



# **Cambodia Basic Education (CBE) Project**

## Final Report

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The author's views expressed in this publication do not necessarily reflect the views of the United States Agency for International Development or the United States Government.

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<sup>1</sup> RTI International is a trade name of Research Triangle Institute.

# Table of Contents

	Page
List of Exhibits .....	iv
Abbreviations .....	v
Project Objectives and Strategies .....	1
Phase 1 .....	2
Phase 2 .....	7
Results .....	12
A. BEC: Results .....	14
BEC—Strengths, Weaknesses, and Lessons Learned .....	17
B. LLSPs: Results .....	19
LLSPs—Strengths, Weaknesses, and Lessons Learned .....	21
C. Training and Capacity Building: Results .....	24
School Reports and Improvement Plans .....	26
Provincial Plans .....	28
Parental Awareness .....	29
Training Policy Development .....	29
Training and Capacity Building: Strengths, Weaknesses, and Lessons Learned .....	29

## List of Exhibits

Exhibit 1.	USAID/Cambodia: Interim Strategic Plan 2002–2005 .....	2
Exhibit 2.	Extract from Grade 3 Mathematics BEC .....	4
Exhibit 3.	Ministry of Education, Youth & Sport, Curriculum Development Policy 2005–2009, p5 .....	4
Exhibit 4.	RTI International, Basic Education in Cambodia, Technical Proposal, November 6, 2003, p20 .....	5
Exhibit 5.	Map of Cambodia.....	6
Exhibit 6.	List of Key CBE Partner Projects and Organizations.....	9
Exhibit 7.	Part 5: Children, Family, and Community Participation .....	11
Exhibit 8.	Agreed Schedule for Expansion of Training to 16 Provinces .....	12
Exhibit 9.	CBE M&E Plan Matrix Format.....	13
Exhibit 10.	Produced Curriculum Materials .....	14
Exhibit 11.	Schools Completed BEC and Standards Training and Schools Completed Only BEC Training in Eight Provinces—Training Period: May 2006–June 2007 .....	16
Exhibit 12.	Effective Training Facilitation and School Monitoring Workshop, February, 2007.....	24
Exhibit. 13.	Survey Question 5: Overall Perceptions of the TGLs Regarding the Support Provided by the PEO/Provincial Teacher Training Center (PTTC) Officials During the Training .....	25
Exhibit 14.	Schools Received School Director Training on SSA in Five Provinces .....	27

## Abbreviations

ADB	Asian Development Bank
BEC	Basic Education Curriculum
BETT	Basic Education and Teacher Training
CBE	Cambodia Basic Education
CESSP	Cambodia Education Sector Support Program [World Bank]
CFS	Child Friendly Schools
CSCS	Cooperation for a Sustainable Cambodian Society
CT	Community Trainer
CTO	Cognizant Technical Officer
DEO	District Education Office
DGE	Directorate General Education
EMAB	Education Materials Approval Board
ESCU	Educational Support for Children in Underserved Populations
ESSP	Education Sector Support Program
HI	Handicap International
KAPE	Kampuchea Action for Primary Education
JFPR	Japan Fund for Poverty Reduction
JICA	Japan International Cooperation Agency
LLSP	Local Life Skills Program
M&E	monitoring and evaluation
MoEYS	Ministry of Education, Youth, and Sports
NGO	nongovernmental organization
PAP	Priority Action Plan
PED	Primary Education Department
PEO	Provincial Education Office
PRD	Pedagogic Research Department
PTTC	Provincial Teacher Training Center
SCN	Save the Children, Norway
SIP	School Improvement Plan
SSA	School Self-Assessment
TGL	Technical Group Leader
TTC	Teacher Training Center
TTD	Teacher Training Department
UNICEF	United Nations International Children's Fund
USAID	United States Agency for International Development
VSO	Voluntary Service Overseas
WB	World Bank

