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UNCLASSIFIED

AGENCY FOR INTERNATIONAL DEVELOPMENT
Washington, D.C. 20523

CAMBODIA
Assistance to Primary Education Project (442-0116)
Project Authorization

UNCLASSIFIED

AGENCY FOR INTERNATIONAL DEVELOPMENT
PROJECT DATA SHEET

1. TRANSACTION CODE
A = ADD
C = CHANGE
D = DELETE

AMENDMENT NUMBER

DOCUMENT CODE

2. COUNTRY/ENTITY
Cambodia

3. PROJECT NUMBER
442-0116

4. BUREAU/OFFICE
USAID/Cambodia/PDO

5. PROJECT TITLE (maximum 40 characters)
Cambodia Assistance to Primary Education

6. PROJECT ASSISTANCE COMPLETION DATE (PACD)
September 30, 2002

7. ESTIMATED DATE OF OBLIGATION
(Under 'B', below, enter 1, 2, 3, or 4)

A. Initial FY 95 B. Quarter 4 C. Final FY 99

8. COSTS (\$000 OR EQUIVALENT \$1 =)

A. FUNDING SOURCE	FIRST FY 95			LIFE OF PROJECT		
	B. FX	C. L/C	D. TOTAL	E. FX	F. L/C	G. TOTAL
AID Appropriated Total	6,000	0	6,000	30,000	0	30,000
(Grant)	6,000	0	6,000	30,000	0	30,000
(Loan)	0	0	0	0	0	0
Other						
1. U.S.						
2. Host Country	0	0	0	0	0	0
Other Donor(s)	0	0	0	0	0	0
TOTALS	6,000	6,000	0	30,000	0	30,000

9. SCHEDULE OF AID FUNDING (\$000)

A. APPROPRIATION	B. PRIMARY PURPOSE CODE	C. PRIMARY TECH CODE		D. OBLIGATION TO DATE		E. AMOUNT APPROVED THIS ACTION		F. LIFE OF PROJECT	
		1. Grant	2. Loan	1. Grant	2. Loan	1. Grant	2. Loan	1. Grant	2. Loan
DA				0	0	2,000	0	2,000	0
ESF				0	0	28,000	0	28,000	0
TOTALS				0	0	30,000	0	30,000	0

10. SECONDARY SPECIAL CODES (maximum 6 codes of 3 positions each)
N/A

11. SECONDARY PURPOSE CODES
N/A

12. SPECIAL CONCERNS CODES (maximum 7 codes of 4 positions each)

A. Code

B. Amount

13. PROJECT PURPOSE (maximum 480 characters)
Improved quality of primary education with associated effects on efficiency

14. SCHEDULED EVALUATIONS

Interim 10/97 10/99 Final 5/02

15. SOURCE/ORIGIN OF GOODS AND SERVICES

000 941 Local Other (specify)

16. AMENDMENTS/NATURE OF CHANGE PROPOSED (This is page 1 of a ___ page PP Amendment.)

17. APPROVED BY
Signature: Joseph B. Goodwin

18. DATE DOCUMENT RECEIVED IN AID W/ OR FOR AID W/ DOCUMENTS, DATE OF DISTRIBUTION



UNITED STATES AGENCY FOR
INTERNATIONAL
DEVELOPMENT PHNOM PENH,
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**ACTION MEMORANDUM
FOR THE USAID REPRESENTATIVE TO CAMBODIA**

FROM: David Leong, Chief, Project Development Office, USAID/Cambodia 

SUBJECT: Cambodia Assistance to Primary Education Project (442-0116) - Project Authorization

PROBLEM: Your approval is required to authorize the Cambodia Assistance to Primary Education Project (the "Project"), and approve the Project Paper ("PP") at a level of \$30,000,000, to be obligated over a five year period. FY 1995 obligations are estimated at \$4,000,000 of Economic Support Funds and \$2,000,000 in Development Assistance Funds, as discussed herein.

AUTHORITY: You have been delegated the authority to authorize and approve the subject Project by the Assistant Administrator for Asia and the Near East (AA/ANE), per paragraph 3.B. of State 93008 dated April 15, 1995.

BACKGROUND AND DISCUSSION: The devastation experienced by the Cambodian educational system during the Pol Pot era is well-known. Although attempts have since been made to rebuild the educational system, qualitative improvements have not materialized. Most primary school teachers remain insufficiently trained and all, with a salary averaging around \$20/month, are poorly paid. It is, therefore, not surprising to learn that very little quality learning actually takes place in Cambodia's primary schools.

Cambodia is in a vicious cycle. Poor teaching results in high failure rates, which in turn results in even more overcrowded classrooms, poorer teaching conditions, and poorer learning. The result is a population that is largely illiterate (the adult literacy rate is 35% and is even lower for women), unskilled, and condemned to eke out meager existences at the margins.

To break this cycle, USAID, through the Cambodia Assistance to Primary Education (CAPE) Project, seeks to facilitate qualitative improvements in primary education by providing a regime of teacher training and development of "cluster schools" in the large majority of the more heavily populated areas of Cambodia. Other modes of teacher training will be used for the less densely-populated regions of the country. By improving the quality of instruction, learning will increase and repetition rates will hopefully decrease. As fewer students are held back in the lower grades, the primary education system's internal efficiency will increase. In the medium term, Cambodia's children will benefit as they will have a more solid foundation upon which to build, and will be more

likely to continue their studies. Ultimately, Cambodia will benefit as its workforce will be better trained--and more trainable--to participate in Cambodia's emerging economy.

Consistent with the above, the *goal* of the CAPE project is *an improved education system for Cambodia*. The *subgoal* of the project is *increased equitable access to primary education*, and the *project purpose* is *improved quality of primary education with associated effects on efficiency*.

The Project is consistent with the USAID Assistance Strategy for Cambodia, FY 1994-97 and supports primarily the third Strategic Objective, Meeting Basic Human Needs, and, to a lesser extent, the first and second Strategic Objectives, Strengthening Pluralism and Governance and Supporting Broad-based Economic Growth.

ISSUES:

A. Role of the Royal Cambodian Government: Given USAID/Cambodia's heavy reliance on NGOs as implementing partners, the issue was raised as to whether the Mission could work more with the RCG in the future (e.g., under new projects such as the CAPE Project). The Project Review Committee (PRC) recommended that the Mission continue to seek opportunities to work with the government. Furthermore, the Mission was urged to remain attentive to improving the RCG capacity and its ability to make positive changes in the policy environment.

As designed, the CAPE project will directly address this issue. Although USAID will continue to work through NGOs as the primary vehicle through which assistance is delivered, there will be heavy involvement of the RCG Ministry of Education, Youth and Sports (MoEYS). The project anticipates working with the central (national) level on general policy and planning activities, as well as the provincial and district education offices (teacher training and general education divisions) and the individual schools, for project implementation. USAID hopes to strengthen the RCG's capacity to make positive changes in the policy environment by providing targeted technical assistance through the Global Bureau's Advancing Basic Education and Literacy Project (Phase 2).

B. Data Collection: Because of Cambodia's security situation and dearth of available data, the PRC acknowledged that it may not be possible to collect PRISM-level data under this project. Nevertheless, the PRC urged that attempts be made to collect data wherever possible so as to monitor and measure results.

This will be done in two ways under the CAPE Project. First, implementing NGOs will be requested to collect as much data as possible (gender disaggregated); second, the Project anticipates providing a limited amount of funding to USAID/Cambodia's Monitoring and Evaluation Unit which will begin to collect data and monitor project-level impact within all of USAID/Cambodia's projects.

C. Management Costs: One US PSC Project Manger will be required to provide the necessary technical backstopping for this project during its implementation. This position is budgeted for in the PP and was discussed and approved during USAID/Cambodia's Program Week held in late May 1995.

D. USAID's Niche vis-à-vis Other Donors in the Primary Education Sector: the PRC discussed the effect that increased access would have on student retention/completion rates. It was clear that USAID's inputs were part of larger, multi-donor effort. The PRC requested that the PP explain how the CAPE project would interface with other donor activities and how the synergy among them would affect retention/completion rates.

During project development, special care has been taken to not duplicate what other donors are doing in the primary education sub-sector. Thus, whereas UNICEF is focusing on curriculum development and testing and the EU on provision of a limited amount of teacher training and teaching materials, the CAPE project will take advantage of these inputs to deepen their impact. It should also be noted that EU assistance in teacher training is expected to terminate at the end of CY 1997, some six months after USAID's program is scheduled to begin in earnest. This, conflict and competition for resources is expected to be minimized. Finally, project planning has indicated that human resource constraints will most likely be the limiting factor in how quickly this project can attain nation-wide coverage. Thus, the project timeframe has been increased to seven years (six years of implementation), which will improve the likelihood of project success.

E. Girls Education: The PRC requested that increased focus be made on girls education, particularly as funds (\$2 million) might be provided through the Agency's female education initiative reserve fund.

The project seeks to improve the quality of primary education primarily through teacher training, cluster school development, and material support. Teacher training will be provided to the entire primary teacher corps, which is comprised of roughly 30% women and 70% men (the figures are reversed in Phnom Penh). Through efforts to strengthen the link between education and the community, the project expects to improve overall enrollment, which will increase the number of girls enrolling in first grade as well. Currently, the gender ratio for children entering first grade is roughly 55%/45% in favor of boys. Data collected nationally tends to indicate that the primary school failure rate is relatively constant between girls and boys, making the challenge for the project primarily to increase the gross enrollment rate for girls rather than to target girls as a high risk group in terms of their dropout behavior. However, it should be noted that the data on this particular subject is incomplete and there are significant regional variations. Thus, the issue needs to be further studied--with appropriate strategies developed and adjustments made--throughout project implementation. Gender disaggregated data will be collected throughout the life of the project to monitor this situation.

The PRC's concerns are well noted by the project designers. Girls education will continue to be stressed, although it is unclear whether general improvements in the education sector will result in increased enrollment of girls, or whether specific programs need to be developed. This is discussed in further detail in the PP.

F. Sustainability: The project is designed to maximize use of existing government personnel and structures for the provision of teacher training and enlists greater community participation for the maintenance of school clusters and the financing of recurrent costs. Taking this approach ensures that most of those who provide training during the project remain in the employ of the MoEYS but also continue to provide

training in their original sites, thereby increasing the likelihood that teachers will continue to practice what they have learned under the project. It also ensures that upgrading of teacher skills goes hand-in-hand with cluster development and the concomitant community support structures.

Although it is impossible to ensure that taking this approach will result in a sustainable system of teacher training and improvement, we can say with some assurance that the probability of success is high given it takes into consideration lessons learned by other donors. It also relies heavily on community involvement--an important factor given that the RCG will, for the foreseeable future, be unable to undertake such a massive undertaking on its own.

G. Use of PVOs/NGOs; PVO/NGO Matching Funds:¹ Given USAID/Cambodia's limited management capacity, the Mission intends to implement this project through a single NGO or a consortium of NGOs under an "umbrella" arrangement (i.e., where one NGO would be the primary grantee and others would be sub-grantees).

To the degree possible, USAID will attempt to obtain or exceed the 25% matching contribution from implementing NGOs (which, if successful, would increase the LOP funding to a level of \$40 million). However, the Mission also recognizes that it may be difficult for NGOs to come up with this amount (i.e., \$10 million). Thus, the Mission should be prepared to be flexible on this point if it is found that no NGO is able to meet this contribution target. For budgeting purposes, the design assumes that only \$30 million will be available for programming; to the extent NGOs can come up with additional funding, activities can be implemented at a faster pace or additional activities can be undertaken.

H. Host Country Contribution: Section 110 of the Foreign Assistance Act describes the 25% host country contributions requirement for USAID-funded projects. The AA/ANE may approve a waiver of Section 110, however, if circumstances are compelling to do so. Given the fragile state of Cambodia's government and economy, and the fact that it is on the UNCTAD Relatively Least Developed Country list, such a waiver was requested in Phnom Penh 2332 dated June 28, 1995. It was approved by the DAA/ANE on July 27, 1995.

I. Initial Environmental Examination: An Initial Environmental Examination was prepared as part of this Project Paper and was approved by the ANE Bureau Environmental Officer on July 27, 1995. Most project activities are of a technical assistance or training nature, hence, fall under a categorical exclusion under 22 CFR 216 Section 216.2(c)(2). However, the project also contemplates financing the rehabilitation and/or construction of existing structures at school sites to be used as cluster school resource centers. As such rehabilitation and/or construction is small scale, located at or

¹ For ease, the acronym "PVO/NGO" is condensed to "NGO" throughout the document, although the term is understood to include both Private Voluntary Organizations (PVOs) and Non-Governmental Organizations (NGOs).

near the site of existing structures, the IEE recommends, and the ANE Bureau Environmental Officer has concurred, that a Negative Determination be made.

J. New Activity Description: A New Activity Description (NAD) was originally submitted in May 1994 with the FY 1996 Budget Planning Document. In December 1994, following the issuance the Interim Guidance on Project Development, USAID/Cambodia was requested to redraft and resubmit its NAD. It was formally reviewed and approved on March 6, 1995. State 93008 dated April 15, 1995, approved the NAD and delegated to the USAID Representative the authority to authorize and approve the project once it was completed.

K. Waivers:

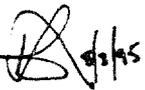
1. Lightweight Motorcycles (less than 125 cc): A project waiver will be required for the purchase of 100 non-U.S. source lightweight motorcycles (less than 125 cc) over the life of the project (estimated cost: \$100,000). There are no U.S. sources for these motorcycles. As they comprise the principal means of transportation in Cambodia, are more practical and cost effective than four-wheel-drive vehicles, they are critical to the successful implementation of this project. Because this procurement would exceed the waiver authority of the USAID Representative to Cambodia, a waiver will be prepared for the AA/ANE's signature prior to initiating this procurement.

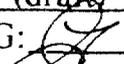
CONGRESSIONAL NOTIFICATION: A Congressional Notification (CN) for this activity was submitted to the Congress on July 20, 1995. The CN cleared without objection on August 3, 1995.

RECOMMENDATION: That you sign the attached PP Authorization and Project Paper facesheet approving the Cambodia Assistance to Primary Education Project at a level of \$30 million.

Attachments: Project Authorization
Project Paper

Clearances for CAPE Action Memorandum

Drafted: USAID/Cambodia/PDO: DLeong: G:\pp. 116 

Clearance: KBredenberg: PDO: (draft) Date: 7/15/95
DAD' Antonio: PROG:  Date: 8/3/95
RSM/EA O/FIMS: JStanford: (draft) Date: 7/19/95
RSM/EA O/RP: TStephens: (draft) Date: 7/20/95
RSM/EA RLA: PSullivan: (draft) Date: 7/27/95

PROJECT AUTHORIZATION

Name of Country: Cambodia

Name of Project: Assistance to Primary Education

Number of Project: 442-0116

1. Pursuant to the Foreign Assistance Act of 1961, as amended, I hereby authorize the Cambodia Assistance to Primary Education Project (the "Project") involving planned Life-of-Project obligations of not to exceed Thirty Million United States Dollars (\$30,000,000) in grant funds over a five-year period from the date of authorization, subject to the availability of funds in accordance with the USAID OYB/allotment process, to help in financing the foreign exchange and local currency costs of the Project. The planned Life of Project is approximately seven years from the date of initial obligation.

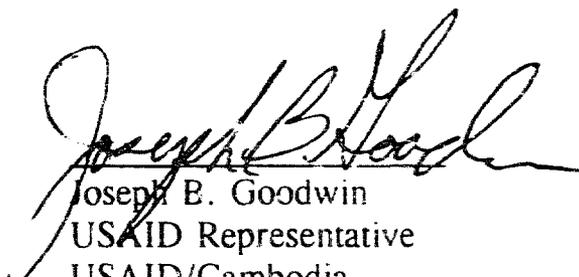
2. The Project will, working through NGOs, assist the Government of Cambodia to *improve the quality of primary education with associated effects on efficiency.*

3. The Project Agreement may be negotiated and executed by the officer(s) to whom such authority is delegated in accordance with USAID regulations and delegations of authority, and shall be subject to the terms and conditions stated herein and such other terms and conditions that USAID may deem appropriate.

4. Source, Origin and Nationality. Except as USAID may otherwise agree in writing, to be eligible for USAID financing under the Project, (i) commodities shall have their source and origin in countries included in USAID Geographic Code 941; (ii) the suppliers of commodities or services (other than ocean shipping) shall have as their place of nationality countries included in USAID Geographic Code 941; and (iii) ocean shipping shall be on flag vessels of the United States, other countries included in USAID Geographic Code 941, and Cambodia; provided, however, that the local procurement of commodities and services is eligible for USAID financing to the extent provided in Chapter 18 of USAID Handbook 1B, or any successor provisions.

August 3, 1995

Date


 Joseph B. Goodwin
 USAID Representative
 USAID/Cambodia

Clearances for CAPE Project Authorization

Drafted: USAID/PDO: DLeong: 7/1/95 ~~DLK~~

Redrafted: RSM/EA RLA: PSullivan: 7/27/95

Clearance: KBredenberg: PDO: (draft) Date: 7/15/95
DAD Antonio: PROG: LA Date: 8/3/95
O/FIMS: JStanford: (draft) Date: 7/19/95
O/RP: TStephens: (draft) Date: 7/20/95

ACRONYMS

ADB	Asian Development Bank
ANE	Bureau for Asia and the Near East
AusAID	Australian Agency for International Development
CA	Cooperative Agreement
DCSC	District Cluster School Committee
EA	East Asia (USAID/Washington, Bureau for Asia and the Near East)
EC	European Community
EU	European Union
FSN	Foreign Service National
FTE	Full-Time Employee
FY	Fiscal Year
GDP	Gross Domestic Product
HRD	Human Resource Development
LCSC	Local Cluster School Committee
IBRD	International Bank for Reconstruction and Development (World Bank)
ICORC	International Committee on the Reconstruction of Cambodia
IMF	International Monetary Fund
IQC	Indefinite Quantity Contract
MEU	Monitoring and Evaluation Unit (USAID/Cambodia-funded)
MoEYS	Ministry of Education, Youth, and Sports
NCSC	National Cluster School Committee
NGO	Non-Governmental Organization
OE	Operating Expense
OYB	Operating Year Budget
PACD	Project Assistance Completion Date
PCSC	Provincial Cluster School Committee
PIO	Project Implementation Order
PSC	Personal Services Contract
PVO	Private Voluntary Organization
RCG	Royal Cambodian Government
RFA	Request for Applications
RSM	Regional Support Mission, Bangkok
SCFA	Save the Children Fund, Australia
TCN	Third Country National
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific, and Cultural Organization
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
USG	United States Government

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I. Statement of Problem, Project Goal/Purpose, and Assistance Interventions

A. The Development Problem

The devastation experienced by the Cambodian educational system during the Pol Pot era is well-known. The reconstruction period and rapid expansion of the education system after 1979 are also well-known. For a variety of reasons, qualitative improvements have not materialized. Many of the primary school teachers are insufficiently-trained, being put into schools with little more than a three, six, or twelve-week teacher training program. They are also poorly-educated: five percent of primary school teachers entered--but did not finish-- primary school and another five percent only finished primary school. Less than one percent of the roughly 45,000+ primary school teachers ever finished high school. This is indeed a fragile base upon which to build.

To make matters worse, the drawn-out civil war has continually drained government resources away from investments in education. Not only does Cambodia now have the lowest per-capita income in the subregion, but the percentage of GDP spent on education (0.8% of GDP in 1993) remains well below the developing country average (3.9% in 1990). As a result, teachers and administrators continue to be poorly paid (averaging around \$20/month) and poorly motivated. The cumulative effect of these factors has led to the use of teaching methodologies that are inefficient, ineffective, and constrained by the teachers' capacity to teach, rather than the childrens' capacity to learn. As a result, repetition rates are high with the national average approximating about 25%. In some provinces, average repetition rates have been found to reach as high as 40% in Grade 1. Petty corruption in the system--much for purposes of family survival--is also great.

A sad consequence of these conditions is that many pupils fail which leads to a low level of internal efficiency in individual schools. As a result of this inefficiency, more and more classroom seats must be kept for repeaters every year which leads to further overcrowding and even more restricted access. As classrooms become more overcrowded, quality plummets even further which in turn exacerbates the repetition rate. There is, thus, a relationship between improving the quality of education and increasing the physical capacity and access to primary schools. The best opportunity for the project to break this downward spiral in the effectiveness of the educational system would seem to be in the area of qualitative inputs.

Equity of access, i.e., ensuring that boys and girls have equal access to primary education, is also a concern. Conflicting and unreliable data were obtained during project development regarding the numbers and performance of girls in Cambodia's primary education system. Project designers looked at gross enrollment rates for eligible girls, as well as girls' repetition and drop-out rate. While anecdotal information tends to indicate that girls are under-represented, that they repeat in greater numbers, and that they suffer a higher drop-out rate, government statistics do not necessarily support all these hypotheses. For instance, where reliable data have been collected, girls have not been found to repeat more often than boys in the basic education sector. They do, however, appear to be slightly under-represented in classrooms: 55.46% for boys vs. 44.54% for girls (the fact that the ratio approaches the desired 50/50 mix is encouraging, as third-

world statistics in this regard are generally considerably more weighted towards boys). Thus, the problem may not be that girls drop out or repeat with greater frequency than boys but that they enroll in fewer numbers to begin with.

There are encouraging signs which give hope for a successful intervention by USAID in the primary education sector. The demand for education in Cambodia is great: total enrollment has increased by 70% since 1979 with a 23% increase occurring between the years 1990 and 1993 alone. Any increments in efficiency can, therefore, be expected to enhance overall capacity, access, and enrollment. There is also an increasing body of evidence suggesting that the parental decision to keep children in school is closely linked with the quality of education (including the perception of quality) as well as the perception that education is a "good" which has an inherent value (and opportunity cost if it is foregone). Evidence also shows that despite being poorly trained and paid, many teachers are nevertheless responsive to training and the opportunity to learn from and share with their peers.

B. Project Goal and Purpose

Consistent with the above, the *goal* of the CAPE project is *an improved education system for Cambodia*. The *subgoal* of the project is *increased equitable access to primary education*, and the *project purpose* is *improved quality of primary education with associated effects on efficiency*. As noted above, improvements in quality can be expected to enhance school capacity and help to accommodate an increasing demand for basic education. Accommodating this demand should greatly facilitate equitable access to schools though other factors embedded in the socio-economic context of communities may continue to be an obstacle to universalization of primary education.

Since the primary education sector can be looked upon as the foundation of the education system, better prepared students leaving from this sector and entering secondary and tertiary institutions should hopefully contribute to higher learning expectations and increases in internal efficiency. Such improvements in education can also be expected to:

- lead to a more competent and trainable workforce thereby facilitating economic growth for Cambodia;
- enhance the opportunities for individual children to realize their full learning potential and other basic human needs; and
- promote democratic pluralism in Cambodian society, mediated through instructional methodologies which promote cooperative learning and other forms of student centered learning.

The latter point cannot be overstated. Demonstration projects in Cambodia and elsewhere have found that student-centered teaching methodologies increase student expressiveness and helping behavior, as well as strengthen the ability of individuals to see things from the perspective of others. Thus, anticipated project interventions can be expected to plant the seeds of an electorate more steeped in democratic ways of thinking and behaving.

C. Assistance Interventions

1. General

Several types of related assistance will be provided under the CAPE project.

The project will endeavor to improve the quality of primary school instruction by providing teacher training to every primary school teacher (approximately 45,000+) in the country. This will be accomplished by tapping into existing mechanisms and structures - maximizing use of MoEYS staff in the process - to expand an existing model of teacher skills upgrading using cluster schools nation-wide. The vehicle to provide this teacher training will be through a single umbrella grant to an NGO or a consortium of NGOs (or an arrangement where a "prime" grantee has sub-grants with other NGOs). Because of the need to have a limited degree of substantive involvement throughout the project's life, USAID contemplates using a Cooperative Agreement rather than a strict grant agreement. In addition, a limited amount of funding will be set aside for policy-related technical assistance, to help the MoEYS anticipate the long-term implications of policy decisions it undertakes. Funding will also be set aside for project management, data collection/analysis, monitoring and evaluation, and audit.

CAPE will be building on the experience of existing models which have tried to improve the quality of student learning in primary schools. These models have been designed and implemented by NGOs upon the request of MoEYS (primarily with funding provided through UNICEF and Redd Barna-Cambodia). At the present time, there are two genres of quality improvement models currently operating in Cambodia. One of these is a certificatory intensive training course for uncertified primary school teachers working in Kandal Province (central Cambodia). The other model, known as school clustering, also seeks to upgrade the quality of learning through teacher training (i.e., capacity building) but includes emphasis on a number of other activities, many of them systemic in nature, as well. School clusters are new organizational arrangements of schools which try to institutionalize specific quality improvement functions which include capacity building activities, accountability practices, resource sharing, and community support of schools.

The existence of these two distinct quality improvement models reflects a period of experimentation in development activities planned by MoEYS in expectation of extensive external assistance in the aftermath of the 1993 elections. While these models are very different in many respects, they are linked in a key way by their mutual emphasis of teacher training as an activity of central importance. Differences between them relate to the intensity of teacher training and institutional development. In general, the Kandal model embodies a much more intensive and systematized teacher training program than is to be found in school clusters. On the other hand, cluster school activities--while focusing less intensively on teacher training--stress the development of permanent institutional arrangements which ensure on-going capacity building, accountability, and other important functions mentioned above. This is lacking in the Kandal model.

CAPE's decision to fund quality improvement activities embodied in both of the above models reflects the recognition of project planners that both intensive training and the development of permanent institutional arrangements to ensure quality are important, hence the rationale for synthesizing these two models. To be sure, synthesis has not been

easy and has involved extensive modifications in design and implementation procedures in both approaches. These modifications, however, are discussed more fully in Annex F. Finally, it should be noted that while the tremendous expansion of upgrading activity from demonstration pilots to a country-wide intervention will bring educational development in Cambodia to a new unknown juncture, there is considerable cause for optimism as to the project's success by building on tested and tried models as it does.

2. Specific

a. Teacher Training

Using the cluster school framework as an institutional context (see following section), USAID/Cambodia expects to execute a grant (Cooperative Agreement) to one or more NGOs working with local authorities to train teachers in the use of student-centered learning methodologies for Khmer language and Mathematics. This intensive training will be one year in duration. Important content areas of the training will include "How children learn," "Principles for teaching Khmer Language and Mathematics," and "Ways of promoting the relationship between school and community." This training will be the primary capacity building activity orchestrated by the project and will roughly follow operational procedures observed in Kandal province. In this respect, approximately 300 teachers and headmasters from each of three clusters (on average) will be trained by a project training team consisting of an expatriate advisor and three senior trainers, known as lecturers. This team will be assisted by junior trainers, known as tutors, who will be recruited from among senior teachers within the clusters themselves. Five to six assisting tutors will be recruited from each cluster for this purpose.

The training itself will consist of what are known as residential workshops, area workshops, and tutorials. The residential workshops will be held twice during the year: once for a four week period just before the beginning of the school year (August-September) and again for three weeks at the end of the school year (June-July). All teachers in the three clusters under the jurisdiction of the project training team will be brought to a central site for this training (e.g., a district town). Teachers will be receiving a per diem payment for attendance of these workshops which should help to offset any loss of income which they might experience. The residential workshops will be followed by four area workshops of 3-4 days duration each during the year. These workshops will be staggered due to staffing constraints within training teams and will be held on site at any given cluster. These workshops will be punctuated by six to nine week periods during which time one day tutorials on assigned topics relating to the main workshop will occur every week. These tutorials, to be held on methodology days (Thursdays), will be preceded by classroom observations by tutors and, where time permits, the lecturers. The residential and area workshops are to be the primary responsibility of lecturers while tutorials and classroom observations are to be the primary responsibility of tutors.

It is expected that this teacher training will work hand-in-hand with the cluster school approach. Unlike the Kandal model, tutors will be recruited internally from standing technical committees within school clusters which are responsible for teacher training. Thus, training will be mediated through permanent capacity building structures embedded

within the cluster school framework. In this way, capacity building activities can be expected to continue even after the one year intensive training period has been completed. At the same time, the intensive training inputs to be funded can also be expected to strengthen capacity building structures within the cluster by preparing permanent on-site trainers (i.e., tutors). USAID will attempt to train all 45,000+ primary school teachers and headmasters and those teachers with administrative responsibilities using this approach.

b. Cluster School Development

USAID anticipates using the cluster school approach as an integral part of its teacher training assistance. The clustering of schools--pioneered in Cambodia by UNICEF and several international NGOs but common throughout southeast Asia--is a means of establishing a number of important functions which ensure quality improvement of education in a manner which economizes on the use of time and resources. As noted earlier, these functions include capacity building activities, accountability practices, resource sharing, community support of schools, and generally improved administrative practices (e.g., sharing of teachers between schools). Schools are usually clustered on the basis of their geographical configuration: a large central school is designated as a "core" school with a number of satellites not greater in distance than seven kilometers scattered around it. The core school is where elected representatives of all schools meet to discuss various topics relating to quality improvement, monitoring, resource sharing, and other matters. The core school also includes a resource center which houses a depository of student manipulatives, a library, and a storeroom to be used in common.

Beyond the physical arrangement described above, however, the key characteristic defining a school cluster is its institutional arrangements which govern the several functions mentioned earlier. These arrangements take the form of standing committees with a specific division of labor to execute specific tasks and standardized procedures for ensuring any given technical function. Personnel groupings responsible for capacity building (i.e., technical training committees), general governance of the cluster (i.e., the advisory committee), administration of the resource center, and relations with the community (i.e., PTAs) are particularly important. It will be the task of the cluster school development (CSD) teams to help identify cluster sites, help local schools to set up the committees and technical groupings described, and provide training to facilitate their day to day operation.

The cluster school development teams employed by the project will be composed of one expatriate advisor and at least three lecturers who are conversant in cluster school design. One team will provide support to three project training teams (on average) or nine new clusters in any given year. The number of clusters assigned to CSD teams will vary from site to site depending on the availability of staffing and the geographical expanse of territory to be covered. Usually, such activities require a year to complete but because of the intensity of teacher training activities during the first year of cluster development, the time frame for full implementation will be extended to two years.

The first year of CSD activities will focus on setting up those committees directly related to facilitating teacher training (i.e., the technical committees whose tutors will do teacher

training and conduct regular teacher supervision) and the provision of teaching aids (i.e., the organization of the resource center/library). The CSD teams will work in tandem with the teacher training teams in undertaking these activities. The second year will focus on deepening the expertise of other committees responsible for such matters as general governance of the cluster, the collection and analysis of data, community liaison/development, and internal student evaluation. With respect to community development activities, the CSD teams will also be assisted by NGO workers who will help organize PTAs and income producing activities to support any given school. During the second year of cluster implementation, the CSD teams will also be expected to organize basic structures relating to teacher training in a new set of clusters to which teacher training teams will have moved. Thus, in any given year (except the first), the CSD teams will be working on inceptive development of committees and other institutional structures in a new set of nine clusters while completing the development of committees in an older set of nine clusters.

