation criteria.
- vi. Revision of (iv).
- vii. Upgrade five more PTTCs in 2020 under the same monitoring and evaluation criteria.
- viii. Development of final report which details the quality of work measured against specifications; the delivery of activities against the time schedule; and the sustainability of the operational facilities, with particular reference to PTTC management having appropriate structures in place for maintenance and effective use.

3.7.5 Component 5: MoEYS institutional programme costs

Under this, the allocated budget covers MOEYS institutional costs to facilitate successful implementation of STEPCam. Common costs under components 1 to 4 have been jointly presented in component 5 to ensure effective coordination and collaboration of the various technical entities of the MoEYS. . These costs are not programme management costs such those of Component 6 (UNESCO). Costs such as office space, existing materials, utilities, various office resources etc. are not included and are considered to be part of the MoEYS contribution to STEPCam. Costs for component 5 are outlined in the budget overview in this document and detailed in the attached in the **Annex 9**.

3.7.6 Component 6: UNESCO programme management and supervision costs

Component 6 covers the identified costs for the UNESCO Cambodia office to act as the grant agent ensuring smooth operation and compliance with all relevant GPE guidelines. Costs, include existing UNESCO staff on pro rata time requirements, missions and associated costs, as well as other external costs such as the final external evaluation of STEPCam and the internal/external auditing requirements. Costs for component 6 are outlined in the budget overview in this document and detailed in **Annexes 10 and 11**.

3.8 STEPCam budget summary (totals)

Table 8. STEPCam Budget Summary Table

Components	USD\$
Component 1: Development and Implementation of CPD Management Systems	800,142
Component 2: INSET professional development of teachers of EG learning (*)	6,828,954
Component 3: Upgrading qualifications of trainers in PTTCs	1,407,221
Component 4: Renovation of PTTC facilities	3,684,532
Component 5: MoEYS programme costs	239,160
Component 6: UNESCO programme management and supervision costs	1,439,991
Total GPE3 Fixed Allocation	14,400,000
<i>(*) Complemented by UNESCO CapED on Teachers to support development of EGL INSET modules USD\$ 157,000</i>	

3.9 STEPCam Institutional and implementation arrangements

3.9.1 Governance arrangements

Roles and responsibilities relating to the implementation of STEPCam are outlined below and these should be understood in the context of the earlier description of overarching governance arrangements for the GPE3 programme outlined in **section 3.4** above.

Project Management Task Force (PMTF) The Project Management Task Force (PMTF) will be composed of: Chair (Secretary of State); Vice-Chair (Director-General of Directorate General for Policy and Planning - DGPP); Director-General of the Department for General Education (DGE); Director of the Internal Audit Department (IAD); Head of the Committee for Teacher Professional Development (Deputy Director of DGE); directors of all relevant MoEYS technical departments; and the UNESCO Chief of Education.

Procurement, under the responsibility of the DGAF, will also be within the PMTF.

The PMTF will provide overall management of all aspects of STEPCam implementation. It will also ensure compliance with loan covenants, relevant MoEYS and UNESCO policies, the Programme Operational Manual, as well as alignment with the programme design (including any agreed modifications) and other agreements. Specific areas of responsibility will include:

- (i) Overall planning;
- (ii) Submission of MoEYS-endorsed withdrawal applications to designated account;
- (iii) Monitoring and evaluation;
- (iv) Social safeguards;
- (v) Administration, including procurement, disbursement, and accounting; and
- (vi) Ensuring independent auditing.

The PMTF will supervise and be supported by programme-financed technical assistants and will co-ordinate the work of other units and administration of the individual components under the responsibility of the designated MoEYS departments.

**MoEYS
Departments**

Technical

Each component within the STEPCam is nominally assigned to the responsibility of an individual MoEYS department. These are as follows:

Component 1: DGPP, with support from Department of Education Management Information Systems (DEMIS) and Department of Planning (DOP); Primary Education Department (PED) and Teacher Training Department (TTD).

Component 2: TTD, with support from PED.

Component 3: TTD, with support from Education Quality Assurance Department (EQAD).

Component 4: Department for Materials and State Property (DMSP) and Department of Construction (DoC) (joint responsibility).

The nominated department will be responsible, with the support of the UNESCO technical assistants, for:

- (i) Selection of suitably qualified and motivated officials ('counterparts') to work with assigned TAs;
- (ii) Submission of annual operational plan for each programme year;
- (iii) Submission of quarterly progress reports; and
- (iv) Submission of budgetary requests, supported by approved planning documentation, to the PMTF/GSC.

**Financial
Team**

Management

The Financial Management Team will be based in the DGAF and will be responsible to the PMTF and the GSC for the organisation of all financial activities and reports. This team will liaise with MEF and keep them informed of the STEPCam financial flows.

The Financial Management Team will also be responsible for pre-approval of budgetary requests from MoEYS technical departments in individual components prior to submission to the PMTF for final approval. This team will be supported by a National Financial Assistant assigned from UNESCO to provide technical assistance and guarantees of absolute transparency and financial probity.

