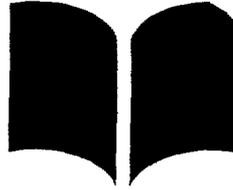


PN-ACF 195
101625

ABEL 2



Advancing Basic
Education and Literacy
Phase 2

**Improving Capacity
for Policy Analysis and Planning in the
Cambodian Ministry of Education, Youth, and Sport**

1997

Conducted by

The ABEL 2 Consortium
Academy for Educational Development
with Creative Associates International Inc
Education Development Center Inc
Florida State University
Harvard Institute for International Development
and Research Triangle Institute

Conducted for

Basic Education and Learning Systems
Center for Human Capacity Development
Bureau for Global Programs Field Support and Research
U S Agency for International Development

Advancing Basic Education and Literacy

Phase 2 of the Advancing Basic Education and Literacy Project (ABEL 2) seeks to improve basic education in developing countries. Since 1989, the U.S. Agency for International Development has provided assistance to USAID missions, national governments, and nongovernmental organizations through Project ABEL. Within its broad mandate, the project focuses on the following purposes:

- strengthening the capacity of education systems and institutions
- disseminating effective education practices
- supporting policy dialogue and reform
- promoting girls' education
- applying learning technologies

Project ABEL is funded by the Center for Human Capacity Development of USAID's Bureau for Global Programs, Field Support, and Research, USAID regional bureaus, and USAID field missions. ABEL 2 activities fall into three major categories: technical assistance and information dissemination, research, pilot projects, and evaluations, and training.

Technical and management services are provided by the Academy for Educational Development as prime contractor with subcontractors Creative Associates International, Inc., Education Development Center, Florida State University, Harvard Institute for International Development, and Research Triangle Institute.

ABEL publications are distributed through the ABEL 2 Clearinghouse for Basic Education. For further information on ABEL activities and publications, contact the Clearinghouse for Basic Education.

ABEL 2 Clearinghouse for Basic Education

Academy for Educational Development
1875 Connecticut Ave., NW Suite 900
Washington, DC 20009-1202
telephone 202-884-8288
fax 202-884-8408
e-mail abel@aed.org

The findings, conclusions, and recommendations expressed in ABEL documents are the authors' and do not necessarily reflect the opinions of any of the institutions associated with Project ABEL or the U.S. Agency for International Development.

Material may be reproduced if full credit is given.

Project number 936-5832
Contract numbers HNE-5832-C-00-4075-00 (core)
and HNE-5832-Q-4076-00 (requirements)

PN-ACF-195

**Improving Capacity for Policy Analysis and Planning in
the Cambodian Ministry of Education, Youth, and Sport**

by

Christopher Wheeler

Kay Calavan

Melinda Taylor

**Report prepared for USAID/Cambodia by the
Advancing Basic Education and Literacy (ABEL 2) Project**

1997

Table of contents

Acknowledgments	1
Acronyms	11
Executive Summary and Recommendations	111
Introduction	1
Institutional Analysis	1
Origins	1
History of the Planning and Aid Coordination Unit (PACU)	1
History of the Program Management and Monitoring Unit (PMMU)	2
Summary	3
Current Functions and Role Responsibilities	4
Where Policy Comes From	4
Policy and Planning Functions	5
Delineating Responsibilities	8
Current PACU Capacity and Staff Development Needs	10
PACU's Overall Organization	11
EMIS Center	12
Educational Planning Office	13
Aid Coordination Unit	14
Status Report on Key Policy/Program Areas Needing Attention	14
Range of Donor Programs	14
Gaps in Coverage	16
Pre-Service Teacher Training	16
Community Involvement in Education	16
Policy Studies to Address Critical Issues	17
Program Overlap and Mixed MoEYS Signals	18
The Need for More Effective Coordination	18
Can the Current Educational System Respond to Change?	21
Policy/Program Areas Needing More Attention	21
The Decision-Making Process for Proposed Donor Programs	21
Incentive Payments	22
The Need for Evaluation Data for Projects with Differing Approaches	23
Changing the Culture of the School to Focus on Improvement	23
New Roles for Cambodians Who Have Upgraded Skills	24
Community Involvement Expanding Local Control and Responsibility for Education	24
Linking Schools and Communities Around Issues and Application of Concepts Learned in the Classroom	25

d

ABEL 2 Training Program	
Abel 2 Support	27
Staff Development Strategy	27
Two Levels of Staff Training	27
Anticipating Policy Effects	28
Active Learning Training Format	29
Senior Administrator Seminar (Level 1)	30
Technical Training Course (Level 2)	30
Encouraging and Measuring Participant Performance	30
Other Issues	31
Issues for Staff Development	32
The Initial Training Session Using AMIS Data	32
Other Staff Development Topics	32
Organization of Sessions and Role of the ABEL2 Advisor	34
Other Issues Calendar Considerations	35
Documents Reviewed and References	36

Acknowledgments

The team wishes to express its appreciation to the many individuals who assisted us with this project. From the Ministry of Education, Youth and Sports, we would especially like to thank the Minister, H E Mr Tol Lah, the Secretary of State, H E Mr Kea Sahan, the Director of the Planning and Aid Coordinator (PACU), Mr Duy Pheng, and the Director of the Programme Management and Monitoring Unit (PMMU), Mr Seng Kan. We also appreciate the assistance of PACU staff for the information they provided us.

We are indebted to David Leong, Chief of the USAID-Cambodia Primary Education Office, for his support and guidance during our work, although he is probably delighted not to have to critique yet another draft. Others who found time from their busy schedules to provide advice and feedback on various drafts of the report include Mr Duy Pheng, PACU, Mr Seng Kan, PMMU, Ms Kuy Phala, Chief, EMIS (PACU), Mr Sam Sereyrath, Chief, Education Planning Office (PACU), Dr Khin Maung Kywe, UNDP/UNESCO, Dr Vin McNamara, AusAID, Dr Anne Dykstra, UNICEF, Mr Jean-Michel Le Pecq, EU/PASEC, Dr Michael Ratcliffe, PMMU, and Mr James Lee, PMMU. In one of the appendices to this report we list meetings with a number of other individuals. While too numerous to mention here, we want to thank them for the information they provided us. They were always willing to find time and were open and candid, which we very much appreciated. A number of these individuals also read and provided helpful suggestions during discussions held in mid-December on a final draft of the report. We want to thank Sophany Ob, secretary to David Leong, for her cheerful reaction to our chart on donor activities. We gratefully acknowledge her skilled handling of this task. We also appreciated the assistance of Marian Stoll for the final preparation of the report.

The efforts of all these people made this report possible. They have improved our work significantly through their helpful comments, and we have tried to respond to their many suggestions.

This publication was made possible through support provided by the USAID/Cambodia Office of Primary Education (Cambodia Assistance to Primary Education (CAPE) activity), Bureau for Asia and the Near East, U.S. Agency for International Development, under the terms of Contract No. HNE-5832-Q-00-4076, Delivery Order No. 12. The opinions expressed herein are those of the authors and do not necessarily reflect the views of the U.S. Agency for International Development.

Acronyms

ABEL2	Advancing Basic Education and Literacy, Phase 2
ACE	Australian Center for Education
ADB	Asian Development Bank
AIT	Asian Institute of Technology
AusAID	Australian Agency for International Development
CAPE	Cambodia Assistance to Primary Education
CBC	Cambodia-British Centre
CCC	Cooperation Committee for Cambodia
CDC	Cambodian Development Council
CfBT	Centre for British Teachers
EMIS	Education Management Information System
EU	European Union
ICORC	International Committee for the Reconstruction of Cambodia
IIEP	International Institute for Education Planning
IO	international organization
JICA	Japanese International Cooperation Agency
JOCV	Japan Overseas Cooperation Volunteers
MoEYS	Ministry of Education, Youth and Sports
NFE	non-formal education
NGO	non-governmental organization
PACU	Planning and Aid Coordination Unit
PASEC	Programme d'Appui au Secteur de l'Education Primaire au Cambodge
PMMU	Programme Management and Monitoring Unit
PTA	Parent-Teacher Association
SCF	Save the Children Fund
SIDA	Swedish International Development Cooperation Agency
TTC	Teacher Training College
TTD	Teacher Training Department
UN	United Nations
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific, and Cultural Organization
UNICEF	United Nations Children's Fund
UNTAC	United Nations Transitional Authority in Cambodia
USAID	United States Agency for International Development
WFP	World Food Programme

Executive Summary and Recommendations

The purpose of this report is to design a program to improve the policy analysis and planning capacity of the Ministry of Education, Youth and Sports (MoEYS) to address educational issues affecting Cambodian children at the primary school level. This will occur under the auspices of the USAID-funded Advancing Basic Education and Literacy Phase 2 Project (ABEL2). The specific target for such assistance is the Planning and Aid Coordination Unit (PACU), but will also include staff from other Ministry offices and Departments, as well as officials from provinces, districts and school clusters. This program will also enhance local capacity to generate and use data for policy formation.

To fulfill these responsibilities, from October 17 to November 24, 1996, the ABEL2 team carried out an institutional analysis to determine where policy, planning and evaluation activities currently take place. In addition, the team identified specific MoEYS training needs. To accomplish this task, the team conducted individual and focus group interviews with MoEYS officials, foreign advisors to the Ministry, and staff in donor programs. The team also mapped out current donor initiatives in primary education to identify gaps in current programs, areas of overlap and areas in need of additional attention. This involved a review of documents from Ministry and donor organizations, as well as interviews and discussions with those involved in such programs. On the basis of these two activities, the team then proposed a staff development program that uses some of the issues identified as topics to build policy analysis and planning skills. Copies of a final draft were circulated to Ministry officials, foreign experts, and donor organizations in late November. Suggestions for improvement were provided in writing and during meetings held on December 18 and 19. Throughout the process of writing the report, it is important to emphasize that the team went beyond a review of documents and interviews. Dialogue and discussion with key participants led to new understandings and ideas for strengthening the planning and policy capacity of the MoEYS.

Institutional Analysis

Current Policy and Planning Responsibilities

Policy analysis, planning, and evaluation are the major responsibilities of two units in MoEYS: the Planning and Aid Coordination Unit (PACU) and the Program Management and Monitoring Unit (PMMU). For a number of reasons, PACU began with a broad mandate, but lacked resources and staff capacity to produce needed results. In contrast, PMMU began with a smaller mandate. It relies primarily on foreign experts for its productivity and these experts now play an important advisory role for senior Ministry officials. They are also active in efforts to manage overall investment decisions. The result has been a blending and extension of PMMU responsibilities which have led to overlapping responsibilities with PACU.

There is currently a clear consensus, however, between both offices, with strong support from senior Ministry officials and donor organizations, for strengthening PACU's capacity for medium- and long-term policy and planning.

Recommendation 1 *To create an environment supportive of such goals, the Ministry should consider delineating clearly the roles and functions of each office*

- *Formalize PACU's policy and planning responsibilities approve its functionally operating units and staff the organization appropriately* A proposed organizational structure for PACU with accompanying role responsibilities has already been submitted and is awaiting formal approval While ABEL2 support can enhance capacity, a formal mandate adequate staffing, and other resources are necessary conditions for improvement

It is suggested that PACU's responsibilities should include

- 1) Data collection and reporting of statistics
- 2) Technical support to PMMU on aid proposals
- 3) Participation in the process of developing master plans
- 4) Medium- and long-term planning
- 5) Program impact evaluation
- 6) Policy recommendations based on the above responsibilities

- *Formalize and realign PMMU's responsibilities to reflect current practice in other countries where such organizations are in place* These functions should include

- 1) Advice and coordination of aid proposals and projects
- 2) Participation in the process of developing master plans
- 3) Program implementation monitoring

- *Consider co-locating PMMU and PACU* This could provide more staff to PACU and replace the current Aid Coordination Office

- *Separate out and modify the role of foreign experts* If foreign experts are to be used in a policy advisory role, there should be a separate organizational structure, i.e., office They should not be part of PMMU, since this leads to role confusion This is especially the case if such advisors have played an important prior role in developing the Investment Plan The vested interest of such advisors in seeing specific components of the Plan carried out creates confusion and questions of impartiality among donors Efforts to manage investment policies should rest with senior Ministry staff and not foreign advisors Moreover, if foreign advisors are used, it is important for the Ministry to ensure that advice does not reflect only the views of one donor or the philosophy of a particular group of donors Finally, ongoing efforts should continue to enhance MoEYS' staff capacity to provide policy advice in order to reduce reliance on foreign experts

Current Planning and Policy Capacity in PACU

Several projects to provide technical assistance have been implemented with PACU as a counterpart during the past two to three years The only major efforts to enhance its capacity

have been various UNICEF and UNDP/UNESCO projects. Other technical assistance initiatives have emphasized the production of very complex analytic products in a fairly short time by foreign consultants. Not enough time or effort was allowed to develop the capacity of the untrained PACU planning staff along the way, although EU/PASEC projects on school mapping and a personnel data base provided some benefit.

The Education Management Information System (EMIS) Office currently has the greatest capacity within PACU for planning purposes. It is developing the capacity to collect accurate school data and to maintain data quality. With continued support, this office should be able to produce useful statistical reports for educational officials at different levels as well as other clients.

The Educational Planning Office is not currently prepared to undertake the type of analytic studies and issue papers expected of such an office. Developing this capacity will require long-term staff development activities and the addition of staff qualified for such responsibilities.

The Aid Coordination Office is currently not able to carry out its responsibility.

The Director of the Unit, Mr. Duy Pheng, is well-trained and provides valuable advice to senior Ministry staff on planning issues. However, the other demands on his time and staff limitations reduce his ability to carry out his functions effectively.