As an effective means to share human and personnel resources in the most economical manner possible, cluster school arrangements have much to recommend them. They are used widely throughout southeast Asia. In implementing this approach nation-wide, USAID will work closely with an interdepartmental Ministry body comprising the Teacher Training and General Education Departments and UNICEF. The creation of this interdepartmental Ministry body was discussed and agreed to by MoEYS staff during project development.

c. Policy-Related Technical Assistance

The project sets aside a limited amount of funding for buy-ins to appropriate USAID/Global projects to provide policy-related technical assistance directly to the senior levels of the MoEYS. Given its focus on improving primary education systems, the Global/Human Capacity Development Office's Advancing Basic Education and Literacy, Phase 2 (ABEL2) Project would appear to be a likely candidate for buy-ins. For instance, ABEL2 could be tapped to provide short-term technical assistance to undertake policy-related studies, conduct workshops and seminars, and assist in project monitoring and evaluation activities. Studies and related assistance will be planned and carried out in cooperation with the MoEYS and would be used, for instance, to help analyze and understand the long-term implications (both cost as well as technical) of policy decisions it undertakes or is presented by other donors. In essence, this will provide the MoEYS with the capacity to obtain an objective outside opinion, drawing upon the technical strengths resident in the ABEL2 implementing consortium.²

² The consortium implementing the ABEL2 is headed by the Academy for Educational Development (AED) and includes the Harvard Institute for International Development (HIID), the Research Triangle, Florida State University, Education Development Center, Inc., and Creative Associates, Inc. There are also a number of NGOs who are members of the consortium, some of whom might be potential project implementors. Because of possible conflict of interest concerns, USAID has determined to not use the services available through ABEL2 until such time as the grantees are selected for the actual project implementation.

d. Data Collection/Analysis, Project Management, Evaluation, and Audit

The project will also fund the collection and analysis of data required to measure project impact and provide essential project management data. In large part, this will be an exercise of drawing from data being collected by the implementing NGO(s) and other development partners. For example, certain data are already collected at the Ministry (enrollment, number of girls, number of repeaters, etc.) and UNICEF is beginning to expand its data collection activities to include test scores to measure students' changing skill levels. Data collection/analysis costs should therefore be able to be kept to a minimum given the availability of critical data through other sources.

Funding is also being set aside for project management. Given the technical nature of the project and the composition and size of USAID/Cambodia's USDH staff, a US PSC with knowledge of the technical aspects of teacher training, cluster school development, and impact monitoring will be sought. The US PSC Project Manager will be responsible for liaison with the implementing NGO, the MoEYS, other donors, and USAID's Monitoring and Evaluation unit, which is expected to be established by the time field-level project implementation begins.

Finally, funding is being set aside for interim and final project evaluations and audits.

D. Participation

1. Royal Cambodian Government Initiatives

This is USAID's first involvement with the primary education sector since the reopening of the Mission in 1993. It is significant insofar as it reflects one of the first steps in USAID/Cambodia's transition from an emergency relief-oriented program toward a more traditional, long-term sustainable development program. As part of this transition, there has been, and will continue to be, greater interface with the Government, both during planning as well as implementation.

Despite USAID/Cambodia's new entry into the sector, education has received limited amounts of donor support over the past several years (with significant increases more recently). This project supports a recent RCG initiative to significantly upgrade the basic education system in Cambodia--and provide access to all its children--by the year 2000. Part of this initiative was a policy decision to increase government funding for education from 9% of the national budget to 15% by the year 2000.

During much of 1994, through funding provided primarily by the ADB and AusAID, a series of sector analyses and policy studies were undertaken. The result of these efforts was a RCG-led Roundtable of Donors in the Education Sector, held in Phnom Penh December 7-8, 1994. During this Roundtable meeting--the first of its kind for the RCG--the MoEYS unveiled its medium-term strategy/investment plan and successfully enlisted

the support of other donors to support elements of that strategy.³ At the Roundtable meeting, USAID, speaking on behalf of the USG, announced its support for the medium term strategy (although cautioning the RCG that it was possibly trying to undertake too much too quickly), and its intention to support the upgrading of primary school education, in particular, in-service teacher training.

2. Building on the Work of MoEYS and UNICEF-NGO Supported Pilots

During project development, the Mission has worked closely with the RCG, other donors, and the NGO community to coordinate its planned activities with the main precepts of the MoEYS Investment Plan (improved quality, improved access, and improved management). As noted earlier, the project builds on demonstration models previously developed by the Ministry and implemented with donor/NGO assistance. Specifically, the project will build upon lessons already learned in primary school teacher training and cluster school development activities funded during the past three years by donors such as UNICEF and Redd Barna-Cambodia as well as implementing NGOs (e.g., Consortium, International Rescue Committee, etc.). Project design activities have been preceded by field visits to all eight demonstration pilots throughout the country,⁴ extensive discussions with the Teacher Training Department, the National Cluster School Committee, and implementing NGOs, and participation in one National Conference on Cluster School Expansion. Two Ministry designated counterparts as well as colleagues from UNICEF have in particular contributed heavily to various aspects of project design during this information gathering period.

3. Other Donors

Project development and implementation will also be coordinated with ongoing European Union assistance to basic education as well as planned assistance from the Asian Development Bank, UNESCO/UNDP (responsible for the development of an Educational Management and Information System), and AusAID (responsible for the development of a Human Resource Development Division).

The articulation of assistance between the two major donors to the primary education system, namely, the EU and USAID, remains to be completed. Although discussions between the EU and USAID had taken place at the early stages of project development, there was general recognition that the European Union assistance, which was already underway, was planned to be completed by the time the CAPE project was under full implementation. Nevertheless, there have been attempts to ensure that the activities dovetailed with one another, which is one reason why USAID's activities focus more on

³ Although the MoEYS medium term strategy was unveiled at the Donor Roundtable meeting, USAID, along with other donors and MoEYS staff, participated in a series of task force meetings to debate policies, strategies, and recommendations. USAID was a member of the In-Service Teacher Training (Primary School Teachers) Task Force.

⁴ The eight demonstration pilots include four UNICEF-funded school clusters, three Redd-Barna school clusters, and one Save the Children/Australia in-service teacher training activity (UNICEF-funded).

teaching methodologies ("how to teach"), while the European Union assistance focuses more on subject matter ("what to teach").

4. Community Support

An important element of USAID's proposed program is one of promoting community participation in the improvement of Cambodia's education system. Because of Cambodia's history, there has been a tradition of top-down management. Under the present circumstances, that approach is neither efficient, effective, nor sustainable. For the short- to medium-term, sustainability will have to depend increasingly on achieving community participation. The cluster school model that USAID proposes to expand country-wide directly supports community led initiatives to effect educational improvements. This will include the establishment of Parent Teacher Associations, community education, and to some extent the support of local credit schemes which are designed to generate income for local schools.

5. Increasing Access and Equity

The CAPE strategy to increase enrollment in schools is closely tied to efforts to improve the quality of student learning. Quality improvement is intended to increase internal school efficiency which will in turn enhance physical capacity without recourse to the physical expansion of schools. With respect to equity, CAPE will also place a high priority on equalizing the sex ratio of boys and girls in those schools where the imbalance is great. In this regard, it should be noted that while the national sex ratio is much better in Cambodia than in many other third world countries (55.2%/44.8% in favor of boys), this masks wide variations in certain provinces, particularly remote provinces such as Ratanakiri. Through community interventions to be mediated by cluster school development teams, the CAPE project will specifically address the issue of equitable access of girls in the educational system.

II. Plan of Action

A. General Expectations

The expected results of the CAPE project are a strengthened national primary education system which will provide students improved access to quality education. This will be achieved mainly through the provision of training for 45,000+ primary school teachers (in Khmer, math, and basic pedagogic principles) mediated through the promotion and expansion of a well recognized teacher support system (cluster schools), the provision of basic teaching materials, and selected improvements in school infrastructure (i.e., resource centers). Capacity building activities supported by the project will have several components the largest one being the training of individual teachers but will also include the training of trainers at cluster, district, and provincial level. To the extent it is needed to ensure the sustainability of the sought after improvements, a limited amount of policy level technical assistance will also be provided under the project.

While it is hoped that the vast majority of teacher training will occur in a cluster school framework, it must be anticipated that schools in remote and particularly minority regions

may require alternative approaches. The project, thus, will continue to adhere to outputs focusing on improved teacher competency in these areas but will countenance alternative strategies to deliver teacher training (e.g., training of peripatetic trainers) other than through school clusters (see Annex F/Technical Analyses for a more thorough discussion of alternative strategies).

The following diagram depicts the Mobile Team Structure for Teacher Training and Cluster School Development to be undertaken by the project. Although this is a hypothetical construct, it nevertheless represents USAID/Cambodia's best estimate of the staff requirements needed to successfully achieve the project purpose. Cost estimates for the entire project are based on expanding this model country-wide over the life of project.

The structure describes a possible division of labor in one provincial or regional site, where one "Site Team" would be comprised of three teacher training teams, one cluster school development team, and one general NGO support team. Each Site Team would be able to provide assistance (teacher training and cluster school development) for a total of nine school clusters.

As presently envisioned, teacher training will be provided through 25 joint NGO/MoEYS teacher training teams plus six to seven cluster development teams. These teams, whose composition is described in greater detail below, will be responsible for first organizing the school cluster. Next, training teams will provide the teacher training at the cluster itself-- a four week intensive training (residential workshop) at the beginning of the cycle (August of each year), followed by a year of regular follow-up and four cluster-based "area workshops" (miniature versions of the original four week training), and culminating with a final three-week intensive training course to reinforce what had been learned throughout the year. During the second year, cluster/community development activities begun during the first year will continue (the training teams will move on to the next set of clusters and will continue as such until the end of the project). Certain desired outputs can be specified (e.g., a functioning resource center with a minimum number of teaching aids/supplies); other outputs, however, remain intentionally vague (e.g., community development activities to fund recurrent costs of the cluster) so as to not limit the ingenuity of the NGO or the community. Finally, it should be noted that the number of teams (25) and number of clusters per team (3) has been notionally set during project design. This may be adjusted as the realities of project implementation dictate.

Mobile Team Structure for Teacher Training and Cluster School Development

Ministry of Education, Youth and Sports - - USAID/Cambodia

Umbrella NGO

Field-Based NGOs (# to be determined, but 7 NGOs in 7 regional sites assumed for planning purposes)

A single NGO may have several "Site Teams" located in various provinces:

Each Site Team will have 3-4 Mobile Teacher Training Teams

+ one cluster school development team + one NGO support team;

An estimated 25 Mobile Teacher Training Teams will be operational at any given time.

↓ ↓ ↓ ↓ ↓ ↓ ↓
Remaining "Site Teams"

(Site Team 1)

Mobile Teacher Training Team A (Clusters 1-3)	Mobile Teacher Training Team B (Clusters 4-6)	Mobile Teacher Training Team C (Clusters 7-9)	Cluster School Development Team (for all clusters)	NGO Support Team (for all clusters)
<p>-----</p> <p>-Training Advisor</p> <p>-Lecturer A</p> <p>-Lecturer B</p> <p>-Lecturer C</p>	<p>-----</p> <p>-Training Advisor</p> <p>-Lecturer D</p> <p>-Lecturer E</p> <p>-Lecturer F</p>	<p>-----</p> <p>-Training Advisor</p> <p>-Lecturer G</p> <p>-Lecturer H</p> <p>-Lecturer I</p>	<p>-----</p> <p>-Cluster School Dev't Advisor</p> <p>-Lecturer X (clusters 1-3)</p> <p>-Lecturer Y (clusters 4-6)</p> <p>-Lecturer Z (clusters 7-9)</p> <p>-Librarian (clusters 1-9)</p>	<p>-----</p> <p>-3 Interpreters</p> <p>-2 Community Development Supervisors</p> <p>-1 Computer Technician</p> <p>-1 Construction Supervisor</p> <p>-1 Logistician/Administrator</p> <p>-Driver(s) (#TBD)</p>

(Clusters 4-6)

(Clusters 7-9)

Cluster 1	Cluster 2	Cluster 3
6 Tutors, assisted by <u>Lecturer A</u> for teacher training, and <u>Lecturer X</u> for Cluster School Development	6 Tutors, assisted by <u>Lecturer B</u> for teacher training, and <u>Lecturer X</u> for Cluster School Development	6 Tutors, assisted by <u>Lecturer C</u> for teacher training, and <u>Lecturer X</u> for Cluster School Development
7 Headmasters 115 Teachers	7 Headmasters 115 Teachers	7 Headmasters 115 Teachers

N.B.: Positions shown in **bold print** designate expatriate positions. Note that not all expatriate positions are shown. A total of 38 expatriates are anticipated: one project director, one assistant project director, one administrative advisor, one financial advisor, 25 teacher training advisors, 7 cluster school development advisors, one construction advisor, and one community development advisor.

By having a total of 25 teacher training teams mobilized, a total of 75 clusters can be developed at a given time. Based on MoEYS figures for the number of teachers in schools, these 75 clusters would have 9,150 teachers (and headmasters). Thus, by having five "cycles" of 75 clusters, all 45,000+ teachers will be able to be trained over the life-of-project.

It is important to note that, population densities will dictate whether teacher training occurs in school clusters or via other means (e.g., peripatetic training teams, echo workshops, etc.). The per capita cost of training is expected to be higher for these

teachers, but this will be offset by lower per capita training costs for teachers trained in urban areas (e.g., Phnom Penh).

B. Specific Expectations

1. The Role of NGOs

USAID/Cambodia anticipates implementing this project through a Cooperative Agreement (CA) awarded based on a competitive RFA. The CA is expected to be to a single NGO or a consortium of NGOs under an "umbrella" arrangement (i.e., where one NGO would be the primary grantee and others would be sub-grantees). Because of the enormity of the task, USAID does not anticipate that it will be possible for a single NGO to be able to single-handedly take on the entire project country-wide. In fact, it will encourage NGOs to work together to achieve the objectives of the project. A number of NGOs have already been active in Cambodia and have already-established relationships with local, district, and provincial authorities. To the degree "plugging in" to this network would allow the project to more quickly come up to speed and capitalize on existing relationships and expertise, it is probably worthwhile to consider working together--rather than in competition--with these NGOs. It would also have the effect of avoiding possible conflicts associated with redeployment. While it may be possible, on paper, to redeploy NGOs to areas where they have not worked, are familiar with, or have a desire to go, any such movement will undoubtedly cause delays in project implementation and attendant problems of "setting up shop" in unknown territory. To avoid such problems, USAID anticipates that any CA awarded under this project would take into account work and relationships already established, so as to facilitate rapid mobilization of project activities.

Once awarded, the umbrella NGO will be expected to oversee or directly undertake the range of implementation actions.⁵ The first step will be the establishment of guidelines and operating procedures between the centrally-based project management and the field-based implementing NGOs.⁶ This will be done by the umbrella NGO and its sub-grantee(s) in close coordination with USAID, the MoEYS, and, as appropriate, UNICEF and other donors. Simultaneous with this exercise will be establishment of clear project outcomes for all involved parties (implementing NGOs, RCG counterparts, UNICEF, other donors, etc.). These project outcomes will be the basis for performance measurement, and may be amended from time to time as mutually agreed to by all involved parties.

⁵ One design assumption has been that one single NGO will be responsible for undertaking all teacher training/cluster school development activities within a given region/cluster (i.e., the NGO would be vertically integrated). However, this is by no means a requirement. If the NGO elects to undertake project activities (some or all) in a horizontally integrated fashion, USAID will be flexible on this point, so long as project outcomes are attained in a cost-effective manner.

⁶ Note that these are guidelines and procedures are considered **internal** to the umbrella/field NGOs; they are not to be confused with the guidelines and procedures established by the MoEYS (e.g., education standards).

Once these guidelines, operating procedures, and project outcomes are established, the umbrella NGO will devolve as much authority and responsibility to the field-based implementing NGO as possible. This is to facilitate project implementation and the decision making process and is consonant with the "reinvention" themes that are revolutionizing USAID operations worldwide.

The arrangement of having a primary umbrella grantee is appealing to USAID for a number of reasons. First, it minimizes USAID's role with the day-to-day operations of the project (this will require, of course, rigorous attention to the chain of command for decision-making, as ad hoc decisions have a way of undermining the umbrella grantee's authority and control over the project). Second, it allows USAID to focus its attentions on coordination, and, as appropriate, policy dialogue, with the MoEYS and other donors. Finally, it will allow USAID to monitor project progress through its to-be-established Monitoring and Evaluation Unit (MEU). If properly set up, the MEU will be able to track project progress and spot trends and/or problem areas so remedial actions can be taken if required. The MEU's "product" is also expected to feed into discussions with the MoEYS and other donors.

2. The Role of the RCG

a. National Level Structures to Facilitate Project Implementation

At the national level, the MoEYS will form an interdepartmental committee with membership from the General Education Department (formally responsible for cluster school development) and the Teacher Training Department. A representative from the umbrella NGO and USAID will also sit on this committee in an advisory and planning capacity. The committee will be responsible for planning and the setting of all policy guidelines relating to teacher training and cluster school development. They will also play a major monitoring role in the execution of CAPE-funded activities and the realization of project goals and objectives. Parallel assessment activities will also be conducted by an independent Monitoring and Evaluation Unit which is funded by the project.

b. Provincial- and District-Level Structures to Facilitate Project Implementation

At the provincial and district level, the field-based implementing NGO will form technical teams which will be responsible for actual project implementation according to MoEYS-set guidelines and policies. Implementing NGOs will have two types of technical teams: one that will focus on teacher training; the other on cluster school development. The work of the two types of teams will be carried out in a manner which is parallel yet linked. Approximately 20 to 25 teacher training teams will be spread throughout the country to orchestrate the one year teacher training program in a designated set of school clusters. Each team will be composed of an expatriate advisor with three to four lecturers who are government counterparts. Depending on security and geographical conditions, each training team can be expected to organize training activities in perhaps two to three (and in the most densely populated areas as many as 4) school clusters in any given year.

A different team but with similar composition will provide support for cluster school development activities including the establishment of capacity building structures, accountability mechanisms, resource centers and material sharing practices, and Parent Teacher Associations. One cluster school development team would support and assist anywhere from two to four teacher training teams.⁷ Thus, one such team would be expected to set in motion cluster school development activities in a minimum of four but not more than twelve school clusters in a one year period (on average, nine have been planned for). Two years will be required to complete such activities. The number of cluster school development teams will be the same as the number of sites in which the project is working at any one time. Depending on the number of clusters being supported, staffing of cluster school development teams will be variable but should fall within a range of 2 to 4 lecturers per team (on average, 3 have been planned for).

A number of support units at provincial level comprised of NGO staff will provide logistical support to the technical teams. Such support can be expected to include purchasing, accounting, transportation, and other required assistance. These support units will also be expected to organize the construction of resource centers and any community development activities (e.g., the development of credit schemes) which the project might decide to support.

As noted above, the technical teams will be composed of both NGO staff and government counterparts who will be working with the project on a secondment basis. These counterparts will also be members of permanent administrative bodies (called Provincial Cluster School Committees (PCSCs) and District Cluster School Committees (DCSCs)) which will be seated in the provinces. NGO advisors will be encouraged to sit on these committees in an advisory capacity. Simultaneous counterpart membership in both PCSC/DCSC's as well as project implementation teams should help to link the project to a permanent administrative structure which is responsible for teacher training and cluster school development in the post-project environment. This arrangement can be expected to enhance the continuity and sustainability of the project.

Membership of the provincial and district committees referred to above will be recruited primarily from the Teacher Training and General Education Offices within the Provincial and District Offices of Education (PEO/DEO). Instructors from the provincial Teacher Training Colleges (TTC) will also likely have membership on these committees and hence in the technical implementation teams. Once again, by linking project activities to existing offices and institutions, CAPE will hope to ensure that there is continuity and sustainability of inputs.

c. **Teacher Training Colleges**

As major local centers of technical support, the provincial Teacher Training Colleges will be expected to play an important role in facilitating CAPE's work as well as providing coherence and unity to training activities in any given province. Besides providing a

⁷ For planning purposes, an average of 3 teacher training teams per cluster school development team is assumed.

large part of the human resource base which is to help work in the project. It is anticipated that the TTCs will help to "anchor" the cluster resource centers in a technical sense by providing an avenue for the flow of ideas between clusters as well as ensuring consistency between the content of in-service training supported by CAPE and pre-service training. This consistency will be greatly facilitated by the sharing of trainers between the pre-service and CAPE supported in-service. Other areas in which TTCs can also be expected to technically assist school clusters include library coordination and training, test and school performance analysis, and the production of teaching aid prototypes. Given this scope of possible roles to be played by the TTCs, field-based implementing NGOs will be encouraged to set up their offices in the TTCs with provision of computers, printing equipment, central libraries, and other facilities which would be used primarily for CAPE activities but which could be used jointly for pre-service activities as well.

The decision to use the TTCs as an integral part of project implementation has caused some concern with our development partners. Part of this is because of the putative policy decision made during the Donor Roundtable on Education to scale back the number of TTCs from 19 to five. While the decision may have been made, USAID/Cambodia has learned during project development that TTCs are seen by the mid-level managers within the MoEYS to be an important source of new teachers--for which demand will only increase over time. Furthermore, the MoEYS expects to continue to use these facilities as in-service teacher training centers of some sort. Thus, the rationale for USAID to work with the TTCs is to link its training with an institution that has and will continue to play a key role in Cambodia's in-service training. Also, by working with, rather than ignoring the TTCs, USAID believes that the conversion of teaching methodologies--from teacher-centered to student-centered--will be greatly facilitated. This is seen as an efficient and effective way to ensure continuity of project approaches after CAPE terminates.

d. Local Structures Facilitating Project Implementation

The most basic local unit to be facilitating project implementation is known as the Local Cluster School Committee (LCSC). This is a committee whose formal functions are described in the Ministry's Cluster School Development Guidelines⁷ but whose structure is still in an evolving state. This committee is composed of representatives of the various schools within a cluster and includes subgroups which are responsible for such technical matters as teacher training and resource center coordination.

As the activity of the greatest primacy, CAPE-supported in-service teacher training will be mediated through those individuals of the LCSC who are responsible for teacher training. This group is called the Technical Committee and is composed of the most senior teachers from each grade in the school cluster. There are currently 5 such individuals though a sixth is anticipated if and when the MoEYS adds Grade 6 to the primary cycle. These senior teachers will be designated as "tutors" and will be trained by

⁷ The functions of the LCSC are described in detail in the MoEYS' Cluster School Development Guidelines. Briefly put, this committee is invested with the democratic management of the cluster and the oversight of various technical activities such as teacher training, resource sharing, and community outreach.

CAPE lecturers to deliver teacher training content to all teachers in the cluster. They will also be responsible for classroom observations and direct supervision of teachers in all schools (accountability). Other subgroups of the LCSC will work with the CAPE cluster school development team to set up the resource center, organize data collection, work with the local community, and other activities for which school clusters will be responsible.

e. Community Structures Facilitating Project Implementation

Community involvement in the project will be mediated by structures known as Parent Teacher Associations (PTA). These structures will be built on existing community committees which are currently responsible for building maintenance and construction only. These are known as Building Committees. Working with the LCSC, the cluster school development teams will try to expand and formalize PTAs in each school residing in a cluster. The PTAs will then be used as an important channel for communication with parents for purposes of community education, enrollment drives, and other activities to improve access and reduce drop out. The PTAs will also assist the project with fund raising to build the resource centers in core schools.

As one possible means to increase local funding, the project proposes to work with PTA, school, and district leaders to organize rural credit schemes in selected schools.⁹ Such activities would build on already existing models in current pilots. At present levels of funding and staffing, as many as 140 such schemes could potentially be set in motion each year (i.e., 10 per local supervisor).¹⁰ Such schemes may take the form of rice or animal banks or the extension of small monetary loans to different households in the community. Repayments of the principal on such loans would go back into a capital fund for future loans while any interest would be given to schools to cover recurrent expenditures for paper and other materials needed for education. Based on current levels of assistance to pilot schools, it is expected that \$200 per year per school will be required to cover such costs after the phase-out of project inputs. USAID would provide the start-up capital for such schemes plus whatever might be raised by local communities. Grants-in-aid of up to \$1,400 per association will be provided for this purpose depending on the size of local communities. Loans would be given to individuals for periods of up to 1 year though signed contracts will probably require repayment during the rice harvest when most communities report having the greatest amount of liquidity. Repayments may either take the form of rice or cash with a charged interest rate of 3-5% per month. This compares with current market interest rates of over 10% per month by many village money lenders. It is expected that providing such loans with reasonable repayment

⁹ The project recognizes that it can not establish such schemes in all assisted schools due to constraints in time, staffing, and funding. Nevertheless, such schemes will provide useful models for future expansion if and when alternative funding becomes available. Schools receiving such assistance will be chosen on the basis of criteria relating to economic need, size, leadership, potential in local communities, and previous experience with such schemes.

¹⁰ Available resources include one expatriate advisor, 14 local community development supervisors, and \$200,000 p.a. in community development funds.

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conditions during the planting season when many families are short of cash (and even food) will have the effect of creating a very strong bond between community and school.

The organization of rural credit schemes such as that described above will require the training of community leaders in the management of rural credit. It should be noted, however, that some communities already report having such activities though on a much smaller scale. Thus, training will no doubt be faster in some communities than others. In setting up rural credit, CAPE will be taking special pains to put in place mechanisms which will prevent corruption (e.g., rotating chairmanship of the PTA) and other forms of mismanagement of association funds.

3. Policy-Related Technical Assistance

As mentioned previously, USAID/Cambodia expects to buy-in to the G/HCD Advancing Basic Education and Literacy, Phase 2 Project (ABEL2) to obtain specialized policy-related technical assistance. Such assistance would be used to help senior MoEYS management evaluate the short-, medium-, and long-term implications (cost and technical) of adopting different policy options (such as those recommended by other donors), whether or not to adopt "automatic promotion" policies, etc. In essence, having this facility would provide the MoEYS with a means to get an objective second opinion as it tries to weigh whether or not to adopt a consultant's recommendations.

Because the consortium that is currently implementing ABEL2 has NGO members that might be interested in bidding for the overall implementation grant, use of ABEL2 will be held in abeyance until award of the implementation grant is made (expected second quarter FY96). Although we could take precautions to insulate information we provided to ABEL2 from any potential bidder, it nevertheless would present an appearance that we might be providing information to some that wouldn't be available to all. Thus, we believe it's best to wait until the initial procurement action is complete before we initiate the buy-in to ABEL2.

4. Project Monitoring and Evaluation

During the fourth quarter of FY95, USAID/Cambodia will be undertaking a short-term consultancy to develop the terms of reference for a Monitoring and Evaluation Unit (MEU). The MEU would have several functions, including gathering and analyzing project-level data and sharing this information with USAID as well as local and/or RCG entities that could similarly use this information (e.g., CDRI, CCC, etc.). As presently envisioned, the "clients" of this service would have to pay for it, thus, a small amount of CAPE project funding would have to be set aside to support the MEU.

Although the terms of reference remain to be developed, it would appear that data collected by the NGOs in the normal course of their work could be used by the MEU. Relying on this secondary data would minimize, if not obviate, the need to collect much in the way of primary data. Other data sources include UNICEF, UNDP/UNESCO (EMIS), the EU, and the ADB.

Project funding will also be set aside for two interim project evaluations and one final evaluation. Interim project evaluations are scheduled for October 1997 and October 1999. A final evaluation is scheduled for September 2002. USAID anticipates that the final and at least one of the interim project evaluations would be an "external" evaluation. The month of October was chosen because a full year's worth of activities could be evaluated and the test scores of tests administered by UNICEF and local authorities in May will be tallied and available for evaluators to analyze.

5. Project Management

Funding will be set aside in the project for a US PSC Project Manager. This PSC position was approved in the May 1995 Program Week review. It is considered essential as USAID/Cambodia does not have a USDH Human Resources Development Officer, nor is one planned. While it would be marginally possible to implement a project as complex as CAPE without such assistance, it is obviously preferred to have additional assistance to manage the day-to-day affairs of the project and to be able to conduct required field site visits to ensure the project remains on track.

C. Stakeholders

1. Royal Cambodian Government/MoEYS

The primary stakeholder in the project is the RCG Ministry of Education, Youth and Sports. The project will fund a major expansion of pilots already undertaken by the Ministry in eight provinces (seven involving cluster school development and one involving in-service teacher training). As a joint partner in project implementation (together with the USAID-funded implementing NGO), the MoEYS will be expected to provide a large part of the human resources needed for project implementation most of whom will be seconded on a full or part-time basis to the implementing NGO. At the conclusion of the project, the MoEYS will be expected to allow those employees seconded to the CAPE project to return to their positions (most of whom will have continued in their positions as their secondment was only on a part-time basis).

Other limited forms of support to project activities are also expected including funding to LCSCs for school monitoring in the year following CAPE supported in-service training as well as budgetary support for local trainers. If possible, it may be possible to link continued support to local trainers (tutors) to some form of realignment within the civil service system. The formal recognition and establishment of a career path for lecturers and tutors trained by the project is seen as one way in which the best and brightest can be attracted to and kept in this critical part of the primary education system. This was discussed with senior MoEYS officials during project development and was viewed favorably (although final decisions will have to conform to general RCG civil service reform guidelines). Although USAID/Cambodia cannot ensure that such measures will ultimately be taken, the Mission is confident that the MoEYS policy makers understand the importance of keeping trainers in positions where they can continue to undertake teacher training and/or cluster school development activities (e.g., in PCSCs, DCSCs, TTCs, etc.) after the conclusion of the project.

2. Schools and Communities Throughout Cambodia

The schools and communities will be the primary beneficiaries of USAID/CAPE assistance. While the active participation of school officials in facilitating project implementation will be assured by the supportive stance of Ministry, provincial, and district authorities, community participation is no less important. Improvements in access, enrollment, and decreases in rates of student dropout will be mediated by the involvement of community members much more so than by improvements in the quality of education though the latter can still be expected to have some impact. Community contributions in cash or in kind of at least 10-15% will be required for the construction of the resource center at the core schools (research conducted during project development indicates that it is reasonable to expect some level of contributions from the community, but that it is generally difficult for communities to come up with contributions exceeding 15% of overall costs (e.g., for buildings)).

While local educators view higher quality education as a major social asset for a community, local people do not often share this view. That is, they are not always convinced that education is valuable (which is not surprising, given the rural population's experiences during the "Pol Pot years"). In order for the project to realistically expect the community to support current quality improvement initiatives with their pocketbooks, it will be important for the project to effectively convince local people that the school will be giving them something back of value. In those instances where they are possible, the project--through the field-based NGO--will consider developing local credit schemes associated with primary schools. This has been successfully done in some rural areas of Cambodia. Although project designers are acutely aware that staff limitations, for both USAID/Cambodia and the implementing NGO(s) will likely preclude the undertaking of local credit schemes on a large-scale basis, credit schemes can be powerful tools with which to generate community support for primary education and therefore should not be dismissed as an option to develop such support.

3. USAID

USAID is, of course, a major stakeholder in the project. As principal funder of the project, it is committed to seeing it succeed. It supports all three of the Mission's Strategic Objectives (improved democracy/governance; improved economic growth; and meeting basic human needs) although the latter more than the first two.