**STEPCam
Team**

Management

UNESCO will establish the STEPCam Management Team to support the MoEYS in ensuring timely implementation of the programme in compliance with the IPA arrangements, including reporting and necessary checks on financial operations.

Under the overall authority of the UNESCO Representative, the STEPCam Management Team is responsible for the management of the programme in line with the Implementation Partner Agreement (IPA) and the decisions of the GSC and the PMTF. It will provide technical and administrative support to the GSC and the PMTF. The Chief of Education (International) is responsible for the programme supervision and the STEPCam Programme Manager (International) will lead the day to day operation of the team including coordination with the PMTF as well as different technical departments and the technical assistants assigned to the components.

3.10 STEPCam Administration

Under the guidance and supervision of UNESCO Chief of Education, the STEPCam Programme Management Team will be led by STEPCam Programme Manager, who will be recruited internationally. In addition, an International Programme Officer seconded from KOICA and a National Programme Officer (CapED funded) will allocate 50 per cent of their time to support STEPCam respectively.

The STEPCam Programme Manager will be supported by one National Education Programme Officer, two National Finance Assistants (one at UNESCO and another with the PMTF at the MoEYS), and a Driver. The Chief of Education will allocate 40 per cent of his/her time to STEPCam to ensure effective coordination and engagement with the development partners through the ESWG and the JTWG mechanisms, as well as with CDPF/UNICEF in harmonizing the fixed and variable part interventions. The Chief of Education will be supported by the National Programme Assistant, which will also allocate 40 per cent of his/her time.

The Chief of Administration and Finance (International) and the National Finance Assistant will allocate 20 per cent of their times respectively to supervise and support financial management and fiduciary controls.

While MoEYS is responsible for the management of implementation of STEPCam in accordance with the IPA, UNESCO is responsible for ensuring adequate internal control systems to ensure that: (i) Funds are efficiently and effectively directed to achieving programmatic results, as agreed by the GSC and PMTF; (ii) Risks are mitigated in line with UNESCO's policies and procedures, including internal audit and investigative functions; and (iii) Programmatic and financial reports are timely and accurately completed for approval by the PMTF and GSC for the disbursement of funds as outlined in the IPA schedule and for UNESCO's own reporting to GPE. The structure of the UNESCO STEPCam Management Team will be as follows:

Overall Supervision:

UNESCO Country Representative

Programme Supervision:

- Chief of Education Unit;
- International Programme Officer (Seconded from KOICA);
- National Programme Officer (CapED);
- National Programme Assistant.

Programme Coordination and Management Support (STEPCam Management Team):

- International Programme Manager;
- National Programme Officer;
- National Finance Assistants (two);
- Driver.

Programme Budget and Finance:

- Chief of Administration and Finance Unit;
- National Finance Assistant.

3.11 STEPCam Budget and financial arrangements

Below is a summarised breakdown of the budget for the four components, including the 'MoEYS Programme Costs' (Component 5) to facilitate smooth implementation of the project. The 'UNESCO Programme Management Costs' (Component 6) are to enable UNESCO to fulfil its fiduciary responsibility: these are detailed in **Annexes 10 and 11**.

While the STEPCam will be implemented within UNESCO contractual framework under an IPA, the operationalisation of the STEPCam will be aligned with the annual planning, implementation and monitoring processes of the MoEYS and development partners in the education sector.

STEPCam planning and programming will be aligned with the ESP as well as the MoEYS's Annual Operational Plan. The STEPCam Management Team will work closely with the technical departments and other ongoing programmes and projects to seek synergies and avoid duplication.

Below in **Table 9** is a summarised breakdown of the annual budget. This is further detailed in **Annex 10**.