Recommendation 2 *Focus staff development on strengthening qualified staff in PACU, as well as a pool of selected officers from PMMU, other Departments, and provincial, district, and school cluster offices*

Status Report on Key Policy/Program Areas Needing Attention

The Terms of Reference for the mission ask the team to map out current donor initiatives in primary education and in policy and planning generally. The team used project documents and interviews to carry out this task. The purpose is to identify gaps in program coverage, areas of overlap, and areas in need of additional attention. Findings and recommendations are discussed below.

Range of Donor Programs

By 1996 a wide range of donor-supported programs were in place to rebuild and improve the quality of primary school education in Cambodia. Over \$100 million are involved in programs already completed, in process, or committed. Additional grants and large loans are in the planning stages. Many organizations are involved in this massive effort. International organizations include UNICEF, USAID, European Union, UNESCO, ADB, UNDP, UNDP/CAREER, AusAID, the World Bank, JICA, and the French Government. NGO organizations include REDD BARNA, SCF/Australia, International Rescue Committee (IRC),

World Education, World Learning, SCF/US, CONCERN Volunteer Service Abroad (VSA), Japan Sotoshu Relief Committee (JSRC), Maryknoll and the Taipei Overseas Peace Service (TOPS)

Efforts range from renovating and constructing facilities to developing textbooks, curricula and student and teacher competencies. Staff development represents a significant area with major programs underway to improve the quality of instruction by practicing teachers. Some attention has been given to Teacher Training Colleges and pre-service programs. Training of administrators from the central MoEYS down to the provincial, district, and school (headmaster) levels is underway. Organizational change through the piloting and now expansion of the school cluster system represents another important initiative. Programs to encourage greater community involvement in education have begun. At the central MoEYS level, support has been provided for a sector study and the creation of an investment plan. While some support has strengthened MoEYS planning and policy functions, additional support is planned, for example through USAID's ABEL2 program.

In terms of overall coverage, these efforts represent an important first step towards meeting the needs of the educational system. In the chart referenced in Appendix A, the team has attempted to map out these programs, indicating those completed, underway, and planned (to begin within the next year). This represents the first major initiative of its kind. While efforts have been made to check the accuracy of each category, some errors and omissions are likely. The effort represents a "snap-shot" of current programs. It will require periodic updating.

Gaps in Program Coverage

While there is wide coverage, some gaps exist. Most notably more attention needs to be given to pre-service teacher education, strategies for involving local communities in education, and additional policy studies that will also build MoEYS staff capacity.

Program Overlap and Mixed MoEYS Signals

Issues of overlap have potentially greater significance. Findings include:

- *Although there has been some effort to coordinate programs across donors, much more needs to be done. Specific areas include competencies for students and teachers in different subject areas, textbook and materials for different subject areas, and especially training materials for staff development programs for practicing teachers and headmasters.*
- *As these different programs reach teachers and headmasters, confusion is likely to occur regarding what content is to be taught, which strategies are to be used, and how different donor programs articulate with one another.*

- *As programs reach teachers and headmasters, there will be an increase in competing demands for teacher/headmaster time to attend activities provided by different donors. Teachers and headmasters will also face ongoing demands for MoEYS' sponsored activities.*
- *Current MoEYS recognized and employed curricula and requirements for content coverage do not take into account the new curricula materials and staff development approaches currently being implemented by donor organizations. These need to be officially recognized by the Ministry and new understandings of their implications for content coverage communicated to district and provincial staff. Otherwise there will be severe limitations on change.*

Coordination within MoEYS also needs improvement. Conflicting messages from MoEYS to provincial and district offices create difficulties for donor organizations as they implement their programs. Recent examples include

- *Training of teachers in the use of new textbooks. CAPE does not intend to become directly involved with the Teacher Training Department (TTD)'s textbook training program, but rather will deal with training for new textbook use within the context of its own program. This is understood by CAPE's counterpart within the Ministry, the Deputy Director of the TTD. The Director of the TTD, however, has informed all provincial offices that CAPE will be involved in this training.*
- *MoEYS' apparent commitment to an inspectorate system as well as the kind of supervision used in the cluster school organization. The centralized, formal supervision of teachers under the inspectorate system seems incompatible with the more decentralized, informal system of teacher supervision that characterizes cluster schools.*

Recommendation 3 *Create a process for sending common messages to teachers and headmasters.* MoEYS should organize regular meetings, roundtable discussions, committees, or other such appropriate forums under PMMU's direction with PACU involvement. Donors with programs in the same area should exchange materials and discuss their specific content and pedagogical approaches to encourage a more common approach. These meetings should also focus on conflicting MoEYS signals to the field that affect donor program implementation.

Recommendation 4 *Validate current innovative staff development materials, curricula, and approaches to student learning.* MoEYS should immediately move to communicate to lower administrative levels that new curricula, materials, and approaches used in various staff development initiatives are to replace those currently used. MoEYS needs to revise and issue new teaching guidelines that allow for more flexibility in the classroom. MoEYS will also need to in-service provincial and district officials about these changes.

Recommendation 5 Coordinate data requests and formats Develop a formal coordinating process (through PACU) to share survey instruments across offices. Already surveys from PACU, PMMU, and the Cambodian-British Center have gathered data and more can be expected. Create common data base formats and computer programs across offices and across primary and secondary levels.

Policy/Program Areas Needing More Attention

The team identified seven policy/program areas requiring MoEYS attention. Some have the potential for impeding progress to improve the policy and planning capacity of MoEYS. Others represent barriers to improving primary school quality. Some represent suggestions for new programs or “next generation” issues to be incorporated into existing programs over the next few years. These policy/program areas include:

- *Parallel decision-making structure within MoEYS for approving donor assistance programs* Within MoEYS there are two processes for making and implementing policy regarding proposed donor programs. In practice both are donor-driven. One is a formal process of policy making which results in a written policy, sector investment assessment approach, or plan and subsequently, more issue-specific master plans for different areas. A second, more informal process of policy making exists where specific donors propose projects to MoEYS based on alternative models of development that may well be technically sound, but which do not tightly fit with the investment plan or a specific written master plan. While there is nothing inherently wrong with such a system, the reasons for its development have resulted in tension and complicate efforts to enhance MoEYS policy and planning capacity.

Recommendation 6 Develop new understandings about the process for approving and modifying donor investment projects There is a need for the Ministry and donor groups to reach some mutual understandings on this issue if Ministry capacity in policy analysis and planning is to be enhanced.

- *Incentive Payments* This is a difficult and sensitive issue. Within the last two years the practice has become an accepted part of daily life. An informal competitive bidding process has emerged where services are provided to the highest bidder. This creates significant problems for programs of staff development and hampers effective Ministry use of these trained officers.

Recommendation 7 Reduce negative effects of donor incentive payments through Ministry action The Ministry should reduce these effects by limiting payments, standardizing them, and moving gradually towards phasing them out.

- *The Need for Quality Evaluation Data for Projects with Differing Approaches* Several programs using different approaches have been in operation long enough to assess their initial effects. The area of teacher training through the cluster model and the distance education approach provides one example.

Recommendation 8 Evaluate impacts of various programs A study should be done to determine what changes have occurred in classroom activities, student engagement, attendance, and community support as a result of these programs. This might be done as a part of the proposed ABEL2 staff development program. It could also be done in combination with some independent research studies.

- *Changing the Culture of the School to Focus on Improvement* Self-sustaining change comes not just from teachers learning new methods or headmasters getting access to financial incentives to reward good teachers, but also from an interactive process **at the school level** in which headmasters create a climate within a school that some effort to improve is expected of all teachers and will be supported.

Recommendation 9 Develop programs that focus on school change during the next phase (three to four years from now) of staff development for teachers and headmasters In considering this issue, two other groups should be included: communities and district/provincial offices. They could play an important role in a program that promotes the use of multiple strategies at different levels to change local school culture to one that emphasizes, at a minimum, efforts to improve.

- *New Roles For Cambodians Who Have Upgraded Skills* An increasing number of Cambodian nationals have learned important new skills as a result of participating in the EU/PASEC's and CAPE's staff development programs and the French Government's inspectorate program.

Recommendation 10 Develop criteria to select qualified individuals, since not all can be absorbed by the educational system.

Recommendation 11 Credential such participants and issue an official policy defining and establishing new functions in the civil service

- *Community Involvement Expanding Local Control and Responsibility for Education* Some promising initiatives have begun in this area, others are planned. What seems to be missing is an effort to change in a more basic way the locus of control and incentives towards increased community participation.

Recommendation 12 Develop a pilot program to encourage community initiatives Funds should be sought to support initiatives over a five-year period (with the community assuming more responsibility for generating funds for school development as the project proceeds). Expertise currently available from ongoing projects involved with community initiatives should be tapped. This would create the basis for a pilot program.

Using participatory rural appraisal strategies, communities could be encouraged to discuss what they want their children to know and be able to do as a result of schooling.

In collaboration with teachers and the headmaster, the community could develop a set of funded initiatives that could enlist the school's serious attention

- *Linking Schools and Communities Around Curricular Issues and Application of Concepts Learned in the Classroom* An important goal of current change efforts is to create students who will have the ability to become life-long learners. A second is to develop process skills so they can participate more constructively and effectively in community life and the larger political system as adults

The next generation of projects, however, should move beyond a focus on improving only “in-school” learning to begin developing strategies for linking “in-school” with “out-of-school” learning. One approach is to have students study local history or a local problem (environment, local agricultural production, AIDS, etc.) and work with the community to develop small-scale projects to address the problems. Such projects underway can increase community support for schools as well as the role indigenous knowledge plays in student learning.

Recommendation 13 *Plan a pilot project to connect “in-school” learning with “out-of-school” learning* Encourage current donors to develop a pilot program, using the capacity of a small set of successful schools in their current project

Staff Development Program Design

The final responsibility of this team is to design a training program for MoEYS staff, focusing specifically on the needs of PACU.

Senior MoEYS policy makers have stated they want their Cambodian technical planning staff trained in research and planning skills in order to do analysis and present policy options themselves rather than relying on highly paid foreign consultants currently providing these services. The team has developed a program to meet the following recommendations:

Recommendation 14 *The strategy for staff development should emphasize a lengthy period of active participation, discussion, and skill building while conducting analyses using different approaches to policy development* The “hands-on” component of this approach is congruent with technical assistance provided to PACU by UNESCO/UNDP and UNICEF over the past two years.

Recommendation 15 *Staff development should focus on current issues affecting the Ministry* This will ensure relevance, promote engagement, and contribute to creating a track record of accomplishment and useful planning products. Performance indicators will be used to promote mastery of specific skills.

Recommendation 16 *Training should be organized to meet the needs of both policy makers and planning/policy technicians* For senior administrators (five to eight Department Directors), a seminar format will be used. Simulations, discussions, and field visits will focus on how to evaluate different policy options, how to probe for unanticipated consequences, and how to develop policy that promotes local capacity.

Training for fifteen to twenty mid- to senior-level administrators from these same departments as well as provincial, district, and cluster offices will engage participants in learning how to develop policy-relevant questions and the appropriate use of quantitative and qualitative data in answering such questions. Besides survey analysis, participants will learn interviewing strategies, ways to observe classrooms, and how to conduct focus group interviews. They will need to learn simple strategies for analyzing, interpreting, and reporting data. The training will also introduce participants to strategies to identify unanticipated effects that can affect planning and policy decisions. Participants will learn how to develop alternative policy options and strategies, including costs, for encouraging a dialogue among policy makers about alternatives.

Recommendation 17 *Participants from each level need to make a firm time commitment for this training* Such training is expensive and time-consuming. The needed learning cannot take place in a brief and ad hoc manner, but requires reflective work over a lengthy period. The Ministry and concerned donors need to ensure that participants are carefully chosen and are encouraged to participate actively. The common objective is to build a Ministry network of planning and policy resource people that are skilled and part of a continuing dialogue.

Introduction

USAID is funding an initiative to improve the policy analysis and planning capacity of the Ministry of Education, Youth, and Sports (MoEYS) to address educational issues affecting Cambodian students. The Academy for Educational Development (AED) is responsible for this activity through the Advancing Basic Education and Literacy, Phase 2 (ABEL2) activity.

The design team for this project has several responsibilities. The first is an institutional analysis of current policy capacity within MoEYS, focusing specifically on the Planning and Aid Coordination Unit (PACU), but including other units and departments as well. Secondly, using project documents and interviews, the team is to map out current donor initiatives in the areas of primary education and MoEYS planning and policy. The goal is to identify gaps in program coverage, areas of overlap, and areas in need of additional attention. Based on these two activities, the team is then to propose a staff development program, including a workplan.

The ABEL2 project can directly contribute to improving the planning and policy capacity of the MoEYS through this staff development program. The institutional analysis, description of current donor initiatives, and accompanying recommendations (see Executive Summary) are designed to stimulate discussion within the MoEYS on needed policy changes and to assist donor agencies in planning their work in the educational sector.

Institutional Analysis

This component examines the organizational context within MoEYS. The focus is on two units with responsibilities for policy and planning, the Planning and Aid Coordination Unit (PACU) and the Program Management and Monitoring Unit (PMMU). This component of the report has four parts. First, the origins of these two offices are described. Then the roles and functions they currently perform are examined. A delineation of responsibilities is proposed. This section concludes with a discussion of PACU's current capabilities and staff development needs.

In describing the roles and functions of PACU and PMMU, it will be shown that there are overlapping responsibilities. Some roles assigned to PMMU (either formally or informally) go beyond those normally given to such units. This contributes to some of the tensions surrounding the investment and policy process.