Regarding the democracy/governance SO, the project promotes democratic pluralism in Cambodian society through instructional methodologies which promote cooperative learning and other forms of student centered teaching. Demonstration projects in Cambodia and elsewhere have found that student-centered teaching methodologies increase student expressiveness and helping behavior, as well as strengthen the ability of individuals to see things from the perspective of others. Thus, anticipated project interventions can be expected to plant the seeds of an electorate more steeped in democratic ways of thinking and behaving.

The improved economic growth SO, while important, is better viewed from a long-term perspective. At present, the students leaving the education system are woefully

underequipped to function competitively in the rapidly changing business environment of the country's more advanced and more aggressive neighbors.

Finally, the project supports the Mission's third SO, that of meeting basic human needs. The provision of such basic services as education provides an opportunity for the entire population to fulfill its potential. Over the long run, it increases the number of economic choices to the population (e.g., to take on jobs requiring a skilled labor force), and facilitates access to a broad information that improves the quality of life (e.g., in health, family planning, nutrition, environment, etc.). It is also one of the few ways that the central government can reach out to the rural population. Insofar as the rural population--many of whom risked their lives to vote in May 1993--needs to see tangible benefits from the democratic governance if the country is to stay the course towards a more open and forgiving democracy, outreach projects such as CAPE need to be successful. Thus, the importance of this activity in the overall USAID strategy cannot be overstated.

4. NGOs

The implementing NGOs will be the primary agents authorized to disburse USAID funds for purposes of teacher training and cluster school development. While they will be jointly responsible for project planning and implementation with the RCG, the NGOs will be held accountable for the use of all USAID funding. This will include general purchasing, payment of salaries to all staff (expatriate and local), payment of per diems and travel expenses for teachers receiving training, conduct of national seminars, etc.

One area of concern is USAID's position vis-à-vis NGOs already on the ground implementing small, area-specific teacher training or related primary education activities. It is not USAID's intent to disrupt these activities nor establish competing systems (although we would expect that the MoEYS would nevertheless desire to see some degree of uniformity in the types of training provided). CAPE hopes to include as many of these agencies in its activities as the selection process will permit, although it is likely that some will be left out either by choice or by chance. If this is the case, USAID--working with the MoEYS--will determine which areas should be considered "off limits" to CAPE, so as to avoid duplication of effort or inefficient use of scarce human resources.

5. UNICEF

UNICEF has until now been the primary funder of in-service teacher training and cluster school development activities. Having helped the Ministry organize the National Cluster School Committee, it will no doubt desire to retain an important role in advising and training Ministry staff at the national, provincial, and local level. To do so without causing disruption in project activities or MoEYS operations will require careful coordination among all involved parties. One thing is certain, however: USAID's short-staffing situation will require it to devolve as much authority as possible to the umbrella and field-based NGOs. This has not been the tradition under UNICEF assistance, which has had a smaller geographic area of coverage. Insofar as this approach differs from what has been undertaken in the past, USAID's approach remains to be tested.

As part of its future support role, UNICEF intends to continue the expansion of school clusters in two provinces as well as maintain its current clusters as sites for curriculum testing and revision which it also supports. Baseline testing started by UNICEF in the formative years of cluster school development will also continue and will provide important data for monitoring and evaluation activities to be undertaken by USAID. UNICEF will assist in supplying materials to resource centers in the year following initial inputs by CAPE. It will also be assisting the MoEYS to rationalize its teacher training structure at both the in-service and pre-service levels. This will have important implications for the placement of CAPE trained trainers in a post-project environment.

6. Other Donors

Other donors whose assistance will relate directly with CAPE activities include the European Union, UNESCO/UNDP, AusAID, and the World Bank Social Fund. With respect to EU, CAPE expects to rely heavily on the human resource pool of 600+ "master teacher trainers" who will have been trained by the EU by the time the project is ready for start up. Data collection activities in school clusters supported by the project will be closely linked to the development of a national Education Management and Information System (EMIS) which is being supported by UNESCO/UNDP. UNESCO/UNDP will help the MoEYS to complete its school mapping surveys in time for start-up by CAPE. AusAID will be supporting the development of a Human Resource Development Unit at the MoEYS. This unit can be expected to assist in civil service reform within the Ministry. This will include help in rationalizing the system of appointments and promotions of Ministry staff at all levels down to the local school. The CAPE project will help facilitate recognition of those whom it trains by supplying this unit with lists of those individuals who have effectively worked in the project. Finally, the World Bank Social Fund will be providing support to local authorities for school construction and rehabilitation. Though it is not clear how far World Bank Social Funds will go, given its potential uses include health clinics, irrigation projects, and other infrastructural improvements, communities assisted by CAPE may be able to take advantage of the Social Fund to improve dilapidated physical infrastructure that won't otherwise be covered under CAPE.

III. Definition of Success

A. Intended Results

1. Goal Level Results

Ultimately, CAPE expects to see its inputs contribute to improvement in the external efficiency of the education system. This refers principally to a more literate electorate, a generally more skilled and employable workforce, and better prepared students studying in post primary institutions. This is a long term development objective which may or may not materialize depending on political and economic factors outside the purview of the project.

2. Sub-Goal and Purpose Level Results

Of greater immediacy, CAPE hopes to bring about increments in the quality of student learning in targeted primary schools and associated effects on efficiency. As noted in earlier sections, children move through the primary system very slowly due to high rates of repetition and dropout. Many students are completely lost along the way. Increases in efficiency will hopefully reduce unit costs per student enough so that limited government and donor funding can be used more effectively. Increases in the rate at which students move through the system can especially be expected to reduce the need for new classroom construction and new teachers, two particularly very high costs incurred by the education sector every year.

As quality and efficiency improve, the project hopes especially that capacity will increase enough to reduce overcrowding and accommodate expanding enrollment. Because of the increased number of children now entering school-age, total primary school enrollment in Cambodia has been increasing at an average rate of 6.4% per year since 1991. Accommodating this expansion and in particular new enrollment is a very important project objective. To the degree that the project is able to accomplish this objective, access to primary school will also be enhanced. Thus, the project hopes to see an overall increase in gross enrollment and access facilitated by improvements in the quality of learning and internal efficiency.

With respect to equity issues, the project will through its community engagement activities try to increase the representation of girls in primary classrooms at all levels but especially among the female cohorts starting school during the course of the project. This will be done by encouraging communities to consider primary education as a good with value and an opportunity cost if it is foregone (currently, girls are often taken out of school to undertake activities such as watching livestock or tending to younger children, as the value of the latter activities is perceived as being higher than staying in school).

3. Output Level Results

It is intended that the capacity of teachers to teach the key subject areas of Khmer language and mathematics will increase as a result of the project. In particular, this means that teachers are able to effectively use student-centered methodologies which promote higher order student learning and other skills (e.g., problem solving ability, critical thinking, expressiveness, etc.) which will be described in the national primary school curriculum. The latter reform is to be supported by UNICEF. It is expected that their teaching will in general be more participatory, rely heavily on the use of student manipulatives, and will reflect sound lesson planning.

Supporting and facilitating this change in teaching orientation, the project expects that there will be in place systems mediated by cluster school structures which enable increased resource sharing and access to educational materials, formal capacity building activities, accountability of school personnel, and support of schools by communities. These systems will have operating structures which follow MoEYS guidelines. As part of its support for the development of these systems, the project will facilitate improvements

in school infrastructure in central core schools to house resource materials, library books, and offices with selected equipment such as typewriters and roneo machines.

With respect to facilitating community support systems, the project will expect field-based NGOs to assist local schools to establish Parent Teacher Associations, to develop association statutes, and orchestrate community education with themes concerning the value of education and learning in the home. As there are many ways in which to develop community support systems, the project budgets some \$200,000 per year (about \$2,600 per cluster over the life-of-project) for NGOs to use as "seed money" for community development activities. This might be used to start credit schemes, rice or animal banks, or other such mechanisms with the intent of generating sufficient revenues to enable schools to purchase their own educational materials without external assistance.

B. Indicators for Monitoring Project Level Progress

The following indicators will be used to assess the achievement of project level goals and objectives:

1. External Educational Efficiency

a. Adult Literacy

At some point in the future well after the project completion, adult literacy will have increased. Specific magnitudes can not be ascertained at this time.

b. Work Force Skills

At some point in the future well after project completion, the number of workers classified as "skilled" and literate increases. Specific magnitudes can not be ascertained at this time.

c. Quality of Students Entering Post Primary Institutions

At a time of not less than 7 years from the time of project start up, standardized testing conducted by the government indicate a higher level of preparation in language, math, and general problem solving ability than is true of previous student cohorts. Specific magnitudes can not be ascertained at this time.

2. Internal Educational Efficiency and Educational Quality

a. Repetition Rates

Validated repetition rates decrease by 15% over baseline data in Grades 1-4¹¹ in at least

¹¹ Repetition rate in Grade 5 will not be assessed as it is based on the MoEYS-administered common examination. This examination which showed a pass rate of only 45.6% in 1993/94, is not developed according to scientific principles of test development. Consequently, repetition rates in Grade 5 can not

75% of assisted schools by the end of the second year of assistance.¹² Reported rates of repetition will be validated by correlation analyses between externally administered standardized tests and internal evaluation. (Current National Rate: 39 - 20% across grades 1-4)

b. Drop Out Rates

Dropout rates decrease by 20% in all grades in at least 75% of assisted schools over the life of the project. (Current National Rate: 12 - 17% across grades 1-4).

c. Completion Rates

The rate of completion of the student cohort enrolling in the 1996-7 academic year increases by 50% over the rate of the cohort which enrolled in the year 1991 in at least 75% of assisted schools.¹³ (Current National Rate: 32%)

d. Learning Gains

Student scores on criterion referenced standardized tests in all grades in at least 75% of sampled schools will show learning gains in Mathematics and Khmer Language. Learning gains will be determined on the basis of comparisons with baseline tests and subsequent student performance in the same grade three years hence. Baseline testing in all grades in sampled schools will be conducted in the year prior to the provision of project assistance (except in the first year of project implementation).

e. Student-Teacher Ratio

Student-Teacher of 45:1 or less in at least 75% of assisted schools where it is not already so over the life of the project. (Current National Ratio: 43:1, although this figure varies widely throughout the country.)

3. Access and Equity

a. Net Admission Rate

The net admission rate reaches 80% in at least 75% of assisted schools where it is not already so by the midpoint of project implementation. (Current National Rate in Plains Areas: 87%; Rate in Remote Areas: 50% or less)

reliably be viewed as a suitable indication of student learning.

¹² Because of the large number of schools being assisted, measurement of project impact to "assisted schools" will be done using standard sampling techniques.

¹³ Completion rate will be defined as completion of Grades 1-4 and "entry" into Grade 5. For reasons cited elsewhere, the Grade 5 Common Examination which determines completion of Grade 5 is not felt to be adequately sensitive to increments in student learning.

b. Gross Enrollment Rate

The gross enrollment rate reaches at least 80% in at least 75% of assisted schools where it is not already so by the midpoint of project implementation. (The current National Rate varies widely, from as low as 53% in Ratanakiri Province to 135% in Phnom Penh.)

c. Access by Girls

The representation of girls in all grades reaches 48% in at least 75% of assisted schools where it is not already so during the life of the project. (Current National Representation: 45.6% - 43.7% across grades 1-5)

4. Teaching Effectiveness

Spot inspections find a majority of teachers are teaching according to prescribed criteria including use of student centered learning methodologies, use of learning aids and student manipulatives, and effective lesson planning. These parameters will be assessed through the use of a standardized teacher supervision instrument to be completed by tutors, lecturers, and appointed project evaluators.

5. Effectiveness of Cluster School Development Activities

a. Cluster School Systems

School evaluations indicate that cluster systems are working according to pre-established criteria in at least 75% of targeted schools.

b. Scope and Coverage

Within each district where geography is not an insurmountable barrier, all schools will be organized within an operating cluster.

c. Community Support of Schools

Parent Teacher Associations are functioning according to pre-established criteria in at least 75% of assisted schools; a majority of communities can provide 15% support of construction costs either in cash or in kind.

d. Availability of Materials

Spot inspections/classroom observations find a majority of classes taught with adequate¹⁴ amounts of materials to facilitate student centered learning.

¹⁴ The term "adequate" in this context will be operationalized according to guidelines which suggest the use of specific teaching aids with specific lessons. These materials will be available in cluster resource centers. The guidelines themselves will be indicated as part of written inventories of teaching aids available in each school cluster.

C. Plans for Monitoring/Revalidating Continued Relevance of Project Activities

Several mechanisms will be put in place to measure project performance. As described above, USAID/Cambodia will be establishing in early FY96 a Monitoring and Evaluation Unit (MEU) that will collect and analyze primary and secondary data from USAID's development activities and share that information with USAID (for impact monitoring as well as project management), RCG, participating NGOs, and other donors. The CAPE project will provide a limited amount of funding to the MEU to fund data collection/analysis in the primary education sector.

Within the project, the MoEYS and USAID plan to establish a core management committee, comprised of representatives of USAID, the umbrella NGO, and the MoEYS. This core committee will be responsible for planning and coordinating all project activities taking into consideration information/recommendations from the MEU as appropriate. As part of efforts to devolve responsibility for performance to the local field level both within the project and at provincial, district, and school level, CAPE will also facilitate activities to monitor progress in classrooms. Many of these activities will be conducted as part of the emplacement of accountability mechanisms within school clusters. These activities which will include classroom observations by tutors and lecturers using formal supervision instruments, internal cluster wide testing, and data collection for efficiency indicators will provide the MEU with much of its primary data.

The project will also rely to a large degree on standardized testing to assess the improvement of student learning. This activity will be coordinated closely with the test development and administration activities being supported by UNICEF in the Ministry. These tests will be criterion-referenced and based on learning competencies outlined in the national curriculum. Though testing is one of the few direct measures of "educational quality" available to projects of this nature, the project is acutely aware of the hazards associated with inferences about student learning and educational standards on the basis of test scores. The UNICEF tests upon which the project will largely rely are probably the most valid assessment instruments ever developed in Cambodia to date. Nevertheless, they are based on classical models of item analysis and vulnerable to much of the same criticism leveled at tests in the United States with respect to monitoring educational standards. Alternative models using Item Response Theory imply a level of complexity which is beyond the expertise of donors and NGOs currently operating in Cambodia. These criticisms notwithstanding, the project will be administering baseline tests each year to students in a sample of schools in the year before project assistance begins. Comparative scores will be taken from a post test administered 3 years hence.

The project will also be able to draw upon technical assistance provided through the G/HCD ABEL2 Project. Although this assistance is not specifically being sought for project monitoring and evaluation services, review of project achievements and progress will be an integral part of whatever studies are undertaken and thus can be used to inform whether the project is on the right track.

Finally, two interim project evaluations (October 1997 and October 1999) and one final evaluation (October 2002) are scheduled. These evaluations will provide an objective

outside perspective on project performance and the interim evaluations will, of course, inform the need for any mid-course adjustments in project implementation.

D. Time-Frame for Achieving Expected Project-Level Results

The achievement of project outcomes at the goal level will not be amenable to assessment until well after the completion of the project when the student cohorts with the greatest exposure to project interventions have become adults. Thus the achievement of outcomes at this level if they occur at all would not be seen for at least 10 to 15 years after project start up.

The time frame for the achievement of more immediate objectives relating to educational quality, efficiency, and access are set at two years for such variables as student repetition and dropout and three years for outcomes which are more difficult to assess such as student learning gains. The measurement of outcomes relating to outcomes such as completion rate will require five to six years and will only be possible in those sites receiving project input during the first two years (1996-1997) of project implementation (i.e., the period of time spanning one primary school cycle for a single student cohort). The project is acutely aware of the risks associated with setting such a short time frame for the achievement of outcomes relating to qualitative changes in student learning but is constrained by the period of project funding and the need to show some modest results during the lifetime of the project.

E. Information Use in Decision Making

The primary nature of project inputs focus on quality. As will be discussed in the next section, this design strategy assumes that improved quality in student learning will translate into greater efficiency, manifested primarily by reductions in repetition and dropout. Reduction in repetition rates are a particularly strong project focus. This variable is generally highly sensitive to changes in the quality of student learning, much more so than dropout which has strong economic and socio-cultural causal underpinnings. But because repetition and dropout are "overlapping" phenomena, quality improvements may not have as great an impact on repetition as hoped for.¹⁵ Factors mediated by dropout which are less sensitive to qualitative changes within the school may play a greater role than anticipated. Monitoring activities will, therefore, be looking closely to see whether the assumed linkages between quality improvement and efficiency hold true or not. If data gathered by the project indicate that they do not hold true, the project may have to shift greater focus to inputs which can affect dropout (e.g., community interventions, etc.).

¹⁵ Repetition and dropout are linked in a way which is difficult to sort out, hence the reason they are called "overlapping phenomena" in this context. For example, students are often known to drop out in the middle of the school year only to return at the end. When they fail to pass the end-of-year test, they are counted officially as repeaters but a more likely explanation for their failure is that they had dropped out during the middle of the year i.e., they did not receive exposure to instruction for a critical period of time. If many repeaters fall into this category, improvements in the quality of instruction in schools may not have an effect on their learning since such students lack adequate exposure to these improvements.

Similarly, the project's plan of action stresses the primacy of capacity building as the most effective means through which to improve educational quality. This refers mainly to teacher training activities. Some demonstration pilots, however, have reported that although teachers seem to be highly receptive to training in student centered methodologies, they revert back to more traditional modes of teaching when they get back to their classrooms. That is, transfer between training and practice does not always occur. The hands-on character of the project's training, its close proximity to the schools where teachers are teaching, and the use of cluster mediated support mechanisms are intended to mitigate this phenomenon. Nevertheless, transfer may not occur at the level hoped for which would greatly compromise the effectiveness of project inputs. Monitoring activities must, therefore, also determine the extent to which transfer of training to classroom practice is actually occurring. To the extent that it is not occurring, the project may have to modify its plan of action to place greater focus on accountability type functions (e.g., increased teacher supervision).

IV. Analysis of Feasibility, Key Assumptions and Related Risks

A. Technical Issues and Conclusions

1. Achieving Stated Objectives as a Result of Project Interventions

CAPE hopes to see an observed increase in the quality of student learning as a result of its interventions, principally teacher training and attendant support systems which will be mediated primarily through school clusters. It is expected that rates of promotion and completion will increase during the first several years of project operation. The literature, however, attests to the "loosely coupled" nature of inputs and outcomes in educational systems. It can, therefore, not be known with certainty whether the package of inputs identified by the project will actually bring about the increases in internal school efficiency desired. To be sure, the project has resisted the temptation of an exclusive focus on teacher training alone preferring instead a more holistic approach which includes not only teacher training but also inputs dealing with community involvement, development of administrative structures within the school which will ensure accountability (e.g., monitoring of quantitative indicators of teacher performance such as repetition rates), as well as material inputs which can be expected to facilitate student-centered learning. Cluster schools have demonstrated their versatility in orchestrating activities in each of these areas. Nevertheless, there is concern that these inputs may not lead to the desired effects if only because the linkage between educational inputs and outcomes simply is not well understood.

2. Feasibility of Synthesizing Demonstration Models

The primary strategy through which CAPE hopes to improve the quality of student learning in primary schools is by delivering a massive 12-week teacher training program within a cluster school framework. This program strategy builds on a number of smaller pilots which have been supported by the NGO community and UNICEF for the better part of two years. It is important to note, however, that these pilots consisting of one large working teacher training program and several cluster school initiatives have until now

remained separate. The CAPE project represents an entirely new effort which tries to combine intensive teacher training with cluster school development activities.

The rationale for combining these two genres of demonstration projects is that one (i.e., teacher training) would enable the project to target capacity building while the other (i.e., cluster schools) would be developing an institutional framework to sustain and extend capacity building activities in a post-project environment. Both capacity building and sustainability are highly desirable attributes to any project which is why CAPE is endeavoring to achieve a synthesis between these two categories of demonstration pilots.

The synthesis of the two models--in essence, developing a hybrid of the two approaches--has not been without its challenges, however. Project designers encountered "tensions" between the two models which were difficult to reconcile during the project planning phase (a fuller discussion of these is contained in the Technical Analysis section (Annex F) of this Project Paper). One of the most salient tensions in this regard concerns the extremely time and human resource intensive nature of the in-service teacher training proposed. Because of this, some have argued that CAPE is trying to undertake too much by also focusing on cluster school development simultaneously. Conducting these activities concurrently, it is argued, might create an unproductive competition for human resources between those responsible for developing cluster school structures and those responsible for teacher training. Reviewing the experience to date, however, USAID/Cambodia has concluded that while there is a risk that there will be a competition for time and human resources, this risk can be minimized by lengthening the time allowed for cluster school development. Furthermore, focusing only on one element of quality improvement, i.e., teacher training, was seen as unacceptable as it was a necessary but insufficient condition for the quality improvements sought under the project. To effect changes in learning outcomes, project designers felt the project must expand its focus to include cluster school development.

Relatedly, there have been expressed fears that the limited human resource base in Cambodia will preclude undertaking teacher training and cluster school development activities simultaneously. USAID/Cambodia recognizes this and has determined that the best way in which to handle this concern is to consider a longer timeframe for project implementation. Doing so has extended the initial time projections for completion of project activities from four years to seven. While this extension is considerable, project designers recognized early on in the process that the objective of training all 45,000+ teachers in a four year timeframe was clearly unrealistic.

The issue of "de-linking" teacher training and cluster school development was also discussed at length during project development. Project designers had to weigh the costs, benefits, and risks associated with approaching teacher training and cluster school development as an integrated package, or as discrete but related activities (that might or might not coalesce). Without a doubt, teacher training alone could have been provided on a massive scale by USAID/Cambodia; however, the quality, expense, and sustainability of such training would be cause for serious concern. Thus, USAID/Cambodia's approach of linking these two activities was a conscious decision to maximize cost effectiveness (by minimizing the amount spent on travel-related expenses for teachers), the probability of sustainability (by relying on existing institutional arrangements), and the probability that

USAID/Cambodia's interventions will realistically lead to improved learning outcomes over the life-of-project by also addressing community support needs of schools and clusters.

The competition for resources, both human and material, between cluster school development and teacher training activities has also sparked differences of opinion regarding the depth of the cluster school framework which is to be established. Some have argued for the absolute primacy of teacher training accompanied by only a "bare bones" cluster school framework which would be just enough to sustain training activities in the future. Others have argued for more in depth attention to the development of cluster school structures ranging from intensive community development activities to the emplacement of elaborate accountability mechanisms as part of any given school cluster.

An important point to remember in adjudicating the above difference of opinion is that the intensity of teacher training is sure to take up a great deal of teachers' and headmasters' time thereby making it very difficult to add on supplementary activities involving the establishment of cluster school structures. Moving the time frame of project completion in any one site from one to two years with teacher training occurring in the first year and cluster school development spread across both years has been suggested and accepted as the most adequate response to this problem.

3. Issues Relating to Coverage and Utilization of Human and Other Resources

CAPE hopes to train all primary school teachers and headmasters working in Cambodia. While this objective will remain the ostensible goal of the project, certain factors of an unknown quantity will require the project to be flexible in its hopes for full coverage. For example, although use of school clusters has been adopted by the MoEYS as a matter of policy, it is not yet known how many school clusters there are in Cambodia or even whether all schools can in fact actually be clustered. Thus, it is possible that all teachers may not be accessible to teacher training using cluster schools as a medium. For example, the provinces of Ratanakiri, Mondolkiri, Stung Treng, Preah Vihear, and Koh Kong represent roughly one-third of Cambodia's land mass, yet less than three percent of the teachers reside in these provinces. For these areas, other strategies will have to be explored (e.g., echo workshops and peripatetic trainers). In addition, even if school clusters are possible everywhere, it is not yet known with certainty whether they will all be accessible to training personnel with the kind of frequency and intensity which the project envisions.

The utilization of human resources is another area of uncertainty which was mentioned earlier. Because of the intensity of the teacher training to be undertaken in the project, a large number of highly competent Cambodians will be expected to participate in training activities. Using previous ratios of trainers to teachers, it can be expected that nearly 600 Cambodians would need to be fielded in the first year to train 10,000 teachers. Given the design decision to recruit a large number of trainers internally (i.e., from within the sites in which they will work), there is a reasonable expectation that this number of competent trainers can be identified. However, project designers also note that failure to identify

these trainers will negatively affect the pace at which project implementation can take place.

Related to the use of human resources above is the role of the provincial Teacher Training Colleges (TTC) in the project. These institutions can be expected to possess a fairly large repository of training personnel as well as other resources (e.g., library development expertise, etc.) which will be highly useful to the project. There is, however, somewhat of a controversy surrounding the role of the TTC in the project with several donors voicing concern with respect to their inclusion due to the cost of operating the TTCs and the absence of a coherent personnel structure within the colleges. The MoEYS and several NGO's, however, support a strong role for these institutions in in-service teacher training and cluster school development activities. Indeed, demonstration models in several provinces have made very effective use of the TTC's in their implementation. In this respect, the TTC's are well placed for ensuring a technical flow of ideas between and among the school clusters in any one province.

4. Conclusions

The CAPE project design gives cause for optimism with respect to achieving intended outcomes due to its emphasis of a holistic set of inputs as opposed to a solitary focus on only one input such as teacher training. While there will always be uncertainty regarding the extent to which the project can achieve the student level outcomes targeted, there is an expectation that the decidedly school-based (as opposed to systems-based) nature of many of the project's inputs will result in the desired effects on student learning. That is, it is felt that the proximity of the inputs to the place where outcomes are to be expected (i.e., at the level of the school) are critical elements for success. This at least has been the experience of many of the demonstration projects conducted in the pre-CAPE environment.

Because of the uncertainty surrounding the best means through which to effectively synthesize the teacher training and cluster school models described above, it is likely that there will be some experimentation and variation in implementation during the first year of project operation. Such experimentation will then undergo a review in a national forum organized by the MoEYS with USAID assistance to determine which methods of implementation have worked best. In allowing this level of initial variation, however, it will be important for all implementers to understand that these variations should not become a vested way of doing things. While the project should be flexible enough to allow certain regional variations in project implementation due to factors embedded in a local context, all project sites should remain open to initiatives to modify and standardize methods of implementation based upon the recommendations of national conferences which are held annually. It can be expected to be a challenge for the project to walk a fine line between the need for national uniformity in project implementation and sensitivity to regional needs for flexibility.

Concerns for full coverage of all teachers by the project are mitigated by the fact that nearly 60% of primary school teachers are located within a 150 kilometer radius of Phnom Penh. This fact should greatly aid in giving the project relatively easy access to a large number though perhaps not necessarily all of the country's teachers. In addition,

the project will be recruiting a large number of its trainers from schools themselves which will help to minimize depletion of government staff from the higher levels of the system where the loss of competent personnel is likely to be most disruptive. With regards to the total number of school clusters in the country and their location, the project will be waiting for the results of a national survey of clusters to be conducted by the MoEYS at the end of 1995. Specific coverage targets and deployment decisions will, therefore, have to await the completion of this survey exercise.

Because of the insistence of the MoEYS that TTC's play an important role in CAPE as well as a number of strong technical arguments for their inclusion, USAID has accepted the suggestion that they play an important role in project implementation. Given the severe shortage of technical and other resources in Cambodia, their inclusion can certainly be expected to help in a very difficult task.

B. Principal Assumptions and Risks to Successful Implementation

Perhaps the most important external factor affecting successful project implementation will be the assumption that security and political stability in Cambodia continue to hold at their present levels. This assumption will likely undergo its greatest challenge as the country undergoes a General Election in 1998.

The project also assumes that there will be modest amounts of government support for salary improvement for those individuals who have been trained by the project and who will be moving into permanent positions as school, district, and province-based trainers. The project also hopes that the government will be able to provide permanent funding for such expenditures relating to school monitoring (e.g., fuel) by locally based trainers. Government support for trainers' salaries should coincide with the completion of a civil service reform initiative in late 1997. As part of this reform it is expected that there will be recognition within a modified personnel structure of project trained trainers who remain on site in schools, districts, and provinces. In the event that these reforms do not materialize, the sustainability of the project would be placed at considerable risk.

CAPE has as its most immediate objectives an enhancement in the quality of learning of children and an increase in access to primary education. By increasing quality, the project hopes also to improve the efficiency of the school system. By reducing overcrowding, increases in efficiency should translate into greater capacity of schools to accommodate new students thereby facilitating access. It is an assumption, however, that increases in quality will necessarily translate into increased efficiency with subsequent effects on access.

Other assumptions touch on issues discussed earlier and include the ability of the country's human resource base to support proposed activities with minimal disruption of the education system; the ability of NGO's which receive USAID funds to assemble a large number of competent advisors to implement the project; the selection of counterparts on the basis of their competence; the compatibility of demonstration models (i.e., intensive teacher training and cluster school development); strong local participation of communities in the education of their children; and the accessibility of all or most teachers to training through the implementation devices proposed by the project.

C. Risk Monitoring and Management

At the level of the Ministry, the project will work closely with an interdepartmental body (to be constituted by the government) of counterparts representing the National Cluster School Committee (under the General Education Department) and the Teacher Training Department. This body of counterparts with NGO/USAID representatives will review data and recommendations from field sites regarding progress towards targeted objectives, difficulties in implementation, and the pacing of project activities. Assisting these review activities will be a policy analysis team and an external monitoring and evaluation unit also funded by USAID.

The MoEYS with USAID and possibly UNICEF support will also hold annual conferences with significant participation from field sites to review the need for modifications in project design and implementation. Pacing and project scope will in particular have to be looked at closely in the event that the national human resource base can not support full coverage of all schools/teachers and/or difficulties are encountered in providing training to a majority of teachers through school clusters.

The project will rely upon the same data collected by the Ministry's EMIS (supported by UNESCO) but will feed this data back into the local systems from which it was derived. Such activities will reflect efforts to build systems of accountability at the cluster school level which will be able to evaluate teacher and student performance within local schools and initiate corrective planning accordingly. This data will then also be fed up to higher levels in the Ministry via the EMIS.

The project will rely heavily on counterparts who are recruited from the same locale in which it is expected that they will eventually work as locally based trainers/teacher supervisors (cluster, district, and provincial level). This manner of organizing the project should help anticipate the difficulties encountered by other donors whose trainees have not gone into the posts planned for simply because they were not from the location in which the post was situated. Counterpart selection will occur as a joint activity by the Ministry and implementing NGO. Candidates will be selected on merit to avoid potential problems associated with patronage. The eventual recognition of these individuals as locally based trainers/supervisors within a modified personnel structure along with support for school monitoring activities in a post project environment will be stated as a covenant in the agreement signed with the Ministry. To help ensure this result, the project will provide the Human Resource Development Unit (HRD) with the names of counterparts who, based on how competently they fulfill their functions within the project, will be placed on a list of candidates for permanent posting, in this case as locally based trainers/supervisors. The HRD is a special unit within the Ministry's Personnel Division which will be responsible for rationalizing the personnel structure starting from mid-1995.

To minimize disruption of the educational system due to human resource requirements, the project will to the degree possible attempt to limit its use of counterparts to not more than two-thirds of their total work time, particularly those counterparts who are recruited from TTC's and the provincial level (e.g., Provincial Education Offices).