Table 9. Summarised breakdown of the STEPCam annual budget

	Component/Activity Description	Budget in USD (US\$)			
		2018	2019	2020	Total
1	Development and Implementation of CPD Management Systems	280,752	325,533	193,857	800,142
	1.1 Develop MoEYS-approved CPD framework	74,052	-	-	74,052
	1.2 Establishment of unified CPD System	3,500	125,551	43,056	172,107
	1.3 TMIS and CPD Database aligned and operational	74,700	62,000	64,655	201,355
	1.4 TA support and costs	128,500	128,500	80,500	337,500
	Sub-Total	280,752	316,051	188,211	785,014
	Contingencies/ inflation (3% Y2 & Y3)	-	9,482	5,646	15,128
2	INSET professional development of teachers of EG learning	872,020	5,286,956	669,978	6,828,954
	2.1 Phase 1 Teacher Training	595,540	52,578	16,860	664,978
	2.2 Phase 2 Teacher Training	-	4,344,338	165,680	4,510,018
	2.3 INSET Materials	11,000	412,790	111,340	535,130
	2.4 Inspection	6,952	22,432	24,080	53,464
	2.5 Measurement of Student Progress	58,728	186,029	247,704	492,461
	2.6 TA support and costs	97,800	107,800	77,800	283,400
	2.7 Other monitoring costs	102,000	7,000	7,000	116,000
	Sub-Total	872,020	5,132,967	650,464	6,655,451
	Contingencies/ inflation (3% Y2 & Y3)	-	153,989	19,514	173,503
3	Upgrading qualifications of trainers in PTTCs	297,488	205,839	903,895	1,407,221
	3.1 Development of BA (Ed.) Programme for Teacher Trainers	129,370	8,000	-	137,370
	3.2 Implementation of BA (Ed.) for PTTC Trainers	134,118	159,738	-	293,855
	3.3 Additional INSET for PTTC trainers	-	-	741,466	741,466
	3.4 Development of MA (Ed.) Programme for Teacher Trainers	-	8,106	89,102	97,208
	3.5 TA support and costs	34,000	24,000	47,000	105,000
	Sub-Total	297,488	199,844	877,568	1,374,899
	Contingencies/ inflation (3% Y2 & Y3)	-	5,995	26,327	32,322
4	Renovation of PTTCs	511,142	1,582,844	1,590,546	3,684,532
	4.1 Survey of current PTTC status	38,820	-	-	38,820
	4.2 Renovation of Kampot PTTC	283,742	-	-	283,742
	4.3 Renovation of additional 10 PTTCs (computer labs, dormitories, libraries + costs)	-	1,393,720	1,401,056	2,794,776
	4.4 Quality assurance and standards inspection	56,240	29,750	29,750	115,740
	4.5 TA support and costs	108,000	84,000	84,000	276,000
	Sub-Total	486,802	1,507,470	1,514,806	3,509,078
	Contingencies/ inflation (5%)	24,340	75,374	75,740	175,454
5	MoEYS Programme Costs	114,736	62,212	62,212	239,160
	5.1 Programme resources, equipment and committee overheads	45,436	21,100	21,100	87,636
	5.2 Programme Communications (0.75%)	36,000	36,000	36,000	108,000
	5.3 Transportation costs (1 car for project monitoring and delegations)	33,300	3,300	3,300	39,900
	Sub-Total	114,736	60,400	60,400	235,536
	Contingencies/ inflation (3% Y2 & Y3)	-	1,812	1,812	3,624
6	UNESCO Programme Management and Supervision Costs	382,181	427,450	630,360	1,439,991
	OVERALL TOTAL	2,458,319	7,890,833	4,050,849	14,400,000

3.12 STEPCam Results framework

STEPCam expected results are clearly articulated with indicators, baseline and annual targets to ensure that overall objectives remain in sight and supports management and monitoring of programme implementation. It also identifies the possible risks and mitigation measures with responsible entities in the ministry. Table 10 below is the STEPCam Results Framework at the outcome level. Corresponding output level results and M&E Framework is further detailed in **Annex 12**.

Table 10. STEPCam Results Framework

Strategic Objective (SO)	Results	Indicators	Means of Verification	Baseline	Annual Target			End line target	Risk (R) and Mitigation (M)	Responsible party for data collection
					2018	2019	2020			
SO1: Develop CPD framework that is operationalised in MoEYS data-handling processes.	Outcome 1(A): Teacher CPD framework becomes operational in upgrading teachers on TCP.	1(A): % of trained primary school teachers (five target provinces) have CPD credits registered towards TCP progression, including credit for outcome post-CPD.	-TMIS database includes number of credits earned by teachers. -DGPP/EMIS provide TMIS data.	New initiative.	N/A (No target set)	0%	60%	60%	R: Lack of budget for TCP progression available to MoEYS. M: TCP progression budget costs in CPD Action Plan; number of teachers initially affected is low percentage.	Lead: DGPP Supported by: CTPD, EMIS, PED, POEs, STEPCam
	Outcome 1(B) MoEYS has ability to target CPD-INSET according to identified	1(B): # of province able to access CPD database.	-Report of the training on TMIS to sub-national level.	New initiative.	0	0	1	1	R: Low capacity of MoEYS sub-national staff to handle CPD database	

	needs and applications.		-Verification inspection at POE.							M: Capacity building during STEPCam to sub-national is comprehensive and needs-based.	
SO2: Develop and deliver appropriate INSET for teachers in EG learning; ensure professional support available post-training	Outcome 2(A): Improved teaching methodology shown according to INSET-based criteria.	2(A): % of trained teachers meeting the agreed quality criteria	-Reports from M&E visits as detailed in outputs. -Report of evaluation workshop.	Establish in initial monitoring.	Early sample (2 months)	60% (review)	80%	80%		R: Teachers are resistant in changing their teaching methodology M: INSET teaching methodology and CPD-based credits are attractive to teachers and align fully with MoEYS expectations.	Lead: PED, TTD Support: PTTCs, IG, NGOs/DPs, STEPCam
	Outcome 2(B): Improved professional support to mentee teachers delivered by mentors.	2(B): % of mentees give positive feedback on mentoring from trained mentors according to defined criteria.	- Report/minutes on feedback from mentees. -Report on mentoring support at school level. -Report of evaluation workshop.	Establish in initial monitoring.	Early sample (2 months)	70% (review)	80%	80%		R: Insufficient support from mentors. M: Support system in place to cover mentoring, including travel allowance; mentorship training needs-based.	Lead: PED, TTD Support: PTTCs, IG, NGOs/DPs, STEPCam