Origins

History of the Planning and Aid Coordination Unit (PACU)

As the 'new' Ministry of Education, Youth and Sports emerged from the UNTAC period and the elections, the Ministry produced an organizational chart (originally developed in the

early 1980s based on a structure initiated in 1979) It included a Department of Planning and Finance In December 1994, this department was informally divided into the Department of Finance and the Unit of Planning and Aid Coordination After the Department of Finance selected its staff, the Planning Unit was left with a small, functionally undifferentiated staff that included Mr Duy Pheng, and fewer than eight officers Mr Duy Pheng had been newly recruited from the Department of General Education, where he had served as Deputy Director He serves as PACU's Director, although MoEYS has yet to give him the formal status of Director He reports mainly to the Secretary of State, at times to the Minister, and occasionally to an Under-Secretary in the Ministry responsible for foreign assistance

During the period 1994-96 the demands for planning, policy analysis, and coordination of burgeoning donor assistance programs increased exponentially While staff filling technical positions within PACU grew to twenty-two, plus a small number of administrative support staff, none had a background or training in planning or policy analysis, and most had never had experience in education at the school level

At this time of greatest need, PACU's limited human resource capacity, heavy demands on Mr Duy Pheng from the Secretary of State for ongoing operational assistance, and some internal personnel difficulties, all contributed to PACU's inability to respond effectively to the growing needs for planning and policy within the Ministry

History of the Program Management and Monitoring Unit (PMMU)

In 1992 following the Paris Peace Accords (1991), the Royal Cambodian Government sought international assistance for emergency rehabilitation Both the Asian Development Bank (ADB) and World Bank responded with cross-sectoral support in the amount of \$70 million In 1993 the ADB was also asked to help with teacher rehabilitation After arrival of an ADB team in-country its mission was expanded to undertake a study of the education sector (subsequently supported by the Swedish International Development Cooperation Agency, SIDA) This comprehensive document used a program-based approach to investment and provided a number of suggestions for medium-term sector development in basic education Further ADB assistance contributed to an *Investment Framework Education Sector 1995-2000* plan, presented to the donor community at a Round Table in Phnom Penh in December 1994 This plan was presented to the International Committee on the Reconstruction of Cambodia (ICORC) in 1995

After the process of developing this plan took place, discussions occurred regarding the need to create a coordinating mechanism for donor assistance to avoid overlapping efforts and to provide some rudimentary form of assessment for promoting cost-effective investment Originally the ADB was to fund an appraisal effort to develop the terms of reference for a Program Management and Monitoring Unit (PMMU) Because of the need to establish rapidly a reliable medium-term planning monitoring, and oversight function within MoEYS and the lack of such capacity in PACU, the Minister of Education, Mr Tol Lah, agreed to make the PMMU immediately operational in mid-1995 Such aid coordinating units are common institutions in

developing countries, reflecting donor interest and demands. They are usually separate units of a temporary nature, although in Cambodia, the Minister has announced that he plans to make this office a permanent structure, staffed and headed by Cambodians (Memorandum, May 13, 1996). Generally such units confine their functions to advice and coordination of aid projects and program investment monitoring to ensure funds are being spent for approved activities. Currently the unit operates from an office in the Ministry, has direct access to the Minister, and is the window through which donor programs are supposed to be channeled into the Ministry (Memorandum, Minister address, no date). As discussed below, the PMMU unit has assumed a number of other responsibilities as well, including efforts to manage investment decisions and to provide policy advice on a range of issues.

According to the Minister (Memorandum May 13, 1996), the unit is also responsible for translating strategic planning data and needs into medium- and long-term investment requirements and aid plans. PMMU plans to use data from PACU and newly proposed PMMU units at the provincial offices to assist in carrying out these responsibilities.

PMMU, in consultation with technical directorates, is also supposed to act as the primary point of contact on more immediate aid planning, management and monitoring issues (Memorandum, May 13, 1996). The recent contributions of the office to emergency flood relief efforts illustrate this role.

Finally, foreign advisors located within the unit but supported by funds from their respective donor organizations have also come to play an increasingly greater role in providing support to the Minister, including drafting speeches and policy directives. The Minister has expressed appreciation for the guidance provided by foreign advisors to PMMU, noting in particular assistance in budget negotiations with other units of the Government and development of a new process that led to better MoEYS access to loan funds provided to the Government. The Minister also noted that these advisors helped steer the Ministry through the new process of investment program negotiations with the Ministry of Planning. He stated his intention to use their assistance again in seeking support for the Ministry during negotiations with the Cambodian Development Council (CDC) and the World Bank's Social Fund (Minister address, no date). At this time, these services cannot be provided by Cambodian officials inexperienced with the investment negotiation process.

Summary

If one were to compare the two offices based on this thumbnail historical sketch, PMMU could be characterized as beginning with a small mandate, typical for aid coordination units of this type, with its role and functions then expanding. In contrast, PACU could be seen as beginning with a broader mandate but lacking resources and the capacity to produce needed results, playing a smaller role than what might be expected or desired. This impression will be strengthened when, in the following sections, it is shown where and how policy analysis and planning occurs within the Ministry. After describing what actually happens, it will be

appropriate to then discuss a possible delineation of roles between PACU and PMMU and to address the governance issues raised by some of the functions PMMU currently implements

Current Functions and Role Responsibilities

Where are various policy functions currently carried out and what might be a possible delineation of role responsibilities between PACU and the PMMU? To answer this question first requires a discussion of what is meant by “policy ”

Where Policy Comes From

Policy can be thought of in several ways Typically it is viewed as the authoritative decision of a Ministry or Government setting out a broad macro-level framework to guide the operational actions of lower-level administrators It is seen as a long-term direction, which changes slowly from one day to the next, usually through regulatory or specific policy interpretations A second form of policy focuses on specific issues, which require more immediate action This second form of policy is typically the result of higher-level decisions, but may come from lower administrative levels, depending on the scope of authority delegated to them

A third form of policy is what “street-level bureaucrats” (Lipsky, 1980) create in response to complex environments in the face of incomplete information, scarcity of resources, and conflicting demands on their time Such public officials make policy at the level where services are delivered to clients (in this case teachers who teach students, but it refers to any lower level administrative agency that delivers public services to clients) One example from Cambodia might be the official policy that English is to be taught in grades 5 and 6 If trained teachers are not available this does not occur While there is an official policy, the actual policy is something different The real policy makers are, therefore, the teachers A second example refers to class size Official policy stipulates there should be no more than 45 students per class Since sufficient teachers are not available wide variation exists in the numbers of students in any particular class across schools as teachers cope with the actual number of students who show up for school Here schools (headmasters and teachers) become the “real” policy makers, since they allow excess students to attend or may even use various strategies to reduce enrollment Similarly the official Cambodian policy is that no fees are to be charged, yet fees do exist and are a universal way for teachers to enhance their meager salaries in order to remain in the teaching profession

Interviews from a wide range of informants in Cambodia show that currently policy is conceived as something emanating from the top levels of the Ministry or above, at the level of Prime Minister or Council of Ministers In general, administrators at all levels do not see their role as presenting policy options When administrators see policies not being implemented as intended they interpret this to mean that there is a greater need for direction and control Until then policy is openly or grudgingly accepted as more symbolic than real

In discussing what is meant by “policy,” it is important to keep these different distinctions in mind. If the focus of ABEL2 technical assistance is to build Ministry and lower administrative level capacity to develop policies that directly affect the educational needs of children, then it is important to understand the current capacity of the Ministry and lower levels to think in various ways about policy. There is a need to go beyond traditional thinking to develop the capacity to use this more “bottom-up” approach to policy analysis (called “backward mapping”) to build MoEYS' capacity to develop policy proposals in a way that increases the chances of uncovering unanticipated consequences before a policy is mandated.

Policy and Planning Functions

Since policy is conceived as something developed by those at the top, where are various policy functions currently carried out in the MoEYS? These functions include analysis (with recommendations), planning, program implementation monitoring, and program monitoring and impact evaluation.

- *Short-Term Policy Analysis and Recommendations* Up to now, PACU has primarily been involved in policy through the Director's active participation in Ministry and donor committees and by his development of policy recommendations and legislative proposals for senior Ministry officials. Two foreign advisors, one supported by AusAID and the second by UNDP/UNESCO, have been located in this office. The AusAID adviser has provided policy advice to PACU's Director as well as directly to the Minister and Secretary of State. His advisory responsibilities have also carried over to PMMU. The UNDP/UNESCO adviser has primarily focused on building capacity within the EMIS unit to carry out statistical studies (discussed below).

PMMU, on the other hand, has relied heavily on a group of foreign advisors to provide policy analysis and recommendations on a range of immediate issues, such as the recent flooding crisis as well as more medium-term issues, such as textbook reuse.

- *Longer-Term Policy Planning and Recommendations* In general terms, this function is recognized to be an ongoing PACU responsibility and PACU has contributed long-term planning advice principally through its Director. The PACU office responsible for this function, the Educational Planning Office, however, is still in an embryonic stage in the policy planning area and the office has not been able to respond effectively to requests for planning advice. The Education Management Information System (EMIS) unit in PACU is currently developing its capacity to collect reliable data and to provide statistical reports to various clients. It does not engage in policy analysis. The AusAID advisor has provided some longer-term planning advice to PACU's Director, the Minister, and the Secretary of State.

Without assistance from its foreign advisors, PMMU is also in an embryonic state similar to PACU.

ADB-supported foreign advisors to the MoEYS, before the PMMU, took a leadership role in developing the *Investment Framework Education Sector 1995-2000* plan with participation from donor organizations. While the effort was undertaken within MoEYS, the process generated friction among some members of the donor community, and, because of the language barrier and short time frame, led to incomplete ownership within the Ministry.

Later PMMU with the same ADB-supported foreign advisor assistance, provided leadership for developing a master plan for textbooks, one of the specific areas of the Investment Plan. The process used in this case also generated friction with some of the donor community. Similarly, the process used by PMMU to review USAID's proposed CAPE project produced such results.

The MoEYS is currently attempting to address these problems. PMMU has helped initiate a new set of task forces which are working on other areas (e.g., teacher training, English and French language, school building, youth development, etc.). There are several potentially important differences between these task forces and their predecessors. First, task force composition is entirely from within MoEYS. A core of Cambodian senior staff across departments including PACU's Director, with years of experience in education, sit on a number of these task forces, along with junior staff. Foreign experts serve only as facilitators and are drawn from donor groups who do not have a direct assistance stake in the particular area. Foreign advisors from PMMU have been less directly involved in the process. These task forces are responsible for developing initial drafts of master plans which are to be reviewed by senior MoEYS policy makers in cooperation with major donor groups.

This process appears to better address the ownership issue, but it is still imperfect, since it presupposes donor assistance where such may not be planned. A case could be made that the solution may lie in more donor involvement earlier in the planning process so the process is more realistic and transparent. The organizational routines in donor organizations are such that substantial lead time is often needed to budget funds for worthy projects. If discussions were to take place on a regular basis, donor organizations could learn earlier of needs which would help them in planning their own budgetary requests. Where donor support is not available, such a process would nonetheless provide MoEYS with ammunition to go to the Ministry of Planning or the CDC for support. The mission team recognizes that such involvement must be weighed against the risk of creating more of a donor driven system than already exists.

- *Program implementation monitoring* There is no such capability in PACU, in spite of its Aid Coordination Office.

In many countries this function is carried out by MIS units located close to the top of Ministries. Essentially such units track donor projects in particular sectors in terms of fund flows, quantitative inputs and outputs and the submission of progress and evaluation reports. PMMU is beginning some initiatives to develop this capacity. For example, as one element of the ADB loan for new textbook printing and distribution, PMMU has proposed the creation of provincial

PMMU units or at least the identification of one or two provincial officials to track projects and provide information about problems and bottlenecks to the central PMMU office. However, to set up these program implementation systems often requires time and significant technical assistance.

- *Program monitoring and impact evaluation* These functions remain the responsibilities of various donor agencies in terms of their specific projects. They are almost exclusively carried out by foreign consultants. The capacity for this type of function is not currently held by any MoEYS unit. In this early stage of project implementation in Cambodia, neither the donors nor the Government units have invested any significant resources in impact evaluation.

The high energy level and productivity of PMMU over the past 18 months in an increasingly complex arena of donor support and investment plans has led the Minister to turn increasingly to its staff and principally to the foreign experts that provide the motor force for the office. 'Organizational creep' has been the result with more and more demands placed on the organization. At this point, PMMU's ability to respond to these demands depends on the high level of foreign advisor productivity and will probably not be sustainable when the advisors complete their assignment.

The result has been a blending and extension of responsibilities within PMMU. Besides the traditional role of providing advice and coordination of proposed aid projects, efforts have occurred to manage or influence investment decisions as suggested above (the Investment Plan, the Textbook Master Plan, and USAID's CAPE project).

Meanwhile, within PACU some capacity building has occurred, but the unit is still not able to fulfill its responsibilities. However, there is a clear consensus between both PACU and PMMU with strong Minister and donor support, for strengthening PACU's capacity for medium- and long-term policy and planning. Chart 1 delineates the actual functions of PACU and PMMU.

Chart 1
Actual Roles and Functions of PACU and PMMU

PACU	PMMU
<u>Policy Advice</u> by the Director Some by the USAID-funded foreign advisor	<u>Policy Analysis and Advice</u> on a range of short- and medium-term issues by foreign advisors on a regular basis
<u>Policy Planning Advice</u> through efforts of the Director Emerging planning data management capacity for planning for within EMIS unit Some by AusAID advisor	<u>Policy Planning</u> through efforts to manage or influence investment decisions
<u>Program monitoring and Impact Evaluation</u> No capacity	<u>Program Implementation Monitoring</u> Intention to build capacity

Critical to PACU's ability to develop its policy and planning responsibilities is the need for MoEYS action to formalize its role and mission, approve the functionally operating units, and staff the organization appropriately. While increased responsibility should result from performance, the ability to perform is determined by certain conditions. Staff support through technical assistance such as ABEL2 represents one such condition. Two others are missing: a formal mandate and adequate resources. Moreover, capacity building takes time, which must be weighed against the natural inclination to expand functional responsibilities to encompass areas where progress may be seen as moving too slowly.