## **Project Objectives and Strategies**

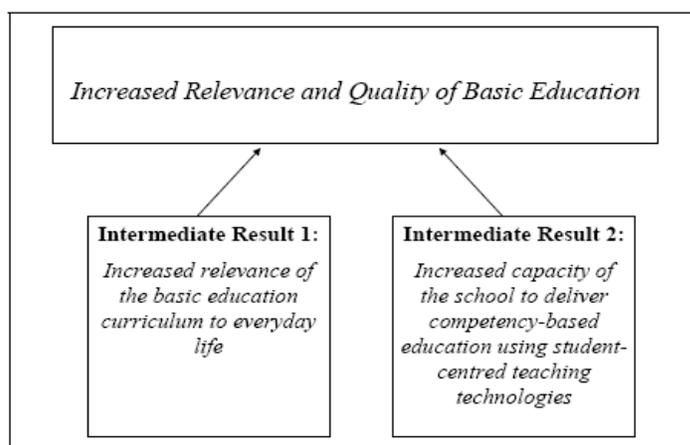
The U.S. Agency for International Development (USAID) and the Cambodian Ministry of Education, Youth & Sport (MoEYS) identified problems with the relevance of basic education and with teaching and training methods in 2003. The lack of relevance of school curriculum to daily life in Cambodia was a key factor in high grade repetition and dropout rates, especially in rural areas. There was a general dissatisfaction among parents and students with the value and relevance of basic education. Later that year, USAID issued a Request for Proposals (RFP) for the Cambodia Basic Education (CBE) project to address these issues.

The strength of RTI International's (RTI's) winning proposal, in response to USAID's RFP, came from the "unrivalled familiarity of [RTI] and its national and international partners with the most recent developments in Cambodia's education reform program" (RTI, Basic Education in Cambodia, Technical Proposal, November 6, 2003, p3). In our proposal submission, we were able to "satisfy all the requirements of USAID's Interim Strategic Plan, while ensuring sustainability through long-term Ministry ownership." (IBID)

In 2003, before the start of the CBE project, MoEYS began drafting a new Curriculum Development Policy, to which RTI staff and partners made a major contribution. In line with the emerging policy, RTI's strategy was to ensure that curriculum relevance would improve by focusing on basic reading and writing skills, integrating "life skills" into the main curriculum, and developing a model for Local Life Skills Programs (LLSPs). Expressing the curriculum in terms of Student Learning Outcomes, rather than items of knowledge, would emphasize child-centered methods. Greater involvement of the community, as well as parents and students, themselves, would help to generate a demand for quality, in addition to a school-based training approach that would increase efficiency and effectiveness.

The CBE project ran from February 2004 to August 2007. It had two aims: 1) to improve the national curriculum; and 2) to train schools to use it. The CBE project's Strategic Objective and Intermediate Results are illustrated in Exhibit 1.

## Exhibit 1. USAID/Cambodia: Interim Strategic Plan 2002–2005



The approved work and monitoring and evaluation (M&E) plans showed that we expected to achieve the following three results:

- Result A: Basic education curriculum (BEC), standards, and LLSPs distributed and implemented in schools;
- Result B: LLSPs implemented; and
- Result C: Capacity of teachers, directors, officials, and communities raised.

### Phase 1

#### *Curriculum*

RTI, agreed with MoEYS and USAID, to run the CBE project on a national level, writing the national BEC centrally, and including all provinces in a staged training program.

The process for developing the curriculum, four subjects, math, Khmer, science and social studies, for grades 1 to 9, was as follows:

1. Recruit 24 specialist curriculum writers (CWs) from MoEYS departments (6 per subject).
2. Train these teams to draft a set of student achievement standards. Present them in poster form as a summary of the essential learning outcomes needed by all students in a single subject at grades 3, 6, and 9.
3. Use standards as a framework for writing the curriculum, thus ensuring the curriculum is also expressed in terms of essential skills, values, and knowledge.

Work began with the recruitment of teams of CWs from central MoEYS departments, largely the Pedagogic Research Department. The CBE project purchased and installed computers in MoEYS offices. The CWs were trained to use the Internet to compare the Cambodian curriculum with those from countries in the region and other international models. CWs also learned how different countries express their national

curriculum and how they make use of student achievement standards. English language reading skills were also improved in this process.

The CWs finished the four draft sets of student achievement standards early in 2005. Each set presents all the expected learning outcomes for one subject (math, Khmer, science, and social studies) at grades 3, 6, and 9, on a single A3 poster. The standard underwent a lengthy trial, review and approval process, involving focus groups of teachers, directors, and officials in six provinces (Rattanakiri, Siem Reap, Kompong Chhnang, Kampot, Kompong Cham, and Prey Veng), nongovernmental organizations (NGOs) in Phnom Penh, and the MoEYS' Education Materials Approval Board (EMAB). Final approval came in mid 2006, in phase 2.

After submitting the standards, the CW teams began to write, edit, and get approval for curriculum and support materials. Positive feedback at each stage of the standards trial suggested there would be only minor changes necessary before final approval, and this was the case. The change of name from "Minimum" to "Curriculum" standards was the most significant change, some MoEYS officials suggesting that the term implied a lowering of national expectations.