		2(C).1: % improvement learning outcomes for intervention compared with comparison schools in EGRA and EGMA.	-Result of EGRA and EGMA tests.	New tests.	n/a	Int. Comp. (+10%) (review)	> Int. > Comp. (+10%)	Int. > Comp. (+10%)	R: Improved learning outcomes may be demonstrated more clearly post-STEPCam project Implementation. M: Increased	Lead: PED, TTD Support: PTTCs, IG, NGOs/DPs, STEPCam
	Improved learning outcomes for students in EG target schools	2(C).2: % improvement in pass rate (QEMIS data) G1 Khmer language in target schools.	-Student test scores QEMIS data.	B: 76.65% G: 80.15% Comb.: 78.39%	Updated baseline from QEMIS	Establish baseline phase 1	B:78.57% G: 82.15% Both: 80.35% (+2.5% over baseline).	B: 78.57% G:82.15% both:80.35% (+2.5% over baseline).	rigour in assessment will be matched with teaching methodology checks so assessment is based on teaching quality as well as learning outcomes; objective tests use to compare with carefully selected comparison schools.	Lead: EMIS/QEMIS Support: STEPCam
		2(C).3: % improvement in pass rate (QEMIS data) G1 mathematics in target schools.	-Student test scores QEMIS data.	B: 79.04% G:81.21% Comb.:80.08%	Updated baseline from QEMIS	Establish baseline phase 1	B:81.02% G:83.24% Both: 82.08% (+2.5% over baseline).	B:81.02% G: 83.24% Both: 82.08% (+2.5% over baseline).		Lead: EMIS/QEMIS Support: STEPCam
SO3: Upgrading qualifications of Trainers in PTTCs	Outcome 3(A): Improve competencies (academic and	3(A).1 Pass rate of PTTC trainers on BA (Ed.) course.	-Module and exam results.	New course	0	80%	0	80%	R: PTCC trainers most requiring upgrade do not have capacity to pass quality standards. A: Course is at appropriate level to ensure quality and also for hard-	Lead: RUPP Support: TTD

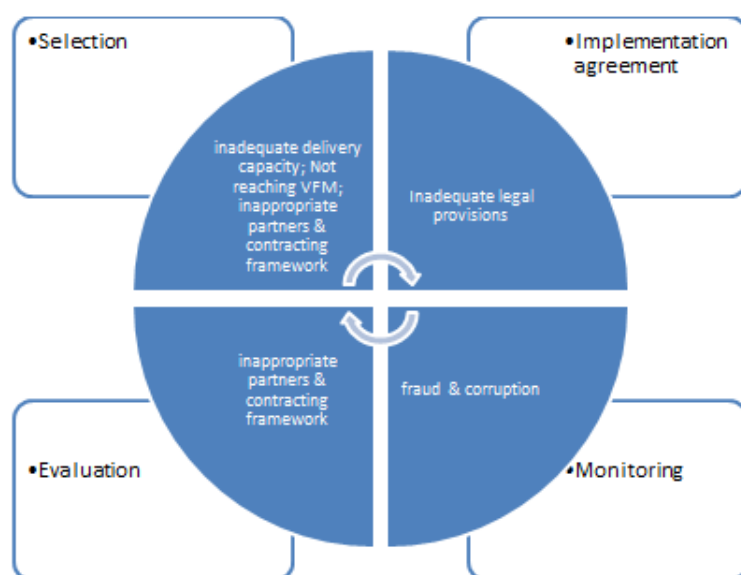
	vocational of PTTC trainers								working motivated candidates to be able to pass.	
		3(A).2: % of trained PTTC trainers meeting defined quality criteria from lesson observations.	-Report of classroom observations. -Award of modular credit.	New course	0	0	80%	80%	R: Low capacity to monitor post- INSET. M: PTTC senior trainers given course-based pre- training from RUPP/HEI.	Lead: RUPP Support: TTD, STEPCam
SO4: Renovation of PTTCs for improved training	Outcome 4(A): Improved facilities delivering improved teacher training in PTTCs.	4(A): % of renovated PTTCs meet defined quality criteria.	-Monthly quality assurance monitoring visit reports. -Reports based on implementation of new facilities.	Baseline established at first PTTC.	80% (establish baseline)	80% (review)	80%	80%	R: Quality of renovations fails to meet specifications. A: Monthly monitoring reports (as recommended by SESSP) and safeguarding procedures clearly defined.	Lead: DMSP Support: DoC, TTD, PTTCs, STEPCam
	Outcome 4(B): Sustainable systems and funding in place to maintain improvements.	4(B): # of PTTCs with systems maintenance, capable staff and improvement plans in place.	-Report on quality of the systems management on-site.	0	1	5	5	11	R: Limited capacity of PTTC staff to maintain quality improvement. M: Regular monitoring and clear procedures for systems operation in place.	Lead: DMSP Support: DoC, TTD, PTTCs, STEPCam

3.13 Financial management and controls

UNESCO engages implementation partners to implement programmes on its behalf for funds entrusted to the Organization. To this end, resources entrusted to UNESCO from donors, are transferred to partners whilst UNESCO retains the overall responsibility that the entrusted funds have been used towards intended purposes, agreed results have been delivered in terms of quality and value for money and that the risks of fraud and/or mismanagement have been minimized. Thus when transferring funds to third parties, and remaining accountable for the overall management of funds, UNESCO is expected to provide an effective oversight and perform due diligences throughout the full cycle.