Delineating Responsibilities

How might responsibilities be delineated between the two offices? The division of responsibilities proposed below is something to be worked towards as PACU increases its policy and planning capacity. However, some changes can be made now and it is important to set out clearly the overall division of functions to avoid further confusion of roles between organizations.

PMMU should perform three basic functions:

- *Advice and Coordination of Aid Proposals and Projects* In carrying out this role, PMMU could coordinate with PACU whose technical role (which needs to be strengthened) will

be to provide input on projects currently in the field, and projection data needed to evaluate proposed donor projects. Armed with such information, PMMU could be in a position to provide advice to senior-level officials on the viability and utility of proposed donor projects.

- *Participate in the Process of Developing Specific Master Plans* The newly proposed MoEYS-Donor Consultative Group process (November 11, 1996) provides for participation from PMMU, PACU, and other affected departments on task forces for developing master plans for specific areas. While this proposed structure will no doubt undergo revision in the coming weeks, PMMU has an important role to play. As discussed below, however, attempting to manage investment decisions is not one of these.

- *Program Implementation Monitoring* Tracking the flow of donor funds, inputs and outputs, and monitoring submission of progress and evaluation reports are all responsibilities of an aid coordination unit, such as PMMU. PMMU, with PACU involvement, should also organize regular sessions with donor organizations and Ministry Departments to share information on activities, bottlenecks, and approaches. Training and technical assistance are needed for current staff to carry out this function.

PACU, in turn, could perform the following functions:

- *Data Collection and Reporting of Statistics* PACU could improve the collection and quality of educational data, produce relevant statistics, and coordinate such efforts with other agencies, including the Department of Statistics in the MoEYS. It should analyze and interpret data for PACU planning purposes and provide data reports to other users.

- *Technical Support Role for PMMU* PACU could provide advice as described above for PMMU as it considers aid proposals.

- *Participate in the Process of Developing Master Plans* Along with PMMU, PACU could participate in this process, as described above.

- *Medium- and Long-term Planning* As its capacity improves, PACU should assume a leadership role for these functions. Included under the category of long-term planning is strategic planning. The office should have the capacity to develop strategies for a 10- to 15 year period. It should be able to propose objectives for the school system. It should have the capacity to chart future directions based on advice from senior policy makers on where the system should go and the kinds of issues that need to be addressed for it to move in new directions. A component of such a strategic planning role could include responsibility to identify areas in need of future donor support. It is also important that such a responsibility include financial planning for more than a single year at a time (current MoEYS practice).

- *Program Impact Evaluation* PACU should carry out or supervise studies of the effects of different donor programs currently in operation as well as the effects of different Ministry policies. Again, this capacity will need to be developed.
- *Policy Recommendations* Enhanced capacity in each of the above areas will enable PACU to provide policy recommendations, including the pros and cons of different alternatives for consideration by senior Ministry officials.

The proposed division of responsibilities relates directly to issues of governance. PACU is a part of the formal governance structure, although its organization, functions, and roles have yet to be approved. It has been announced that PMMU is also to have a permanent role in the Ministry. That role, however, should be limited to aid coordination and monitoring.

If foreign experts are to be used in a policy advisory role, they should be *in a separate organizational structure*, i.e., office. They should not be a part of PMMU, since this leads to role confusion. This is especially the case if such advisors have played an important prior role in developing the Investment Plan. The vested interest of such advisors in seeing specific components of the Plan carried out creates confusion and questions of impartiality among donors. Efforts to manage investment policies should rest with senior Ministry staff. Moreover, if foreign advisors are used, it is important for the Ministry to ensure that advice does not reflect only the views of one donor or the philosophy of a particular group of donors. Finally, ongoing efforts should continue to enhance MoEYS' staff capacity to provide policy advice in order to reduce reliance on foreign experts.

Formally announcing such a demarcation of responsibilities between PACU and PMMU represents only an initial step in creating the potential for more ownership by Ministry staff in the policy and planning process. It will take time to develop the capacities of both PACU and PMMU Cambodian staff to fulfill these responsibilities. A major adjustment in PMMU responsibilities would also be required as the foreign advisory function is separated out.

Having proposed a division of roles and responsibilities which could provide a supportive environment for the enhancement of policy capacity within the MoEYS, it is now appropriate to examine the specific needs of PACU.

Current PACU Capacity and Staff Development Needs

Effective capacity building by its very nature is time-consuming, labor-intensive, and difficult. Teaching skills represents only the first step, and a small one. To use what has been learned requires that participants make sense of the new information and that they have support to try out such understandings in their specific work context. Change, in practice, comes slowly because it is filled with risk and requires a corresponding change in mind set. As people collaborate, they develop both understanding and ownership. Thus a foundation is created for self-sustaining change.

Although several projects to provide technical assistance have been tried with PACU as a counterpart during the past two to three years, the only projects to undertake major efforts to enhance its capacity have been various UNICEF projects and the UNDP/UNESCO project, Capacity Building in Education and Human Resources Sector Management

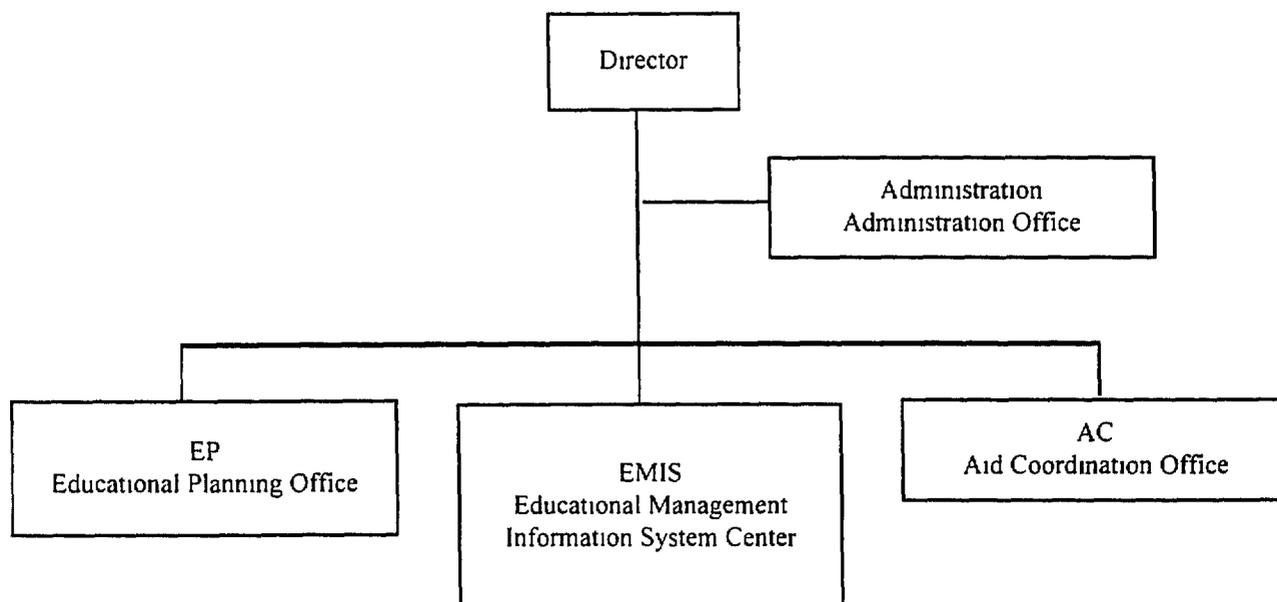
Most other technical assistance projects have involved the production of very complex analytic products in a fairly short time by foreign consultants. In and of themselves, these reports represent useful and important contributions. For example the EU/PASEC's school mapping project and personnel management computer data base project provide important benchmarks in both areas which can be expanded and improved in subsequent years. Similarly, the ADB's education sector study provides a remarkable series of insights into the current structure of Cambodian education. While some PACU staff benefitted from the activities of these projects, much more time and mentoring was needed for effective capacity building to occur. EU/PASEC's project also benefitted PACU through donation of specific hardware, such as computers.

Complicating capacity building in policy analysis and planning is the potential for a donor-driven agenda to dominate PACU as portions of staff time are allocated to particular donor projects. Given the low salaries paid by the Ministry and the practice of donors to pay stipends, such participation in donor projects is one way to provide desired supplements to monthly salaries. To the degree such stipends are congruent with participation in long-term staff development activities (e.g., UNDP/UNESCO) or provide support for specific PACU-related activities, such as technical advice for computer programming (e.g., UNICEF), interference with PACU's ability to develop an agenda responsive to specific MoEYS needs is not likely to be a significant issue. Where staff time must be devoted to donor-defined project tasks that are not part of their ongoing duties, capacity building becomes compromised. This is discussed in greater detail below.

PACU's Overall Organization

Although current UNDP/UNESCO, UNICEF, and PACU contributions have concentrated on developing EMIS staff capacity, there were earlier efforts to improve PACU's capacity. These included nine months of training at the International Institute for Educational Planning (IIEP) for the proposed Chiefs of the Education Planning Office and the A1d Coordination Office in PACU. Also, Director Duy Pheng and Dr. Khin Maung Kywe worked with PACU staff to develop a proposed organizational chart (displayed below). This organizational chart has been submitted to the Secretary of State but has yet to receive Ministry approval.

**Chart 2
Proposed PACU Organization**



EMIS Center

PACU with two years of technical assistance from UNDP/UNESCO and UNICEF, has succeeded in recruiting needed staff and training them as a technical unit to operate its Education Management Information System (EMIS) The EMIS Center and Office was officially established in July 1996, when the staff moved into their new office space (supported by UNICEF) The EMIS Center views itself as a technical unit that will provide data and statistical services to clients at many levels in the education system

The unit has been responsible for developing testing, and supervising, the annual school survey This annual four-page survey is a much improved data collection tool compared to the previous 46-page school survey filled out three times a year The EMIS Center staff are also responsible for maintaining data quality for this survey through data entry and processing in order to produce useful statistical reports for educational managers and others at the central, provincial, district, and school levels

Barring delays caused by unforeseeable events, such as the recent flooding, the EMIS staff plan to have initial statistical reports on the current school year ready by March 1997, and to provide them to users at different levels soon after that However, addressing the problem of improving data quality will possibly take more time than anticipated This is a new exercise for headmasters and officials at the district and provincial levels For example, the issue of alternative definitions of children's age may cause problems Similarly just learning the procedures of which lines to fill out or leave blank can pose problems

The overall support given for this capacity-building achievement includes the following: the Center Chief trained for nine months at the IIEP in Educational Planning, the Chief and Programmer gained initial statistical and computer skills as part of a half year's training provided by a UNICEF consultant, eight staff trained for two months in visual dBase and SPSS programs at AIT/Bangkok, UNDP/UNESCO's technical advisor, Dr Khin Maung Kywe, worked with this staff using a mentored, "action learning" approach, UNDP/UNESCO and UNICEF provided a facility, computer equipment and software, and both donors supported short-term technical assistance to the staff. There is also one UNICEF-funded management information system consultant who will provide assistance until the school census data set is processed and reported out.

The EMIS Center staff is composed of an Office Chief who has some skill in educational planning and developing data sets and indicators, one computer programmer with significant skills in most of the programs EMIS is currently using, one or two people the computer programmer is training, and several staff with basic data entry skills. EMIS Center staff stated the need for the following types of training: English language training, additional training in visual dBase, SPSS and other software systems, and training in computer networking to allow the transfer of data sets between MAC and IBM platforms and between the EMIS Center and other Ministries and project offices. The latter will require a phone line and modem which are not currently available. They also report they will need assistance in learning how to communicate findings from statistical reports to potential users. Subsequently they also need training in how to use these statistics in planning, though much of this latter responsibility may lie in the Educational Planning Office.

The work of the EMIS Center is now focused on producing an accurate data set from the first year's implementation of the Annual School Census and then in providing statistical summaries as efficiently as possible. UNDP/UNESCO sees that the skills necessary to complete this task must be consolidated in the unit before additional tasks are added. However, at some point, the EMIS Center will probably be asked to expand its capacity and focus by helping to collect and create data sets from other surveys targeted on specific educational policy issues.

Educational Planning Office

The Educational Planning Office in PACU currently includes seven staff, including the Office Chief who trained at IIEP last year. Staff in this office have been involved in general organizational discussions in PACU and in helping to prepare, test, and implement the Annual School Census. They have worked on selecting a small group of standard statistical indicators from the new data set that will be used for monitoring education goals and targets for the year 2000.

Because most staff are not trained in educational planning, staff in the Educational Planning Office, the Director of PACU, and most donors all recognize that this office is not

currently prepared to undertake the type of analytic studies and issues papers expected of an office with this name

As in the EMIS Center, the size and staffing of this office will probably evolve as qualified staff are trained in research, analysis and planning skills. To develop a model for collaborative and long-term staff development the ABEL2 design team held extensive discussions with PACU Director Duy Pheng, Planning and EMIS Office staff, and UNDP/UNESCO's team who are currently developing their Phase II assistance project

PACU staff have stated that to do an effective job they need training in educational planning, job-related English language training, regular access to data from other departments in the MoEYS (e.g. Department of Personnel, Department of Finance, and Department of General Education), access to data from other Ministries (e.g., National Institute of Statistics), access to data from donor projects, training in statistics and computer-based statistical processing of data, training in qualitative research, and resources for collecting data in field studies (e.g., laptop computers and transportation support)

Aid Coordination Office

This is the least developed office in PACU. PMMU handles most aid coordination, although PACU's Director, Mr. Duy Pheng, is involved in some of these activities. A staff member is currently studying at the IIEP. When he completes his nine-month program, he will become the Chief of this office.