However, the process of editing, eliciting comments, and obtaining approval took longer than expected. A reason for this was the frequent parallel commitments that tied up key individuals. In addition, Cambodian policy seeks agreement from all concerned departments.

Similarly, the curriculum and the 20 LLSP modules encountered no major content problems, though the drafting, trialing, layout, and approval processes also took longer than expected. MoEYs was reluctant to review and approve curriculum sections as they were produced. It became necessary to complete large parts of the work before seeking approval, which also required considerable time because the material for comment was substantial.

In 2005, MoEYS also proposed to develop a Master Plan for Curriculum Implementation that would set out the work, priority timetable, costs, and responsibilities for all programs related to introducing the curriculum reforms. The Master Plan was to implement the Curriculum Development Policy, which was signed in December 2004, 10 months after the start of the CBE project.

The drafting of the Master Plan was a considerable task, with which the CBE project agreed to help. Working with MoEYs and donor colleagues, we helped to pin down the proposed sequences, numbers, and dates. However, much of the work was already undertaken by different projects, while other activities, though important, failed to find donor or MoEYs support. The Master Plan was not approved for almost a year, therefore it did little to guide or smooth the passage of the curriculum materials through the MoEYs approval process.

Approval of the Master Plan was required before the MoEYs could approve the curriculum. Logically, the development of the Curriculum Policy and Master Plan should have preceded the start of the CBE project. However, the reality, as in this case, is that such dovetailing of donor funding and MoEYs priority pipelines rarely occurs. In practice, the need to meet project deadlines often drives forward the reform

process, to which MoEYS is committed, even when capacity for implementation is weak.

This lack of synchronization caused delays for the CBE project; however, MoEYS publicly appreciated RTI's patience, engagement, and commitment to MoEYS, as well as the technical support provided. The collaboration, quality, and relevance of the final curriculum materials were praised by H.E. Im Sethy, Secretary of State, at the approval meeting in MoEYS on July 31, 2006. This project outcome was regarded as extremely successful by MoEYS.

### **Life Skills**

As proposed, we addressed the question of relevance with regard to life skills. We worked with MoEYS and NGO and project partners to define life skills and draft a relevant policy. Life skills were taken to include a range from vocational skills (e.g., hair cutting, fish farming, and pest management), to skills related to moral education, health, and self-awareness (e.g., nutrition, hygiene, and HIV/AIDS prevention), and more generic skills related to civics and to studying (e.g., working in groups, problem solving, and planning). Under our guidance, the CWs ensured that all these skills were integrated throughout the curriculum. The example provided in Exhibit 2 was taken from the grade 3 Mathematics section of the national BEC.

### **Exhibit 2. Extract from Grade 3 Mathematics BEC**

Money (14 hours)	TX page/s
• Use role play to demonstrate buying, selling and changing using the four operations	82-85
• Change different denominations of riel bank notes (e.g. change a R1,000 note into R100, R200 and R500 notes)	80-81

With the CWs and local partners, we also wrote separate LLSP modules and planned to help schools start LLSPs. From the signing of the MoEYS' Curriculum Development Policy 2005–2009, in December 2004, all schools have been expected to offer these locally managed programs (see Exhibit 3).

### **Exhibit 3. Ministry of Education, Youth & Sport, Curriculum Development Policy 2005–2009, p5**

National Curriculum	LLSP	Total
<b>Primary</b>		
5 x 40-minute lessons per day (25 x 40-minute lessons per week)	2–5 x 40 minute lessons per week	27–30 lessons per week
<b>Secondary (Grades 7–10)</b>		
30 x 50-minute lessons per week	2–5 x 50 minute lessons per week	32–35 lessons per week
<b>Secondary (Grades 11–12)</b>		

32 x 50-minute lessons per week		32 x 50-minute lessons per week
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In drafting the life skills modules, the lack of a clearly defined set of terms and of a MoEYS policy also became an obstacle. The Curriculum Development Policy itself provides guidance, but it became clear that a separate Life Skills Policy was necessary. The very large number of projects and NGOs with an interest in this area was a significant factor. Twenty-four organizations attended the CBE project’s Baseline Study Workshop in June 2004. Most proposed that their particular program be specifically mentioned in the Life Skills Policy document. Agreeing on skills categories and a common approach to establishing or running LLSPs was also problematic. Nevertheless, MoEYS finalized the Life Skills Policy with project assistance in late 2005, and approved it in mid-2006.