As noted earlier, project implementation will be characterized by some degree of variation between sites in its initial phases to facilitate a flexible response to differences in the demonstration models being utilized by the project (i.e., intensive teacher training and simultaneous cluster school development). These variations will be subject to review by the interdepartmental coordinating body with NGO/USAID representation seated at the Ministry.

D. Project Implementation "Thresholds"

The deterioration of the security and political situation in Cambodia is the greatest potential threat to the project. The most likely time that such an event would occur would probably be during the lead up to and immediate aftermath of the 1998 Elections. Using the 1993 UN supervised election experience as a guide, the project may have to call a moratorium on development activities during this period as many projects around the country did then. Project staff would either be recalled to Phnom Penh or remain in provinces but refrain from any travelling in the field. This moratorium, however, would hopefully not last longer than a period of 5 to 6 months at which time project activities could then resume.

The failure of other assumptions to prove correct such as a lack of human resources or the inability of the project to access all teachers through cluster schools etc. should be amenable to resolution through a modification in project design or scope. The expectation of the project to access all teachers in all provinces is a particularly vulnerable assumption and may require a redeployment of project staff to the most densely populated areas of the country in order to maximize the return on project inputs.

V. Financial Plan

A. Resource Requirements

A total of \$30 million will be required to implement this nation-wide project. Because there are natural limits to how quickly the project can be expanded country-wide, however, funding can be spread out over a five-year period.

USAID/Cambodia has determined that the most appropriate implementation mechanism for this project is a Cooperative Agreement with an NGO, using an "umbrella NGO" arrangement (or, if a single NGO has the capacity to undertake this activity alone, a simple Cooperative Agreement). As teacher training is an activity undertaken by a variety of US and international NGOs, USAID would simply be assisting these organizations to expand these activities in Cambodia. Thus, an assistance mechanism would be appropriate (vs. an acquisition mechanism). However, project designers also believe that the very nature of this project is fluid and dynamic, and therefore will require some degree of guidance as project implementation unfolds. Thus, use of a Cooperative Agreement instead of a grant is considered more appropriate.

As this project will be implemented through NGOs, host country contributions beyond teacher salaries and funds the MoEYS is already expending for primary education (e.g.,

the various cluster school committees, monitoring, supervision, etc.) will not be required,¹⁶ although MoEYS in-kind contributions, primarily the level of effort provided by the primary school teachers themselves, will be expected.

Also, because this project will be implemented through NGOs, USAID/Cambodia expects that some level of contribution--either in cash or in kind--will be provided by the NGO itself. However, owing to the magnitude of the overall project, it is unclear at this point in time whether the target of 25% grantee contribution is realistic. USAID/Cambodia expects to use the NGO contribution as one factor as it evaluates proposals in order to maximize this amount, although the Mission also recognizes that it may not be possible to reach the 25% target. Thus, for planning purposes, project design assumes that there will be no NGO contribution and no additional host country contribution (beyond that described above). To the degree such contributions are eventually made, this will serve to either accelerate the pace of project implementation or increase the number of activities (e.g., community development) that can be undertaken in the individual clusters.

USAID/Cambodia expects to commit the funds directly to the implementing umbrella NGO under a Cooperative Agreement. The expected financial arrangement will be to provide the funds to the grantee under a Federal Reserve Direct Letter of Credit. This, of course, will depend on the grantee selected. In any event, appropriate financial controls will be put in place to ensure proper financial management of project funds.

Table I shows the Implementation and Financing Methods for the life-of-project. Table II shows a summary budget over the life-of project, and Table III shows a detailed budget for the duration of the project. Table IV shows the distribution of project funds over the life-of-project.

¹⁶ A waiver of FAA Section 110 (Host Country Contribution) was requested in Phnom Penh XXXXX. The AA/ANE approved this waiver on DATE.

Table I: Implementation and Financing Methods

Description	Instrument	Estimated Cost	Fiscal Year	Financing Method
Umbrella NGO	Direct Grants & Amendments	\$26 million	Throughout LOP	FRLC
Buy-In to ABEL2 for Policy Studies	Buy-In & Amendments	\$1.8 million	FYs 1995-98	TBD
Project Management	US-Personal Services Contract	\$1.3 million	Throughout LOP	AID Direct
Monitoring & Evaluation Unit; Evaluation; Audit	Direct Contracts	\$900,000	Throughout LOP	AID Direct

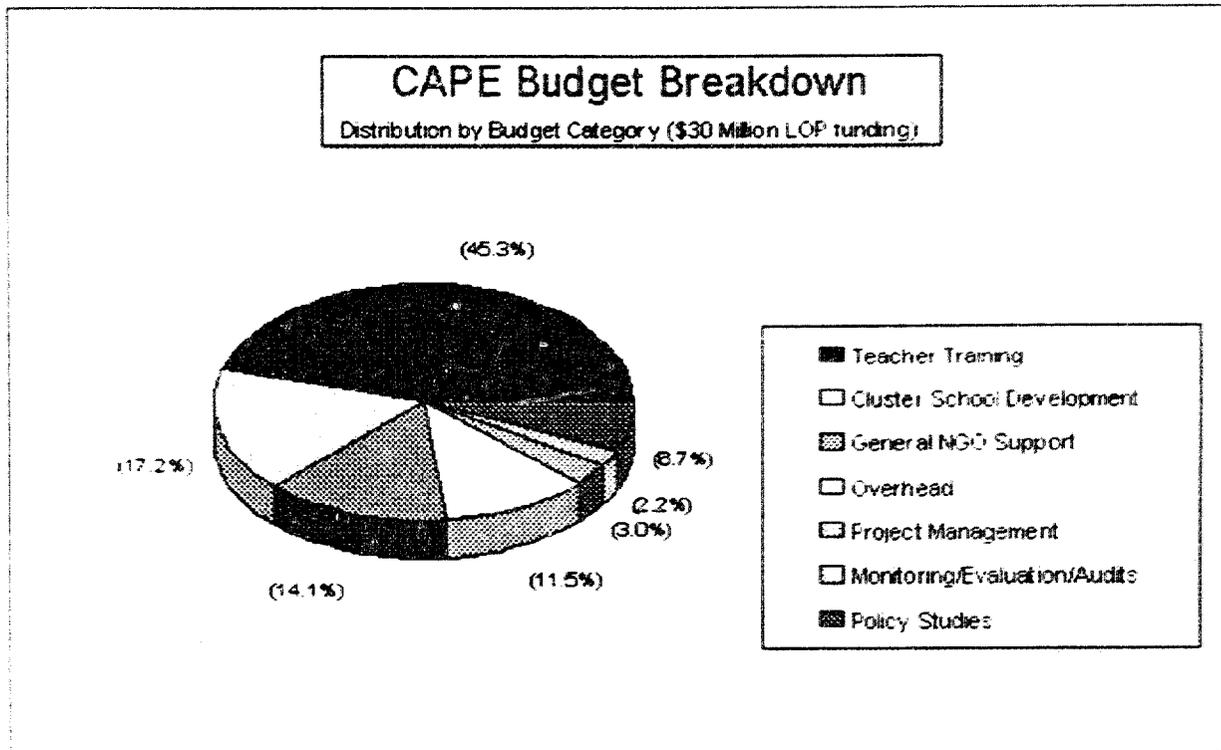
Table II: Life of Project Budget

	Life of Project Total
<u>Teacher Training</u>	
Expatriate Staff	7,760,966
Local Training/Support Costs	6,792,071
Conferences	108,327
Teacher Substitution/Teacher Training College Support	640,000
<u>Cluster School Development</u>	
Local Cluster School Staff	770,657
Resource Center Supplies	1,421,785
Resource Center Construction	3,046,681
Community Development Seed Funds	1,083,264
<u>General NGO Support Costs</u>	
Vehicles	400,000
POL, Related Support Costs	559,486
<u>Overhead (est. 15%)</u>	3,390,168
USAID-Managed Costs	
Project Management	1,326,595
Monitoring/Evaluation/Audit	900,000
Policy Studies (ABEL2)	1,800,000
Total	<u>\$30,000,000</u>

Table III: Budget Detail by Year

Cost Item	Description for Computation	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Total
NGO-Managed Activities								
Teacher Training								
Expatriate Salaries	88 expats in years 1-2; 23 in years 3-5; 1	\$1,720,000	\$1,788,800	\$1,130,272	\$1,175,483	\$1,222,502	\$723,908	\$7,760,966
Tutors	450 Tutors x \$50/mo x 10	\$225,000	\$234,000	\$243,360	\$253,094	\$263,218	\$0	\$1,218,673
Lecturers	99 Lecturers x \$120/mo x 12	\$142,560	\$148,262	\$154,193	\$160,361	\$166,775	\$35,000	\$807,151
Interpreters	20 pers x \$300/mo x 12	\$72,000	\$74,880	\$77,875	\$80,990	\$84,230	\$42,000	\$431,975
Teacher Subsistence (during training)	9,000 Teachers/year x \$88	\$792,000	\$792,000	\$792,000	\$792,000	\$792,000	\$0	\$3,960,000
Headmaster Subsistence (during training)	525 schools/year x 1 headmaster x \$88	\$46,200	\$46,200	\$46,200	\$46,200	\$46,200	\$0	\$231,000
National Counterparts/Ministry Level	15 persons x \$120/mo x 12	\$21,600	\$22,464	\$23,363	\$24,297	\$25,269	\$26,280	\$143,272
National Conferences	\$20,000 per year	\$20,000	\$20,800	\$21,632	\$22,497	\$23,397	\$0	\$108,326
Cluster School Development								
Other Support Staff	7 Sites x 5 pers x \$300/mo x 12	\$126,000	\$131,040	\$136,282	\$141,733	\$147,402	\$88,200	\$770,657
Resource Center Materials	75 Ctrs/yr x \$3,500	\$262,500	\$273,000	\$283,920	\$295,277	\$307,088	\$0	\$1,421,785
Construction of Resource Centers	75 Ctrs/yr x \$7,500	\$562,500	\$585,000	\$608,400	\$632,736	\$658,045	\$0	\$3,046,681
Community Development Seed Funds	@ \$200,000/year	\$200,000	\$208,000	\$216,320	\$224,973	\$233,972	\$0	\$1,083,265
General Support Costs								
Vehicles	15 Vehicles x \$20,000	\$300,000	\$0	\$0	\$0	\$0	\$0	\$300,000
Motorcycles	100 motorcycles x \$1000	\$100,000	\$0	\$0	\$0	\$0	\$0	\$100,000
Fuel/Maintenance for vehicles	\$1,100/yr x 15	\$16,500	\$17,160	\$17,846	\$18,560	\$19,303	\$20,075	\$109,444
Fuel/Maintenance for Motorcycles	\$200/yr X 100	\$20,000	\$20,800	\$21,632	\$22,497	\$23,397	\$24,333	\$132,660
Drivers/Boatmen	20 pers x \$200/mo x 12	\$48,000	\$49,920	\$51,917	\$53,993	\$56,153	\$30,000	\$289,983
Boats	5 Boats x \$1,500	\$7,500	\$0	\$0	\$0	\$0	\$0	\$7,500
Fuel/Maintenance for Boats	\$600/yr x 5	\$3,000	\$3,120	\$3,245	\$3,375	\$3,510	\$3,650	\$19,899
Substitution Costs	450 Tutors x \$13/mo x 8	\$46,800	\$46,800	\$46,800	\$46,800	\$46,800	\$0	\$234,000
TTC Support/In-service Ctrs	Equipment, Office Prep, etc /18 Offices x \$	\$378,000	\$0	\$0	\$0	\$0	\$0	\$378,000
Suboffices	7 Sites x 2 Offices @ \$2,000	\$28,000	\$0	\$0	\$0	\$0	\$0	\$28,000
Subtotal		\$5,138,160	\$4,462,246	\$3,875,256	\$3,994,867	\$4,119,261	\$993,446	\$22,583,236
Overhead 15% of NGO costs (approximate)		\$770,724	\$669,337	\$581,288	\$599,230	\$617,889	\$151,700	\$3,390,168
Direct USAID-Managed Activities								
Project Management Costs		\$200,000	\$208,000	\$216,320	\$224,973	\$233,972	\$243,331	\$1,326,595
Monitoring/Evaluation/Audits		\$150,000	\$150,000	\$150,000	\$150,000	\$150,000	\$150,000	\$900,000
Policy Studies (LABEL2)		\$450,000	\$450,000	\$450,000	\$450,000	\$0	\$0	\$1,800,000
Grand Total		\$5,908,884	\$5,131,583	\$4,456,545	\$4,594,096	\$4,737,150	\$1,145,146	\$30,000,000

Table IV: CAPE Project Budget Breakdown



B. Expected Obligation Actions

USAID/Cambodia will initially obligate funds with the RCG via a Limited Scope Grant Agreement (LSGA) with the Ministry of Foreign Affairs and International Cooperation. Out-year obligations will be made under LSGA Amendments.

Once funds are obligated in the first year, USAID/Cambodia will issue a number of PIO/Ts:

- PIO/T for the umbrella grant (Cooperative Agreement)(estimated amount: \$5,500,000). This will be the basis for the RFA. PIO/Ts will be written in subsequent years (in conjunction with the original PIO/T) to provide incremental funding to the umbrella grant;
- PIO/T for project management services (US-PSC and related costs)(estimated amount: \$250,000); subsequent amendments will be completed as required to increase funding;
- PIO/T to earmark funds for the Monitoring and Evaluation Unit (est. amount: \$250,000); subsequent amendments will be completed as required to increase funding.

In the second year, after the grant is awarded and after additional funds are obligated

Initially, the buy-in will be for \$1 million, with subsequent amendments (not to exceed \$2 million over the life-of-project) completed as required to increase funding.

The estimated obligation schedule for the project is as follows:

Table V: Estimated Obligation Schedule by Fiscal Year

FY 95	\$6.0 million
FY 96	\$6.0 million
FY 97	\$5.0 million
FY 98	\$7.5 million
FY 99	\$5.5 million
Total	<u>\$30.0 million</u>

C. Recurrent Costs

This project has been designed to upgrade the skills of MoEYS staff and make maximum use of RCG personnel in its implementation. In the process, there has been an effort to minimize costs of expatriate salaries and per diems. By taking this approach, project designers are confident that the project funds will be efficiently used.

Nevertheless, there will be some recurrent cost issues that the RCG will have to face over the medium to long-term, which may not be immediately addressed under the CAPE project. The MoEYS, which presently employs some 72,000 employees, represents the largest Ministry within the RCG and comprises roughly half of the entire civil service (which number approximately 150,000). There are currently in motion efforts to reform the civil service, including an overall reduction in the civil service by some 20%. This cut would deal a severe blow to the MoEYS because of the desire to keep the teacher corps as high as possible so as to maintain a reasonable teacher:student ratio. Nevertheless, one cannot expect that the MoEYS will remain immune from taking its share of cuts. Thus, there will be increasing pressure to improve the efficiency of the MoEYS's operations. This will mean reducing the number of administrators as well as improving the effectiveness of those teachers already in the system.

Perhaps one of the most formidable obstacles to improving, over the long-run, the overall quality and effectiveness of the teacher corps is increasing the salaries paid to teachers. Presently, teachers are paid some \$20/month. For this amount, teachers teach three to four hours a day, six days a week. During the remainder of the time, most teachers must turn their attention to other jobs which are more remunerative.¹⁷ In this fashion, teachers are able to survive; at present, the \$20/month is insufficient to support even a single teacher.

¹⁷ Teachers often use the remainder of their time providing private tutoring to their students. Despite official policy discouraging such practices, it nevertheless continues, largely as a matter of survival for the underpaid teachers. As students often must undergo private tutoring to obtain all the information required

Improvement in teacher skills, such that will occur as a result of CAPE interventions, will no doubt result in a reasonable expectation that salaries increase. This is particularly true for tutors, who will be selected for their skills and who will be given additional responsibilities. Although one of the underlying principles of civil service reform is to allow salaries to increase, special consideration should be made to even further increase the salaries--and prestige via a special career track--for the more highly-qualified tutors. This has been discussed with senior MoEYS officials during project design.

To address these long-term cost implications, one can only hope that the RCG is successful in meeting its target of increasing the share of the national budget from 9% (in 1994) to 15% (by the year 2000). If this occurs, and there is also an increase in the overall size of the national budget, then the likelihood is high that funds could be used to increase teacher salaries. However, realistically, one must also recognize that there are many competing demands on the budget. One which will no doubt continue to weigh heavily will be the RCG's military expenditures, which will continue to remain high so long as the Khmer Rouge remain a force within the country.

As concerns the implementing NGOs, no recurrent cost implications are foreseen as the activities are designed to "self destruct" at the end of the project.

D. Management Costs

1. Program Costs

The project is designed to minimize the total amount of management costs to the program. USAID/Cambodia anticipates that one US PSC will be required throughout the life-of-project to provide necessary technical backstopping to the project. The US PSC will be assisted by a Cambodian Project Assistant. The objective would be to devolve increasing amounts of responsibility from the US PSC project manager to the FSN Project Assistant, although at this point in time it is unclear if or how quickly this might happen. Thus, for planning purposes, funding is provided under the project for both individuals.

Also, because of the nation-wide coverage of the project, the CAPE project will be expected to fund vehicles, motorcycles, fuel/maintenance, and costs of a driver over the life-of-project. This will allow for regular field supervision of activities which might approach two-thirds of one individual's time.

For project impact monitoring and evaluation, an estimated \$100,000 per year is expected to be allotted to the MEU. These funds will be used to collect and analyze secondary data from implementing NGOs, the MoEYS, and other donors, as available. At this point, it is unclear whether there will be any collection of primary data; sufficient data would appear to be available to establish a proper baseline.

In addition, \$50,000 per year is allotted to project evaluations/audits, which are expected to be conducted in alternate years, beginning around October 1997.

The project's anticipated \$1.8 million buy-in to the ABEL2 project will, in addition to provide policy-related technical assistance, assist in evaluating approaches and methodologies used during project implementation. Although not specifically for evaluation purposes, input from ABEL2 experts is expected to play a facilitative role in

2. Operating Expenses

As designed, the CAPE project will be able to be managed by a non-technical USDH Project Officer (assisted by a technical US PSC and a technical FSN). USAID/Cambodia expects to assign one USDH Project Development Officer (BS-94) to oversee project implementation. Currently, the PDO is responsible for primary education, environment, and general project development within the USAID. A Supervisory Project Development Officer is currently being recruited (to fill an existing FTE slot in the Mission's staffing pattern) to fill the new position of Chief of the Program, Project Development, Implementation and Monitoring Division. Once this vacancy is filled and the division created, general project development responsibilities will shift to that division, leaving the existing project development officer streamlined responsibilities for education and environment.

As mentioned previously, USAID/Cambodia expects to buy-in to the G/HCD ABEL2 project. The mission anticipates obtaining technical support from the cognizant ABEL2 project officer located in G/HCD/FSTA, although most coordination/communication with this officer can be done via e-mail. In addition, assistance of a technical nature may be sought directly from the ANE Bureau, through the Strategy and Economic Analysis office (ANE/SEA/SPA).

VI. Management Procedures

A. Systems for Tracking of Resources and Results

Because of the lack of proper systems within the RCG, USAID intends to provide a direct grant (Cooperative Agreement) to a single umbrella NGO. In turn, this NGO will be expected to oversee the financial management--as well as the implementation of the technical--aspects of the project. Separate systems will be used for those activities that will be managed by USAID directly (e.g., US PSC project manager, buy-in to ABEL2, contributions to the MEU, and evaluations/audits).

As part of the project's initial mobilization phase, USAID expects to work closely with the umbrella NGO and relevant MoEYS staff to develop monitoring and evaluation indicators and targets to be tracked over the life-of-project. Because of the difficulty of obtaining data, special consideration will be given to use information that is already being collected (by the MoEYS, other donors, etc.). As part of this development, responsibility for collecting this information will also be determined, as will mechanisms to feed information into the decision-making loop for general project management.

Because of internal management constraints, owing primarily to lack of USDH and contract staff to oversee general project implementation, USAID/Cambodia has decided to proceed with an umbrella NGO arrangement, whereby a single Cooperative Agreement will be awarded, under which the umbrella NGO will in turn have sub-grant arrangements. USAID/Cambodia anticipates that there will be differences in implementation among these sub-grantees, i.e., that some will be able to mobilize more quickly than others, will already have established relationships with provincial/district staff, will be able to recruit staff with more language skills and thus will be more effective, etc. Because of these anticipated differences, USAID/Cambodia will encourage the umbrella NGO to have some type of arrangement whereby...

sub-grantee is having difficulty operating in the Cambodian environment, then it might not receive as much funding until it gets its activities back on track. This would be a departure from current practice and thus, mechanisms to implement it will be explored and refined over the project's life. In any event, the desire is to interject the principles of "performance-based contracting" into implementation of the CAPE project.

B. Reporting, Evaluations, and Audits

As described earlier, USAID/Cambodia expects to establish in early FY 1996 an Monitoring and Evaluation Unit (MEU). This MEU will provide general monitoring and evaluating support to the Mission, the RCG, local institutions, and (as appropriate) other donors. It is expected that the MEU will also contribute to regular reports on project implementation and program impact that USAID/Cambodia submits to Washington.

Two interim evaluations and one final evaluation are scheduled for October 1997, October 1999, and May 2002 respectively. The two interim project evaluations are scheduled to assess whether or not the project inputs are being provided as designed, and to obtain a preliminary indication as to whether or not there is a reasonable expectation that project outcomes will be attained within the desired timeframe (allowing for mid-course corrections if not). The final evaluation will measure the project's overall impact.

Project funding is also provided for project audits, although the implementing NGOs are also expected to budget for regular financial audits, as required by OMB Circular A-133.

C. Procurement Plan

USAID/Cambodia expects to obligate funding for this activity under a Limited Scope Grant Agreement (LSGA). Subsequent amendments to the LSGA will be completed to add incremental funding over the project's life. Once funds are obligated, a number of procurement actions will take place, per the following illustrative procurement plan:

Illustrative Procurement Plan

Action (Action Office)	Target Date
FY 1995	
Sign LSGA Obligating Funds (USAID/Cambodia; RCG)	July/August 1995
Issue PIO/T for umbrella NGO grant (USAID/Cambodia)	August 1995
Issue PIO/T for Project Manager (USAID/Cambodia)	August 1995
Issue PIO/T for Monitoring & Evaluation Unit (MEU) (USAID/Cambodia)	August 1995
Issue Advertisement for PSC (USAID/Cambodia)	August 1995
Issue RFA (RSM/EA)	September 1995

Action (Action Office)	Target Date
FY 1996	
Closing Date for RFA (NGOs)	November 1995
Closing Date for PSC Selection	November 1995
Make Selection/Award PSC (USAID/Cambodia)	November 1995
Review Applications (USAID/Cambodia)	November 1995
Make Selection/Recommendation to Grants Officer (USAID/Cambodia)	December 1995
LSGA Amendment to obligate FY 1996 funds (USAID/Cambodia)	December 1995
Issue PIO/T to increase funding for MEU (USAID/Cambodia)	January 1996
Obligate earmarked funds into MEU (RSM/EA)	January 1996
Issue PIO/T to increase funding for umbrella NGO grant (USAID/Cambodia)	January 1996
Award Grant (Cooperative Agreement) (RSM/EA)	January 1996
Mobilize Implementation Teams (NGOs; MoEYS)	March-July 1996
Begin 1st Phase Teacher Training (TT) & Cluster School Development (CSD)	August 1996
FY 1997	
LSGA Amendment to obligate FY 1997 funds (USAID/Cambodia)	December 1996
Issue PIO/T to increase funding for MEU (USAID/Cambodia)	January 1997
Obligate earmarked funds into MEU (RSM/EA)	January 1997
Issue PIO/T to increase funding for umbrella NGO grant (USAID/Cambodia)	January 1997
Amend umbrella NGO grant to increase funding (RSM/EA)	February 1997
Issue PIO/T to increase funding for PSC Project Manager (USAID/Cambodia)	February 1997
Amend PSC (USAID/Cambodia)	March 1997
Complete 1st Phase Teacher Training (NGOs)	May 1997
Issue PIO/T for Initial Interim Evaluation (USAID/Cambodia)	June 1997
Begin 2nd Phase TT/CS Development	August 1997
FY 1998	
Initial Interim Evaluation (IQC)	October 1997
Complete Evaluation (IQC)	November 1997
LSGA Amendment to obligate FY 1998 funds (USAID/Cambodia)	December 1997
Issue PIO/T to increase funding for MEU (USAID/Cambodia)	January 1998
Obligate earmarked funds into MEU (RSM/EA)	January 1998
Issue PIO/T to increase funding for umbrella NGO grant (USAID/Cambodia)	January 1998
Issue PIO/T to increase funding for PSC Project Manager (USAID/Cambodia)	February 1998

Action (Action Office)	Target Date
Amend umbrella NGO grant to increase funding (RSM/EA)	March 1998
Complete 1st Phase CS Development (NGOs)	May 1998
Complete 2nd Phase Teacher Training (NGOs)	May 1998
Begin 3rd Phase TT/CS Development (NGOs)	August 1998
FY 1999	
LSGA Amendment to obligate FY 1999 funds (USAID/Cambodia)	December 1998
Issue PIO/T to increase funding for MEU (USAID/Cambodia)	January 1999
Obligate earmarked funds into MEU (RSM/EA)	January 1999
Issue PIO/T to increase funding for umbrella NGO grant (USAID/Cambodia)	January 1999
Amend umbrella NGO grant to increase funding (RSM/EA)	February 1999
Complete 2nd Phase CS Development (NGOs)	May 1999
Complete 3rd Phase Teacher Training (NGOs)	May 1999
Issue PIO/T for 2nd interim evaluation (USAID/Cambodia)	June 1999
Issue Work Order for evaluation team (RSM/EA)	August 1999
Begin 4th Phase TT/CS Development (NGOs)	August 1999
FY 2000	
2nd interim evaluation (USAID/Cambodia, IQC, MoEYS)	October 1999
Complete Evaluation (IQC)	November 1999
Issue PIO/T to increase funding for MEU (USAID/Cambodia)	January 2000
Obligate earmarked funds into MEU (RSM/EA)	January 2000
Complete 3rd Phase CS Development (NGOs)	May 2000
Complete 4th Phase Teacher Training (NGOs)	May 2000
Begin 5th Phase TT/CS Development (NGOs)	August 2000
FY 2001	
Complete 4th Phase CS Development (NGOs)	May 2001
Complete 5th Phase Teacher Training (NGOs)	May 2001
FY 2002	
Issue PIO/T for final evaluation (USAID/Cambodia)	January 2002
Issue Work Order for evaluation team (RSM/EA)	March 2002
Conduct final evaluation (USAID/Cambodia, IQC, MoEYS)	May 2002
Complete final evaluation (IQC)	June 2002
Complete 5th Phase CS Development (NGOs)	May 2002
Project Demobilization (NGOs, MoEYS, USAID/Cambodia)	May-September 2002
Project Assistance Completion Date (USAID/Cambodia)	September 2002

D. Assessment of Counterpart Agency Internal Controls/Procurement Procedures

USAID does not contemplate turning funds over to the RCG, therefore internal controls/procurement procedures are not an issue as far as the RCG is concerned. However, USAID does envision turning over a large majority of the funding to the umbrella NGO to manage. As described above, this umbrella NGO will have to undergo regular audits to ensure proper internal controls and procurement procedures are in place, as specified in OMB Circular A-133.

VII. Annexes

A. NAD Approval Cable

THE RCG. HOWEVER, AN ISSUE WAS RAISED AS TO WHETHER THE MISSION COULD WORK MORE WITH THE RCG IN THE FUTURE. THE PRC RECOMMENDED THAT THE MISSION CONTINUE TO SEEK ADDITIONAL OPPORTUNITIES TO WORK WITH THE GOVERNMENT. MOREOVER, THE MISSION SHOULD STAY ATTENTIVE TO IMPROVING THE RCG CAPACITY AND ITS ABILITY TO MAKE POSITIVE CHANGES IN THE POLICY ENVIRONMENT.

2. DATA COLLECTION: THE PRC ACKNOWLEDGED THAT PRISM LEVEL DATA CANNOT BE COLLECTED BECAUSE IT MAY BE LITERALLY A LIFE-THREATENING EXERCISE. HOWEVER, TO CONFORM TO THE AGENCY'S STRATEGY GUIDELINES, THE PRC RECOMMENDS THAT THE MISSION COLLECT AS MUCH DATA ON ITS ACTIVITIES AS POSSIBLE SO AS TO BE ABLE TO MONITOR AND MEASURE RESULTS. THE MISSION SHOULD DEVELOP INDICATORS AND QUANTIFY BENCHMARKS AND TARGETS TO THE MAXIMUM EXTENT PRACTICABLE EVEN IF IT CANNOT FULLY VERIFY RESULTS. THE DATA COLLECTION IS IMPORTANT AS CONTINUED FUNDING AT CURRENT LEVELS MAY BE VULNERABLE AND THE BUREAU WILL NEED INFORMATION TO DEFEND FUTURE FUNDING REQUESTS. IN ADDITION, WE EXPECT THAT THERE MAY BE INCREASING DEMANDS BY THE AGENCY OR OTHER SOURCES FOR THE MISSION TO EXPLAIN ITS ACHIEVEMENTS.

3) MANAGEMENT COSTS: THE COMMITTEE RECOMMENDS THAT THE MISSION EXPLAIN IF IT WOULD REQUIRE A CHANGE IN ITS PERSONNEL CEILING TO ACCOMMODATE THE TWO ADDITIONAL USPSCS REQUESTED IN THE NALS.

B. CAMBODIA ASSISTANCE TO PRIMARY EDUCATION (CAPE)

1) THE PRC DISCUSSED THE EFFECT THAT INCREASED ACCESS WOULD HAVE ON STUDENT RETENTION/COMPLETION RATES. IT BECAME CLEAR THAT OTHER DONORS ARE CONTRIBUTING TO DIFFERENT PARTS OF THE EDUCATION SECTOR. FOR EXAMPLE, THE EUROPEAN UNION IS EXECUTING SEVERAL ACTIVITIES IN PRE-SERVICE, TEACHING AIDS AND INSTITUTIONAL STRENGTHENING, BUT HAVE ONLY A FEW ACTIVITIES WITH A COMMUNITY FOCUS. THE COMBINED DONOR EFFORT COULD SIGNIFICANTLY AFFECT STUDENT COMPLETION AND RETENTION RATES. THE PP, THEREFORE, SHOULD PROVIDE A BETTER SENSE OF USAIDIS NICHE VIS A VIS OTHER DONORS' ACTIVITIES AND THE SYNERGY AMONG THEM. ANOTHER CONCERN RAISED WAS WHETHER OR NOT THE PROPOSED TIMEFRAME WOULD ALLOW FOR VERIFICATION OF STUDENT

RETENTION AND COMPLETION RATES. AFTER SOME DISCUSSION THE PRC AGREED THAT A DECREASED STUDENT FAILURE RATE COULD BE MEASURED WITHIN FOUR YEARS.