Status Report on Key Policy/Program Areas Needing Attention

This section has four parts. The first examines the range of donor programs by specific areas of activity. Some programs have been implemented, others are ongoing and others are in the planning stage. The second examines gaps in program coverage. The third focuses on areas of actual or potential overlap to discover what coordination is occurring in the field to prevent unnecessary duplication of services. The final part examines key policy/program areas that may not be adequately addressed under the current scope of donor projects.

Range of Donor Programs

By 1996 a wide range of donor-supported programs were in place to rebuild and improve the quality of primary school education in Cambodia. Over \$100 million are involved in programs already completed, in process, or committed. Additional grants and large loans are in the planning stages. Many organizations are involved in this massive effort. International organizations include UNICEF, USAID, European Union, UNESCO, ADB, UNDP, UNDP/CARERE, AusAID, the World Bank, JICA, and the French Government. NGO

organizations include Redd Barna, SCF/Australia, International Rescue Committee (IRC), World Education, World Learning, SCF/US, CONCERN, Volunteer Service Abroad (VSA), Japan Sotoshu Relief Committee (JSRC), Maryknoll, and the Taipei Overseas Peace Service (TOPS)

Efforts range from renovating and constructing facilities to developing textbooks, curricula, and student and teacher competencies. Staff development represents a significant area with major programs underway to improve the quality of instruction by existing teachers. Some attention has been given to Teacher Training Colleges and pre-service programs. Training of administrators from the central MoEYS down to the provincial, district and school (headmaster) levels is underway. Organizational change through the piloting and now expansion of the school cluster system represents another important initiative. Programs to encourage greater community involvement in education have begun. At the central MoEYS level, support has been provided for a sector study and the creation of an investment plan. While some support has strengthened MoEYS planning and policy functions, additional support is planned, for example, through USAID's ABEL2 program.

In terms of overall coverage, these efforts represent an important first step towards meeting the needs of the educational system. In the chart referenced in Appendix A, the team has attempted to map out these programs, indicating those completed, underway, and planned (to begin within the next year). This represents the first major initiative of its kind. While efforts have been made to check the accuracy of each category, some errors and omissions are likely. The effort represents a "snapshot" of programs. It will require periodic updating.

The chart provides helpful information in several areas. First it shows the relative scope of activity by different organizations. For example, the EU/PASEC initiative is national in scope, contributing to nearly all the major educational sectors in contrast to the ADB or World Bank's programs which are targeted on specific areas. Secondly, the chart shows an evolution over time with UNICEF and several NGOs involved since the early 1990s, followed by larger organizational involvement from EU/PASEC, ADB, and the USAID-funded CAPE projects.

The most useful part of this activity mapping exercise, however, proved to be in interviewing those directly involved in implementing programs who described their initiatives, checked their particular entries, and then discussed what they saw as problem areas.

For example, the mission team learned from EU/PASEC that it has a very specific approach to development assistance. As important as what gets done is how projects are implemented (i.e., the process). EU/PASEC officials stress that they do not see their activities as EU/PASEC programs, but as Ministry projects supported by EU/PASEC funds and a small cadre of foreign advisors. EU/PASEC officials emphasize that they work inside the Ministry to institutionalize programs through a partnership arrangement.

Efforts to date are remarkable in the sense that within a few short years major programs are up and running, providing services to those in the field, at every level. This is no small feat and all organizations deserve much credit, as does the MoEYS for its support and leadership. In suggesting areas that deserve greater attention and areas where overlapping donor programs and mixed signals from MoEYS may create difficulties for accomplishing goals, the mission team is nevertheless fully aware of the significant benefits all programs are providing.

Gaps in Coverage

Pre-Service Teacher Education

“Gaps” is perhaps too strong a word. While all areas require sustained, increased attention, several have received less to date. Pre-service teacher training provides one example. With EU/PASEC support, a two-year program is underway to improve programs at the seventeen Teacher Training Colleges (TTCs) located at the provincial level. Given the enormity of the problems faced by TTCs and the small resources so far devoted to this sector, MoEYS’ EU/PASEC-funded program has focused on improving the implementation of the existing MoEYS pre-service program rather than on reforming the sector as a whole. Supplementary training materials explaining the curriculum have been developed, sent to TTCs, and their contents discussed during follow-up visits. Efforts to get TTCs to increase and improve time trainees devote to field experience (e.g., practica) have a high priority. The current program is scheduled to end in August 1997.

These findings have two implications. First, unless more attention is given to improving the quality of pre-service education, relatively untrained teachers will continue to enter the profession. While learning to teach is a lifelong profession, it is more cost-effective to initiate prospective teachers into effective pedagogy and appropriate content than to begin this process after they have entered the field. This is of special concern, given the scheduled end of the current effort. The gap identified is between need and effort.

The second implication is discussed below under overlap, since it relates to whether current staff development programs for practicing teachers are sufficiently coordinated with the pre-service preparation program.

Community Involvement in Education

EU/PASEC, UNICEF and the World Bank (Social Fund) already have programs in the field. UNICEF plans to launch a new program involving pre-school community programs. Both CAPE and EU/PASEC are in the process of developing programs for headmasters which will include components on improving school-community relations.

The Ministry’s EU/PASEC-funded “community mobilization” program has three components: 1) sport competitions, 2) cultural competition, and 3) a grant program (\$1,000

program) Besides financial support, EU/PASEC is providing foreign consultant assistance to help implement the project

The grant program has stimulated income-generating programs in four areas agriculture, animal breeding, school cooperatives, and sewing All were designed to improve school quality by providing additional resources Besides income-generating activities, some small projects were initiated in the area of school rehabilitation EU/PASEC support will conclude in August 1997 While the Ministry has indicated its intention to continue the sports and cultural programs the grant program will not be continued

UNICEF's program with school clusters has involved parents and communities in joint cost/labor-sharing projects to construct schools, as has the World Bank's Social Fund program UNICEF's new initiative in pre-school community programs will focus on local health issues and school readiness

Besides these initiatives, a number of organizations have begun programs to stimulate community organization and local development projects across many sectors (e g , UNDP/CAREERE)

The gap identified is the need for a long-term sustained program to expand the locus of control and responsibility for schools to include a greater community role A proposal to address this issue is described in Part D of this section

Policy Studies to Address Critical Issues

Besides ABEL2, UNDP/UNESCO plans to continue its program to enhance the planning capacity in PACU In addition, the World Bank may provide assistance in this area during the next year in preparation for a possible major loan in the future These efforts need to be coordinated to produce a more effective training program

In the proposed ABEL2 training plan for MoEYS, a number of issues are identified as possible candidates to use in building policy and planning skills Only a few will actually be possible to address, and they may benefit from more in-depth work before policy recommendations can be made

There remains a gap, therefore, between issues that need to be studied and the capacity to do so, at least in the shortrun Assuming these pressing issues need serious attention, staff from local research organizations foreign consultants, or some combination might be considered The basic ground rule however, should be that any such study would involve MoEYS officials in a meaningful way to contribute to enhancing Cambodian capacity Even though MoEYS officers may not necessarily have the capacity themselves to carry out needed research studies in the immediate future, it is important that they begin to understand the scope of such research efforts and different strategies to meet this need

Program Overlap and Mixed MoEYS Signals

While the gaps discussed above are important and need to be addressed, there are also significant issues that exist as a result of overlapping programs and mixed signals from MoEYS

Three questions deserve answers

- To what degree have programs been coordinated?
- If there are overlapping activities among donors and mixed signals from MoEYS, what are the consequences, especially for teachers and headmasters?
- If new ways of teaching and learning are introduced, how responsive is the current educational system to such changes?

The Need for More Effective Coordination

The first two questions can be addressed together. They are relevant for a number of initiatives

- *Coordination among donors* Attempts have been made to divide responsibilities among donor organizations, and efforts have occurred to coordinate programs. There is, however, a serious need for more effective coordination among donor organizations

Donors have been involved in MoEYS' efforts to develop student competencies, curricula, textbooks, and teaching manuals in different subject areas. Donors have developed materials for staff development programs for practicing teachers and headmasters and are in the process of delivering training. Given the extraordinary need for assistance, teachers, headmasters and students will derive benefit from what is being provided.

As these programs come closer to those directly served, however, mixed signals will inevitably result. It is the teachers and headmasters who will bear the brunt of these mixed messages.

For example, both EU/PASEC and CAPE are providing in-service educational opportunities for all primary school teachers in Cambodia. Similarly, they are planning programs for headmasters. The MoEYS EU/PASEC funded program does this through print-based distance education. Teachers receive modules which describe content and teaching strategies. After completing exercises and sending these to the district office for verification, they receive compensation (\$6/module, \$12/module for teachers in remote areas). The MoEYS' EU/PASEC trained 'tutors' ("maitres formateurs") visit schools to provide model lessons and to assist teachers in working through the materials.

CAPE uses an intensive staff development approach that focuses on content and pedagogy. Teachers go through a yearlong program consisting of two major workshops (three

weeks each) at the beginning and end of the program. They also participate in three to four weeklong workshops held during the year. Follow-up assistance is provided to teachers during Thursday meetings at school clusters, as well as in their schools by CAPE-trained tutors.

Both organizations claim to promote more active student learning by changing teacher practice. But agreement on terms can break down in the development of actual materials and in the process of delivering training. Thus the content of EU/PASEC's print-based materials may send one set of messages to teachers about what kind of content should be taught and how, while CAPE's model of staff development may send another. Informants suggest this is the case. If so, then teachers will end up unsure of what to do. The same is likely to be the case when programs for training headmasters swing into gear.

Good working relations exist between the two programs. Representatives emphasize strongly that there is no competition. Discussions have led to formal and informal agreements in a number of areas (e.g., coordinating responsibilities in rural areas). Such efforts aside, however, much remains to be done in sharing materials and coordinating messages sent to teachers and headmasters.

So far there has been little sharing of materials across these two projects. Each organization points out that materials are available if the other wants to see them. But when individuals attempt to get copies, they have experienced difficulties. What seems to be lacking is a more formal process to initiate sharing and discussion in this important area. Besides direct contact, in the section on role responsibilities, it was suggested that PMMU, with the involvement of PACU, should initiate steps to organize such an information sharing system. Such a system could also provide important assistance with a second major coordination problem.

- *Coordination within MoEYS* Conflicting messages from MoEYS to provincial and district offices create difficulties for donor organizations as they implement their programs. A recent example of conflicting information from the Teacher Training Department (TTD) concerns the training of teachers in the use of the new textbooks. CAPE does not intend to become directly involved with the TTD's textbook training program, but rather will deal with training for new textbook use within the context of its own program. This is understood by CAPE's counterpart within the Ministry, the Deputy Director of the TTD. The Director of the TTD, however, has informed all provincial offices that CAPE will be involved in this training. A more formally organized system for sharing information between donor organizations and MoEYS officials might reduce mixed signals.

A second example of conflicting messages comes from MoEYS' apparent commitment to an inspectorate system and the lack of compatibility between such a centralized, formal system of teacher supervision and the more decentralized, informal system of teacher supervision that characterizes cluster schools—to which the MoEYS is also committed. A forum, such as the one proposed above, might help MoEYS develop strategies to bring these two approaches closer.

together and thereby reduce potentially conflicting messages to teachers, headmasters and donor organizations involved in staff development

Along the same vein is the need for common approaches to supervision at both primary and secondary levels. Through French support, there is a program to develop inspectors for the primary and eventually for the secondary level as well. It remains to be seen how graduates of the French-supported program will relate to those trained at the secondary level and those trained at the secondary level for English under CfBT's Cambodian Secondary English Teaching Project (CAMSET)

- *Coordinating Pre-Service with In-service Training* As noted earlier, considerably more attention needs to be devoted to improving pre-service education. A second component of this problem is the degree to which current staff development efforts to improve teaching and learning among practicing teachers are coordinated with efforts to improve pre-service programs. Given the focus at the pre-service level on improving upon the existing system, it is understandable that attention to this area has been sparse.

There is some integration between EU/PASES's effort to improve pre-service education with their training of trainers ("maitres formateurs") program, since some "maitres formateurs" have returned to work at Teacher Training Colleges. It is not likely that they will have much impact, however, unless concerted Ministry support is provided so other staff at TTCs learn the content and methods provided the "maitres formateurs" by EU/PASEC. As noted above, the EU/PASEC program is scheduled to end in August 1997, and there is little likelihood of this occurring before then. The same problem exists with CAPE's training of trainers program, which also includes TTC staff. Without more coordination, there is the likelihood of a mismatch between what teachers in that program are learning and what pre-service students learn.

- *Coordinating Data Collection* As the capacity to collect data grows, so too will the demands on headmasters, school clusters, and district offices. Already surveys from PACU, PMMU and the Cambodian-British Center have gathered data and more can be expected. Coordination could lead to shared instruments or, at least, an agreed-upon schedule to reduce time demands at the school and district levels. Secondly, there is a need to develop common data base formats and computer programs across primary and secondary levels. Those involved in survey work are already experiencing difficulties accessing data from other projects.
- *Coordinating Construction of New Primary Schools* The need for new and renovated schools is considerable, given the destruction of the educational system under the Khmer Rouge. Several programs are addressing this issue but much more needs to be done. The World Bank has two programs: one that is finished and the second one that is in progress (Social Fund). The EU provided support during the Emergency Rehabilitation Period for selected provinces to build or reconstruct primary schools. UNICEF and Redd Barna constructed or renovated some 515 primary schools nationwide, geared primarily towards establishing their cluster school programs. UNICEF plans further efforts in two additional provinces as it expands its program. UNDP/CARERE has also assisted in building schools in the five provinces they target. The

CAPE program plans to build 315 resource center buildings over the coming five years as part of its staff development program through school clusters

Two factors complicate efforts to build or renovate schools in a systematic way. The first is the continued internal population migration which makes it difficult for school mapping efforts to generate accurate data for projected needs. The second is the current practice of the First and Second Prime Ministers to use school construction for potential electoral support. In one school in Takeo Province, for example, UNICEF had assisted in the construction of two buildings. Following a visit by the Second Prime Minister, another building was constructed at the same school. A similar situation had previously occurred in another Takeo school after a visit from the First Prime Minister. As a result there is now excess capacity in these particular areas.