***Training***

To address training issues, we recruited 20 Community Trainers through two local NGO partners. We planned to work within existing MoEYS training programs, with modifications, to produce an introduction to key elements of the new curriculum policy for parents, communities, education, and other officials throughout the country.

For convenience, Cambodia’s 24 provinces and municipalities were divided into three groups/stages for the training program (see Exhibit 4).

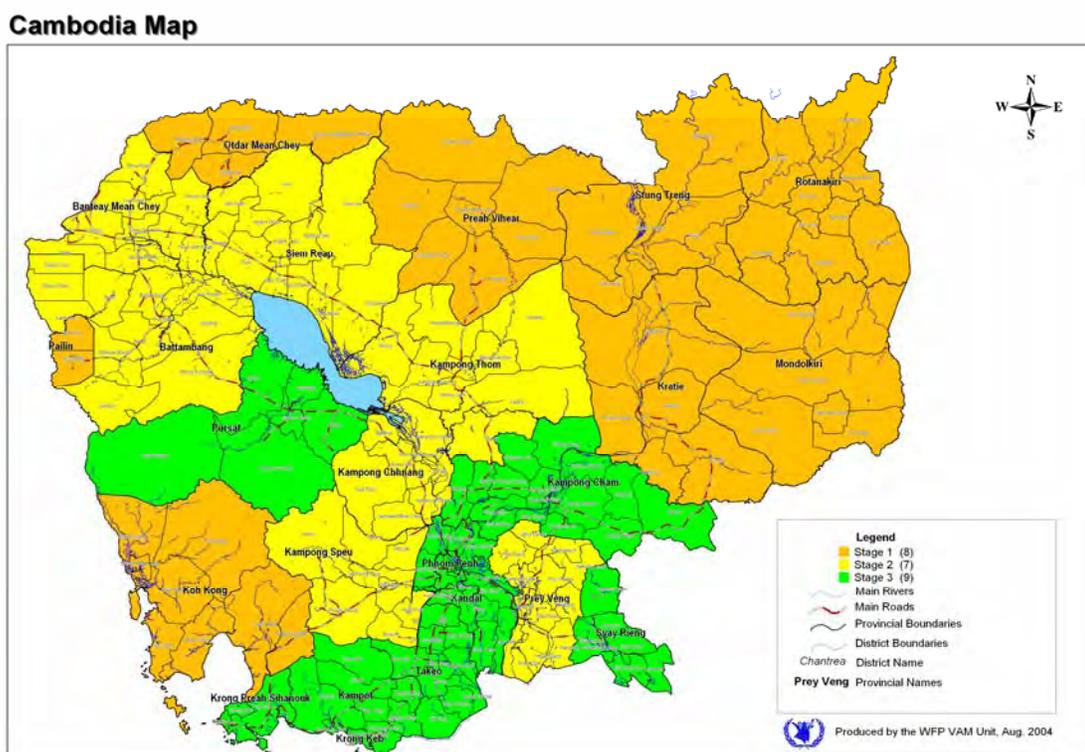
**Exhibit 4. RTI International, Basic Education in Cambodia, Technical Proposal 6, November 6, 2003, p20**

Stage	Province
1	Stung Treng, Rattanakiri, Mondulkiri, Preah Vihear, Koh Kong, Kratie, Oddar Meanchay, Pailin
2	Battambang, Kompong Chhnang, Kompong Thom, Prey Veng, Kompong Speu, Bantay Meanchay, Siem Reap
3	Phnom Penh, Kandal, Pursat, Sihanoukville, Takeo, Svay Rieng, Kampot, Kep*, Kompong Cham

\* We will include Kep in stage 3 because logistically it is easier to handle Kampot, Kep, and Sihanoukville as one area.

Exhibit 5 shows the proposed national coverage: provinces in orange are in Stage 1, yellow in Stage 2; and green in Stage 3. The division was on the basis of need, with those in the first group having priority since they were comparatively underserved and showed much poorer performance on measures of enrollment, survival to grade 6, and literacy (see *MoEYS Education For All, National Plan 2003–2015*).

## Exhibit 5. Map of Cambodia



In practice, we used Kampong Cham in year 1 to trial our training program. The province is closer to Phnom Penh than the remote Stage 1 provinces. This allowed us to more easily identify and resolve logistical and management issues before moving to more demanding locations. We also used this opportunity to collaborate with the Teacher Training Department's School Director Training Program in Kampong Cham.