2) THE IMPORTANCE OF GIRLS' EDUCATION: THE ACTIVITYT SHOULD INCREASE ITS EMPHASIS ON GIRLS' EDUCATION. THE COMMITTEE CONCURRED WITH THE MISSION'S STRATEGY OF PUTTING IN PLACE AN EDUCATION SYSTEM AS THE THRUST OF THE ACTIVITY. HOWEVER, THE PRC RECOMMENDED THAT THE PP SHOULD

INCORPORATE MORE OF BOTH THE RCG AND AGENCY POLICY HIGHLIGHTING GIRLS EDUCATION PARTICULARLY SINCE DOLS 2 MILLION OF THE ACTIVITY FUNDING MAY COME FROM THE AGENCY'S FEMALE EDUCATION INITIATIVE RESERVE FUND. IF THE ACTIVITY DOES NOT ACHIEVE THE DESIRED IMPACT ON GIRLS EDUCATION AS

ENVIRONMENTAL MANAGEMENT (CEM) (442-0117), AND DEMOCRA EXPECTED, THEN A MODIFICATION SHOULD BE CONSIDERED DURING IMPLEMENTATION.

RECOMMENDATION: THAT THE NAD BE APPROVED AND THE MISSION PROCEED WITH THE DESIGN OF THE CAPE ACTIVITY. WHILE AUTHORITY TO AUTHORIZE NORMALLY WOULD BE DEFERRED TO THE ACTION PLAN REVIEW, THE MISSION IS DELEGATED THE AUTHORITY TO AUTHORIZE GIVEN THE URGENCY OF MOVING THE PROJECT

AHEAD. THE PP SHOULD CLEARLY NOTE THAT THE EFFORT IN THE EDUCATION SECTOR IS A MULTI-DONOR ONE AND THAT USAID'S NICHE IS IN TEACHER TRAINING. WHILE THE ESSENTIAL ELEMENT OF THE ACTIVITY IS ESTABLISHMENT OF AN OVERALL EDUCATION SYSTEM, A GIRLS' EDUCATION EMPHASIS SHOULD BE INCLUDED AND STRENGTHENED. GENDER DISAGGREGATED RESULTS SHOULD BE INCLUDED SO THAT ATTENDANCE BY GIRLS CAN BE MEASURED.

C. CAMBODIA ENVIRONMENTAL MANAGEMENT (CEM): THE COMMITTEE'S MAIN CONCERN WAS THE APPARENT LACK OF FOCUS OF THIS ACTIVITY. SPECIFICALLY, THE COMMITTEE FELT THAT THE OPEN-ENDED SCOPE OF THE ACTIVITY FOCUSED MORE ON INSTITUTIONAL DEVELOPMENT OF NGO ADVOCACY CAPACITY THAN ON SPECIFIC ENVIRONMENTAL MANAGEMENT OUTCOMES. IT WAS NOT CLEAR WHETHER THE MISSION HAD AN AGENDA FOR THE NGOS WHICH HAD NOT BEEN ARTICULATED OR WHETHER THE AGENDA WOULD BE DRIVEN BY NGO INTERESTS. FURTHER PROGRESS MIGHT HAVE ALREADY BEEN MADE IN THE MISSION'S THINKING, BUT NOT YET REFLECTED IN THE NAD. FOR EXAMPLE, QUESTIONS CONCERNING THE LEVEL OF INDIGENOUS NGO CAPACITY, THE FIT OF THIS ACTIVITY WITH THE RCG AND OTHER DONOR PRIORITIES, OR THE POSSIBILITY OF INCLUDING SITE-SPECIFIC INTERVENTIONS COULD ALREADY BE KNOWN TO THE MISSION. IF THE ENVIRONMENT IS ONE OF THE MISSION'S STRATEGIC PRIORITIES, WE SUGGEST THAT THE MISSION CONSIDER ACTIVITIES THAT ARE MORE FOCUSED AND THAT ARE LIKELY TO HAVE A MEASURABLE IMPACT. THE COMMITTEE WAS ALSO CONCERNED THAT THE MAJOR ACTIVITY WITH THE RCG, DEVELOPING A NEW ENVIRONMENTAL CODE, MAY NOT BE

ENFORCEABLE.

RECOMMENDATION: THE COMMITTEE RECOMMENDS DEFERRING CEM NAD APPROVAL UNTIL THE ACTION PLAN REVIEW. THE ADDITIONAL TIME WOULD PERMIT THE MISSION TO FULLY DEVELOP AND ARTICULATE ITS NAD PROPOSAL. IT WOULD ALSO ALLOW THE

MISSION TO COMPLETE ITS SECTOR STRATEGY, PERHAPS IN CONJUNCTION WITH THE CONSORTIUM OF INTERESTED US PVOS BASED ON THAT STRATEGY, A REVISED ENVIRONMENTAL NAD SHOULD BE RESUBMITTED AT THE ACTION PLAN REVIEW.

THE REVISED NAD SHOULD INCLUDE THE FOLLOWING: 1) AN UPDATE REGARDING OTHER DONOR ACTIVITIES IN THE ENVIRONMENT SECTOR THAT RELATE TO THE OBJECTIVES OF THE CEM IN THE AREAS OF MOE INSTITUTION BUILDING AND LOCAL NGO CAPACITY-BUILDING, AND AREAS FOR POTENTIAL COLLABORATION; 2) A MORE SPECIFIC DESCRIPTION OF MOE INSTITUTION-BUILDING NEEDS AND PROPOSED PROJECT-FUNDED ACTIVITIES TO ADDRESS THOSE NEEDS; AND 3) A DESCRIPTION OF THE CURRENT STATE OF LOCAL AND INTERNATIONAL NGO/PVO CAPACITY TO ADDRESS ENVIRONMENT SECTOR ISSUES. IN ADDITION, THE MISSION SHOULD CONSIDER TECHNICAL ASSISTANCE FOR COMMUNITY GROUPS AS AN ADDITIONAL

CEM MECHANISM FOR BUILDING GRASSROOTS ENVIRONMENTAL ADVOCACY, EDUCATION AND CAPACITY.

E. DEMOCRACY INITIATIVES PP AMENDMENT: USAID/CAMBODIA SHOULD COMPLETE AND SUBMIT ITS DEMOCRACY STRATEGY TO THE BUREAU FOR REVIEW BEFORE REQUESTING CONCURRENCE OF THE DEMOCRACY INITIATIVES PP SUPPLEMENT.

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B. Logical Framework Matrix

Narrative Summary	Objectively Verifiable Indicators	Means of Verification	Assumptions
<p>Goal:</p> <ul style="list-style-type: none"> Improved education system for Cambodia <p>(Addresses strengthened pluralism and governance, economic growth, and basic human needs objectives (see text).)</p>	<p>Measures of Goal Achievement:</p> <ul style="list-style-type: none"> External efficiency of education increases Improved quality of students entering secondary, tertiary, and higher education 	<ul style="list-style-type: none"> Adult literacy statistics Labor force statistics Standardized test scores National and regional statistics Midterm and final project evaluations USAID project monitoring 	<ul style="list-style-type: none"> Cambodia remains stable. RCG and MoEYS policies remain favorable towards education Conducive policy environment Local financial and institutional capacity for implementation and sustainability Effective management and administration of donor inputs Effective monitoring and reporting is in place Curriculum is effective
<p>Subgoal:</p> <ul style="list-style-type: none"> Increased equitable access to primary education for all children of school age 	<ul style="list-style-type: none"> Net admission rate increases Gross enrollment rate increases The representation of girls in primary schools better approximates their numbers in the general population. 	<ul style="list-style-type: none"> MoEYS/local statistics Project Data Project evaluations, both internal and external 	<ul style="list-style-type: none"> Cambodia remains stable. Local communities are increasingly receptive to the idea that education is valuable. Improvements in quality lead to greater physical capacity in schools Project is able to adapt to local conditions to overcome geographical, social, and economic barriers to access. Other donor inputs (e.g., World Bank, CAREERE, etc.) will continue to be available to enable school capacity to meet student demand.
<p>Purpose:</p> <ul style="list-style-type: none"> Improved quality of primary education with associated effects on efficiency. 	<p>End of Project Status</p> <ul style="list-style-type: none"> *Validated repetition rates decrease by 15% in Grades 1-4 in at least 75% of assisted schools within a two-year interval and 15% each year after that. *Dropout rate decreases by 20% in all grades in at least 75% of assisted schools over the life of the project. *Student/Teacher ratio drops to 45:1 or less in at least 75% of schools over the life of the project. *Completion rate increases. *Test scores improve from baseline tests of basic competencies during the life of the project. 	<p>Means of Verification:</p> <ul style="list-style-type: none"> MoEYS/local statistics Project Data Project evaluations both internal and external Correlation analyses Standardized testing (criterion reference). 	<p>Assumptions:</p> <ul style="list-style-type: none"> Cambodia remains stable. NGOs able to implement teacher training and cluster school development concurrently. RCG is able to continue support to carry on activities started by the project. Civil service reform within the MoEYS provides an official position and authority for project funded trainers to continue their role Internal assessment of achievement against curriculum more accurately reflects students' gains. Teachers' standard of living is adequate. Communities are supportive of local schools. Student-centered learning continues to be a MoEYS guideline in teacher training. Curriculum is congruent with student centered methodologies introduced by the project.

Outputs

- Improved capacity of primary school teachers to teach key subject areas in a student-centered manner.
- Cluster schools (or alternative systems in remote areas) functioning throughout Cambodia with systems to ensure community support; capacity building; accountability; resource sharing; and improved administrative/personnel practices.
- Primary schools are provided with increased access to learning supplies and materials.
- Selected improvements in school infrastructure (e.g., resource centers.) facilitate access to learning materials.

EOPS:

- Spot inspections find a majority of teachers are teaching according to prescribed criteria including use of student-centered learning methodologies, use of learning aids available through resource centers, and effective lesson planning.
 - School evaluations indicate that cluster systems are working according to pre-established criteria in at least 75% of targeted schools.
 - Within each district where geography is not an insurmountable barrier, all schools will be organized within an operating cluster.
 - Parent Teacher Associations functioning according to pre-established criteria in at least 75% of targeted schools.
- * Spot inspections/classroom observations find a majority of classes taught with adequate amounts of materials to facilitate student centered learning.
- * Spot inspections find a majority of resource centers and libraries to be operating according to established criteria.

Means of Verification:

- Ratings on MoEYS standardized supervision instrument.
- Classroom observations.
- Project evaluations both internal and external
- School observations
- Field visits/Spot inspections
- Project reports

Assumptions

- Cambodia remains stable.
- Local human resource base can support technical aspects of project operation (i.e., counterparts can be recruited with minimal disruption).
- Teachers' standard of living is adequate.
- NGOs can assemble enough expatriate advisors to undertake project implementation.
- A majority of teachers are accessible for training through school clustering or alternative strategies.
- Competent leadership exists in schools to enable cluster school systems to work.
- Communities can provide financial or in-kind support for construction.

Activities:**General:**

- Help and support national planning conferences to develop scopes of work for committees, individual counterparts, and support staff; establish work plans; develop evaluation criteria for monitoring purposes; and select counterparts nation-wide.
- Establish offices at national & field level.
- Help organize interdepartmental committees at national, provincial, and district levels.
- Collect and review primary data from field sites.
- Facilitate national conferences intended for evaluation, review, and remedial planning.

Teacher Training:

- Establish a permanent training structure at the level of the cluster. At the termination of the project, this structure remains to continue training.
- Organize mobile technical teams for each working site.
- Link training activities with local structures to give them permanence and added institutional support (e.g., TTCs).
- Carry out induction of lecturers and tutors.
- Develop training syllabus and ensure linkage with established teacher training competencies and National Curriculum.
- Establish a formal training of trainers component of the project.
- Train lecturers/tutors.
- Schedule, plan, and implement residential and cluster-based teacher training.
- Conduct school visits/evaluate teacher performance/conference teachers.
- Plan and carry out tutorials, support (e.g., TTCs).
- * Carry out induction of lecturers and tutors.
- * Develop training syllabus and ensure linkage with established teacher training competencies and National Curriculum.
- * Establish a formal training of trainers component of the project.
- * Train lecturers/tutors.
- * Schedule, plan, and implement residential and cluster-based teacher training.
- * Conduct school visits/evaluate teacher performance/conference teachers.
- * Plan and carry out tutorials.

Cluster School Development:

Inputs:

- USAID support for teacher training (\$17.88 million)
- USAID support for cluster school development (\$ 3.5 million)
- USAID support for resource centers (\$3.09 million)
- USAID support for educational supplies (\$1.46 million)
- USAID support for policy studies (\$1.8 million)
- USAID support for project management, M&E (\$2.27 million)

Objectively Verifiable Indicators:

- Project financial records
- Audit reports

Assumptions:

- Funding continues to be available over LOP.
- NGOs continue to be able to function in Cambodia to implement project.

Cluster School Development:

- As a hands-on training exercise plan cluster development activities with provincial and district officials.
- Identify and survey proposed cluster school sites.
- Finalize site selection.
- Assist in setting up local committees (LCSC)/Do hands-on training as necessary in such areas as planning, goal setting, data collection, supervision, etc.
- Conduct multi-cluster planning workshops with headmasters (*Initial Provincial Planning Conference*)
- Assist in setting up PTA's.
- Implement community education exercises.
- Develop mechanisms to increase interaction and communication between school and community.
- Develop credit schemes as possible in selected sites.
- Put accountability mechanisms in place including data collection and analysis, planned cluster-wide supervision of teachers, formal grade reporting, internal cluster-wide testing, etc.
- Build and stock Resource Centers and Libraries.
- * Run workshops on materials production.
- * Develop formal resource sharing mechanisms including ways and means of providing unhindered access to materials, tracking borrowed materials, promoting use of student manipulatives in teaching, etc.
- * Facilitate library training by TTC.
- * Develop mobile library systems.
- * Review yearly progress with LCSC's in multi-cluster workshops (*Terminal Provincial Planning Conference*) Libraries.
- Run workshops on materials production.
- Develop formal resource sharing mechanisms including ways and means of providing unhindered access to materials, tracking borrowed materials, promoting use of student manipulatives, etc.
- Facilitate library training by TTC.
- Develop mobile library systems.
- Review yearly progress with LCSCs in multi-cluster workshops (*Terminal Provincial Planning Conference*)

**CAMBODIA ASSISTANCE TO PRIMARY EDUCATION PROJECT
(PROJECT NO. 442-0116)
5C(2) - ASSISTANCE CHECKLIST**

Listed below are statutory criteria applicable to the assistance resources themselves, rather than to the eligibility of a country to receive assistance. This section is divided into three parts. Part A includes criteria applicable to both Development Assistance and Economic Support Fund resources. Part B includes criteria applicable only to Development Assistance resources. Part C includes criteria applicable only to Economic Support Funds. Answers are given in bold and are underscored.

CROSS REFERENCE: IS COUNTRY CHECKLIST UP TO DATE? Yes. See the PP for the Family Health and Birth Spacing Project (No. 442-0115).

A. CRITERIA APPLICABLE TO BOTH DEVELOPMENT ASSISTANCE AND ECONOMIC SUPPORT FUNDS

1. **Host Country Development Efforts (FAA Sec. 601(a)):** Information and conclusions on whether assistance will encourage efforts of the country to: (a) increase the flow of international trade; (b) foster private initiative and competition; (c) encourage development and use of cooperatives, credit unions, and savings and loan associations; (d) discourage monopolistic practices; (e) improve technical efficiency of industry, agriculture, and commerce; and (f) strengthen free labor unions. **The Project will have no direct effect on (a)-(f).**

2. **U.S. Private Trade and Investment (FAA Sec. 601(b)):** Information and conclusions on how assistance will encourage U.S. private trade and investment abroad and encourage private U.S. participation in foreign assistance programs (including use of private trade channels and the services of U.S. private enterprise). **Project funds will be used to procure technical assistance and, to a lesser extent, commodities from private U.S. sources. Thus, this activity will encourage U.S. private trade with Cambodia and private U.S. participation in the foreign assistance program.**

3. Congressional Notification

a. **General Requirement (FY 1995 Appropriations Act Sec. 515; FAA Sec. 634A):** If money is to be obligated for an activity not previously justified to Congress, or for an amount in excess of amount previously justified to Congress, has Congress been properly notified (unless the Appropriations Act notification requirement has been waived because of substantial risk to human health or welfare)? **Yes.**

b. **Special Notification Requirement (FY 1995 Appropriations Act Sec. 520):** Are all activities proposed for obligation subject to prior congressional notification? **Yes.**

c. **Notice of Account Transfer (FY 1995 Appropriations Act Sec. 509):** If funds are being obligated under an appropriation account to which they were not appropriated, has the President consulted with and provided a written justification to the House and Senate Appropriations Committees and has such obligation been subject to

d. **Cash Transfers and Nonproject Sector Assistance (FY 1995 Appropriations Act Sec. 536(b)(3)):** If funds are to be made available in the form of cash transfer or nonproject sector assistance, has the Congressional notice included a detailed description of how the funds will be used, with a discussion of U.S. interests to be served and a description of any economic policy reforms to be promoted? Not applicable.

4. **Engineering and Financial Plans (FAA Sec. 611(a)):** Prior to an obligation in excess of \$500,000, will there be: (a) engineering, financial or other plans necessary to carry out the assistance; and (b) a reasonably firm estimate of the cost to the U.S. of the assistance? Yes.

5. **Legislative Action (FAA Sec. 611(a)(2)):** If legislative action is required within recipient country with respect to an obligation in excess of \$500,000, what is the basis for a reasonable expectation that such action will be completed in time to permit orderly accomplishment of the purpose of the assistance? No legislative action is required.

6. **Water Resources (FAA Sec. 611(b)):** If project is for water or water-related land resource construction, have benefits and costs been computed to the extent practicable in accordance with the principles, standards, and procedures established pursuant to the Water Resources Planning Act (42 U.S.C. 1962, et seq.)? Not applicable.

7. **Cash Transfer/Nonproject Sector Assistance Requirements (FY 1995 Appropriations Act Sec. 536).** If assistance is in the form of a cash transfer or nonproject sector assistance:

a. **Separate Account:** Are all such cash payments to be maintained by the country in a separate account and not commingled with any other funds (unless such requirements are waived by Congressional notice for nonproject sector assistance)? Not applicable.

b. **Local Currencies:** If assistance is furnished to a foreign government under arrangements which result in the generation of local currencies:

(1) Has A.I.D. (a) required that local currencies be deposited in a separate account established by the recipient government, (b) entered into an agreement with that government providing the amount of local currencies to be generated and the terms and conditions under which the currencies so deposited may be utilized, and (c) established by agreement the responsibilities of A.I.D. and that government to monitor and account for deposits into and disbursements from the separate account? Not applicable.

(2) Will such local currencies, or an equivalent amount of local currencies, be used only to carry out the purposes of the DA or ESF chapters of the FAA (depending on which chapter is the source of the assistance) or for the administrative requirements of the United States Government? Not applicable.

(3) Has A.I.D. taken all appropriate steps to ensure that the equivalent of local currencies disbursed from the separate account are used for the agreed purposes? Not applicable.

(4) If assistance is terminated to a country, will any unencumbered balances of funds remaining in a separate account be disposed of for purposes agreed to by the recipient government and the United States Government? **Not applicable.**

8. **Capital Assistance (FAA Sec. 611(e)):** If project is capital assistance (e.g., construction), and total U.S. assistance for it will exceed \$1 million, has Mission Director certified and Regional Assistant Administrator taken into consideration the country's capability to maintain and utilize the project effectively? **Yes, See Annex E.**

9. Local Currencies

a. **Recipient Contributions (FAA Secs. 612(b) & 636(h)):** Describe steps taken to assure that, to the maximum extent possible, the country is contributing local currencies to meet the cost of contractual and other services, and foreign currencies owned by the U.S. are utilized in lieu of dollars. **As an RLDC, Cambodia is not able to contribute local currencies to the project. The U.S. does not own excess Cambodian currency.**

b. **U.S.-Owned Currency (FAA Sec. 612(d)):** Does the U.S. own excess foreign currency of the country? **No.** If so, what arrangements have been made for its release? **Not applicable.**

10. Trade Restrictions

a. **Surplus Commodities (FY 1995 Appropriations Act Sec. 513(a)):** If assistance is for the production of any commodity for export, is the commodity likely to be in surplus on world markets at the time the resulting productive capacity becomes operative, and is such assistance likely to cause substantial injury to U.S. producers of the same, similar or competing commodity? **Not applicable.**

b. **Textiles (Lautenberg Amendment) (FY 1995 Appropriations Act Sec. 513(c)):** Will the assistance (except for programs in Caribbean Basin Initiative countries under U.S. Tariff Schedule "Section 807," which allows reduced tariffs on articles assembled abroad from U.S.-made components) be used directly to procure feasibility studies, prefeasibility studies, or project profiles of potential investment in, or to assist the establishment of facilities specifically designed for, the manufacture for export to the United States or to third country markets in direct competition with U.S. exports, of textiles, apparel, footwear, handbags, flat goods (such as wallets or coin purses worn on the person), work gloves or leather wearing apparel? **No.**

11. **Tropical Forests (FY 1991 Appropriations Act Sec. 533(c)(3)(as referenced in section 532(d) of the FY 1993 Appropriations Act):** Will funds be used for any program, project or activity which would (a) result in any significant loss of tropical forests, or (b) involve industrial timber extraction in primary tropical forest areas? **No.**

12. PVO Assistance

a. **Auditing and Registration (FY 1995 Appropriations Act Sec. 560):** If assistance is being made available to a PVO, has that organization provided upon timely request any document, file, or record necessary to the auditing requirements of A.I.D.?

the project will be registered with USAID and must be in compliance with applicable audit requirements at the time a grant is made.

b. **Funding Sources (FY 1995 Appropriations Act, Title II, under heading "Private and Voluntary Organizations"):** If assistance is to be made to a United States PVO (other than a cooperative development organization), does it obtain at least 20 percent of its total annual funding for international activities from sources other than the United States Government? Yes.

13. **Project Agreement Documentation (State Authorization Sec. 139 (as interpreted by conference report)):** Has confirmation of the date of signing of the project agreement, including the amount involved, been cabled to State L/T and A.I.D. LEG within 60 days of the agreement's entry into force with respect to the United States, and has the full text of the agreement been pouched to those same offices? (See Handbook 3, Appendix 6G for agreements covered by this provision). Case-Zablocki Act reporting procedures will be followed.

14. **Metric System (Omnibus Trade and Competitiveness Act of 1988 Sec. 5164, as interpreted by conference report, amending Metric Conversion Act of 1975 Sec. 2, and as implemented through A.I.D. policy):** Does the assistance activity use the metric system of measurement in its procurements, grants, and other business-related activities, except to the extent that such use is impractical or is likely to cause significant inefficiencies or loss of markets to United States firms? Yes. Are bulk purchases usually to be made in metric, and are components, subassemblies, and semi-fabricated materials to be specified in metric units when economically available and technically adequate? Yes. Will A.I.D. specifications use metric units of measure from the earliest programmatic stages, and from the earliest documentation of the assistance processes (for example, project papers) involving quantifiable measurements (length, area, volume, capacity, mass and weight), through the implementation stage? Yes.

15. **Abortions (FAA Sec. 104(f); FY 1995 Appropriations Act, Title II, under heading "Population, DA," and Sec. 518):**

a. Are any of the funds to be used for the performance of abortions as a method of family planning or to motivate or coerce any person to practice abortions? (Note that the term "motivate" does not include the provision, consistent with local law, of information or counseling about all pregnancy options including abortion.) No.

b. Are any of the funds to be used to pay for the performance of involuntary sterilization as a method of family planning or to coerce or provide any financial incentive to any person to undergo sterilizations? No.

c. Are any of the funds to be made available to any organization or program which, as determined by the President, supports or participates in the management of a program of coercive abortion or involuntary sterilization? No.

d. Will funds be made available only to voluntary family planning projects which offer, either directly or through referral to, or information about access to, a broad range of family planning methods and services? (As a legal matter, DA only.) Not applicable.

e. In awarding grants for natural family planning, will any applicant be discriminated against because of such applicant's religious or conscientious commitment to offer only natural family planning? (As a legal matter, DA only.) **Not applicable.**

f. Are any of the funds to be used to pay for any biomedical research which relates, in whole or in part, to methods of, or the performance of, abortions or involuntary sterilization as a means of family planning? **No.**

g. Are any of the funds to be made available to any organization if the President certifies that the use of these funds by such organization would violate any of the above provisions related to abortions and involuntary sterilization? **No.**

16. **Cooperatives (FAA Sec. 111):** Will assistance help develop cooperatives, especially by technical assistance, to assist rural and urban poor to help themselves toward a better life? **No.**

17. **U.S.-Owned Foreign Currencies**

a. **Use of Currencies (FAA Secs. 612(b) & 636(h); FY 1995 Appropriations Act Secs. 503 & 505):** Are steps being taken to assure that, to the maximum extent possible, foreign currencies owned by the U.S. are utilized in lieu of dollars to meet the cost of contractual and other services. **The U.S. does not own excess Cambodian currency.**

b. **Release of Currencies (FAA Sec. 612(d)):** Does the U.S. own excess foreign currency of the country? **No.** If so, what arrangements have been made for its release? **Not applicable.**

18. **Procurement**

a. **Small Business (FAA Sec. 602(a)):** Are there arrangements to permit U.S. small business to participate equitably in the furnishing of commodities and services financed? **Yes.**

b. **U.S. Procurement (FAA Sec. 604(a)):** Will all procurement be from the U.S., the recipient country, or developing countries except as otherwise determined in accordance with the criteria of this section? **Yes.**

c. **Marine Insurance (FAA Sec. 604(d)):** If the cooperating country discriminates against marine insurance companies authorized to do business in the U.S., will commodities be insured in the United States against marine risk with such a company? **Yes.**

d. **Insurance (FY 1995 Appropriations Act Sec. 531):** Will any A.I.D. contract and solicitation, and subcontract entered into under such contract, include a clause requiring that U.S. insurance companies have a fair opportunity to bid for insurance when such insurance is necessary or appropriate? **Yes.**

e. **Non-U.S. Agricultural Procurement (FAA Sec. 604(e)):** If non-U.S. procurement of agricultural commodity or product thereof is to be financed, is there

than parity? (Exception where commodity financed could not reasonably be procured in U.S.) **Not applicable.**

f. **Construction or Engineering Services (FAA Sec. 604(g)):** Will construction or engineering services be procured from firms of advanced developing countries which are otherwise eligible under Code 941 and which have attained a competitive capability in international markets in one of these areas? (Exception for those countries which receive direct economic assistance under the FAA and permit United States firms to compete for construction or engineering services financed from assistance programs of these countries.) **No.**

g. **Cargo Preference Shipping (FAA Sec. 603):** Is the shipping excluded from compliance with the requirement in section 901(b) of the Merchant Marine Act of 1936, as amended, that at least 50 percent of the gross tonnage of commodities (computed separately for dry bulk carriers, dry cargo liners, and tankers) financed shall be transported on privately owned U.S. flag commercial vessels to the extent such vessels are available at fair and reasonable rates? **Yes. A blanket determination of non-availability of U.S. flag vessels was approved by the Director of the Office of Procurement on March 27, 1995 and is valid for one year.**

h. **Technical Assistance (FAA Sec. 621(a)):** If technical assistance is financed, will such assistance be furnished by private enterprise on a contract basis to the fullest extent practicable? **Yes.** Will the facilities and resources of other Federal agencies be utilized, when they are particularly suitable, not competitive with private enterprise, and made available without undue interference with domestic programs? **Yes.**

i. **U.S. Air Carriers (International Air Transportation Fair Competitive Practices Act, 1974):** If air transportation of persons or property is financed on grant basis, will U.S. carriers be used to the extent such service is available? **Yes.**

j. **Consulting Services (FY 1995 Appropriations Act Sec. 559):** If assistance is for consulting services through procurement contract pursuant to 5 U.S.C. 3109, are contract expenditures a matter of public record and available for public inspection (unless otherwise provided by law or Executive order)? **Yes.**

k. **Competitive Selection Procedures (FAA Sec. 601(e)):** Will the assistance utilize competitive selection procedures for the awarding of contracts, except where applicable procurement rules allow otherwise? **Yes.**

l. **Notice Requirement (FY 1995 Appropriations Act Sec. 568):** Will project agreements or contracts contain notice consistent with FAA section 604(a) and with the sense of Congress that to the greatest extent practicable equipment and products purchased with appropriated funds should be American-made? **Yes.**

19. Construction

a. **Capital Project (FAA Sec. 601(d)):** If capital (e.g., construction) project, will U.S. engineering and professional services be used? **U.S. engineering and professional services will be used to the maximum extent practicable for the small-scale construction activities contemplated under the project.**

d. **Construction Contract (FAA Sec. 611(c))**: If contracts for construction are to be financed, will they be let on a competitive basis to maximum extent practicable? Yes.

c. **Large Projects, Congressional Approval (FAA Sec. 620(k))**: If for construction of productive enterprise, will aggregate value of assistance to be furnished by the U.S. not exceed \$100 million (except for productive enterprises in Egypt that were described in the Congressional Presentation), or does assistance have the express approval of Congress? Not applicable.

20. **U.S. Audit Rights (FAA Sec. 301(d))**: If fund is established solely by U.S. contributions and administered by an international organization, does Comptroller General have audit rights? Not applicable.

21. **Communist Assistance (FAA Sec. 620(h))**. Do arrangements exist to insure that United States foreign aid is not used in a manner which, contrary to the best interests of the United States, promotes or assists the foreign aid projects or activities of the Communist-bloc countries? Yes.

22. **Narcotics**

a. **Cash Reimbursements (FAA Sec. 483)**: Will arrangements preclude use of financing to make reimbursements, in the form of cash payments, to persons whose illicit drug crops are eradicated? Yes.

b. **Assistance to Narcotics Traffickers (FAA Sec. 487)**: Will arrangements take "all reasonable steps" to preclude use of financing to or through individuals or entities which we know or have reason to believe have either: (1) been convicted of a violation of any law or regulation of the United States or a foreign country relating to narcotics (or other controlled substances); or (2) been an illicit trafficker in, or otherwise involved in the illicit trafficking of, any such controlled substance? Yes.

23. **Expropriation and Land Reform (FAA Sec. 620(g))**: Will assistance preclude use of financing to compensate owners for expropriated or nationalized property, except to compensate foreign nationals in accordance with a land reform program certified by the President? Yes.

24. **Police and Prisons (FAA Sec. 660)**: Will assistance preclude use of financing to provide training, advice, or any financial support for police, prisons, or other law enforcement forces, except for narcotics programs? Yes.

25. **CIA Activities (FAA Sec. 662)**: Will assistance preclude use of financing for CIA activities? Yes.

26. **Motor Vehicles (FAA Sec. 636(i))**: Will assistance preclude use of financing for purchase, sale, long-term lease, exchange or guaranty of the sale of motor vehicles manufactured outside U.S., unless a waiver is obtained? Yes.