Can the Current Educational System Respond to Change?

Ministry officials at the provincial, district, and headmaster levels continue to operate using guidelines issued as far back as 1987. Included in these guidelines, for example, are recommendations on the number of text pages teachers are to cover weekly, monthly, etc. This practice reflects a very different kind of classroom approach than what teachers are learning through different staff development programs. In CAPE, for example, teachers are learning to use more activity-based teaching to promote understanding of concepts.

There is a clear need for MoEYS officials to develop a better understanding of the changes in content and pedagogy being encouraged by various staff development programs. It is also important that MoEYS revise and issue new teaching guidelines that allow for more flexibility in the classroom. MoEYS will also need to in-service provincial and district officials. Until such understandings at these levels are created, teachers will remain hesitant to employ the methods they have learned through the various staff development programs. They will continue to follow the more prescriptive teaching guidelines still officially in use by the MoEYS. To this end, it is important that MoEYS implement the new curriculum developed in collaboration with various donor organizations as soon as possible.

Policy/Program Areas Needing More Attention

A major responsibility of the mission is to identify high priority areas which the Ministry, perhaps with donor support, should consider addressing. It is unlikely that any of the current MoEYS or donor-supported programs can make adaptations at this point to address these areas. They would require either a new program or a "next generation" focus. One exception is discussed first, since its consequences affect any effort to enhance the policy and planning capacity of MoEYS.

The Decision-Making Process for Proposed Donor Programs

Within MoEYS there are two processes for making and implementing policy regarding proposed donor programs. In practice both are donor-driven. One is a formal process of policy

making which results in a written policy, sector investment assessment approach, or plan, and subsequently more issue-specific master plans for different areas. A second, more informal process of policy making exists where specific donors propose projects to MoEYS based on alternative models of development that may well be technically sound, but which do not tightly fit with the investment plan or a specific written master plan. In the Cambodian context the components of this parallel decision-making process exist in tension and complicate any efforts to develop policy and planning capacity within the MoEYS. While there is nothing inherently wrong with such a system, the reasons for its development have resulted in tensions that complicate efforts to enhance MoEYS' policy and planning capacity. There is, therefore, a need for the Ministry and donor groups to reach some mutual understandings about the process for approving and modifying donor investment projects.

Incentive Payments

This is a difficult and sensitive issue. Should Cambodian officials receive salary supplements for participating in donor-sponsored programs? Within the last three years the practice has become an accepted part of daily life. When it first began, an informal competitive bidding process emerged rather quickly where services were provided to the highest bidder. In an effort to get some control over the situation, the EU/PASEC's Education Aid Advisor, in collaboration with AusAID's advisor to PACU, drafted a Policy Statement in early 1995 for the Ministry which spelled out the conditions under which such supplements should be paid, including variable amounts based on responsibilities (MoEYS, March 1995). This statement was discussed among donor organizations and within the Ministry, but was never formally issued, since the conditions it proposed could affect all civil servants and as a single government agency, the Ministry lacked such authority. Nevertheless, organizations such as EU/PASEC have followed the proposed guidelines and EU/PASEC has encouraged others to do so as well. Moreover, for its distance education program, which is specifically excluded from coverage in this Policy Statement since its incentives are based on recipients completing specific assignments on a voluntary basis rather than on regular monthly salary supplements, EU/PASEC has made the compensation it pays as transparent as possible. To this end, EU/PASEC officials have provided a list of recipients to the Ministry.

While donor groups have informally tried to limit such payments, informants report benefits range from \$20 to \$200 per month, figures which are both below and above the range proposed in the Policy Statement. While officials are not supposed to "double dip" (receive remuneration from two or more projects), several informants reported to the team that this continues to occur.

Eventually such supplements will come to an end. The basic causes of low salaries (which makes supplements a reasonable option) stem from the Royal Cambodian Government's inability to 1) increase revenue (through taxes and channeling royalties from logging and mining into the public treasury), 2) reduce the size of the civil service, and 3) develop acceptable procedures (in the Ministry of Finance) to ensure that donor funds are spent as intended. Donor

frustration over the Government's failure to address these issues effectively continues to increase with the result that change may come sooner, rather than later

Meanwhile, the bidding war continues, whether above board or below, although the draft Policy Statement has likely had some positive effect. Since some donor organizations are prohibited from providing supplements (e.g., USAID), while others have very limited resources, the effect of current practice is to advantage some groups over others. While a solution to this problem overall lies outside Ministry hands, more vigorous MoEYS efforts to reduce its effects by limiting such payments could ease the transition that eventually will have to be made.

The Need for Evaluation Data for Projects with Differing Approaches

Several programs using different approaches have been in operation long enough to assess their initial effects. One example is in teacher training where a cluster-based model and a distance education approach both exist. It will be important to learn what changes have occurred in classroom activities, student engagement, attendance, and community support as a result of these individual programs. Currently the debate over the relative efficacy of various approaches is driven more by philosophical approaches than actual empirical data on results.

Later, when issues for staff development for improving MoEYS capacity in policy and planning are described, this topic is mentioned as one candidate for attention.

Changing the Culture of the School to Focus on Improvement

Given the enormous need by teachers and headmasters for improved knowledge in pedagogy, curriculum content and management, staff development programs have focused attention on building these skills by using different approaches. Self-sustaining change, however, comes not just from teachers learning new methods or headmasters getting access to financial incentives to reward good teachers, but from an interactive process **at the school level** in which headmasters and teachers create a climate within a school where some effort to improve is expected of all teachers and will be supported. Time is given for teachers to come on board at different paces but such time is not unlimited. Other methods of prodding, cajoling and nudging are used including resources from different administrative levels (multiple strategies at multiple levels). Change then becomes self-sustaining.

It can be argued that before embarking on efforts to focus on school change, certain conditions first need to be in place, i.e., improved knowledge by teachers and headmasters. One could argue the opposite however. Without a clear focus on school change from the outset, there is the danger that an unacceptable number of teachers trained under the CAPE model may end up not using the new strategies they have learned, while the accountability emphasis used by the EU/PASEC (supervision coupled with incentive pay rewards for performance) may lead to alienation and counterproductive tensions within schools (for example, if headmasters reward friends or allies rather than meritorious teachers).

Regardless of the position one has on this debate, there is the need to devote more attention to developing strategies to address this issue during the next phase of staff development for teachers and headmasters. In considering this issue, two other groups should be included: communities and district/provincial offices. They could play an important role in a program that promotes the use of multiple strategies at different levels to change local school culture to one that emphasizes, at a minimum, efforts to improve.

New Roles For Cambodians Who Have Upgraded Skills

An increasing number of Cambodian nationals have learned important new skills as a result of participating in the EU/PASEC's and CAPE's staff development programs. The same is true for participants in the French-sponsored training program for inspectors, and, increasingly, more widely across levels in MoEYS as other staff development programs enhance skills (e.g., UNDP/UNESCO project in PACU). There is a need to credential such participants and to define and establish new functions in the civil service which appropriately reward such individuals upon completion of their training. While senior MoEYS policy makers are aware of this issue and some informal promises seem to have been made, at least to those directing the EU/PASEC program, there has been no official policy for either their participants or for those currently active in the CAPE or French-sponsored programs. Without such a policy, there is the danger that a broad local resource pool of talent will not be used effectively in the future. As the Ministry considers action in this area, there is also the need to consider how many such individuals the system can absorb and the criteria to be used for selection.

Community Involvement: Expanding Local Control and Responsibility for Education

As discussed above, several donors have programs underway and other initiatives are planned. What seems to be missing is an effort to change in a more basic way the locus of control and incentives for community participation from the school towards the community. Informants report that community members still see school as an organization apart from community life. School knowledge is what is taught and it has little, if any, connection to daily life. Such education is the responsibility of teachers while community members have little role beyond contributing labor or money, attending sporting events, and listening to school officials report about activities.

Moreover, difficulties in recruiting and retaining teachers in rural and remote schools seem to be increasing. Because of the low level of financial support for pre-service teachers and increased admission requirements to Teacher Training Colleges, fewer students from rural areas are pursuing a teaching certificate. Informants report a rise in "ghost" teachers and growing problems of teacher absenteeism in such schools.

EU/PASEC's \$1,000 program where communities propose innovations that will improve school performance in return for a \$1,000 one-time grant points the direction for a possible pilot project. Research on community schools in different countries shows that when communities have the responsibility for funding major components of the local school, a new relationship

emerges between teachers and the community. The locus of accountability becomes the community rather than some distant education office.

If funds could be found to support community initiatives over a five-year period (with the community assuming increased responsibility for generating funds as the project proceeded), and the expertise of projects currently involved with community initiatives could be tapped, a pilot program might be developed. Possible sources of support might include the World Bank's Social Fund, UNDP/CARERE's community mobilization program, or SIDA's proposed community and commune-level support program. The range of programs promoting awareness of human rights at provincial, district, and community levels might also be included in community-based training. Links could be developed with organizations currently involved in building participatory planning and project development skills through development committees at the village, commune, district, and provincial levels (e.g., UNDP/CARERE).

Using participatory rural appraisal strategies, communities could be encouraged to discuss what they want their children to know and be able to do as a result of schooling. In collaboration with teachers and the headmaster, the community could develop a set of funded initiatives that would capture the attention of the school. One might, as a part of this pilot, even experiment with MoEYS providing teacher salaries directly to communities, so they are the ones paying the teachers, as currently happens in the Northern Areas of Pakistan (Azfar, Wheeler, and Fasihuddin, 1996).

Such a pilot would have implications for what curriculum is taught and for student assessment, among other effects.

Linking Schools and Communities Around Curricular Issues and Application of Concepts Learned in the Classroom

Many Third World as well as more economically advanced countries are focusing on programs to promote more active student learning in classrooms. The goal is to create the ability of students to become self-learners and to develop important process skills that will enable them to participate more constructively and effectively in community life and, later as adults, in the larger political system.

Current staff development projects in Cambodia seek to promote such goals. The next generation of projects, however, should move beyond a focus on improving only "in-school" learning. These projects should now begin planning to explore strategies for linking "in-school" with "out-of-school" learning, for example, by having students study local history or a local problem (environment, local agricultural production, AIDS, etc.) and work with the community to develop small-scale projects to address the problem. Such projects underway in rural areas in other countries show that indigenous knowledge comes to play a major role in student learning of concepts and results in increased community support for schools (Wheeler, Gallagher, McDonough, and Namfa, in press, Sher, 1995).

Again a pilot strategy could be used, building on the capacity of a set of schools that demonstrate improved teaching practice from current staff development projects underway

ABEL2 Training Program

ABEL2 Support

The purpose of ABEL2 support is to strengthen the capacity of the MoEYS to do policy analysis and planning to improve educational opportunities for Cambodian youth. Included under the rubric of policy analysis is the ability to define and carry out policy-relevant studies, planning, impact studies, and program implementation monitoring. A second major goal is to enhance local capacity to generate and use data for policy formation.

While policy skills are important, equally important is the ability to develop and present findings in ways that are useful to decision makers. Alternative options with likely consequences promote dialogue and discussion among policy makers. Also, decision makers at different levels (Ministry, province, etc.) have different informational needs which must be reflected in the presentation of findings and policy alternatives.

To accomplish these goals, ABEL2 plans two levels of staff development assistance: to a small group (five to eight) of top-level MoEYS department heads and to a larger group (fifteen to twenty-five) of mid- to senior-level administrators from the central Ministry as well as from Provincial Education Offices, District Education Offices, and School Clusters. For purposes of description, the terms Level 1 and Level 2 will be used to refer to the small and larger group training respectively. The vision guiding the ABEL2 staff development program is to take a methodological systemic approach, creating a pool of policy analysts principally at the central level, with a core group in PACU, while simultaneously creating an embryonic capacity for policy analysis at lower administrative levels.

A team approach is envisioned where both levels will interact with and learn from each other, as described below.

Staff Development Strategy

Two Levels of Staff Training

Senior MoEYS policy makers have stated their need for technical planning staff to be trained in research and planning skills in order to do analysis and present policy options themselves rather than relying on highly paid foreign consultants currently providing these services. What must be recognized is that the quality of work currently provided by outside consultants is the result of a long process of learning and practice. The planning skills in the MoEYS can certainly be greatly improved through a long-term and continuous training process one provided by foreign training advisors experienced in educational policy research and planning skills who understand training needs of inexperienced Ministry staff. With such training, the technical staff's analytical products as well as their presentation skills will improve.

Also with training, the senior staff will be able to better understand and critically evaluate the policy papers and studies presented to them

Anticipating Policy Effects

Both Levels 1 and 2 need to widen their understanding of what policy is, how it is made, and how higher levels of administration can increase their chances of influencing schools and classrooms to accomplish the objectives they seek. Again, this is a “mind-set” issue, in which current assumptions need to be questioned. For example, it is critical to build skills in how to use quantitative and qualitative data to develop policy alternatives. But if those developing such alternatives have failed to consider possible “cross-impacts” or unanticipated consequences, then any alternative chosen may fail at the implementation stage. Similarly, senior policy makers at the Ministry level need to know how to probe for whether such considerations are part of the alternatives proposed.