While the curriculum was being drafted, we prepared and ran the training program. All 7,000 basic education schools in Cambodia's 24 provinces would need to use the new curriculum, thus national training was always envisaged. The training program was a major undertaking. We selected two local NGO partners because of their experience in training teachers and communities; under our management, their teams of Community Trainers (CTs) worked with local MoEYs staff to disseminate the new national curriculum policy in phase one of the CBE project, completing initial national coverage by February 2006.

The training reached all basic education schools and communities at province, district, and community levels between December 2004 and February 2006. Approximately 62,000 education and other government staff, parents, and community members participated. These workshops provided the first opportunity for most Cambodians, especially those who are not education officials, to learn about the new curriculum, standards, LLSPs, and the need for community involvement.

Early in 2005, USAID provided a consultant to evaluate the project and suggest future directions. The report on progress was very positive and after a long proposal and revision process, beginning in September 2005, USAID extended the CBE project in January 2006 for an additional 18 months.

## **Phase 2**

### ***Curriculum***

For the second phase, from February 2006 to August 2007, USAID proposed some changes in project focus. Earlier suggestions that the CBE project should assist with textbook writing were dropped. In addition, the scope of the training and LLSP components were narrowed. Only 288 schools took part in a pilot in-service training program. Once the LLSP modules were drafted, RTI worked with only one local partner, who became responsible for introducing the LLSP programs into another 288 schools.

Work on the curriculum support materials continued throughout the phase. The rationale behind this was that, in the absence of new textbooks, teachers would need as much help with implementation of the curriculum as we could provide. We, therefore, helped the CWs write Sample Teaching and Learning Units and Sample Assessment Tasks for each of the four subjects and for each grade.

Since USAID decided not to support the writing of new textbook, MoEYs proposed that the new curriculum would be used with the old textbooks, for at least some time. As a result, the CBE project designed support materials to complement the existing textbook and to provide examples of child-centered teaching and testing activities for areas in the curriculum that were less well-covered in existing texts.

Drafting of all materials was completed by late 2006; final editing, approval, and printing took place in the first quarter of 2007. Materials were sent to district education offices (DEOs) for distribution to schools by the end of June 2007.

Throughout phase 2, the CBE project developed a media campaign to accompany the implementation of the new curriculum. Work on this campaign began in phase 1, with the drafting of a single, attractive brochure, containing information on the new curriculum, standards, and life skills.

The more comprehensive media campaign was an important part of our strategy to draw communities into the education process, and the LLSPs provided another way to achieve this. The CBE project regarded LLSPs as essential in encouraging a positive attitude about the standards and to avoid the perception that the standards would be threatening to users, teachers, parents, or students, by creating barriers to promotion. The media campaign was designed and targeted to emphasize the message that the standards were not intended as barriers to progress, but as a low-stakes, non-threatening information guide on expected goals and learning outcomes.

### ***Life Skills***

In this phase, we proposed to give small grants to 288 schools to help them implement LLSPs. A central grants committee selected the schools on the basis of a detailed application form, but much of the implementation work was done in the field.

To run the program, Cooperation for a Sustainable Cambodian Society (CSCS), our partner NGO, established regional offices in Koh Kong, Siem Reap, and Kratie as bases for the 12 CTs, many of which had previously worked on the successful training program in phase 1. The CTs began with a series of information meetings for provincial, district, and school directors on the planned program. Then they made repeat visits to the 288 schools over the school year 2006–2007, helped arrange meetings with the community, and offered ideas on the LLSP topic and the completion of the grant application form.

We required the schools and communities to provide a volunteer local trainer to teach the LLSP. We ruled out a project salary or supplement for the trainer so that support would not depend on outside funding. The grants provided a single initial input for the purchase of equipment needed for the LLSP. Schools and communities had to carefully budget, as well as identify topics that would not require constant financial support. There were regular, but not continuous, visits from the CTs; however, the main emphasis was on local ownership and responsibility.

The CBE project evaluated the LLSP program in February/March 2007. The assessment showed positive early results, which are discussed in more detail below. All 288 schools ran their LLSPs successfully. Many planned new programs or to repeat the same program for a new group of students in the new school year 2007–2008. However, USAID decided in December 2006 not to extend the LLSP component of the CBE project after August 2007.

### ***Training***

The schools selected for the pilot training program were in the eight least well-served, Stage 1 provinces: Koh Kong, Kratie, Monduliri, Otdar Meanchey, Pailin, Preah Vihear, Stung Treng, and Ratanakiri. These provinces were given priority in the national program because of their need for a head in implementing the curriculum. The schools identified included a cross-section from remote, rural, and urban areas, as well as large and small schools.