To implement a programme entrusted to UNESCO generates a number of inherent risks, which may be compounded by partnering with certain types of entity and/or where the partner is pre-selected by the donor. UNESCO is required to apply a risk-based framework at each stage of the process: selection, concluding the agreement, monitoring and evaluation. A list of identified risks and associated mitigation actions during the implementation of the fixed allocation are outlined in **Figure 7. UNESCO Risk and Associated Mitigation Measures**

Figure 7. UNESCO Risk and Associated Mitigation Measures



An in-depth risk assessment of the partner's capacities at the selection stage enables early identification of these governance and internal control shortcomings. A basic mandatory risk assessment step to determine extent and cost of due diligences to carry out, taking into consideration value of the potential IPA involves three main steps:

- When generating the contract (selection/drafting and concluding the agreement)
- When implementing the contract (monitoring such as spot checks, verifications, etc.)
- Final assurance mechanisms (audit and evaluation).

The table below links the due diligence to be performed throughout the IPA based on a preliminary risk assessment performed at the pre-selection phase. Administrative effort is linked directly to the value of the potential contract and perceived risks at the outset of the process. A mandatory clearance

from UNESCO's Contract Committee is conducted on all high valued contracts/agreements (over USD\$150,000 per year) as an additional internal control prior to the final IPA approved. The Contract Committee will review and render written advice on contracting actions on the IPA such as reporting, deliverables, payment and to ensure that appropriate risk mitigation are addressed.

Table 11. UNESCO Due Diligence to be performed throughout the Implementation Programme Agreement

Mandatory controls linked to risks assessments

Contract Amount	Pre-selection process	Selection process			Monitoring	Evaluation, audit & verification		
	Risk-assessment checklist	Comparative	Competitive	Submission to Contracts Committee	Controls	Self-evaluation	Internal audit	Verification and external audit
< 50k USD	X	X			- Narrative report before each installment - Financial report certified by the partner's CFO - Minutes of project meetings	X		
> 50k USD / <150k USD + High risk < 50k USD	X		X		As above + Remote monitoring for Mid-term review	X		
> 150k USD / < 500k USD + High risk > 50k USD / <150k USD	X		X	X	As above + On-site spot checks with Joint teams composed of finance and programme staff		X	
>500k + High risk > 150k USD	X		X	X	As above		X	X

UNESCO will strengthen these mandatory measures for high risk and high value contracts through:

- Joint field and monitoring visits with teams composed of finance and programme staff of the STEPCam Programme Team;
- On-site spot checks & programmatic visits;
- Regular Minutes of programme meetings and;
- Audits, external evaluations and 3rd party verifications.

Financial Management Framework

UNESCO STEPCam Programme Team will support the MoEYS as the implementation partner to ensure that the STEPCam is implemented with due diligence and efficiency in conformity with appropriate administrative, technical, financial, economic, environmental and social standards and practices. In line with the aid-effectiveness agenda, STEPCam programme is aligned with the national priorities and follows the harmonized rates for development investments jointly agreed by the Government and the Development Partners.

In the Project Implementation Manual (PIM, **Annex 13**), UNESCO has incorporated the Financial Management practices already in place for the implementation of GPE2. The PIM outlines the financial operation policy and financial operation procedure with the objective to further strengthen existing MoEYS capacities and reduce delays in implementation, including maintaining IPs transaction costs. The PIM is to ensure that strong financial policies and internal controls are implemented and to guide the work of the Finance Management Team to clearly lay out the policies and procedures to be

followed also by MoEYS departments. Also staff involved in the financial management during the implementation of the SESSP are expected to be assigned to carry out the FM responsibilities during the STEPCam as well. Thus reinforcing the technical/administrative capacities of MoEYS and to implement the programme in accordance with an agreed manual.

The STEPCam Management Team for Budget and Finance in collaboration with UNESCO's Bureau of Financial Management have identified areas of concern within the manual that deviate from the policies of the grant agent. The identified policy deviations in which the likelihood of risk level is significant are realigned in the PIM. For example, UNESCO will lower existing levels procurement and petty cash thresholds to minimize potential risk and increase its fiduciary controls.

Contractual Framework including Assurance Activities

An Implementation Partnership Agreement (IPA) contract will be established in which the STEPCam Programme Team will draft the terms of reference in collaboration with MoEYS based on the programme proposal. It will also outline the accountability of the Implementation Partner for the full discharge of their obligations under the agreement, including in respect of their role, the expected outcome of the agreement, the reimbursement of funds in the event the work is not completed to UNESCO's satisfaction, and the duty to give access to UNESCO officials or its designees for evaluation purposes to the programme site(s), facilities and relevant records, and to all banking and financial records for programme monitoring and audit purposes.