In fact, one of the greatest needs for policy analysts is to be able to uncover potential unanticipated consequences. The increasing difficulty of recruiting and retaining teachers for rural schools provides an example of what can go wrong with a policy that fails to consider this issue (see example below).

Recruiting and Retaining Rural School Teachers An Example of Unanticipated Consequences

Until recently the admission requirement to Teacher Training Colleges was completion of the eighth grade. The literature on school improvement shows that teachers with more education, on average, are able to teach content at a higher level. In a well-meaning effort to improve the quality of instruction at primary schools, the Ministry changed entrance requirements to a high school diploma (11th grade). The result has been a precipitous decline in the pool of applicants. Government figures show a need for some 3 000 new recruits, but received only 1 290. Given opportunities in other segments of the economy, the teaching profession is simply not as attractive to high school graduates.

Had one or more Ministry officials involved in developing the policy conducted focus group interviews with a sample of high school students regarding their likely career choices before mandating this policy, they would probably have discovered the unanticipated effects that subsequently emerged.

Had they visited Teacher Training Colleges, they likely would have also uncovered a second major problem, more intractable because it relates to economic support for pre-service teachers. According to informants, dormitories typically stand empty now, in contrast to the period before the elections when government scholarship support for pre-service teachers enabled students from more rural areas to attend. Such students often returned to their villages to teach, since their families were there. The precipitous decline in MoEYS support coupled with the fact that most high school graduates come from urban areas, has led to a situation where most TTC students come from the immediate area surrounding the Teacher Training College and many are reluctant to accept rural assignments.

The interaction of these two policies thereby created the opposite effect of what was intended.

The above example illustrates the need for participants to learn how “street-level bureaucrats” make policy and the conditions that need to change for policies to realize their objectives. Commonly described as “backward mapping,” this approach begins at the end point of administration (classrooms, schools, and communities), develops ideas of what kinds of outcomes are desired, and tries to understand the factors preventing such outcomes from occurring locally and at each level of administration. Such an approach leads to policy recommendations for different administrative levels so each can more effectively address the barriers at the lowest level. Before broad-scale change is attempted, pilots often take place in an effort to ferret out unanticipated consequences. The result is an approach to policy analysis and implementation that often leads to change closer to what was intended. During this process, consideration is also given to barriers that can actually be manipulated by policy instruments, for some problems are so intractable that only long-term change provides a realistic solution.

Active Learning Training Format

The strategy for staff development will emphasize active participation, discussion, and skill building while conducting analysis using different approaches to policy development. The

'hands-on' component of this approach is congruent with technical assistance provided to PACU by UNDP/UNESCO and UNICEF over the past two years. Training based on current issues in the Ministry will ensure relevance, promote engagement and contribute to creating a track record of accomplishments, which meets the needs of policy makers and, ultimately, the students and parents they serve. As described below, performance indicators will be used to promote mastery of specific skills.

Senior Administrator Seminar (Level 1)

For senior administrators (Level 1), a seminar format will provide the context to examine planning and policy analysis issues embedded in specific topics. The cases studied will draw heavily (but not exclusively) on the lessons and findings from the research and evaluation studies carried out as part of the staff development program for the larger set of participants (Level 2). For example, Level 1 staff should learn what to expect from policy studies and to practice (through presentations to them by Level 2 staff) how to question policy options and ways to recombine specific options into new strategies that are more likely to be implemented. They should also learn how to ask about possible unintended consequences and whether such considerations were involved in developing policy alternatives. Simulations will also be a part of this program as well as field visits to learn how to think in terms of "backward mapping," when considering policy options.

Staff development will be provided on a part-time weekly basis, initially over a nine-month period, coordinated and facilitated by the ABEL2 Resident Advisor assigned to PACU. Instruction will be supplemented by contributions from short-term consultants providing training to the larger group of administrators.

Technical Training Course (Level 2)

For Level 2 training, this model of participatory staff development will engage participants in learning how to develop policy-relevant questions and the appropriate use of quantitative and qualitative data in answering such questions. Besides survey analysis, participants will learn interviewing strategies, ways to observe classrooms, and how to conduct focus group interviews. They will need to learn simple strategies for analyzing, interpreting, and reporting data. The training will also introduce participants to cross-impact analysis, that is, the identification of unanticipated effects that can affect planning and the links between planning and policy. Participants will learn how to develop alternative policy options and strategies for encouraging a dialogue among policy makers about alternatives. Components of these options will include anticipated consequences and likely costs.

Encouraging and Measuring Participant Performance

Key to successful implementation of this staff development program will be the use of performance indicators. This kind of training is time-consuming and expensive, and to be

effective, mutual responsibility is required. Trainers need to design a program dealing with relevant issues with hands-on learning. Participants need to try their best to master the material.

Regarding selection, Mr. Duy Pheng will be responsible for recruitment, in collaboration with the ABEL2 and UNDP/UNESCO advisors. Participants from each level will need to make a firm time commitment for this training. Their respective offices will need to plan for their absence.

Mr. Duy Pheng will also provide leadership during the initial period of the training by indicating how important these trainings are for enabling participants to do their jobs better and that the skills they will develop can contribute to further advancement and additional training opportunities. He will also assist the trainers by talking informally with participants whose interest may flag at certain points in order to learn how to re-engage them.

For each module, trainers will identify the specific skills to be learned (e.g., how to develop a policy question, how to use statistical information to develop answers, how to gather information on possible unanticipated consequences, how to develop alternatives, etc.). Participants will keep a portfolio of activities and a daily journal of what they are learning and the problems they are experiencing. As one component comes to an end, participants will be asked to share their understandings through a presentation or "exhibition" to the trainers and perhaps a small group of colleagues. The focus will be on what they understand, what they still do not understand, and what they are interested in learning more about.

Other Issues

It is also important that current participants' English skills be enhanced, so participants can communicate with the larger English-speaking community as they carry out policy and planning tasks. To this end, it will be important to engage an English teacher who can design an English for Special Purposes program for educational planners that will occur simultaneously with the training. Participants will be most motivated to learn English if the terms used are tied directly to the specific training tasks. This person will also need to be available to translate during the training sessions, given the variable English skills of participants.

Also, PACU staff and other potential participants have indicated their need for additional computer and statistical training. Such skill development will also have to be a part of the training sessions. There may be personnel already within PACU who can assist with this component.

As discussed below, there may also be a role for private sector, locally based research organizations in the development of initial policy capacity. Such organizations may have the potential to make major contributions once MoEYS policy skills are improved. It is unrealistic to expect PACU to be able to staff all studies. However, once trained, they could manage contracts for specific studies, while continuing to carry out selected studies in-house.

What kinds of issues might be used to train staff in the key components of policy analysis? How might such sessions be organized?

Issues for Staff Development

The Initial Training Session Using EMIS Data

PACU's improved data collection process should generate data that is far more accurate than what has been available. The categories to be reported on range from buildings and facilities to student enrollment, repetition and completion rates. Information on teachers, non-teaching staff, school organization, textbook availability, community participation and financing, and sport team activities, among others, will also be available. Data entry and processing is expected to take place between November 1996 and the end of January 1997. Results are to be disseminated beginning in February.

It is proposed that the consultant(s) involved in this first training session spend ten days in January working with the EMIS staff to understand what results will be available and when. In coordination with PACU's Director, the UNDP/UNESCO advisor, and the ABEL2 Resident Advisor, the consultant(s) will design a month-long staff development program for Level 2 participants. For three of the ten days in January, participants in the program will meet for team-building activities and an introduction to strategies for identifying policy-relevant questions. This time will also be used for the consultant(s) to assess the various levels of competence in statistical analysis of the participants in order to better prepare training materials.

The training session will focus on a limited set of questions and provide time to develop rudimentary analysis skills. The goal of the session will be to engage participants in the various steps of policy analysis from question development, data analysis, and reporting, including the development of options and the creation of a dialogue among policy makers.

Other Staff Development Topics

The second staff development experience could evolve out of the first. For example, if student repetition were a focus of the first exercise, the findings could be used to develop a set of hypotheses regarding reasons for variation in repetition rates. Using a small sample of schools, these hypotheses could be examined using qualitative methods such as interviews and classroom observations. Training prior to field visits could focus on strategies to allow new hypotheses to surface during fieldwork. Data management and analysis using qualitative data could be one of the principal skills developed during this session. Again, reporting options and encouraging a policy dialogue would be skills to be refined. Included in this module could be a more intensive focus on developing cost analysis skills as one examines the consequences of high rates of repetition for the primary system.

While repetition represents a promising possible topic to focus on for one or more training sessions, numerous other potential topics have surfaced during discussions with Ministry officials and donor agencies. As participants gain confidence and build their skills, they may want to divide into smaller teams to work in areas of specific interest. Possible topics (to be refined through discussions with participants and reactions to emerging issues) include

- *Relative effectiveness of school cluster versus distance training of teachers* This comparison could be an avenue for learning about program evaluation, cost analysis, interview strategies and classroom observation techniques. While the range of factors affecting student achievement beyond the control of classroom teachers is so great as to reduce opportunities to relate teaching practice to student learning, one could at least learn the advantages and disadvantages of these two methods of staff development for influencing pedagogical practice in the classroom: the use of text materials, and student perceptions of the learning environment. A focus on this topic would tie back into policies/programs not currently being adequately addressed, since there is no empirical evidence available to determine the relative effectiveness of either program.
- *Parents' expectations for schooling* This topic could provide another area for policy analysis and skill development (survey design, focus group interviewing, etc.). Currently Cambodian parents absorb about 75 percent of the costs of education (Bray, 1996), the highest rate in the region and one of the highest in the world. What do villagers see as the return for such an investment? In what ways does their perception affect decisions to support continued education beyond primary school, particularly for females? What are reasons for student dropout? What do they see as areas in need of improvement in the school? For example, while teacher colleagues may respect those with high repetition rates as "better" "tougher" teachers with "higher" standards, how do parents feel? What are the implications of parental sentiment for school reform? This study would also tie into the section on policies/programs needing further attention (e.g., community involvement in and support for schooling).
- *Recruiting teachers for rural schools* As described above, it is becoming increasingly difficult to recruit and retain teachers for rural school assignments. The causes of this situation could show the cross-impact effects of different policies mandated from above that do not first consider their likely effects on schools and classrooms. Both quantitative and qualitative skills could be developed with this issue area. Alternative strategies, such as "backward mapping," could be used to develop other policy proposals.
- *Lower rates of female enrollment* Existing quantitative data could be combined with the collection of new qualitative information. Using the EMIS results, matched pairs of communities with high and low rates of girls' enrollment (controlling for as many other factors as possible) could be studied. Interviews would focus on reasons why parents are less likely to send girls to school and actions that could be taken to increase girls' enrollment.
- *Link between planning and implementation* This could be studied through a start-up evaluation of Year One of CAPE. A key lesson in policy implementation is that not all

discrepancies between planning and implementation represent problems. Often discrepancies reflect creative adaptations to the realities of a situation which may not have been anticipated in the design of the project. How can one involved in program evaluation distinguish between “worthy” adaptations from those that create drift and have the potential for undermining the implementation of a project? Such training could also help participants learn the difference between formative and summative evaluation strategies.

- *Reasons for the current imbalance between teaching and nonteaching staff at the local level* Such a study would provide the opportunity to learn about organizational routines that protect staff benefits, the consequences for educational quality at the school level, and possible strategies for addressing this problem. Interviewing skills, use and analysis of quantitative data, and cost information would be the major components of this activity.
- *Issues in Doing a School Mapping Study* Under the auspices of EU/PASEC, a school mapping project has recently been completed. The data used for this study could be examined to understand the assumptions used, methods employed, and validity of conclusions that were drawn. Factors such as continuing internal population migration, the existence of (as yet unmapped) community schools and teachers in the formal system who are supported entirely by community resources could be examined to see what implications they might have for the findings of this study.

Organization of Sessions and the Role of the ABEL2 Advisor

Earlier in this report the participatory strategy to be used by ABEL2 for staff development was described. The seminar approach for Level 1 participants was discussed. In terms of how such training might be organized for Level 2 participants, there are several possible alternatives. For each alternative there is a need for ongoing support from either the ABEL2 resident advisor and/or a local organization with the capacity for policy research and experience in staff development.

- *Four to Five Sessions over a Nine-Month Period with Contact Between Sessions*

Under this option participants at the central level would be released periodically from their duties as well as those from provincial, district and cluster levels. All would be in residence at Phnom Penh. At least two of the sessions would be partially or entirely conducted at the province/district level, focusing on school sites to develop observational, interview, and focus group skills.

Between sessions it is important that participants “keep their hand in” regarding what they have learned in preparation for the next training session. While they will need to catch up with work that has accumulated in their absence upon returning home, several short “refresher” seminars of a half day to two days duration between training sessions could help improve retention. Such “refresher seminars” could be organized in different places in Cambodia so

central administrators could visit and learn more about the conditions in various provincial, district, or school cluster locales

Refresher seminars could review what has been learned using different strategies. As participants complete different stages of training, they could be encouraged to write down in journals the key steps they have used to master the process as a way to remind them how to repeat them once they are on their own. These journal entries could be edited and combined into short descriptions that fit into a loose-leaf notebook. Such a handbook/guide will help participants review what they have learned and provide a reference to go to when they want to refresh their memory as they tackle a task on their own. A second strategy might be to develop wall charts during trainings to show different steps and choices and to reproduce such charts for participant review and use upon returning home.