To introduce the new curriculum into schools, the CBE project established an interdepartmental team of 16 MoEYS trainers to produce a manual and a training plan.

<b>Department</b>	<b>#</b>
TTD	8
PRD	3
PED	2
SED	2
INSP	2

The table (left) shows the departmental composition of the training team. There were 12 men and 4 women. Our aim was to build MoEYs capacity as we worked, and this broad-based team gave five departments a link to the new program. The Teacher Training Department (TTD) took the lead with 8 members of the team. The Pedagogic Research Department (PRD), which was mainly responsible for the new curriculum, had three members. The Primary and Secondary Education

Departments (PED and SED) had two members each, and the Inspectorate of Education (INSP) also provided two members.

The CBE project also made a priority of sharing information and collaborating with other projects because new curriculum and training would likely impact all programs operating in basic education schools. All teachers and officials would be trained to use the new materials; however, they needed more training than the CBE project could provide. Partner projects could therefore help to reinforce the training messages and support the introduction of the curriculum. For a list of key partners, see Exhibit 6.

### Exhibit 6. List of Key CBE Partner Projects and Organizations

Project	Description	Collaboration
<b>Educational Support for Children in Underserved Populations (ESCUP)</b>	USAID-supported project working on life skills and training	Sharing information and resources on <b>LLSPs</b> , especially in Mondulkiri and Kratie. Collaboration on <b>School Self-Assessment (SSA)/School Improvement Plan (SIP)</b>
<b>Cambodia Education Sector Support Program (CESSP)</b>	World Bank/MoEYS loan project working on Teacher Standards, Training, Assessment, and Curriculum	CBE provided advice on <b>assessment</b> of student achievement against the standards and on in-service training. Collaboration on <b>SSA/SIP</b> , especially for lower secondary levels
<b>Handicap International (HI)</b>	Belgian aid-supported project working on Road Safety Curriculum	Excellent sharing of materials on road safety for <b>life skills</b> in the main curriculum and <b>LLSPs</b>
<b>United Nations International Children's Fund (UNICEF)</b>	UN agency working on Training, Life Skills, and Curriculum	Collaboration on the textbook development policy, grade 1 <b>curriculum</b> , <b>LLSPs</b> , and <b>SSA/SIP</b>
<b>Basic Education and Teacher Training (BETT)</b>	Belgian aid project working on training and curriculum materials	Sharing of information on <b>training</b> for maths, in particular
<b>Save the Children (SCN)</b>	International NGO working on training and life skills	Collaboration on use of manuals for <b>LLSPs</b> and on <b>SSA/SIP</b>
<b>Voluntary Service Overseas (VSO)</b>	Volunteer organization supporting decentralized training	On-the-ground support for <b>training</b> in the new curriculum, <b>SSA/SIP</b> and in-school follow up
<b>Asian Development Bank (ADB)</b>	Development Bank loan project supporting teacher standards, training, etc.	Shared information on teacher professional development and <b>standards</b>
<b>European Union</b>	Budget support project supporting planning and curriculum-related activity	Collaboration on <b>SSA/SIP</b> and on progress with ESSP

Project	Description	Collaboration
<b>World Education/Kampuchea Action for Primary Education (KAPE)</b>	Agencies collaborating on life skills and training projects	Collaboration on use of manuals for <b>LLSPs</b> and on <b>SSA/SIP</b>

Based on feedback, we drafted and modified the training manual and used it to prepare an additional 32 trainers at the provincial level. They then used the manual to run workshops for Technical Group Leaders (TGLs) and school directors. The TGLs finally trained teachers in the 288 schools, selected with MoEYs and provincial help.

An initial evaluation of teacher training took place in August 2006, when we finished the first 40 schools. Resulting modifications included the development of separate primary and secondary manuals. Secondary TGLs, who are subject specialists, required different guidance from primary TGLs, who are responsible for all teaching in a particular grade.

In February/March 2007, we made further small changes to the program, including clarification of important terms that continued to present problems. One such modification was documenting the difference between a “standard” and a “student outcome.” A “standard” is a special learning outcome, identified as essential for all students to learn by a certain grade.

In early 2007, we used feedback from monitoring visits and the results of a TGL satisfaction survey to retrain and reselect our trainers. The survey is discussed further below. The new composition of the training team is shown in the table at right. The team was increased to 20 trainers to cover absences due to sickness or other commitments.