In principal UNESCO has endorsed the revised Harmonized Approach to Cash Transfer (HACT) Framework for the United Nations system, due to the financial rules of the Organization payments from funds are made only for services rendered or goods delivered. Hence the HACT framework has not been formalized within the Organization's policy and procedures. The UNESCO approach was to link the payment of IPA instalments to delivery which is a more prudent approach as contractual terms and to incorporate a number of assurance mechanisms to facilitating monitor during implementation, a formal oversight and control mechanisms is put in place on procurement and sub-contracted activities entrusted to MoEYS. As per the GA rules, UNESCO will continue to use the IPA modality, for the disbursement of funds (refer Figure 8. Cash Disbursement from UNESCO under IPA to the Implementing Partner

8). Due to the size of the project, the HACT methods will be adopted for monitoring and assurance activities. The risk is likely to be low with trusted long-term partners that have stable management and strong internal management systems, whilst for new partners in which there is little prior information or experience, risk will be higher.

In October 2017, UNESCO conducted an independent micro-assessment on the MoEYS, with guidance from the Internal Oversight Service on the selection of an independent firm and review of the report. The independent assessment of MoEYS was considered "Low" as outlined in the summary table (refer **Table 12**). This report affirms the institutional capacity of the MoEYS and its internal control mechanisms with some recommendations for addressing gaps identified and this was shared with MoEYS.

Table 12. Summary of Risk Assessment Results

Tested Subject Area	Risk Assessment
1. Implementing partner	Low
2. Program Management	Low
3. Organizational structure and staffing	Moderate
4. Accounting policies and procedures	Low
5. Fixed Assets and Inventory	Moderate
6. Financial Reporting and Monitoring	Low
7. Procurement	Low
Overall Risk Assessment	Low

The issues identified under Organizational structure and staffing focussed on background verification/checks of newly recruited staff, no policies and procedure for selection of candidates, details of key staff not provided. Within the project, UNESCO will be responsible with the creation of the TAs terms of reference and the recruitment criteria which mitigates some of the concerns raised. The Fixed Assets and Inventory gaps related to reconciliation of fixed assets and inventory, maintaining records, lack of insurance policy on assets and ineffective inventory management system. The PIM provides guidelines to ensure managing and safeguarding project assets through a dedicated chapter on fixed asset management including how to conduct Semi-Annual Physical Inventory. Further mitigating actions will be addressed in collaboration with MoEYS to minimize gaps identified in both tested subject areas assessed as “Moderate”. UNESCO will maintain the funds disbursement to be released as outlined in the IPA, which takes account of the overall low level of risk and ensure that the frequency of assurance activities are duly implemented (refer **Table 13**).

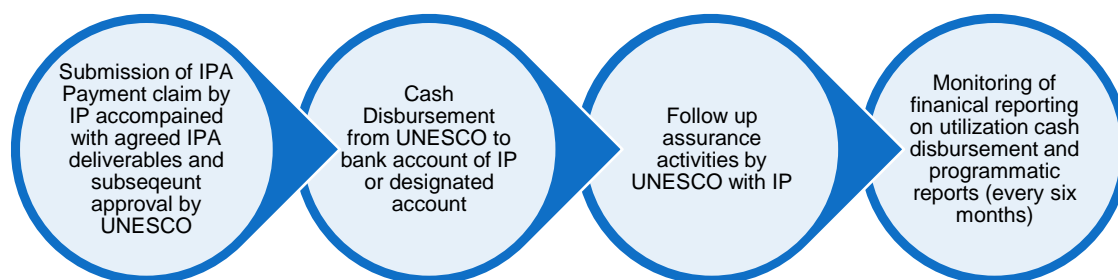
Table 13. Frequency of financial assurance activities

Cash Transfer \$ Per Year	Risk Rating	Programmatic Visits	Spot Checks	Audits
Less Than \$50,000	All Risk Ratings	1 or more/year	Not Required	One scheduled audit is required for all implementing partners that have received more than \$500,000 during the programme cycle
Less than \$100,000	All Risk Ratings	1 or more/year	1 or more/year (Not required in the year of audit)	
Less than \$350,000	Low or Medium	1 or more/year	1 or more/year (Not required in the year of audit)	Offices may undertake annual scheduled audit in place of spot checks on significant and high risk partners receiving more than \$500,000 per year
	Significant or High	2 or more/year	2 or more/year (Not required in the year of audit)	
More than \$350,000	Low or Medium,	2 or more/year	1 or more/year (Not required in the year of audit)	
	Significant/High	Quarterly	2 or more/year (Not required in the year of audit)	
				Special audit is required when specific concerns/issues arise during the programme cycle

The outcomes of the Micro Assessment of MoEYS confirms that the proposed financial management arrangements under the IPA for the STEPCam are sufficiently robust. Based on the identified overall risk and recommendations of the report, UNESCO will conduct at-least two programme visits and two spot checks yearly during the implementation of STEPCam. The following three mechanisms are to be carried out to obtain assurance of transferred funds to the IP:

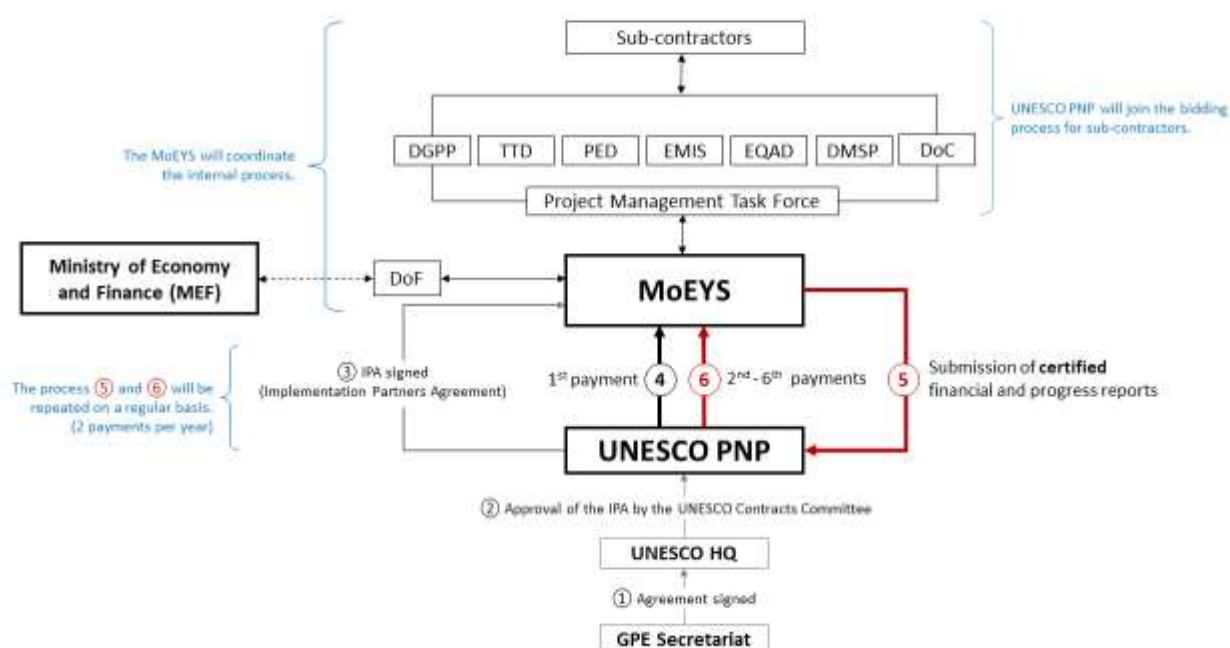
- *Periodic on-site reviews (spot checks)* of the IP's financial records of cash transfers. This will be performed by the UNESCO staff;
- *Programmatic monitoring of activities* supported by cash transfers in line with the IPA, will be conducted by the STEPCam Management Team to provide evidence regarding the state of programme implementation and use of GPE resources; signed minutes summarising the various issues noted during visits should be prepared and circulated to those concerned. Any anticipated programme delays should be recorded during the site visits
- *Scheduled and special audits (financial or internal control)* of the IP's financial records and financial management systems of internal controls related to the programme by designated auditors jointly agreed by the GSC and UNESCO. All disbursements/release of funds from UNESCO to the MoEYS will require certified financial statements by the MoEYS endorsed by the PMTF and the GSC. In addition to the certified financial statements, considering the volume of funds transferred, an annual scheduled audit is planned. Further, special audit(s) may be considered if and when needed.

Figure 8. Cash Disbursement from UNESCO under IPA to the Implementing Partner



Further details of the financial managements and fiduciary controls are elaborated in the draft Program Implementation Manual (PIM) in the STEPCam annexes.

Figure 9. Funding disbursement flow between the grant agent and the partner*



***Acronyms include:**

Royal Government of Cambodia (RGC). Ministries: MoEYS: Ministry of Education Youth and Sport; MEF: Ministry of Economy and Finance.

Departments within MoEYS: DGPP: Directorate General of Policy and Planning; TTD:⁶⁶ Teacher Training Department; PED: Primary Education Department; EMIS: Education Management Information Systems (Dept.); EQAD: Education Quality Assurance Department; DMSP: Department for Materials and State Property; DoC: Department of Construction; DoF: Department of Finance. **Others:** GPE: Global Partnership for Education; UNESCO: United Nations Education, Scientific and Cultural Organisation; PNP: Phnom Penh; HQ: Headquarters.

⁶⁶ Technically: Department for Teacher Training and INSET.

3.14 STEPCam monitoring, reporting and evaluation

3.14.1 Monitoring

As detailed under sections 3.5, the overall performance monitoring of STEPCam will be aligned with the ESP monitoring and the annual Joint Sector Review (JSR) organized by the MoEYS and the Development Partners to complement the National Education Congress recommendations.