Carrying out such follow-up support, including the development of the handbook/guide could be the responsibility of the ABEL2 Resident Advisor. It might also be the responsibility of a local policy research organization, hired on an ongoing contract basis.

- *Nine Months of Continuous Staff Development*

A second option would be to create a team from different MoEYS departments (focusing on PACU) and different levels of the administrative hierarchy and create a nine-month program of continuous staff development. Under this option, all participants would be released from their duties for the entire period. For the time between formal sessions, the ABEL2 advisor or staff from a local policy research organization would be used to enhance specific skills in greater depth (e.g., statistical analysis, cross-site analysis skills using qualitative data, etc.)

- *Coordination with Planned UNDP/UNESCO and World Bank Assistance*

A third alternative would be to have all ABEL2 assistance be short-term in nature, augmenting long-term assistance provided through UNDP/UNESCO and the World Bank. Much depends on the ability of the Bank to recruit someone and get that individual in place.

Other Issues Calendar Considerations

When considering school visits as part of a training session, it is important to keep in mind that the primary school calendar runs from late September to the end of May. Regarding participant attendance, the first three weeks of April have numerous holidays. Moreover from June to October, many participants will have the opportunity to proctor examinations. Late October through early November is also filled with numerous public holidays. Therefore the ideal time for intensive work is from January through the end of March.

Documents Reviewed and References

Royal Government of Cambodia Documents

Etat Du Cambodge, Ministere De L'Education February 1991 *Education* Phnom Penh

Kingdom of Cambodia Council for the Development of Cambodia and MoEYS 1994
Investment Framework Education Sector 1995-2000 Presented at Round Table Meeting on
Education Sector in Phnom Penh, July 12, 1994

_____ February 1996 *School Cluster Development Policy* Phnom Penh MoEYS

_____ April 1995 *Student Competencies in Khmer for Primary Schools (Draft)* Phnom Penh
MoEYS

_____ April 1995 *Student Competencies in Math for Primary Schools (Draft)* Phnom Penh
MoEYS

MoEYS National Cluster School Committee 1995 *Cluster School Development in the Kingdom
of Cambodia Guidelines* Phnom Penh MoEYS

_____ 1995 *Cluster School Syllabus* Phnom Penh MoEYS

Kingdom of Cambodia, MoEYS and UNICEF April 1995 *Baseline Assessment of Student
Achievement in Khmer and Mathematics in the Primary Schools Phase 3* Phnom Penh
MoEYS

Kingdom of Cambodia, MoEYS and UNESCO, AIDAB, and UNICEF 1994 *Rebuilding
Quality Education and Training in Cambodia* Approved by National Education Seminar,
January 24 – 16, 1994 Phnom Penh Ministry of Education, Youth and Sports

Kingdom of Cambodia and UNICEF 1996 *Basic Education Programme 1996-1998* Phnom
Penh, Kingdom of Cambodia/Unicef

Royal Government of Cambodia June 1996 *Policy and Guidelines on Pilots* In National
Program to Reform the Administration Component 2 Strengthening Sectoral Ministries Phnom
Penh International Development Management Advisory Group

_____ October 1995 *Education Management Information Systems (EMIS) An Operational
Module* Phnom Penh PMMU Publications Series

_____ July 1995 *Education Quality Assurance An Operational Module* Phnom Penh PMMU
Publication Series

_____ November 1995 *Education Strategic Planning An Operational Module* Phnom Penh PMMU Publication Series

_____ November 1995 *Profile of Non-Government Organization (NGO) Assistance to Education and Training 1995—Some Preliminary Findings* Phnom Penh PMMU Publications Series

_____ October 1995 *Project Benefit Monitoring and Evaluation An Operational Module* Phnom Penh PMMU Publications Series

_____ 1996 *Plan of Operations 1996-2000 A Programme for Children and Women in Cambodia* Phnom Penh Royal Government of Cambodia/UNICEF

Royal Government of Cambodia and UNICEF 1996 *Programme for Education 1996-2000* Phnom Penh UNICEF

Socio-Economic Survey of Cambodia 1995 *Analysis of Survey Results in Socio-Economic Survey of Cambodia 1993/94*, pp 21– 98

State of Cambodia, Ministry of Education November 1991 *Educational Statistics — 1990 – 1991* Phnom Penh MoE

Ministry Memoranda and Miscellaneous Papers

Ministere De L'Education nd Organogram Ministere De L'Education

MoEYS March 10, 1995 Emergency Cash Support to Professional Work of Ministry Employees Draft Policy Statement

_____ nd Indicative Investment Programme Management and Monitoring Structure (Organogram) (includes Aid Policy Advisory Committee and Donor Advisory Group)

_____ September 1993 Organization Chart of the Planning and Statistics Office (Department of Planning, Finance and Construction) Second Draft for review, September 16, 1993

_____ nd Proposed Provincial Organization Chart of MoEYS About 1995 or 1996

_____ September 1993 Staff and Units of the Ministry of Education (including office organograms and staff numbers) Mimeo September 15

_____ 1995 The Case for the PMMU Extracts from Investment Framework 1995-2000

_____ 1995 Terms of Reference Education Program Monitoring/Evaluation Adviser

MoEYS Minister Tol Lah 1996 Demarcation of Roles Planning Unit and PMMU May 13 memo

MoEYS Minister Tol Lah 1995 Minister's Address for Opening Ceremony for the Programme Management and Monitoring Unit

_____ February 1996 *Success in Education A Tool for Development* In Education 2000, a MoEYS paid supplement to Phnom Penh Post, February 9–22

MoEYS Office of the Minister (September 1996) Education Budget Estimates, 1997 Memo to Minister of Economy and Finance with attention to Key Vandate, Director of Budget Department September 16

PACU October 1996 Educational Statistics and Indicators for Major Users — list of indicators which have potential usefulness Developed by PACU and UNESCO, October 16, 1996

_____ 1996 Proposed PACU Organization and Activities

_____ PMMU and Indicative MoEYS — Donor Consultative Group Organogram

_____ PMMU November 1996 Syllabus for MoEYS Training Seminar on Operational Research and Textbook Baseline Study November 4–8, 1996

MoEYS PMMU March 1996 Textbook Development, Provision and Utilization Master Plan 1996-2001 Revised Draft by PMMU

MoEYS PMMU March 1996 Textbook Master Plan 1996-2001

National Higher Education Task Force 1996 Packet of National Higher Education Action Plan Project Documentation (collected by Paul Hebert, Higher Education Advisor, November 7 1996

People's Republic of Cambodia People's Revolutionary Council No 4 January 1980 Promulgation of Decree on establishment of the Cabinet of the Minister of Education and Organogram January 26, 1980

Pheng Duy Director of PACU 1996 Request to Minister for Decision on the Definitions of "Teaching Staff" and "Non-Teaching Staff" August 8, 1996

Royal Government of Cambodia, Co-Prime Ministers September 1996 Sub-Decree No 38 on Determination of Regular Hours Overtime and Overtime Pay for Teaching in Public Educational Institutions September 6, 1996

State of Cambodia 1990 Government Administrative Structure (Overall) and Ministry of Education Organogram

_____ August 1996 Textbook Baseline Study Work Plan 1996 Annex 4 of TA Inception Report, August 6, 1996

Donor Documents

Agency for International Development 1995 *Cambodia Assistance to Primary Education Project* Phnom Penh USAID

Kingdom of Cambodia, MoEYS and UNICEF April 1995 *Baseline Assessment of Student Achievement in Khmer and Mathematics in the Primary Schools Phase 3* Phnom Penh EYS/UNICEF

Asian Development Bank 1996 *Cambodia Education Sector Strategy Study* Manila Asian Development Bank

Asplin, Lance 1995 *Budget Development and Financial Management Workshop Report on March 21-23 Workshop and Associated Papers* Phnom Penh MoEYS-AusAID

_____ 1995 *Managers Budget Manual* Penh MoEYS-AusAID

_____ June 1995 *Report and Associated Papers on Consultancy as Budget Development Adviser February 1995 to June 1995* Phnom Penh MoEYS- AusAID

_____ November 1995 *Report and Associated Papers on Consultancy as Budget Development Adviser September 1995 to November 1995* Phnom Penh MoEYS-AusAID

_____ February 1996 *Report and Associated Papers on Consultancy as Budget Development Adviser February 1996* Phnom Penh MoEYS-AusAID

_____ May 1995 *Report and Associated Papers on Budget Management Processes Workshop May 1995* Phnom Penh MoEYS-AusAID

_____ June 1995 *Report on Manager's Budgeting Manual Workshop May 31 and June 2 1995* Phnom Penh MoEYS-AusAID

Bray, Mark February 1996 *Counting the Full Cost Parental and Community Resourcing of Education in East Asia* Hong Kong Comparative Education Research Centre

Bricknell, Nick October 1994 *Primary Education and Preschooling Cambodia 1994* Phnom Penh Asian Development Bank Educational Sector Review

Duggan, Stephen J November 1994 *The Management and Organization of Teacher Education in Cambodia* Phnom Penh Asian Development Bank Education Sector Review

Munger Fredi July 1996 *Inventory of Donor-Funded In-Service Training 1997-2001* Report from MoEYS-ADB Textbook Publishing Planning and Management Project, July 29

Redd Barna-Cambodia August 1996 *Half Year Report January - June 1996* Phnom Penh Redd Barna

Redd Barna-Cambodia May 1996 *Report on an Evaluation of the Cambodian Education Projects - 1994-1996* Phnom Penh Redd Barna

UNDP August 1989 *Report of the Kampuchea Needs Assessment Study*

UNDP/CARERE June 1996 *Building the Foundation of the SEILA Programme The 1996 Work Plan of the Cambodian Rehabilitation and Regeneration (CARERE) Project* Phnom Penh UNDP-CARERE

UNDP/UNESCO 1996 *P A Study on Information Use and Training Needs of Education Administrators in Cambodia --A Survey Report* Phnom Penh UNDP/UNESCO

_____ 1994 *Cambodia Project Document Capacity Building in Education and Human Resources Sector Management* Phnom Penh UNDP

UNICEF 1995 *Assessment of the Education Programme Supported by UNICEF Cambodia* Phnom Penh UNICEF

UNICEF/National School Cluster Committee nd Lists of school buildings in specific clusters that were renovated or constructed in their initial School Cluster Programme Mimeo

UNICEF and SCFA 1996 *Kandal Primary Teachers Inservice Project A Summary of the Results of the 3 year Pilot funded by UNICEF and Implemented by SCFA—1993–1996*

USAID/CAPE September 1996 *Draft ms Cambodia Assistance to Primary Education (CAPE) Draft Monitoring and Evaluation Plan*

The World Bank 1996 *Cambodia From Recovery to Sustained Development* Washington World Bank East Asia and Pacific Region

Donor Memoranda and Miscellaneous Materials

McNamara Vin October 1996 Current Problems, Future Prospects Memo to Members of the Donor Generator Consortium, October 10, 1996

_____ 1996 Enrollment and Staffing Projections Memo to Minister H E Tol Lah and copied to other MoEYS senior officers and advisors, September 1, 1996

_____ 1995 Establishment of a "Stand Alone" PMMU Memo to Minister H E Tol Lah and copied to Mike Ratchliffe, June 26

_____ 1995 Handling Aid Proposals First Steps Memo to Minister H E Tol Lah and copied to other MoEYS senior officers, August 4

_____ September 1996 1997 Budget Estimates Memo to Minister Tol Lah and copies to Ministry leaders, Directors of Finance and Planning, Manager PMMU

_____ 1995 Putting a New Programme into Place—the TextBook Master Plan Memo to Minister H E Tol Lah, September 26

_____ 1996 Rationalization of Project Management— Policy Context Memo to Minister H E Tol Lah copied to Mike Ratchliffe

_____ 1995 “Stand Alone PMMU”, Need to Review Status, Role and Process Memo to Minister H E Tol Lah and copied to other MoEYS senior officers and Mike Ratchliffe, July 30

_____ 1995 The Tail That Wagged the Dog Part of memo to MoEYS senior officers about competitive donor per diem rates, nd

_____ 1996 World Bank Draft Country Assistance Strategy Memo to MoEYS Under Secretary H E Pou Darany and copied to Minister, Secretary of State, and H E Bun Sok, September 13

PMMU 1996 draft Draft PMMU Development Plan and Work Plan August 1996-July 1997

UNICEF/Sida 1996 First annual review meeting UNICEF/Sida projects in Cambodia, including seminar on the Logical Framework Approach (LFA) with particular reference to Basic Education Memo, October 31

Education Reference Material

Asad Azfar A Wheeler, C & Fasihuddin March 22, 1996 *A Review of the Community School Program under SAP* Washington, DC The World Bank

Asia Magazine 1996 In a class of their own Cover story in Volume 35, M3, Nov 1–3, 1996 8-13

Lipsky, Michael 1980 *Street-Level Bureaucracy* New York Russell Sage Foundation

McNamara Vin 1996 Where we were the long hard road to education In Phnom Penh Post Special Supplement, Feb 9–22, 1966 p 3

Sher Jonathan October 1995 “The Battle for the Soul of Rural School Reform Can the Annenberg Rural Challenge Turn the Tide?” *Phi Delta Kappan* 143–148

The Situation of Higher and Technical Education in the State of Cambodia Since January 7th 1975 (mimeo)

UNESCO February 1991 Inter-Sectoral Basic Needs Assessment Mission to Cambodia—January & February 1991 Bangkok UNESCO

Wheeler, C Gallagher, J , McDonough, M , & Namfa, B (in press) “Improving School-Community Relations in Thailand Social Forestry, Education and Community Participation ” In Altbach P & Cummings, W (Eds) *The Asian Educational Challenge* Albany, NY SUNY Press