Department	#
TTD	6
PRD	6
PED	4
SED	2
INSP	2

Going forward, the CBE project included workshops for provincial staff in the training program. This was specifically requested by MoEYS to ensure that all officials were informed about the program. The Project Technical Committee also proposed that school directors and district staff be involved in training from early 2007 onward. In many cases, they had already taken part in training sessions. However, experience shows that until a program has been repeatedly and emphatically endorsed by MoEYs leaders, school directors and officials may not be wholly committed. They may support it, but feel they cannot be officially involved. They may “know about” (in Khmer “*deng*”) the program, but do not “understand” it (in Khmer “*cheh*”).

The administrative work necessary to support workshops, provide small transport, and support attendance payments for over 60,000 participants in phase 1 heavily consumed staff time and involved collecting well over 350,000 signed receipts. For phase 2, we developed a more efficient system to disburse small payments for training courses. To raise capacity and increase a sense of ownership, we introduced a stipend

mechanism, which made provincial education office (PEO) and school directors responsible for calling and managing training, disbursing and recording small payments, and returning records to us. This proved far more efficient, and was implemented successfully in almost all schools and provinces.

However, we encountered abuses in a small number of cases, and therefore wrote and trailed financial and technical monitoring tools. With further training and a greater emphasis on transparency at workshops (e.g., posting and announcing rates), continued abuses were eliminated and earlier under-payments were corrected. The much improved road and telephone communications made it easier to check on dates of workshops, rescheduling, attendance, and payments.

### ***School Self Assessment***

In phase 2, the CBE project prepared to record results from the curriculum training program. The main approach, agreed with USAID and with H.E. Nath Bunroeun, Under-Secretary of State in MoEYS, was to support the MoEYs School Self Assessment and School Improvement Planning programs. These programs were developed with MoEYs and project partners under the Child Friendly Schools (CFS) program. The advantage of adopting these emerging programs was that they already had full support from MoEYS and a range of established donor projects.

CBE provided coordination and budget and technical support for the development of instruments and manuals and to a field trial in 38 schools, which concluded in December 2006. Different MoEYS departments and donor projects were working on the CFS program. This presented problems with duplication of efforts and materials. Thus, coordinated timing of training events in provinces where more than one project operated became important.

With strong MoEYS leadership, a common training program with common materials was agreed upon and adopted by all participating organizations and departments. An expanded pilot program in over 300 schools, in 5 provinces, was successfully carried out by the end of phase 2. Section 2 of the agreed school performance reporting instrument records the results of students against the curriculum standards; Section 5 reports on community involvement in LLSP and other school programs (see Exhibit 7).

## **Exhibit 7. Part 5: Children, Family, and Community Participation**

<b>Part 5: Children, Family and Community Participation</b>																
<b>Community-school communication</b>	Number of people giving comments			Children participated in every activity in school				Parents involving with education				Community involving in LLSP and other programs				
	Concerned people	Total	F	Agree	Partially Agree	Do not Agree	Do not know	Agree	Partially Agree	Do not Agree	Do not know	Agree	Partially Agree	Do not Agree	Do not know	
	Students															
	Teachers															
	Parents															

### **Phase 3**

As a result of the successful training program, the Steering Committee (MoEYS and USAID) agreed in September 2006 that RTI should draft a timetable and program for expansion of curriculum training to all schools in the country. Detailed schedules and costs for all remaining schools in the 8 pilot provinces, and the schools in the 16 further provinces and municipalities were drafted and discussed. A tight schedule of four cycles of training, running from October 2007 to June 2008, was proposed for the curriculum training alone (See Exhibit 8).

#### **Exhibit 8. Agreed Schedule for Expansion of Training to 16 Provinces**

#	Province	No. of Districts	Cycle 1a	Cycle 2a	Cycle 3a	Cycle 4a
			Oct. 2–Dec. 7, 2007	Dec. 11, 2007– Feb. 7, 2008	12 Feb. 12–Apr. 11, 2008	Apr. 22–Jun. 20, 2008
			TGL Training: Oct. 2–4, 2007	TGL Training: Dec. 11–13, 2007	TGL Training: Feb. 12–14, 2008	TGL Training: Apr. 22–24, 2008
			Teacher Training: Oct. 8–Dec. 8, 2007	Teacher Training: Dec. 17, 2007–Feb. 8, 2008	Teacher Training: Feb 18–Apr. 11, 2008	Teacher Training: 28 Apr. 28–June, 20, 2008
<b>Total</b>	<b>16</b>	<b>139</b>	<b>38 Districts</b>	<b>37 Districts</b>	<b>34 Districts</b>	<b>30 Districts</b>

The CBE project proposed that the full training program for both the curriculum and standards be spread over 2 years, at minimum. Any shorter timeframe would risk quality by having to increase the size of groups. Keeping the two 8-week training programs allowed teachers time for practice and absorption of the training messages. It would also help to raise the capacity of the program trainers and administrators.