UNESCO Staff will conduct visits to the STEPCam programme sites (PTTCs renovation, INSET activities, visits to schools to observe mentoring) up to four times per year. Periodic on-site reviews (spot checks and programmatic visits) are performed to assess the accuracy of the financial records for cash transfers to the MoEYS and the status of programme implementation (through a review of financial information), and to determine whether there have been any significant changes to internal controls. The spot check is not an audit. As part of these missions, the UNESCO Programme Budget and Finance team will conduct supervision visits to the finance unit of MoEYS, accompanied by the STEPCam Management Team, when necessary. These supervision visits under a spot check may include reviews of:

- the operations of the designated bank account
- evaluating the quality of budgets
- disbursement performance
- compliance with the PIM, such as but not limited to procurement and/or other controls required to implement the activities defined in the work plan
- statements of expenditures
- controls over “soft expenditure” such as training allowances, fuel costs and per diems
- advances and liquidations and fund flows
- sample of transactions, quality of documents, record and filing.
- asset management

Any findings and recommendations will be included in the mission spot checks performed by UNESCO Staff (also to include a memorandum report summarizing the results of the UNESCO mission and any agreed actions) and will be submitted to the UNESCO Chief of Education. Any significant recommended actions, which arise and have not been addressed, will be brought to the attention of the PMTF and the GSC, for immediate action when necessary.

The FMT will:

- Prepare for the supervision visits under a spot check, and ensure that all relevant staff will be available.
- Support the UNESCO financial team’ work by providing all information requested and responding to any queries.

Implement any recommended actions as a matter of priority. The status of these actions will be included on the quarterly finance reports.

3.14.2 Reporting

Reporting will be done within the context of the STEPCam Theory of Change, the STEPCam Results Framework and the associated monitoring and evaluation framework as well as on the basis of the annual

work plan and annual budget. All disbursements/release of funds from UNESCO to the MoEYS will require certified financial statements by the MoEYS endorsed by the PMTF and the GSC. Regular updates will be shared with the ESWG and the JTWG.

STEPCam Management Team will establish a regular monthly and quarterly monitoring and reporting mechanisms to ensure effective delivery in daily operations. Guided by the IPA between MoEYS and UNESCO, formal management reports will be prepared as follows (also refer **Table 14**. Summary of Key Reports to be prepared during implementation of STEPCam):

Inception Report

Within the first month of the programme, the PMTF Secretariat with support from the STEPCam Management Team will prepare an inception report with an analysis of the existing situation highlighting the necessary conditions for the successful implementation of the programme with monitoring and reporting mechanisms.

Biannual Reports

Bi-annual progress report will be prepared by the PMTF for approval of the GSC. These reports will be comprehensive and provide information on scope, schedule, cost, and quality. In particular, these reports will describe where the programme stands, what the programme team has accomplished and what the predictions for future programme status and progress are. The reports will also include information on risk and mitigation actions, as well as a section covering the activities reports of each component. The approved biannual reports will be the basis for UNESCO's annual report to the GPE.

Annual Reports

Annual progress report will be prepared by the PMTF for approval of the GSC for submission to GPE. These reports will record and analyse contract performance, success, effectiveness and lessons learned. Annual report should refer to the annual work plan that established the framework for performance measurement. The annual progress report will give account of the status of the Objectively Verifiable Indicators, the Assumptions and the Pre-conditions of the log frame. The approved biannual and annual report will be the basis for UNESCO's annual report to the GPE.

Final report

A final report will be prepared by the PMTF, approved by the GSC for submission to GPE at the end of the programme as per an agreed format. It includes records and analysis of programme performances. In addition, it will report on the programme success in terms of effectiveness, efficiency and relevance, as well as lessons learned.

The STEPCam Management Team will be responsible for facilitating the reporting processes and support are followed in close communication between GSC, PMTF and UNESCO. Summary of reports produced under STEPCam are as follows:

Table 14. Summary of Key Reports to be prepared during implementation of STEPCam

Name of report	Content	Time of submission
Inception Report	Analysis of existing situation and plan of work for the programme.	No later than one (1) month after the start of the implementation.
Biannual report	Description of progress (technical and financial) including problems encountered; planned activities for the ensuing 6 months.	No later than one (1) month after the end of each six (6) month implementation period. Each report will contain a chapter per each of the areas covered.
Annual report	Short description of progress (technical and financial) including problems encountered; planned activities for the ensuing 12 months accompanied by certified financial report.	No later than one (1) month after the end of each 12-month implementation period. Each report will contain a chapter per each of the areas covered.
Draft final report	A draft report as per the agreed format providing description of achievements including problems encountered and recommendations submitted to PMTF	No later than one (1) month before the end of the implementation period.
Final report	Report endorsed by the PMTF and the GSC accompanied by a certified financial report.	Within one (1) month of draft final report endorsed by the PMTF.

3.14.3 Audit and evaluation

Audit

During the course of the STEPCam, annual audits will be conducted at the end of first and second year followed by the final audit at the end of the programme. The annual audits and the final audit will be conducted by an audit firm appointed by GSC/MoEYS in agreement with UNESCO's external auditor.

Evaluation

Together with the MoEYS, UNESCO will conduct an external evaluation of the STEPCam within six months after the completion of the programme. This evaluation report will also form the final evaluation of the GPE3 support with the variable part by UNICEF.