27. **Export of Nuclear Resources (FY 1995 Appropriations Act Sec. 506)**: Will assistance preclude use of financing to finance --except for purposes of nuclear

28. **Publicity or Propaganda (FY 1995 Appropriations Act Sec. 554):** Will assistance be used for publicity or propoganda purposes designed to support or defeat legislation pending before Congress, to influence in any way the outcome of a political election in the United States, or for any publicity or propoganda purposes not authorized by Congress? No.

29. **Exchange for Prohibited Act (FY 1995 Appropriations Act Sec. 533):** Will any assistance be provided to any foreign government (including any instrumentality or agency thereof), foreign person, or United States person in exchange for that foreign government or person undertaking any action which is, if carried out by the United States Government, a United States official or employee, expressly prohibited by a provision of United States law? No.

30. **Commitment of Funds (FAA Sec. 635(h)):** Does a contract or agreement entail a commitment for the expenditure of funds during a period in excess of 5 years from the date of the contract or agreement? No.

31. **Impact on U.S. Jobs (FY 1995 Appropriations Act Sec. 545):**

a. Will any financial incentive be provided to a business located in the U.S. for the purpose of inducing that business to relocate outside the U.S. in a manner that would likely reduce the number of U.S. employees of that business? No.

b. Will assistance be provided for the purpose of establishing or developing an export processing zone or designated area in which the country's tax, tariff, labor, environment, and safety laws do not apply? No. If so, has the President determined and certified that such assistance is not likely to cause a loss of jobs within the U.S.? Not applicable.

c. Will assistance be provided for a project or activity that contributes to the violation of internationally recognized workers rights, as defined in section 502(a)(4) of the Trade Act of 1974, of workers in the recipient country, or will assistance be for the informal sector, micro or small-scale enterprise, or smallholder agriculture? No.

B. CRITERIA APPLICABLE TO DEVELOPMENT ASSISTANCE ONLY

1. **Agricultural Exports (Bumpers Amendment) (FY 1995 Appropriations Act Sec. 513(b), as interpreted by conference report for original enactment):** If assistance is for agricultural development activities (specifically, any testing or breeding feasibility study, variety improvement or introduction, consultancy, publication, conference, or training), are such activities: (1) specifically and principally designed to increase agricultural exports by the host country to a country other than the United States, where the export would lead to direct competition in that third country with exports of a similar commodity grown or produced in the United States, and can the activities reasonably be expected to cause substantial injury to U.S. exporters of a similar agricultural commodity; or (2) in support of research that is intended primarily to benefit U.S. producers? Not applicable.

2. **Tied Aid Credits (FY 1995 Appropriations Act, Title II, under heading**

3. **Appropriate Technology (FAA Sec. 107):** Is special emphasis placed on use of appropriate technology (defined as relatively smaller, cost-saving, labor-using technologies that are generally most appropriate for the small farms, small businesses, and small incomes of the poor)? Not applicable.

4. **Indigenous Needs and Resources (FAA Sec. 281(b)):** Describe extent to which the activity recognizes the particular needs, desires, and capacities of the people of the country; utilizes the country's intellectual resources to encourage institutional development; and supports civic education and training in skills required for effective participation in governmental and political processes essential to self-government. The project will facilitate qualitative improvements in primary education through teacher training and development of "cluster schools" in the large majority of the more heavily populated areas of Cambodia. Other modes of teacher training will be used for the less densely-populated regions of the country, however, both teacher training methodologies will maximize use of government staff to conduct actual training. Cambodia's children will benefit from this assistance as they will have a more solid foundation upon which to build and will be more likely to continue their studies. Ultimately, the entire country will benefit as its work force will be better trained--and more trainable--to participate in Cambodia's emerging economy.

5. **Economic Development (FAA Sec. 101(a)):** Does the activity give reasonable promise of contributing to the development of economic resources, or to the increase of productive capacities and self-sustaining economic growth? Yes.

6. **Special Development Emphases (FAA Secs. 102(b), 113, 281(a)):** Describe extent to which activity will: (a) effectively involve the poor in development by extending access to economy at local level, increasing labor-intensive production and the use of appropriate technology, dispersing investment from cities to small towns and rural areas, and insuring wide participation of the poor in the benefits of development on a sustained basis, using appropriate U.S. institutions; (b) encourage democratic private and local governmental institutions; (c) support the self-help efforts of developing countries; (d) promote the participation of women in the national economies of developing countries and the improvement of women's status; and (e) utilize and encourage regional cooperation by developing countries. The project will: (a) Improve the quality of primary education provided to all children throughout Cambodia. This will be achieved using a tested teacher training methodology and linking it to a tested and low-cost delivery means (cluster schools). (b) Improve democratic governance by assisting the MoEYS to undertake its stated policy of decentralization and devolving as much authority as possible to teachers and school administrators at the school, district, and provincial levels. (c) Support the RCG's stated policy of quality improvements in primary education and improving access to all Cambodia's children by the year 2000. (d) Provide training to all primary school teachers in Cambodia, some 30% of whom (out of 45,000+) are women, and emphasize increasing primary school enrollment of girls.

7. **Recipient Country Contribution (FAA Secs. 110, 124(d)):** Will the recipient country provide at least 25 percent of the costs of the program, project, or activity with respect to which the assistance is to be furnished (or is the latter cost-sharing requirement being waived for a "relatively least developed" country)? Cambodia is an RLDC. A waiver of Sec. 110 was approved by the DAA/ANE on July 27, 1995.

8. **Benefit to Poor Majority (FAA Sec. 128(b)):** If the activity attempts to increase the institutional capabilities of private organizations or the government of the country, or if it attempts to stimulate scientific and technological research, has it been designed and will it be monitored to ensure that the ultimate beneficiaries are the poor majority? Yes.

9. **Contract Awards (FAA Sec. 601(e)):** Will the project utilize competitive selection procedures for the awarding of contracts, except where applicable procurement rules allow otherwise? Yes.

10. **Disadvantaged Enterprises (FY 1995 Appropriations Act Sec. 555):** What portion of the funds will be available only for activities of economically and socially disadvantaged enterprises, historically black colleges and universities, colleges and universities having a student body in which more than 40 percent of the students are Hispanic Americans, and private and voluntary organizations which are controlled by individuals who are black Americans, Hispanic Americans, or Native Americans, or who are economically or socially disadvantaged (including women)? Approximately 10% of awards (by dollar value) will be recommended for disadvantaged enterprises.

11. **Biological Diversity (FAA Sec. 119(g)):** Will the assistance: (a) support training and education efforts which improve the capacity of recipient countries to prevent loss of biological diversity; (b) be provided under a long-term agreement in which the recipient country agrees to protect ecosystems or other wildlife habitats; (c) support efforts to identify and survey ecosystems in recipient countries worthy of protection; or (d) by any direct or indirect means significantly degrade national parks or similar protected areas or introduce exotic plants or animals into such areas? (Note new special authority for biodiversity activities contained in section 547(b) of the FY 1995 Appropriations Act.) The project may include training related to biological diversity. No, with respect to (b)-(d). No.

12. **Tropical Forests (FAA Sec. 118; FY 1991 Appropriations Act Sec. 533(c) as referenced in section 532(d) of the FY 1993 Appropriations Act):**

a. **A.I.D. Regulation 16:** Does the assistance comply with the environmental procedures set forth in A.I.D. Regulation 16? Yes.

b. **Conservation:** Does the assistance place a high priority on conservation and sustainable management of tropical forests? Specifically, does the assistance, to the fullest extent feasible: (1) stress the importance of conserving and sustainably managing forest resources; (2) support activities which offer employment and income alternatives to those who otherwise would cause destruction and loss of forests, and help countries identify and implement alternatives to colonizing forested areas; (3) support training programs, educational efforts, and the establishment or strengthening of institutions to improve forest management; (4) help end destructive slash-and-burn agriculture by supporting stable and productive farming practices; (5) help conserve forests which have not yet been degraded by helping to increase production on lands already cleared or degraded; (6) conserve forested watersheds and rehabilitate those which have been deforested; (7) support training, research, and other actions which lead to sustainable and more environmentally sound practices for timber harvesting, removal, and processing; (8) support research to expand knowledge of tropical forests and identify alternatives

diversity in forest areas by supporting efforts to identify, establish, and maintain a representative network of protected tropical forest ecosystems on a worldwide basis, by making the establishment of protected areas a condition of support for activities involving forest clearance or degradation, and by helping to identify tropical forest ecosystems and species in need of protection and establish and maintain appropriate protected areas; (10) seek to increase the awareness of U.S. Government agencies and other donors of the immediate and long-term value of tropical forests; (11) utilize the resources and abilities of all relevant U.S. government agencies; (12) be based upon careful analysis of the alternatives available to achieve the best sustainable use of the land; and (13) take full account of the environmental impacts of the proposed activities on biological diversity?

No.

c. **Forest degradation:** Will assistance be used for: (1) the procurement or use of logging equipment, unless an environmental assessment indicates that all timber harvesting operations involved will be conducted in an environmentally sound manner and that the proposed activity will produce positive economic benefits and sustainable forest management systems; (2) actions which will significantly degrade national parks or similar protected areas which contain tropical forests, or introduce exotic plants or animals into such areas; (3) activities which would result in the conversion of forest lands to the rearing of livestock; (4) the construction, upgrading, or maintenance of roads (including temporary haul roads for logging or other extractive industries) which pass through relatively undergraded forest lands; (5) the colonization of forest lands; or (6) the construction of dams or other water control structures which flood relatively undergraded forest lands, unless with respect to each such activity an environmental assessment indicates that the activity will contribute significantly and directly to improving the livelihood of the rural poor and will be conducted in an environmentally sound manner which supports sustainable development? No.

d. **Sustainable forestry:** If assistance relates to tropical forests, will project assist countries in developing a systematic analysis of the appropriate use of their total tropical forest resources, with the goal of developing a national program for sustainable forestry? Not applicable.

e. **Environmental impact statements:** Will funds be made available in accordance with provisions of FAA Section 117(c) and applicable A.I.D. regulations requiring an environmental impact statement for activities significantly affecting the environment? Yes.

13. **Energy (FY 1991 Appropriations Act Sec. 533(c) as referenced in section 532(d) of the FY 1993 Appropriations Act):** If assistance relates to energy, will such assistance focus on: (a) end-use energy efficiency, least-cost energy planning, and renewable energy resources, and (b) the key countries where assistance would have the greatest impact on reducing emissions from greenhouse gases? Not applicable.

14. **Debt-for-Nature Exchange (FAA Sec. 463):** If project will finance a debt-for-nature exchange, describe how the exchange will support protection of: (a) the world's oceans and atmosphere, (b) animal and plant species, and (c) parks and reserves; or describe how the exchange will promote: (d) natural resource management, (e) local conservation programs, (f) conservation training programs, (g) public commitment to

15. **Deobligation/Reobligation (FY 1995 Appropriations Act Sec. 510):** If deob/reob authority is sought to be exercised in the provision of DA assistance, are the funds being obligated for the same general purpose, and for countries within the same region as originally obligated, and have the House and Senate Appropriations Committees been properly notified? **Not applicable.**

16. **Loans**

a. **Repayment capacity (FAA Sec. 122(b)):** Information and conclusion on capacity of the country to repay the loan at a reasonable rate of interest. **Not applicable.**

b. **Long-range plans (FAA Sec. 122(b)):** Does the activity give reasonable promise of assisting long-range plans and programs designed to develop economic resources and increase productive capacities? **Not applicable.**

c. **Interest rate (FAA Sec. 122(b)):** If development loan is repayable in dollars, is interest rate at least 2 percent per annum during a grace period which is not to exceed ten years, and at least 3 percent per annum thereafter? **Not applicable.**

d. **Exports to United States (FAA Sec. 620(d)):** If assistance is for any productive enterprise which will compete with U.S. enterprises, is there an agreement by the recipient country to prevent export to the U.S. of more than 20 percent of the enterprise's annual production during the life of the loan, or has the requirement to enter into such an agreement been waived by the President because of a national security interest? **Not applicable.**

17. **Development Objectives (FAA Secs. 102(a), 111, 113, 281(a)):** Extent to which activity will: (1) effectively involve the poor in development, by expanding access to economy at local level, increasing labor-intensive production and the use of appropriate technology, spreading investment out from cities to small towns and rural areas, and insuring wide participation of the poor in the benefits of development on a sustained basis, using the appropriate U.S. institutions; (2) help develop cooperatives, especially by technical assistance, to assist rural and urban poor to help themselves toward better life, and otherwise encourage democratic private and local governmental institutions; (3) support the self-help efforts of developing countries; (4) promote the participation of women in the national economies of developing countries and the improvement of women's status; and (5) utilize and encourage regional cooperation by developing countries? **See answer to paragraph 6 of this Part B.**

18. **Agriculture, Rural Development and Nutrition, and Agricultural Research (FAA Secs. 103 and 103A):**

a. **Rural poor and small farmers:** If assistance is being made available for agriculture, rural development or nutrition, describe extent to which activity is specifically designed to increase productivity and income of rural poor: or if assistance is being made available for agricultural research, has account been taken of the needs of small farmers, and extensive use of field testing to adapt basic research to local conditions shall be made. **Not applicable.**

nutrition of the people of developing countries through encouragement of increased production of crops with greater nutritional value; improvement of planning, research, and education with respect to nutrition, particularly with reference to improvement and expanded use of indigenously produced foodstuffs; and the undertaking of pilot or demonstration programs explicitly addressing the problem of malnutrition of poor and vulnerable people. **Not applicable.**

c. **Food security:** Describe extent to which activity increases national food security by improving food policies and management and by strengthening national food reserves, with particular concern for the needs of the poor, through measures encouraging domestic production, building national food reserves, expanding available storage facilities, reducing post harvest food losses, and improving food distribution. **Not applicable.**

19. **Population and Health (FAA Secs. 104(b) and (c)):** If assistance is being made available for population or health activities, describe extent to which activity emphasizes low-cost, integrated delivery systems for health, nutrition and family planning for the poorest people, with particular attention to the needs of mothers and young children, using paramedical and auxiliary medical personnel, clinics and health posts, commercial distribution systems, and other modes of community outreach. **Not applicable.**

20. **Education and Human Resources Development (FAA Sec. 105):** If assistance is being made available for education, public administration, or human resource development, describe (a) extent to which activity strengthens nonformal education, makes formal education more relevant, especially for rural families and urban poor, and strengthens management capability of institutions enabling the poor to participate in development; and (b) extent to which assistance provides advanced education and training of people of developing countries in such disciplines as are required for planning and implementation of public and private development activities. **(a) The project specifically aims to improve the quality of primary education throughout the country; as such, it will provide more quality education for all of Cambodia's families, rural and urban alike. (b) Not applicable.**

21. **Energy, Private Voluntary Organizations, and Selected Development Activities (FAA Sec. 106):** If assistance is being made available for energy, private voluntary organizations, and selected development problems, describe extent to which activity is:

a. concerned with data collection and analysis, the training of skilled personnel, research on and development of suitable energy sources, and pilot projects to test new methods of energy production; and facilitative of research on and development and use of small-scale, decentralized, renewable energy sources for rural areas, emphasizing development of energy resources which are environmentally acceptable and require minimum capital investment: **Not applicable.**

b. concerned with technical cooperation and development, especially with U.S. private and voluntary, or regional and international development, organizations: **Not applicable.**

c. research into, and evaluation of, economic development processes and techniques; **Not applicable.**

d. reconstruction after natural or manmade disaster and programs of disaster preparedness; **Not applicable.**

e. for special development problems, and to enable proper utilization of infrastructure and related projects funded with earlier U.S. assistance; **Not applicable.**

f. for urban development, especially small, labor-intensive enterprises, marketing systems for small producers, and financial or other institutions to help urban poor participate in economic and social development. **Not applicable.**

22. **Capital Projects (Jobs Through Export Act of 1992, Secs. 303 and 306(d)):** If assistance is being provided for a capital project, is the project developmentally sound and will the project measurably alleviate the worst manifestations of poverty or directly promote environmental safety and sustainability at the community level? **Not applicable.**

C. CRITERIA APPLICABLE TO ECONOMIC SUPPORT FUNDS ONLY

1. **Economic and Political Stability (FAA Sec. 531(a)):** Will this assistance promote economic and political stability? **Yes.** To the maximum extent feasible, is this assistance consistent with the policy directions, purposes, and programs of Part I of the FAA? **Yes.**

2. **Military Purposes (FAA Sec. 531(e)):** Will this assistance be used for military or paramilitary purposes? **No.**

3. **Commodity Grants/Separate Accounts (FAA Sec. 609):** If commodities are to be granted so that sale proceeds will accrue to the recipient country, have Special Account (counterpart) arrangements been made? (For FY 1995, this provision is superseded by the separate account requirements of FY 1995 Appropriations Act Sec. 536(a), see Sec. 536(a)(5).) **Superseded.**

4. **Generation and Use of Local Currencies (FAA Sec. 531(d)):** Will ESF funds made available for commodity import programs or other program assistance be used to generate local currencies? If so, will at least 50 percent of such local currencies be available to support activities consistent with the objectives of FAA sections 103 through 106? (For FY 1995, this provision is superseded by the separate account requirements of FY 1995 Appropriations Act Sec. 536(a), see Sec. 536(a)(5).) **Superseded.**

5. **Capital Projects (Jobs Through Exports Act of 1992, Sec. 306):** If assistance is being provided for a capital project, will the project be developmentally-sound and sustainable, i.e., one that is (a) environmentally sustainable, (b) within the financial capacity of the government or recipient to maintain from its own resources, and (c) responsive to a significant development priority initiated by the country to which assistance is being provided. (Please note the definition of "capital project" contained in section 595 of the FY 1993 Appropriations Act. Note, as well, that although a

provision applies to, among other things, 2-year ESF funds which could be obligated in FY 94.) Not applicable.

D. Borrower/Grantee Request for Assistance

There is no "formal" request for assistance, i.e., a letter from the Royal Cambodian Government to USAID. However, there was a general request made by the RCG, namely the two Co-Prime Ministers, to all donors, to support the entire education sector. This "request" was made at the Donor Roundtable on Education held in Phnom Penh on December 7-8, 1994.

The following page is a copy of the foreword to the report emanating from the Donor Roundtable on Education,¹⁶ signed by Co-Prime Ministers H.R.H. Norodom Ranariddh (First Prime Minister) and H.E. Hun Sen (Second Prime Minister). USAID considers this general request sufficient to indicate the RCG's desire to have donor assistance in the education sector.

Foreword

This plan presents the Government's medium-term investment programme in basic education. It demonstrates Government's commitment to improving the overall quality of schooling, to increasing access to schooling throughout the country, and to strengthening the entire system of planning, management and quality assurance for the education sector.

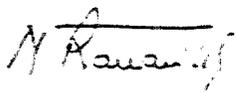
Preparation of this plan demonstrates Government's determination to address the human resource development needs of the country in a systematic yet dynamic fashion. The needs of the education sector are enormous, so choices have had to be made and realistic implementation strategies selected to address the urgency of the situation.

Since the beginning of this year Government has given particular attention to the need to reform the public education sector. We have gradually clarified our agenda for the period 1995-2000, through a process which began with national consultations, followed by detailed situational analyses and technical recommendations. Subsequent inter-agency discussions and advice have contributed to this plan which represents a clearly articulated Government position on the way forward. Government appreciates the donor assistance in this policy development and planning process.

This medium term plan calls for development financing in the order of US\$ 150 million for basic education. Additional assistance will be required for the other sub-sectors. The government accords high priority to education sector development and is committed to providing additional resources to the sector. The Government intends to increase the budgetary share for education from around 9% in 1994 to at least 15% by the year 2000.

External assistance will be required in order to implement this necessary programme of reform. Therefore, we present our investment plan to the donor community at the Education Round Table on December 7, 1994, co-hosted by the Council for the Development of Cambodia and the Ministry of Education, Youth and Sport. This plan will form part of our presentation on national human resource development needs at ICORC 1995.

We trust that our vision for medium term education reform will be shared with our development partners.



H. R. H. Norodom Ranariddh
First Prime Minister

December 1994



H. E. Hun Sen
Second Prime Minister

December 1994

E. FAA, Section 611(e) Certifications

Section 611(e) of the Foreign Assistance Act of 1961, as amended ("FAA" or "Act") provides:

"(e) In addition to any other requirements of this section, no assistance authorized under titles I, II, or IV of chapter two or chapter 4 of part I of this Act shall be furnished with respect to any capital assistance project estimated to cost in excess of \$1,000,000 until the head of the agency primarily responsible for administering part I of the Act has received and taken into consideration a certification from the principal officer of such agency in the country in which the project is located as to the capability of the country (both financial and human resources) to effectively maintain and utilize the project taking into account among other things the maintenance and utilization of projects in such country previously financed or assisted by the United States."

USAID Handbook 3 (Project Assistance), Chapter 3, Appendix 3L describes the process by which such certifications are made; the process is followed below. Appendix 3L also indicates that the AID Representative in the country in which the assistance is to be provided is the appropriate individual to make this certification.

Project Description: The Cambodia Assistance to Primary Education (CAPE) project seeks to facilitate qualitative improvements in primary education through teacher training and development of "cluster schools" in the large majority of the more heavily populated areas of Cambodia (other types of teacher training will be used for the less densely-populated regions of the country).

As part of the cluster school development, a some \$3 million (approximately \$7,500/school) will be provided for the rehabilitation/construction of "resource centers" at the cluster's core school. The structures will serve as a library for primary school children, a central store for learning/teaching aids, as well as a meeting room for teacher training activities. Each structure will follow a standard RCG-approved design (8 meters x 9 meters) and will be made with local materials (wood, local bricks, etc.), as available, using local labor as a community's "in-kind" contribution to the project. Some 375 resource centers located throughout the country are planned to be financed during the project's seven-year life.

Financial and Human Resources Capacity of the Country to Maintain and Utilize the Project: Cambodia is emerging from over two decades of internal strife and civil war. The Royal Cambodian Government (RCG), which was established following the UN-supervised elections in May 1993, remains weak. Because the needs of the country are so great and process of nation-building so challenging, the types of assistance to be provided to the country must be carefully developed so as to be within the government's ability to manage.

For this reason, low-technology/low-maintenance structures were considered for project financing. They can be made using local materials and using local labor. Heavy equipment will not be required. As every school district in Cambodia has a school maintenance committee (also responsible for school construction), the project will tap into

this resource during project implementation for rehabilitation/construction of the cluster school resource centers.

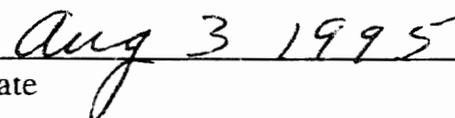
Maintenance and Utilization of projects in the country previously financed or assisted by the United States: USAID has had limited experience with the RCG regarding maintenance and utilization of projects. USAID/Cambodia's program was only just reestablished in 1993, and the nature of the program was to work primarily through NGOs. Because of the strength of the NGO community working in Cambodia, this mode of delivering assistance will likely continue for the medium term. There will be moves in the future to work more closely with the RCG, and in fact, the CAPE project is an example of a project that will work through NGOs, but will have closer working relationships with the RCG than had been the case in the past.

Because of this emerging relationship, the project will still rely on the strong management and accountability skills of NGOs. It will work to strengthen the capacities of Cambodian counterparts, ensuring that the assistance provided by this project are properly utilized and maintained by the country.

Certification: By signing below, I hereby certify that Cambodia has both the financial and human resources capacity to effectively maintain and utilize the Cambodia Assistance to Primary Education (CAPE) Project.



Joseph B. Goodwin
USAID Representative
USAID/Cambodia



Date

F. Project Analyses

1. Technical Analysis

a. Historical Background

The devastation experienced by the Cambodian educational system during the Pol Pot era is well documented. The reconstruction period and rapid expansion of the education system after 1979 are also well-known. For purposes of understanding the rationale for the Cambodia Assistance to Primary Education Project (CAPE), it is important to focus on more recent developments in the period since 1990. With the expectation of peace and significant development assistance in the near future, the then State of Cambodia began to think more systematically about shifting its focus from quantitative expansion of the primary education sector to more qualitative concerns. The first Ministry plan outlining such improvements was written in November, 1990 and entitled Perspectives for Quality Improvement of Teacher Education. This plan was written with assistance from Dr. J. Ratnaike, a long-time consultant to the Ministry. This quality improvement plan was significant in that it contains the first mention of cluster schools as a major strategy through which to improve the quality of primary school instruction. In spite of the change in government in 1993, the Royal Cambodian Government still recognizes this plan as a seminal planning document.

Since 1990, a number of donors, principally UNICEF and Redd Barna Cambodia, have funded several MoEYS demonstration pilots involving models of in-service training (e.g., Save the Children Fund Australia's project in Kandal Province) as well as a number of cluster school pilots in 7 provinces. Those provinces hosting cluster school pilots include Takeo, Battambang, Banteay Meanchey, and Stung Treng which are funded by UNICEF as well as pilots in Kompong Cham, Phnom Penh, and Siem Reap which are funded by Redd Barna Cambodia. UNICEF has had a significant presence at the policy making level and has assisted the MoEYS in setting up a National Cluster School Committee to oversee the development of pilots as well as a number of other technical committees to support curriculum development, baseline testing of pilot schools, and the documentation of teacher competencies.

USAID involvement in providing assistance to the primary education sector began as a result of interest in expanding the in-service training model being implemented by SCFA in Kandal Province (the "Kandal Model"). In 1993, UNICEF played a key role in facilitating discussions between MoEYS and USAID in this regard. Cluster school development was added to CAPE following a request from MoEYS as well as a recommendation of a technical team brought in from USAID/Washington. Jim Hoxeng and David Chapman were members of this team.

Since the decision by USAID to support working primary teacher training, however, assistance in the primary education sector has become very crowded. Along with UNICEF and Redd Barna have come even larger donors such as the European Union (Supervisor and Teacher Training, TTC Support, Social Studies Curriculum Development, Book Publishing) and UNESCO/UNDP (EMIS Development, Science Curriculum, School Mapping). With its shortage of personnel, the MoEYS has been greatly strained in coordinating all of this assistance. The fact that MoEYS would allow this sector to become so crowded in the first place demonstrates the government's loose

and a roundtable conference with donors have tried to reconcile and coordinate the various sources of donor assistance. Still, the reality remains that the Ministry is hard pressed to give adequate attention to all the competing demands of different donors. Counterparts are in very short supply.

The USAID decision to delay its assistance until 1996 has helped to ease the crush of aid to the primary education sector. Not only has this decision enabled USAID to put considerably more thought into the shape of the project design but it will allow project start up to coincide with the winding down of EU assistance (end of 1996).

b. Conceptual Framework of the Project

(1) Defining the Relationship Between the Project Purpose, Subgoal, and Goal

The immediate objective or purpose of CAPE is to improve the quality of primary education. It is hoped that quality improvements will lead to increments in internal efficiency which will in turn lead to the enhancement of access to primary education (Subgoal). In the long term, increments in the quality of primary education will hopefully lead to increments in the external efficiency of the education system including a more skilled work force, better qualified students at secondary and tertiary levels, and a more literate electorate (Goal). CAPE, therefore conceptualizes the relationship between project purpose and goals as follows:

Improvements in Quality → Improvements in Internal Efficiency → Increased Access
↓
Increased External Efficiency

In Cambodia today, it is known that one of the major impediments to improved quality is the large class sizes with which teachers must contend. Why are class sizes so large? An important reason is the low internal efficiency of the system, i.e., repetition and dropout rates are extremely high. The ADB states that overall repetition is about 25% but it is doubtlessly considerably higher in areas outside the larger urban areas exceeding 50% in some rural schools. Such high repetition rates in particular mean that nearly half of all the seats in any given school must be kept for repeaters which limits the ability of the school to accommodate new students. Yet new students continue to enroll with the result that class sizes grow even larger which in turn reduces the quality of learning even more. There is, thus, a vicious circle such that low quality leads to low efficiency (i.e., high repetition) which limits capacity which causes overcrowding which lowers quality and around it goes (see Figure I). The logical place to break this loop is to improve quality through a number of interventions identified in the project design. In this way, improved quality will hopefully lead to greater capacity which will enhance access, the project's subgoal. It is important to note, however, that quality improvement should precede access concerns.

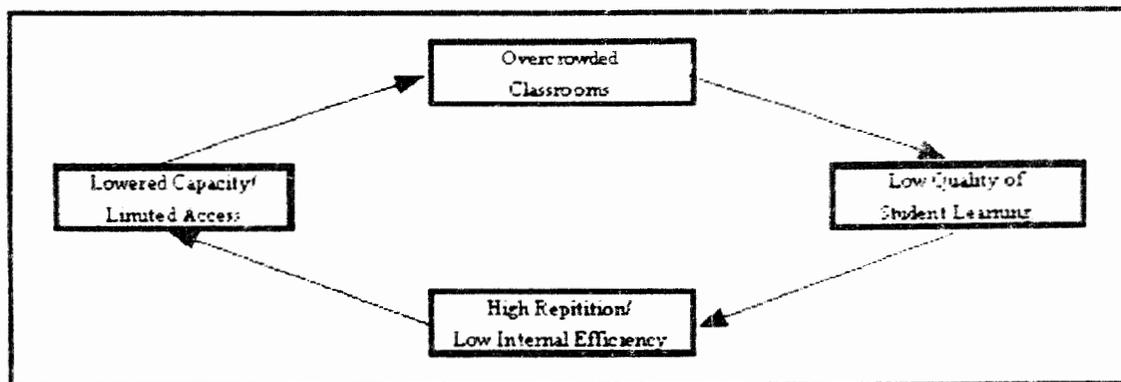


Figure 1 Using a Circular Path Analysis to Link Access and Quality

One caveat in the framework described above relates to the role of dropout in lowering internal efficiency of primary schools. Most of the discussion above relates to the role of repetition in limiting such efficiency which is in fact assumed to be the major factor.

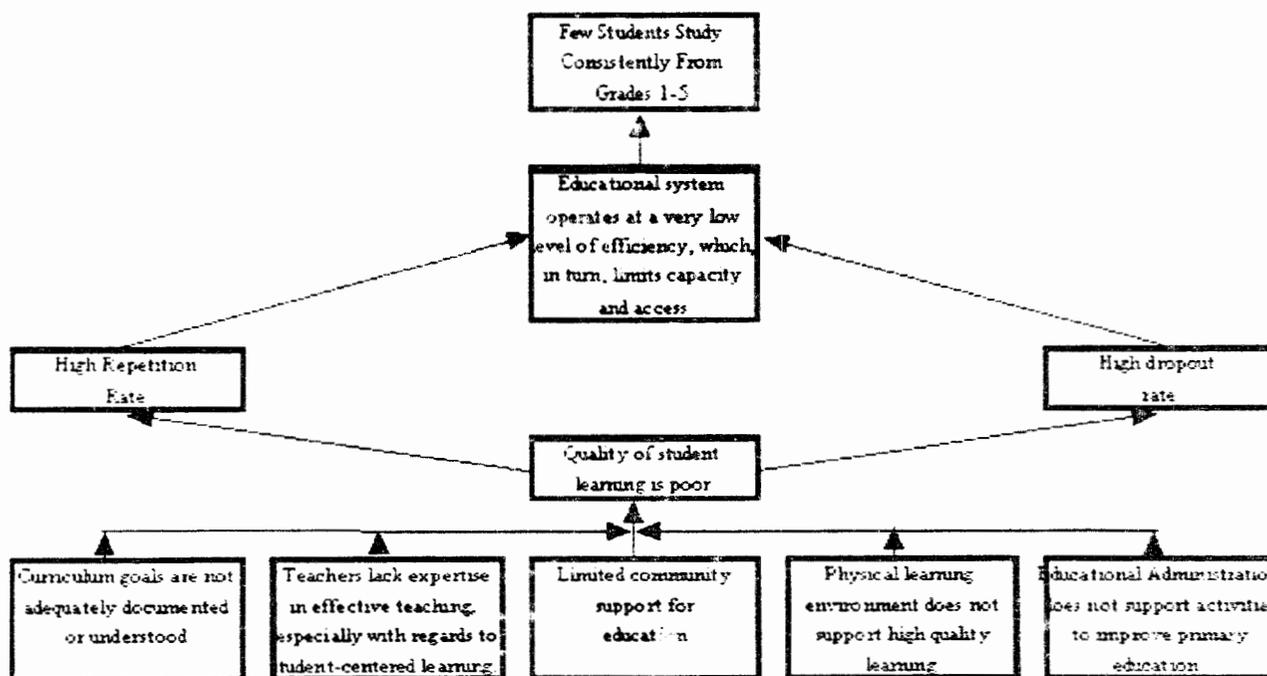


Figure 2 Problem Analysis for CAPE

Dropout plays a lesser though still important role (approximately 12% p.a.). Because dropout may be more sensitive to socio-economic factors within a child's home as opposed to those in the school, quality improvement as an outcome may not by itself produce the desired decline in dropout which the project expects. To be sure, dropout and quality are probably related in some way, but it would be fair to say that the former is more sensitive to factors external to the school. Given this premise, interventions in

reduce dropout. These observations are the primary rationale for the inclusion of community development activities relating to community education and outreach as part of the CAPE design.

(2) The Relationship of Interventions to the Project Purpose

One of the most important concerns during the formative stages of the CAPE design was ensuring outcomes relating to quality, efficiency, and access with an intervention limited primarily to in-service teacher training. Teacher proficiency in instruction is but one factor which contributes to the poor quality of student learning. Based on experience in other countries including the United States, it is known, for example, that providing training to teachers in the absence of administrative practices to support such inputs has rarely satisfied initial expectations. Thus, it can be seen that interventions such as training may be necessary to bring about quality improvement but are not sufficient by themselves to do so. Problem analyses in the primary education sector in Cambodia have highlighted 5 general causal factors each contributing to poor quality learning. These include a poorly defined curriculum, poor teacher proficiency, weak community support for education, an unsupportive physical learning environment, and weak administrative practices in schools (see Figure II above).

CAPE has tried to address the multi-causal nature of poor quality learning in primary schools by including in its design a strong cluster school theme in which in-service teacher training figures prominently but which also includes attention to other contributory factors identified in the problem analysis. Integrating teacher training in a cluster school framework gives CAPE a better chance of realizing its stated objectives. This is because cluster schools as they have been conceived in several pilots throughout the country in the last several years deal with the issue of low educational quality in a holistic fashion. Some of the functions which clusters can be expected to perform in this regard include capacity building, improved accountability of teachers and headmasters, resource sharing, community involvement, and generally improved administrative practices.

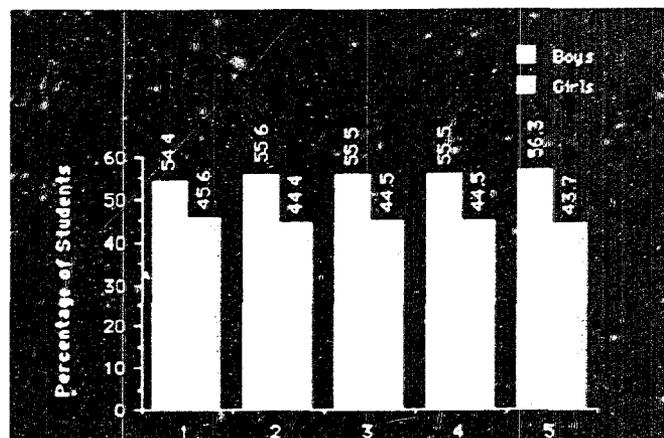
For those problems which CAPE can not fully address, donor coordination will be necessary. In this respect, interventions relating to curriculum reform have largely been undertaken by UNICEF with some assistance from UNESCO and EU. Improvements in the physical learning environment will be partially addressed by USAID (provision of resource centers, libraries, and educational supplies) but also by the World Bank (classroom construction) and the EU (provision of classroom furniture, textbook publication).

(3) Gender Dimensions in CAPE's Design

The ADB sector review notes that the primary gender related problem in the primary education sector is not that girls are more likely to repeat a class than boys but that they enter primary school in Grade 1 in fewer numbers. After having entered the primary education system, they maintain a relatively constant proportion throughout (see Figure III). In the 1993-4 academic year, 44.8% of total primary school enrollment was comprised of girls as compared to an overall representation in the age group of 6-15 years old of 49.7%. To be sure, individual provinces do differ in their sex ratios with provinces such as Banteaykiri showing an enrollment rate of only 28% for girls. The point

to be made, however, is that in general terms, girls do not seem more likely to suffer from repetition or drop-out than boys.

In view of the above, the primary intervention to remedy underrepresentation of girls in primary schools is not through quality improvement activities but through measures which will enable girls to enroll in Grade 1 in greater numbers than is currently the case. Traditionally, such measures have included developing smaller school catchment areas in remote areas, instituting flexible study hours to accommodate those times during the day or the year when young girls might be busiest, scholarships, and community education which encourages parents to send their daughters to school. As a quality improvement project, CAPE will not be able to be active in all of these areas but does intend to actively support community education which promotes the enrollment of girls. Provinces with the lowest enrollment rates for girls will especially be targeted for such interventions. Given that the underrepresentation of girls in primary school is not great, it is hoped that such modest activities will be enough to help equalize the small demographic imbalances described above.



(4) Critical Assumptions Relating to Demand for Primary Education

In the early planning stages of CAPE, there were some concerns that increases in internal efficiency might not be matched by an adequate demand for primary education. These concerns, however, were not really found to be justified in the current enrollment situation in Cambodia. Indeed, total primary school enrollment has grown by 70% in the last 15 years. Many provinces are reporting an explosion in student-teacher ratios due to an inability to accommodate in-coming students. This is especially true in the lowland provinces where enrollment rates are highest. Thus, the problem does not seem to be one of inadequate demand but of a system which at every level is being overwhelmed by increasing enrollment. Given this background, it seems reasonable for CAPE to stress quality improvements in its design so that internal efficiency and by extension capacity and access can be augmented as quickly as possible. If anything, it may even be necessary for CAPE to encourage a government policy of limited access in the short term so as to help the school system get a grip on manageable class sizes.

(5) Increasing Access and Enrollment

Improvements in educational quality and enrollment are assumed to lead to greater rates of enrollment. While this is a reasonable assumption, it may be difficult to measure increments in the gross enrollment ratio due to major omissions in the availability of demographic data on the population of children aged 6-11 years old. This partly explains a tremendous divergence between a stated gross enrollment ratio of 114% by the ADB and another estimate of only 83% in the government's report to the Conference on Education for All in Myanmar. In addition, figures where they are available are distorted by the extensive registration of under and over age children as well as population

c. **Principal Outputs and Strategies To Be Pursued**

Principal outputs needed to bring about improvements in the quality of learning correspond with the 5 causal factors associated with poor learning outcomes noted in the problem analysis. Needed outputs include improved curricula and teaching, greater community involvement in education, a more supportive physical learning environment, and better administrative practices in schools. As noted earlier, USAID can not be involved in implementing all of these outputs (e.g., curriculum reform), but the design team has tried at least to be aware of them because their implementation or non-implementation will have an effect on CAPE's success or failure as an intervention. In any case, CAPE will have some degree of involvement in 4 of these 5 outputs (i.e., teacher training, community development, improvements in the physical learning environment through the provision of basic educational materials, and improved administrative practices to be mediated by school cluster mechanisms).

(1) Curriculum Documentation and Dissemination as an Output

UNICEF is the agency which will be primarily responsible for outputs in this area though UNESCO and the EU will also be providing inputs. The theme of UNICEF's work in this regard is mainly to develop a coherent body of minimum student competencies in literacy and numeracy which will be thoroughly documented and disseminated to all teachers. Previously, the primary school curriculum was not adequately documented. Learning proficiencies/competencies were not explicitly stated. This created considerable difficulties in such areas as developing observable learning outcomes as part of lesson planning and the carrying out of valid student assessment.

At the present time, a draft of competencies for Mathematics and Khmer language have been completed. Based on these curriculum documents, UNICEF is now assisting textbook writing committees to complete Math and Khmer Texts in time for the 1996-7 academic year which is when CAPE can be expected to begin full implementation of teacher training and related inputs. It is important that interpretation and use of student competencies be completely integrated in whatever teacher training package which is adopted by CAPE. While there is a small chance that textbooks will not be printed in time for distribution to schools by the end of 1996, competencies will be available in some form. In the event, however, that textbook production does not happen in time, training teams will have to adapt existing textbooks to documented competencies. Though this is certainly not an ideal situation, there is enough experience in existing training projects to assure that it will not be a major impediment to the achievement of project objectives.

(2) Teacher Training as an Output

Executing a working teacher training program which will improve the proficiency of teachers in their instruction will be the primary and most resource intensive output of the CAPE project. In selecting appropriate strategies through which to deliver such training, a number of critical conditions have been considered.

a. **Critical Conditions Underlying Effective Delivery of In-Service Training**

(i) **The Need for Material Support to Make Targeted Methodologies Work**

Nearly all the in-service training programs which have been piloted by NGO's argue for student-centered learning. The thrust of these programs is to reduce the activity of the teacher and increase the activity of children in learning. The motto *learning by doing* neatly sums up this orientation. The effectiveness of such a methodology, however, depends on the availability of manipulatives for students to perform the activities proposed. Because nearly all NGO's have not adequately addressed this issue, the question arises as to whether it is intellectually honest to promote methodologies which teachers and schools have little chance of implementing. This issue has been the Achilles' heel of nearly all the education pilots done to date.

The above is not to suggest the need for lavish amounts of learning aids in schools. To a large extent, materials freely available in the local environment (e.g., rocks, leaves, etc.) can be used to promote student-centered methodologies. But at some point there will be a need for some modest purchases of educational supplies (e.g., roneo paper, crayons, etc.). Local NGO's estimate this need at about \$200-\$300 per year per school, not a large amount but at present totally beyond the reach of most schools. At the present time, the central government has no allocated budget for such materials nor should one realistically expect there to be in the near future. As the purchase of educational materials is a recurrent cost, concerns for long-term sustainability are relevant. CAPE intends to rely on its community development activities to help generate local support for the purchase of the materials needed to make targeted methodologies work.

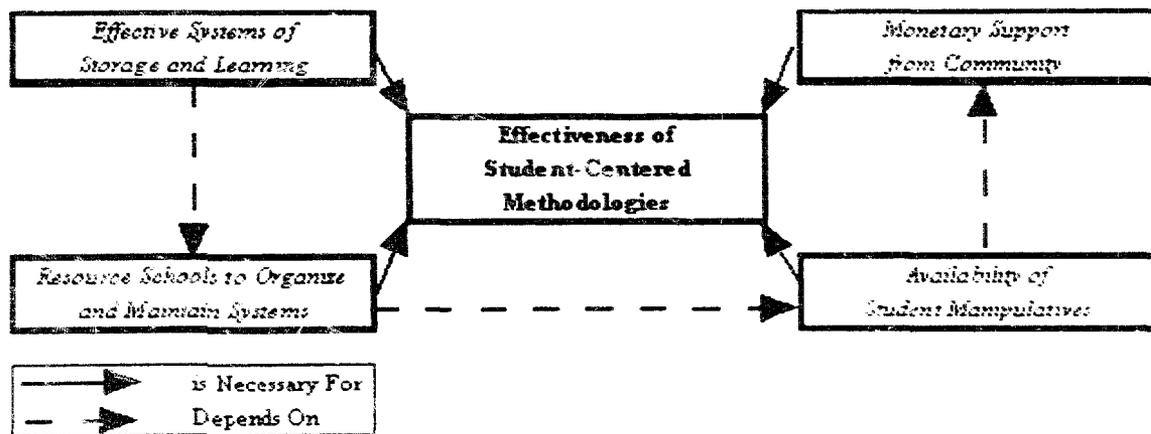


Figure IV: Some Conditions Constraining the Effectiveness of Targeted Methodologies

Aside from the availability of student manipulatives and other relevant teaching aids, there is also the issue of operating systems which will facilitate wide access to those materials. Cluster school arrangements are a suitable institutional context in which to develop such systems (e.g., Resource Centers) but experience in Cambodia as well as in other countries has shown that it is not easy to set up such systems or to make them functional. All agencies working in school clusters report that the amount of materials which make it out of the resource school into satellite schools in any given cluster has been minimal. This is because such systems can not be set up

Figure IV shows, they are also highly dependent on community support and effective school administration practices, factors which are not always present in Cambodian schools. These are some of the factors which CAPE will have to consider carefully in its implementation to insure that resource sharing systems in clusters are effective.

(ii) Teacher Supervision as a Prerequisite for Successful Teacher Training

All of the training models currently in place (SCFA, Redd Barna, Consortium, etc.) do follow-up of teacher practice after trainings. Such supervision is frequent and formative in thrust. This will continue to be a critical element of the in-service training program funded by CAPE. Cluster schools are particularly well-suited to carry through on such supervision. They identify specific staff whose job it is to do supervision at a site close to outlying schools. The EU is also trying to set up supervisory systems using districts as an administrative vehicle. Because of the distances involved in supervising teachers from district centers, however, there is fear that the element of frequency may be lost in their supervision model. Travel costs are also a concern.

At the present time, the cost for supervisory follow-up in training projects (i.e., per diem, travel costs, etc.) is usually covered by NGO's. Systems of teacher supervision operated by the government in many provinces are not yet operational. Though the MOEYS with technical assistance from Redd Barna and UNICEF has developed a Supervision Instrument, precise modalities of implementation of the instrument have yet to be identified. CAPE will help fund teacher supervision (e.g., fuel costs) during the first two years of assistance in any given school cluster. Sustainability issues, however, once again argue for eventual government support. The issue of government support has been discussed several times with the Ministry but not yet to the point of firm commitment. CAPE intends, however, to include a covenant committing the government to such support in addition to salary promotions for on-site training staff as part of its general agreement with the RCG.

(iii) The Need for Institutional Linkage Between In-Service Training and Existing Structures

Related to the issue of on-going teacher supervision during and after CAPE's implementation as a pre-condition for sustainable training is the need to link training closely with existing institutional structures. This has been an omission of some concern in some demonstration pilots in which trainers are brought in from the outside for a short time (i.e., one year) and then leave when the training cycle is completed. To be sure, some of the trainers used in these pilots are from the work site but they have in most cases been relieved of their current training or teaching duties to work full-time with the project, i.e., they have been delinked from an institutional framework. Aside from the issue of sustainability of training and supervisory activities, the practice of pulling government staff out of the system to work with CAPE may also be highly disruptive to the rest of the education network. This will be especially true if the project remains at its current proposed size where several hundred training staff (presumably borrowed from the government) will be required.

There are a number of rationales which recommend a strategy of linking training with

leave behind a human resource base on-site which will help sustain targeted methodologies in which teachers have received training. Training of trainers who are outsiders or who lack a clear role in training when they return to their old position does not provide a sound basis for sustainable training in a given site. CAPE's implementation will, therefore, be strongly linked with existing training structures such as provincial and district training offices as well as teacher training colleges.

One of the more important training structures upon which CAPE will build are known as Technical Committees. These are committees of teachers which already exist in every school throughout the country. Each grade within a school has a grade leader who is usually one of the better teachers in the school. This individual is responsible for the Thursday training at the school. While the Technical Committees are for the most part inert at the present time, they offer considerable promise for providing a good foundational base for CAPE supported in-service training in the future. The Technical Committees offer a very strong means of delivering school-based teacher training. It should also be pointed out that a number of cluster school models have already successfully incorporated the Technical Committees into their in-service training work. Such experiences provide a strong technical rationale for CAPE to continue to build upon the Technical Committees.

It should be noted that not all quarters welcome the use of Technical Committees in their current form in the CAPE design. The ADB has recommended the abolition of both the committees as well as the Thursday methodology day. The rationale for this recommendation is that setting aside a special day for teacher training during the week represents a large opportunity cost in terms of student learning. In addition, it is argued that the committees do not perform their intended functions. Hence the recommendation that they should be abolished. Arguing along different lines, UNICEF has stated that while the Technical Committees should perhaps be kept in some form, their organization by grade (resulting in 5 grade leaders) represents a costly arrangement to support if the government intends to provide additional salary benefits to each grade leader. UNICEF has accordingly suggested re-structuring the committees so that they are organized by subject, one for math and another for Khmer. In this arrangement, only two trainers would need to receive additional salary support.

While the arguments above have certain merits, the CAPE design views the value of the committees in their current form differently. Though not rejecting the ADB's contention that the committees are nonfunctional, CAPE views the committees as potentially valuable. Through intensive training of tutors (i.e., grade leaders), CAPE intends to make the committees functional. In addition, it is felt that relying on training structures which already exist will give the project a head start in its organizational plans. Teachers and administrators in the field will more quickly understand a structure which is already there as opposed to one which is completely new (e.g., a committee organized according to subject area). Given the tremendous inertia in the primary education system, CAPE seeks to avoid setting up entirely new institutional arrangements for training whenever possible. As the experience with cluster schools shows, such arrangements take a long time to be understood and accepted.

In sum, the CAPE design endorses a strategy of building on existing institutional structures including those in the schools, the Districts, the Teacher Training Colleges, and the Province. Government staff contracted to work with the project will be kept in their

power, lend greater coherence to the system, and minimize the possible effects of disruption to the rest of the educational system by CAPE.

(b) Proposed Modalities of Providing In-service Teacher Training and Other Related Activities

The modalities selected by CAPE to deliver in-servicing and related activities will not be monolithic. One model will not be able to fit all the different contingencies to be found throughout the country. Other educational experiences also argue for multiple modalities of training delivery (e.g., BRAC/Bangladesh) and warn of the dangers of monolithic approaches. In any case, it is certain that all modalities should be school-based and decentralized in accordance with recommendations described in the ADB sector review.

In addition to the use of cluster schools as a primary mode of delivering working teacher training, CAPE will be relying heavily on the experience and training framework developed by MoEYS and Save the Children Fund Australia (SCFA) in Kandal Province. This training model has developed the most systematized package of training content of any primary teacher training program to date. This program has a strong empirical base deriving from a survey of teacher competencies conducted in 1993. The SCFA/Kandal program includes a strong training of trainers component and is made especially effective by its tracking and evaluation of individual teachers.

In its implementation, the Kandal project identifies senior trainers known as lecturers who are paired with junior trainers who are called tutors. One lecturer is expected to supervise 3 tutors. Tutors in turn are paired with 20 to 25 teachers whom they must train based on planning activities and general discussions with lecturers. Expatriate resource persons train and advise lecturers. The training program itself consists of 8 weeks of intensive residential workshops at a central location, 4 area workshops of one week duration each conducted on site at local schools every 6-8 weeks, and tutorials which are held every Thursday between the area workshops. The tutorials provide an opportunity for tutors to meet with teachers to discuss classroom observations done during the week in relation with themes studied during the preceding area workshops. The Kandal approach, therefore, encompasses an intensive applied training with significant emphasis of classroom observation and follow-up.

There are, however, tensions between the model developed by MoEYS/SCFA in Kandal and that of school clusters which have evolved in other provinces. Some of the more important of these tensions are summarized in Table I below. Because the current CAPE proposal calls for implementation of its quality improvement program by using both these models, radical changes have been required in both to reconcile differences. Some of the more important of these changes can be summarized as follows:

"Kandal Model"	Cluster School Model	USAID/CAPE "Model"
Time Demands on trainers requires that they be delinked from the Institutional Training Structure;	Because trainers are also teachers, they cannot be delinked from their Institutional Framework;	Cluster based approach with strong links to existing institutional structures is adopted;
Training is most cost-effective when a large number of schools exceeding the size of a cluster are targeted;	Training is most cost-effective within the geographic boundaries of a cluster;	Training is conducted within the geographic boundaries of the cluster;
Training content is in-depth and highly systematized; large amounts of structured access to teachers & trainers facilitates this;	Training content is not in-depth due to time constraints and less formally structured access to trainers and teachers;	Training content remains intensive;
Training is partly school-based and partly centralized;	Training is entirely school-based;	Training is partly school-based and partly centralized;
Training is a human resource and time intensive;	Lack of human resources and time force the cluster model to use few trainers and to do trainings in a more restricted timeframe;	Teacher training is kept at one year (total elapsed time), but cluster school development is extended to two years;
Training requires high opportunity costs in lost instructional time;	Accountability components of cluster school system demands minimum opportunity costs in lost instructional time;	Reduction of residential wkshps and restructuring training schedules enable minimal loss of instructional time;
Training time frame is one year only; sustainability is not an issue.	Training timeframe is continuous; sustainability is an important issue.	Training timeframe is continuous; sustainability is an important issue.

Table 1: Differences between Kandal and Cluster School Training Models, and USAID/CAPE's Proposed Response

(i) Institutional Linkage

CAPE favors a cluster based approach with strong links to existing institutional structures. This will include a heavy reliance on technical committees in schools, district and provincial education offices, and TTCs. Trainers with designations/functions of lecturers and tutors will be retained as in Kandal. However, tutors will be recruited from school technical committees instead of being recruited externally as in Kandal. Similarly, lecturers will sit on government cluster school committees at provincial and district level (PCSC/DCSCs) as well as work in projects. Project offices will be situated within the TTCs to help develop training documentation, teaching aid prototypes, and establish data analysis capabilities at these institutions. These measures should ensure linkage to local structures.

(ii) Geographic Coverage and Costs

The geographical unit of coverage in the CAPE project will be the school cluster. One

on average. Though this may be a more costly approach due to the fact that a single cluster may have a fewer number of teachers than a training batch in Kandal (300 teachers), the project will achieve economies by reducing the lecturer/tutor ratio from 1:3 as in Kandal to 1:5 instead. This reduction should be workable since the smaller geographical area implied in 3 clusters (approximately 30 schools) will help achieve considerable savings in travel time by both lecturers and tutors than was true in Kandal where one training batch covered over 70 schools. The total number of teachers covered in 3 clusters remains approximately the same.

(iii) Training Content

The intense nature of teacher training found in Kandal is retained. Quality considerations strongly recommend this strategy. This requirement, however, cramps cluster school development activities. Time and other constraints in the cluster school model are, therefore, mitigated by increasing the time frame for cluster formation from one to two years. Specialized teams responsible specifically for cluster school development (three lecturers and one expatriate) will maintain monitoring activities in any given cluster for at least two years to ensure stability of internal structures such as resource sharing systems, community outreach, and capacity building activities.

(iv) Training Delivery

Training delivery continues to be partly school-based and partly centralized as in Kandal. Cluster school models have traditionally resisted this methodology due to the high costs associated with centralized training. CAPE has made a calculated decision, however, that the outcomes justify the costs. Funding has been provided accordingly.

(v) Human Resource Requirements

The human resource requirements implied in the Kandal model remain great in CAPE. The project will reconcile the potential collision between human resource requirements for training and those for cluster school development by extending the time frame for cluster school formation from one to two years. Teams with greater specialization will also be incorporated in the CAPE design (i.e., specific teams for teacher training and cluster school development). CAPE, however, will not address this issue by reducing the depth of the cluster school model as has sometimes been suggested. Community development activities, accountability measures, resource sharing, and improved administrative practice will be retained as important features of school clusters.

(vi) Opportunity Costs With Respect to Student Learning

Opportunity costs (4 weeks in all) incurred in Kandal as a result of teacher training are viewed as too great. Such costs will be mitigated in CAPE by reducing residential workshops by one week and reducing area workshops by one day each. Discussions with Kandal trainers have indicated that the topical areas covered in residential workshops can be condensed from 8 to 7 weeks with minimal effect on overall content. The length of area workshops can be reduced by adding an extra hour to each of 4 days of training and eliminating the fifth day. No dilution of content is, therefore, anticipated in this respect. These measures should reduce opportunity costs from four to two weeks (or less) per

(vii) Sustainability

CAPE strongly emphasizes the implementation of teacher training in a cluster school framework to ensure sustainability and continuity of capacity building activities. This was not really a concern in Kandal as its primary objective was simply to upgrade teachers not yet certified by the government. Given the broader scope and strong emphasis of learning outcomes of CAPE, such concerns must be addressed in the project design. It is, therefore, for this reason that cluster school development has been included as a major component of the CAPE project.

The matter of cost in the Kandal design requires some additional discussion. The Asian Development Bank has been most critical in this regard. In this respect, they state:

The UNICEF/AIDAB financed [working teacher training] model staffed by SCFA personnel costs an estimated US\$315 to US\$760 per [trainee] per annum. Even . . . when local tutors take over, expansion to 55,000 teachers would require US\$16-17 million per annum at current rates. Greater economies in delivery (e.g., elimination of per diems, use of school-based tutors) are needed to allow for sustainability once aid recedes. (ADB Sector Review, p. 197)

To the degree possible, CAPE has tried to adopt the ADB's recommendations in making its teacher training program more cost effective. In modifying the Kandal model, the project will be reducing residential workshops and will conduct tutorials on-site in school clusters in order to achieve such savings. Per diems for such tutorials have, therefore, been eliminated. As discussed above, the contraction of residential workshops is not expected to impact greatly on overall coverage of training content. Similarly, per diems for tutorials can be eliminated in a cluster school context as the travel distances involved are considerably less than was true in Kandal Province. These measures have helped to reduce individual teacher per diem costs per teacher from \$125/year to \$88/year. Total training costs will average \$326 per teacher - the lower end of the ADB range.

A technical point of perhaps the greatest concern in project design refers to extrapolating the human resource requirements from small demonstration pilots to those of a nation-wide project. The original UNICEF proposal for a national expansion called for 51 expatriate trainers, 68 lecturers, and 408 tutors in the first year of implementation. The recruitment of lecturers and tutors was especially problematic because in existing demonstrations, such individuals were recruited in a manner external to the schools in which they did training. This usually required pulling difficult to replace individuals out of provincial and district offices.

In current CAPE planning, a ceiling of 25 expatriate trainers and 7 individuals involved in cluster school development has been established (38 expatriates in all including administrators, support staff, and other technical people). While the number of required lecturers and tutors remains quite high (99 and 450, respectively), the project will attempt to mitigate this requirement by recruiting tutors from within schools only as noted above. At this level, such individuals will be much easier to replace than if they had been recruited from provincial and district offices as before. Their permanent posting to a school or cluster will also be much easier given that they are from the places in which they will be working. The project has also budgeted teaching substitution costs to enable

measures notwithstanding, the human resource requirements of the project will still be great, especially for expatriate trainers and counterpart lecturers. Should the human resource base of the education sector not be able to support such requirements, the scope and coverage of the project will have to be reconsidered and possibly contracted.

* * * * *

As noted in numerous places above, CAPE will be using a cluster-based delivery of in-service training as a primary implementation modality. Cluster schools probably offer the most versatility for such an activity. But it is certain that it may not be possible to set up cluster schools in every province due mainly to uncertainties in the density of population, the propinquity of schools, and cost effectiveness concerns. CAPE will allow for alternative modalities to deliver teacher training in those areas where school clusters are not possible. Echo workshops as practiced in such countries as the Philippines may be one such recommended implementation modality.¹⁹

CAPE is also cognizant of the disadvantages associated with the use of cluster schools as well. Some of these are described in Table II. Their high dependence on the quality of local leadership has been especially problematic not only in Cambodian pilots but also in other countries. This will be a major concern in an environment of national expansion because it may be difficult to identify competent headmasters and head teachers everywhere at the same time. The scarcity of competent leadership at the school level can be expected to be a serious constraint in ensuring the quality of outputs in CAPE as well as rapid progress in implementation. MoEYS has been asked and will be expected to mitigate some of these constraints by replacing headmasters and other key personnel expeditiously.

The major advantage of using clusters as a means of improving the quality of learning in schools relates to their holistic orientation in providing inputs. The importance of making the CAPE project as holistic as possible in its design was stated earlier. With respect to teacher training, this will be essential because it is doubtful whether training in and of itself can succeed in improving educational quality. This is again where pilots encompassing in-service only encounter difficulties since they do not emphasize lasting systems of material sharing, teacher supervision, or community support. By focusing on community inputs, the storage and lending of student manipulatives, and frequent teacher supervision, clusters can provide support of a kind which is both necessary and sustainable to a teacher training design such as that developed in Kandal.

¹⁹ Echo workshops are secondary and tertiary seminars held in remote schools based upon a seminal workshop held in a more central location (e.g., a residential workshop). In the context of the project, provinces like Monduliri and Ratanakiri may be expected to rely on echo workshops for teacher upgrading in those remote schools which can not be clustered. In such cases, a small handful of the most competent teachers (from technical committees) from a remote school would be brought to the provincial capital for training. These individuals would also be designated as tutors as they are in cluster schools but they would not be part of a larger grouping of schools. At the completion of a residential workshop, they would be expected to return to their school to redo the workshop with colleagues (i.e., conduct an echo workshop). Material support and educational supplies would be provided by the project for the echo workshop in the remote school. Lecturers would do monitoring of the echo workshops as well as implementation of

Advantages	Disadvantages
<p>Holistic in orientation</p> <p>Affords significant opportunities for school-based training</p> <p>Maximizes effective use of human and material resources</p> <p>Enables frequent teacher supervision</p> <p>Provides a convenient structure through which to build capacity and institute mechanisms of accountability</p>	<p>Requires significant amounts of time to set up</p> <p>Are very fragile in formative stages and vulnerable to slippage</p> <p>Are very sensitive to variations in the quality of local leadership</p> <p>Require a political commitment from the MoEYS for their support</p> <p>Raises questions with regards to their staffing requirements and expansion of duties required of local personnel</p>

Table 2: Advantages and Disadvantages Associated with School Clusters

One issue which has been discussed with MoEYS and other donors at great length concerns the precise form and functions of a school cluster. Specifically, it has been asked whether the CAPE project will support clusters in their current form or whether a "barebones" structure would be emphasized in order to enable the project to keep a strong focus on teacher training. This question has had significant implications for scope and speed of project implementation. Although it has been suggested to scale back cluster school development activities in order to better accommodate intensive teacher training, this approach has not been accepted in full. This is due to the fact that a reduction in the depth of the cluster school model (e.g., community development activities, etc.) has too many risks associated with reduced sustainability and weakened support for the very teacher training activities which cluster school structures are intended to promote. Rather, the project has chosen to increase the specialization of technical teams so that both cluster school development and teacher training can occur together as well as lengthen the time frame of cluster school formation from one to two years. Adequate funding for staffing and the decision to extend funding to the year 2002 have both facilitated this design decision.

(3) Community Involvement as an Output

Efforts to improve student learning can not be detached from the influence of the larger community in which students live. There is a well-documented literature which suggests a strong linkage between student achievement in school and the level of parental involvement. Such involvement in the Cambodian context has included PTA membership, semi-annual meetings of the community at the school, parent teacher meetings about individual students, and general fund raising activities for schools. In view of this, it has been essential that CAPE address some number of its interventions to continue and extend parental involvement in education. Such involvement goes beyond the participation in resource center construction which is currently envisioned. Indeed, such participation can sometimes be as much an obstacle in educational development as a

need for support of the school. Nothing can be farther from the truth. The potential of community support for improving the quality of education is great. As the structure of school clusters lend themselves well to tapping this support, CAPE has and will continue to consider as many ways as possible to enlist the help of communities as its current mandate will allow.

There are basically three specific areas in which the local community can significantly help the project improve the overall efficiency of primary schools. The first of these speaks to the *encouragement and support of learning activities outside of the school*. This is particularly important as the number of hours for which the school has access to children is quite abbreviated in Cambodia.²⁰ Another key area in which the role of the local community will be critical concerns *financing*. With the exception of salary support, Cambodian schools receive virtually nothing from the central government for administrative or educational purposes. Given the very tenuous nature of government finances at the present time, this situation is not likely to change soon. Thus, improved local financing also seems essential to sustain efforts to improve the overall efficiency of targeted schools. The final area in which the role of the local community will be very important concerns considerations of *equitable access* to education and efforts to bring about an increase in the gross enrollment ratio. Increasing the demand for education (and hence the enrollment ratio) will depend largely on persuading parents that education is valuable. The literature attests to the fact that when parents are active in the educational process, their children are more likely to attend school. Consequently, project interventions (e.g., establishment/strengthening of Parent Teacher Associations) which can bring about such parental involvement will be essential to overall project success.

As an intervention which originally focused mainly on working teacher training, CAPE has had some difficulty in justifying movement into the areas of community support identified above. Yet the rationale for linking teacher training and community development activities seems clear. Given the unsustainability of student-centered methodologies without some form of recurrent budget for the purchase of moderate amounts of school supplies, supporting greater interaction between schools and communities in particular seems highly justified. The use of credit schemes where time and energy permit will be supported as this is already a successful element of the design of some school cluster pilots. Similarly, CAPE will be supporting community education as a means to increase access, enrollment, and the representation of girls in classrooms.

(4) Improving the Physical Learning Environment as an Output

The physical learning environment of a school refers mainly to the quality of its building stock (i.e., classroom construction), the availability of learning materials and textbooks, and a general classroom ambiance which is conducive to learning. The first of these is far beyond the mandate of CAPE but may be addressed to some extent by the World Bank Social Fund. Textbooks are to be provided by UNICEF and the European Union.

²⁰ Though the MoEYS has stated that it intends to increase the school day from 4 to 6 hours per day, there is considerable skepticism that this could be done any time soon. It would require considerable expansion of the physical capacity of schools to say nothing of the need to increase teacher salaries (i.e., to

In keeping with a philosophy of holistic interventions, CAPE will make some inputs which improve the general learning environment in schools. This will include providing general student learning materials (e.g., maps, thermometers, etc.) through the establishment of resource centers, developing library systems within clusters and in particular mobile libraries, and facilitating classroom organization which promotes small group learning.

The purchase of consumable educational materials will also be provided under CAPE in the first year of assistance in any given school cluster. These materials will be the basic building blocks of student manipulatives needed to facilitate the implementation of student-centered methodologies. This would be an interim form of support until such time that mechanisms for sustained acquisition of such materials could be identified and established (e.g., PTA-operated credit schemes).

The stocking of resource centers with nonconsumable educational supplies will be the biggest area of CAPE support with respect to the physical learning environment. In undertaking this assistance, CAPE will allow considerable discretion among various field sites to determine supply lists. This will help to accommodate a complaint from several cluster pilots that supply lists determined in Phnom Penh have little bearing on actual needs. Promoting a Ministry policy of decentralization is also relevant in this respect. CAPE will also support the production of a number of teaching aids and student manipulatives on site in resource centers rather than mass producing them in Phnom Penh. While some materials will no doubt have to be provided from a central source (e.g., globes, thermometers, etc.), the extent to which other aids are produced at resource centers will help ensure that they are utilized in teaching. This belief reflects UNICEF's experience during the 1980's where many teaching aids provided to Cambodian schools from the UN warehouse in Copenhagen were received with little understanding of what they were for or how they were to be used. In many of the pilot resource centers today, materials produced locally have a high rate of usage. They are also significantly cheaper.

(5) Greater Policy and Administrative Coherence as an Output

An important concern in CAPE's design has been the latent danger of implementing assistance in a manner which is external to the system which it seeks to serve. The use of NGO's as implementing agents, while necessary due to weak accountability practices in the government, could easily lead to this outcome. The institutionally delinked character of some of the demonstration pilots upon which CAPE is built and the dangers inherent in this have also been described at some length. To ensure that there is adequate ownership of the project by educational authorities, CAPE will be integrating all planning and implementation authority into a committee with Ministry, NGO, and USAID representation.

By retaining project technical staff in their original government posts simultaneous with project implementation, CAPE will have considerable leverage in modifying or suspending debilitating administrative practices which can be expected to weaken training and supervision inputs (e.g., rigid adherence to curriculum schedules, inflexible desk arrangements, etc.). This is a major rationale for structuring the project in such a way

The CAPE project will base its support for school clustering on official guidelines developed by the National Cluster School Committee. While these guidelines are still in an evolving form, they will be used as a point of departure for implementation purposes. Since clustering is intended to be one of several measures to facilitate decentralization of education in Cambodia, the MoEYS will also be asked to prepare a clear statement of guidelines regarding how decentralization is to be manifested in school clustering as a national policy. Current school clustering practices orchestrated by the Ministry do not clearly demonstrate how they are facilitating decentralization. Rather, the Ministry seems to be implementing pilot clusters using the same mechanisms of central control to which it has been historically accustomed. It is anticipated that a clear statement of such guidelines will be prepared at planning meetings held by the core implementation committee at the beginning of 1996.

Strong linkage of CAPE to local institutional structures such as District Education Offices and their empowerment to change or modify debilitating administrative practices will also be very important in ensuring a positive impact by project interventions. For example, if CAPE affiliated teacher trainers are telling teachers that the coverage of the curriculum is secondary to student understanding, then it is important that District inspectors/officials be both involved in such a strategy as well as empowered to revise curriculum schedules accordingly. A failure to do so may lead to conflict between project interventions and local officials. It is expected that ensuring the devolution of authority to local officials in MoEYS guidelines outlining decentralization (to be developed as part of project planning in early 1996, see above) as well as linkage between project and local offices will help prevent such problems and misunderstandings from arising.

Strong linkage with institutional structures of the kind described above have argued strongly for on-site training. The closer changes in administrative or pedagogical practice are discussed to the place where they must be implemented, the greater are their chances of becoming truly operational. The role of institutional inertia in the Cambodian educational system is important to consider in this regard. Because of the scarcity of local leadership, limited capacity of the central authorities to monitor and administer the system effectively, and the declining real salaries of civil servants in general, the educational system in Cambodia has become moribund. Inertia of administrative practice has become ubiquitous. This is the reason the Ministry is turning to practices of decentralized control to revitalize the educational system. But interventions intended to realize such practices can not hope to succeed if teachers and administrators are brought to a central place, discuss what they have to do, and then return to their sites. Transfer of the ideas discussed even if they are presented in a participatory manner is likely to be patchy. This historically has been a serious problem in educational development in Cambodia. It is for these reasons that CAPE interventions whether they be teacher training, assistance in the organization of cluster based supervision systems, etc. will be implemented on-site.

Finally, CAPE has carefully considered how it will give coherence to the training, supervisory, and other technical support systems it seeks to help the government establish. Establishing strong linkages between the project and district and provincial offices is certainly one way of doing this as mentioned earlier. Reinforcing and strengthening existing training, supervisory and other structures (such as School Technical Committees) is another. Ensuring a systematic flow of technical ideas between clusters, however, will also be important in this respect. When school clusters are operational in their respective

coordination. Failure to provide this support may result in a sense of drift among the resource centers with regards to their technical activities. While the ADB has suggested the development of district-based in-service centers to provide technical support and coordination, cost effectiveness constraints suggest the use of provincial TTC's for this purpose instead.

In several pilot cluster school sites (e.g., Battambang, Kampong Cham), TTC's are already serving the above function. As the TTC's are already delegated with the responsibility of conducting in-service training, their use to anchor the cluster resource centers in a technical sense can be expected to give the desired coherence to the system mentioned above as well as facilitate coordination and effective use of limited human resources, provide a flow of ideas within the system, and ensure consistency between the content of in-service and pre-service teacher training. The last of these can especially be facilitated by the sharing of staff between pre-service and CAPE supported in-service. Other areas in which TTC's will be expected to technically assist school clusters include library coordination, test and school performance analysis, and production of teaching aid prototypes.

c. Project Scope and Coverage

CAPE has pondered carefully the limitations and risks involved in attempting a project of full coverage. Perhaps the most important impediment to such coverage is the limited absorptive capacity for development aid which exists in Cambodia today. This especially refers to the amount of human resources needed to implement proposed interventions. For the new observer on the scene, it is difficult to grasp the extent to which the human resource base in Cambodia has been devastated. Though the Khmer Rouge policy of systematic extermination of educated citizens ended over 15 years ago, Cambodia continues to suffer from a severe shortage of competent teachers, administrators, and technicians.

It is proposed that CAPE attempt to train 9,000+ teachers and headmasters and establish 75 clusters every year for 5 years. This assumes an average cluster size of 110 to 120 teachers per cluster. This coverage target is extremely ambitious but doable in an extremely auspicious implementation environment. It assumes that the human resource base is there, leadership at the local level is good, and that project staff and participants demonstrate an extremely sharp learning curve. In the event that it is not doable, project scope and coverage will have to be reviewed and revised.

Whether the assumptions stated above do or do not hold, CAPE will still be one of the largest educational initiatives in Cambodian history. Its scope will be vast if not total. There are several considerations which the project design team has kept in mind to ensure that the project has as wide a coverage as possible while maintaining adequate attention to scarcities in human and other resources. One of these is the observation that nearly 60% of the country's primary school teachers are located in only 6 of the 21 provinces (see Figure V). In addition, it should be noted that 5 of these provinces are located within a 150 kilometer radius of Phnom Penh. Thus, it should be kept in mind that CAPE can achieve significant economies of scale by concentrating much of its assistance in these 5 or 6 provinces. Enormous savings can be realized from such a strategy not only in terms of high utilization of staff but also through reduced travel time.

Two competing models for fielding of training teams have been considered as part of CAPE design. One calls for providing teacher training and other inputs by moving out from the center of the country in concentric circles. Another calls for the use of permanent pedagogic regions which have been previously organized by the Ministry (see Figure VI). The main advantage in working from the center out is that it would enable the project to concentrate on the most densely populated areas of the country. An important shortcoming in this model is that it calls for field staff to be constantly on the move from year to year with no permanent base of operations. By calling for the movement of field staff to a new region each year, it may also hinder efforts to monitor clusters established in the previous year. This model has also elicited criticisms from the Ministry for neglecting equity concerns, allowing some provinces/regions to wait until Year 4 or 5 before it receives any project assistance.

A regional model of implementation calls for the establishment of permanent operational bases in a core province with a number of suboffices in adjacent provinces. As noted above such regions have already been established by the Ministry throughout the country. CAPE's adoption of this arrangement would, therefore, strengthen and give coherence to an existing system. It would also provide continuity and extended monitoring to development in any given set of sites as well as address the initial fragility concerns inherent in cluster school development. Working in regions in this way would also satisfy some equity requirements since a larger number of provinces would receive some form of assistance though this would certainly not entail full coverage of all schools.

To be sure, there are cost effectiveness concerns in a regional strategy of implementation such as that described above. This refers to the fact that the Northeast region of Cambodia is so underpopulated as to represent less than 2% of all primary school teachers. Any agency working there will necessarily be receiving a disproportional share of total funding per trainee, especially given the very high expenditures to be expected for boat travel, extended school and district visits, and peripatetic style trainings. These costs will have to be weighed against the overall benefits to be derived from regionalizing the project's implementation strategy in this way.

The fact that 5 of the most densely populated proposed regions are adjacent to Phnom Penh (i.e., the center of the country) suggests a synthesis of these two implementation models. Regions at the center will, therefore, be a higher priority than those on the fringes. Permanent bases of operation will still be established by region but the majority of these bases will be located in the center of the country as recommended in the concentric circle implementation model. To address equity concerns raised by the Ministry, however, all 7 regions will nevertheless experience start-up at the same time.

Insert Figures VI and VII (Maps)

2. Administrative and Institutional Analysis

a. General Organization

The education sector is administered through a 4 level structure starting at the Ministry and moving down through what are known as Provincial Education Offices (PEO), District Education Offices (DEO), and finally that of the local school.

Local schools are run by a headmaster (and infrequently a headmistress) and an assistant headmaster. For schools with more than 20 classes, there may be two assistant headmasters employed at the school. If the school is in a densely populated location, it may have some surplus staff who work in the school office as a secretary or substitute teacher. Schools with too few children (or teachers) to organize instruction for Grades 1-5 are known as annex schools. These are generally small two or 3 room school houses which provide learning opportunities for the very youngest children of a village who are too small to walk to a larger but more distant primary school. Annex schools do not themselves have headmasters but rather are placed under the jurisdiction of the headmaster of the nearest school with a complete complement of grades. Current estimates of the number of primary schools (4,652) which will be assisted by CAPE include annex schools. Of this total, an estimated 30% are thought to be annexes though exact statistics are not available.

The structure of offices at the provincial and district levels reflects that of the Ministry. Thus, for any department or office which exists in the Ministry in Phnom Penh, one will also find a corresponding office in provinces and districts. The CAPE project expects to work primarily with the Teacher Training Department (TTD) which is responsible for all training both in-service and pre-service and the General Education Department (GED) which is responsible for the direct oversight of schools. This office is also charged with overseeing cluster school development in all provinces and has established with UNICEF assistance a National Cluster School Committee (NCSC) for this purpose. Within the GED there are two suboffices one of which is in charge of primary education and another which is responsible for secondary education. The majority of project counterparts will be recruited primarily from the TTD and the Primary Education Office of the GED at Ministry, provincial, and district levels. Government officials from the Planning Office which is responsible for the collection of statistics and the distribution of materials may also play a marginal role in the project.

The close cooperation of the TTD and GED will be very important in project implementation. This refers not only to interaction between these departments and the project but also to cooperation among themselves. In the recent past, there have been conflicts of jurisdiction between the TTD and GED in the area of teacher training. This refers primarily to the supervision of what is known as on-service training. On-service training is a kind of training which occurs for teachers already in service on site at individual schools. It is the kind of training in which CAPE will be primarily involved. Traditionally, on-service training such as it occurred at all had always been subsumed under in-service training, a TTD jurisdiction. Extensive support for school based training, however, by donors in the last several years has made on-service training a more prominent activity. Because such training occurs in the schools themselves, the GED feels that it is under its own jurisdiction. As the TTD still considers on-service training a form of in-service training, it also feels ownership of this activity. To help adjudicate this

to have tentatively accepted creating an interdepartmental body composed of both the TTD and the GED (with USAID/NGO representation) to administer the CAPE project.

b. Teacher Training Colleges

Provincial Teacher Training Colleges (PTTC) exist in 18 of Cambodia's 21 provinces. These colleges are under the primary jurisdiction of the TTD but are administered directly by the PEOs. The PTTCs are responsible for in-service and pre-service training of primary school teachers in each province. Currently, each province trains its own new teachers. Only in rare cases are prospective new teachers from one province trained in a different province (e.g., Koh Kong teachers are trained in Phnom Penh). The provincial TTCs generally carry out in-services for working primary school teachers during the summer break. In general, the quality of both pre and in-service teacher training carried out by the PTTCs is very low. ADB has recommended major reform of the form, function, and method of training delivery in all of the colleges. Some of these reforms (e.g., documentation of teacher competencies) are already in progress; others are in limbo.

Regional Teacher Training Colleges (RTTC) which are responsible for the training of secondary school teachers exist in 6 provinces (Phnom Penh, Kandal, Kompong Cham, Takeo, Battambang, and Prey Veng). The RTTCs are administered directly by MoEYS unlike the PTTCs. The Regional Colleges currently only do recyclage of teachers already in service as there is currently a glut of secondary school teachers. The CAPE project will likely be borrowing MoEYS' regional organization of provinces for the fielding of teams and individual NGOs. These regions correspond with provinces as follows:

The Capital:	Phnom Penh
Central Region:	Kandal, Kompong Chnang, Kompong Speu
East Central Region:	Kompong Cham, Kompong Thom, Kratie, Preah Vihear
Southeast Region:	Prey Veng, Svay Rieng
Northeast Region:	Stung Treng, Ratanakiri, Mondulakiri
Southwest Region:	Takeo, Koh Kong, Kampot, Sihanoukville (Kompong Som)
Northwest Region:	Battambang, Pursat, Banteay Meanchey, Siem Reap

It should be noted that in reference to the PTTCs, there is a putative plan to reduce their number from 18 to 5 by the year 2000. Though the Ministry seems to have agreed to this proposal in order to placate a number of donors who feel that maintaining this number of colleges is cost inefficient, many within the government are not happy with this decision. Though ostensibly agreeing to reduce the number of PTTCs which undertake pre-service training, it seems clear that the MoEYS will retain these institutions in all their present sites as in-service centers. Some donors such as UNICEF have argued strongly that no working teacher training programs should be associated with the PTTCs for the cost reasons cited above but also because any such assistance should wait until the needed reforms in the form and function of training provided by the colleges is completed. Clearly, however, such needs argue for and not against assistance from working teacher training programs such as CAPE. In addition, the MoEYS has specifically requested that USAID link its training assistance with the PTTCs.

As they are responsible for in-service as well as pre-service training, the PTTC's can and will be used by CAPE as a means of anchoring its interventions in a permanent

of these institutions in this way as well as involvement of college instructors as project lecturers can be expected to develop a common point of reference for all school clusters with respect to teaching methodology. It will also have the effect improving the experience and competence of PTTC staff. The PTTCs can (and have already in many cases) serve as the site of a central provincial library for cluster school libraries; help in the storage and analysis of large amounts of school data; and serve as centers for the production of educational documents and teaching aids. The CAPE project will, therefore, try to continue to tap into these potentials.

c. Recent Reforms of Administrative Structure and Practice

As part of a package of administrative changes after the promulgation of the new constitution in 1993, the PEOs are now administered directly by the Ministry eliminating any managerial role of provincial governments. PEO assets have been transferred from provinces to the central government. Financial control and the allocation of budgets to PEOs are also now orchestrated by the MoEYS with provincial governments ceasing to play a direct role as before. While this reorganization seems to conflict with a stated policy to decentralize the education system, the rationale for many of these reforms is best understood in the context of a desire to bring the education system back to the way it was during the Sihanouk period.

The creation of cluster schools is part of a major Ministry initiative to decentralize the administration of primary schools. The school cluster creates a new administrative level which will mediate interaction between the DEO and individual schools. Cluster structures are intended to streamline the collection of data and to increase the frequency of school visits and teacher observations by qualified staff. In the past, provincial and even district offices have been largely unable to maintain a significant supervisory presence in schools. Many provincial officials have never visited some of the schools under their jurisdiction. For education officials at district offices, two or at the most three visits per year is the most that can be managed with limited staffing. Thus, the establishment of school clusters with competent staffing is viewed as an important strategy through which to delegate more supervisory authority to the local level. It is hoped that this greater supervisory presence in schools will increase both capacity building and accountability which will in turn lead to higher quality education for young children. CAPE assistance is viewed as essential by the RCG to help carry out this reform.

Another reform related to teacher supervision which is rather uncertain concerns the re-introduction of inspectors and district based supervisors into the primary system. The movement towards this reform is most supported by those who are trying to bring the education system back to its Sihanouk era form. This reform is currently receiving extensive support from the French Embassy (Cooperation Francais) and the European Union. There is, however, considerable opposition to this reform from various quarters throughout the Ministry. As a result, the MoEYS has adopted the strange policy of allowing two donors to go ahead with the training of district supervisors and inspectors before giving formal acknowledgement that it will accept this supervisory structure. Those against the introduction of district based supervisors argue that it is a supervisory scheme which is too centralized and which will not facilitate frequent and formative supervision of teachers. While this system may have worked during the Sihanouk period, the number of schools in existence today has increased dramatically since the 1960s making such an

they live. Thus, it would appear that many of those in current supervisor training programs will not be able to work in the role for which their training is intended.

The issue of using district based supervisors and inspectors is of concern to USAID because CAPE will be supporting a school-based system of teacher supervision (i.e., one mediated by cluster schools). This supervisory structure builds on demonstration pilots initiated by the MoEYS itself and thus has already been formally adopted by MoEYS. Still, there is the danger that there will emerge two parallel systems of teacher supervision which are disconnected and uncoordinated.

Another important re-organization concerns the merging of the Department of Personnel and Organization (DPO) with the Teacher Training Department in each PEO. This reform has been intended to facilitate the process of appointing teachers recently graduated from the TTC to district schools. Given the importance of recognition of project funded trainers and the posting of such individuals to sites where they will be able to apply what they have learned, the close association of the personnel section with the teacher training office should increase the chances of continuity of CAPE interventions in a post project environment. Through its association with the TTD, CAPE will be able to have close contact with those in charge of personnel and appointments thereby helping to ensure that CAPE trained counterparts are placed in posts where they will be most useful.

The MoEYS has also attempted in 1994 to reform the examination system focusing mainly on an effort to root out pervasive corruption. Unfortunately, these efforts have been driven by a psychology which has equated high failure rates with properly conducted examinations. As a result, rates of failure on the common examination determining entry to Grade 6 have skyrocketed from approximately 38% in 1993 to 54% in 1994. Because of the unscientific means through which this common exam is developed and the subjective way in which it is scored, there are serious questions as to the degree to which it accurately measures student learning. CAPE will, therefore, not be able to use promotional data from the Grade 5 Common Examination as an indicator of project impact. Rates of completion will also have to be computed on the basis of students reaching but not necessarily completing Grade 5 (i.e., passing the Grade 5 Common Examination) for the same reason.

Future reforms which have been discussed but whose adoption still remains in doubt may also be expected to have some effect on CAPE activities. The introduction of automatic promotion, for example, which has been recommended by ADB may mean that the project will not be able to rely on rates of repetition as a measure of internal efficiency, i.e., repetition rate will disappear as an indicator altogether. ADB has recommended using automatic promotion as a certain means of increasing efficiency and reducing unit costs per student. Some voices within the Ministry, however, have cautioned against introduction of such a practice. Though current evaluation practices within individual schools are crude at best, the repetition data which is compiled each year is at least some means of holding schools accountable for their performance. In addition, Cambodian primary schools lack certain prerequisites such as diagnostic evaluation and remedial teaching which are needed to make automatic promotion work. For now, however, the conventional wisdom seems to be that the MoEYS will not adopt automatic promotion as a policy anytime soon.

d. Staffing

The number of personnel on MoEYS staff lists are bloated by excessive numbers of administrative staff and ghost workers. Even the current number of primary school teachers seems to ensure an adequate student ratio in classrooms (e.g., 43:1). A macro analysis of these numbers, however, does not reveal the severe shortage of teachers in many districts which are located in the interior of the country or even those which are located a mere 10 kilometers or more from the nearest highway. In these rural schools which are perhaps the vast majority, shortages of teachers and overcrowding of classrooms are a serious problem.

The training of new teachers has not been able to address teacher shortages in the more remote districts as graduated trainees simply return to their villages of birth where they may or may not be needed. At least there, however, they can live with their parents or other relatives. It has been difficult to force new trainees to go to village schools where they are most needed because state salaries are so low (about \$15/month) and because there is no provision for housing for new teachers in these areas. A recent policy change forcing TTC graduates with the poorest scores to go to remote areas has not been working in many areas due to bribery of PEO officials in charge of local appointments. Because of the dearth of teachers in these remoter areas, few individuals ever get to the secondary or tertiary level. There is, thus, a vicious circle such that remote areas send few individuals to study at tertiary level and hence get fewer individuals back who can work as teachers.

The shortage of teachers in many schools is of concern to CAPE because the project intends to reduce overcrowding by improving the quality of instruction. The student centered methodologies to be promoted by the project, however, will only be most effective in those classrooms where the student teacher ratio is less than 50:1, a large but still manageable class size. Class sizes greater than this will present limited opportunities for effective use of these methodologies. The project is expecting that systems of improved administration to be fostered by school clusters will enable the fielding of new teachers to those schools where they are most needed by cultivating contacts with local temples for purposes of housing new teachers. Several demonstration projects have been successful in helping local schools to hold their class sizes to not more than 50:1 by making such arrangements.

The quality of staffing at all levels is also a serious concern for CAPE. The role of patronage in the Cambodian civil service has had a debilitating effect on morale and the quality of leadership at all levels. In places where directors, headmasters, etc. are not competent, the chances of project success will be very low. The Cambodian school system has many competent individuals; convincing the local power structure to empower these individuals will be a very delicate task for project administrators. In any case, counterparts who are members of implementation teams must be chosen on the basis of their competence which is defined in clear selection criteria.

Competence considerations aside, staffing decisions and appointments have also been complicated by the political deadlock within the MoEYS between the members of the coalition government. Several important divisions within the Ministry including the TTD and GED remain without permanently appointed division heads. A recently initiated forced retirement program intended to facilitate political patronage by clearing out older

and divisions heads throughout the country will be forced out of the education system by the end of 1995. If political deadlock prevents a speedy filling of these posts, it will create a difficult situation for the project to work in indeed.

e. Financial Administration

Financial administration practices within the education system remain strained. Teachers' salaries, meager as they are, seem rarely to be paid on time. There is a joke that a month in Cambodia is at least two months long. This refers to the common practice of late salary payments which are at least one month behind at any given time.

In 1994, MoEYS tried to address the problem low teacher salaries. In January, 1994, it introduced the practice of paying what is known as the "prime pedagogique." This is a salary supplement of 20,000 Riels a month paid on top of a teacher's current salary. Only those teachers who are certified (i.e., have completed upgrading courses) are qualified for this supplement. While this supplement helped to boost morale among teachers at the time, its cessation at the end of 1994 due to lack of funds created a very volatile situation in the ranks. The MoEYS managed to restore the prime pedagogique early in 1995 but this incident demonstrates the tenuousness of the MoEYS' financial situation. Needless to say, this tenuousness will have significant implications for the motivation of teachers who will be trained by CAPE.

It should also be noted that the central government does not provide operating budgets (other than salaries) for any of the primary schools under its jurisdiction. Even the TTCs are not given an operating budget though the PEO has a budget for utilities if a college should have such expenses. Thus, primary schools are entirely dependent on the donations of communities for the maintenance of buildings and the purchase of stationery and general educational supplies. Usually, the purchase of educational supplies for children is the lowest priority. In fact, it is rare that a school would ever buy educational supplies for students with predictable effects on the quality of student learning. This situation underlines the importance of USAID support for the purchase of materials which are one time purchases and the development of credit schemes and other community development activities which can cover recurrent expenditures of local primary schools.

Financial accountability within the education system is another serious problem. Adequate procedures to prevent misappropriation of funds by local officials are not yet in place with the result that even allocated budgets are not always used for the purpose for which they are intended. Problems encountered by the European Union in disbursing funds through the government are a telling reason why CAPE should rely on NGOs for the disbursement of USAID provided funds.

INITIAL ENVIRONMENTAL EXAMINATION

A. Project Country: Cambodia
B. Project Name: Assistance to Primary Education
C. LOP Funding Level: \$30,000,000
D. Period of Funding: FY95 - FY99
E. Statement Prepared By: David Leong, Project Development Officer, USAID/Cambodia

F. Environmental Action Desired: (1) Categorical Exclusion, per 22 CFR 216. Section 216.2(c)(2), for all teacher training activities.
(2) Negative Determination for Cluster School Resource Center Rehabilitation/Construction (est. \$5 million LOP cost (\$8,000/cluster), distributed throughout the country)

G. USAID/Cambodia Concurrence: Approved: Joseph B. Goodwin
Name: Joseph B. Goodwin
USAID Representative
Disapproved: _____
Date: July 27, 1995

H. ANE Bureau Environmental Coordinator Concurrence
Approved: Jeffrey W. Goodson
Name: Jeffrey W. Goodson, ANE/SEA/SPA ANE/OEA/O
Disapproved: _____
Date: 27 July 1995

(Cleared in draft by RSM/EA RLA Peter Sullivan on 7/27/95 via email)

I. Examination of Nature, Scope, and Magnitude of Environmental Impact

(1) Project Description:

The Cambodia Assistance to Primary Education (CAPE) project seeks to facilitate qualitative improvements in primary education by training primary school teachers in Cambodia (45,000+) and developing "cluster schools" in the large majority of the more heavily populated areas of Cambodia (other types of teacher training will be used for the less densely-populated regions of the country)

Two main types of assistance will be provided: teacher training (which qualifies for a categorical exclusion under 22 CFR 216, Section 216.2(c)(2)); and cluster school development, which includes funding for resource center rehabilitation/construction.

(2) Identification and Evaluation of Environmental Impact:

USAID's environmental procedures require that an Initial Environmental Examination be completed and approved prior to project authorization/obligation. As noted above, the CAPE project has two parts: primary school teacher training and cluster school development (including a limited amount of rehabilitation/construction).

Training activities qualify for a categorical exclusion under 22 CFR 216, Section 216.2(c)(2), which excludes from the procedures:

- (i) Education, technical assistance, or training programs (except to the extent such programs include activities directly affecting the environment (such as the construction of facilities, etc.).

Regarding cluster school development, some \$3 million (approximately \$7,500/school) will be provided for the rehabilitation/construction of "resource centers" at the cluster's core school. The structures will serve as a library for primary school children, a central store for learning/teaching aids, as well as a meeting room for teacher training activities. Each structure will follow a standard RCG-approved design (8 meters x 9 meters) and will be made with local materials (wood, local bricks, etc.), as available, using local labor as a community's "in-kind" contribution to the project. Rehabilitation/construction will take place at existing primary school sites, and where possible, existing foundations will be used so as to minimize the environmental impact.

The density of the resource center rehabilitation/construction activities will roughly correspond to the density of schools, which in turn corresponds to the density of the population. As some 375 resource centers located throughout the country are planned to be financed during the project's seven-year life, USAID anticipates that these will be largely located within the 150 kilometer radius from Phnom Penh, where approximately 60% of Cambodia's population resides. In any event, the proposed rehabilitation/construction is to take place in one out of approximately ten schools, or roughly one school building within an area with a seven kilometer radius.

J. Recommendation

For teacher training activities, a categorical exclusion from 22 CFR 216 is justified and is recommended.

For cluster school development, and in particular, rehabilitation/construction of small resource centers, the likelihood that activities will have a significant detrimental impact on the environment is nil. Thus, a negative determination is recommended.