MoEYS proposed a shorter training time to introduce the curriculum more rapidly. They were committed to provide training and administrative staff to ensure the schedule was adhered to. They agreed to the proposed plan by the end of 2006, and it was included in a full proposal for extension of the CBE project, requested by USAID.

Between December 2006 and July 2007, USAID asked for several changes to the proposal with regard to the number of schools to be trained and the scope of the extension. RTI responded to these requests; however, in July 2007 USAID decided not to continue to the final phase of the CBE project.

## **Results**

This section of the report presents the CBE project's results and discusses the strengths, weaknesses, and lessons learned for each of the three components. The expected performance indicators from the approved M&E matrix appear in Exhibit 9. There are 12 performance indicators in the three project component areas.

## Exhibit 9. CBE M&E Plan Matrix Format

Intermediate Result	Performance Indicators
<b>BEC</b>	
<b>Result A: BEC, standards, and LLSPs distributed and implemented in schools</b>	MoEYS produced BEC, standards, and support materials, which were received by 6,500 basic education schools
	2,925 teachers in 200 schools are using the BEC and standards <b>(SO11 indicators 6 and 11)</b>
	Policy on text book and other learning materials development approved by MoEYS
<b>LLSP</b>	
<b>Result B: LLSPs implemented</b>	CBE produced LLSP Modules, received by 6,500 basic education schools and DEOs
	Locally developed Life Skills Programs, operating in 200 schools <b>(SO 11 Indicator 7)</b>
<b>Training and Capacity Building</b>	
<b>Result C: Capacity of teachers, directors, officials, and communities raised</b>	2,925 teachers in 200 schools trained and able to use the BEC and standards <b>(SO11 indicators 6 and 11)</b>
	148 TGLs in 200 schools report positive levels of satisfaction with training provided by RTTC/PEO officials <b>(SO 11 indicator 8)</b>
	200 schools write school report sections based on student achievement data from BEC and standards <b>(SO 11 indicator 10)</b>
	200 schools and communities write school performance reports and improvement plans based on student achievement data <b>(SO 11 indicator 9)</b>
	3 of 8 pilot provinces write plans citing school performance data
	Half the parents sampled from 200 schools report awareness of new BEC, standards, and LLSPs <b>(SO11 indicator 9)</b>
	New professional development policy to support school-based teacher training in student-centred teaching methodologies

## A. BEC: Results

Intermediate Result	Performance Indicators
<b>BEC</b>	
<b>Result A: BEC, standards, and LLSPs distributed and implemented in schools</b>	MoEYS produced BEC, standards, and support materials, which were received by 6,500 basic education schools
	2,925 teachers in 200 schools are using the BEC and standards ( <b>SO11 indicators 6 and 11</b> )
	Policy on text book and other learning materials development approved by MoEYS

### **Materials**

Exhibit 10 lists the set of curriculum materials produced by the CBE project. The pilot schools all received their materials when they conducted their training and when they operated the LLSPs. By the end of the second quarter of 2007, the CBE project had delivered 20,000 copies of the materials to the 185 DEOs. We received a receipt for the correct number of copies from each DEO. There were 17 titles in all, totaling 340,000 items.

Each DEO received enough copies for every school to obtain at least one set. We printed enough for schools with up to 60 children to receive one set of materials. Schools with between 61 and 600 children received two sets. Schools with between 601 and 1,100 received three sets. The largest schools, with over 1100 children, received four sets each. By the end of the project, we estimate that the number of schools in Cambodia to which we provided materials totaled over 7,200. From visits, we learned that many schools received their copies at the end of the school year. Others will receive materials from the DEO in October, when the new school term starts.

In effect, the CBE project fully met the first Performance Indicator. We also provided enough sets of materials for each DEO, PEO, teacher training center (TTC), and central department to have its own copies. We provided a full set of materials on CD-ROM (CD) for every provincial and district office and central department. With the CDs, extra copies can be printed as needed. We also printed additional blank copies of student assessment task record sheets for teachers to keep track of their students' progress.

**Exhibit 10. Produced Curriculum Materials**

No	Description
1	LLSP Modules
2	LLSP Modules Guidelines
3	Standards Posters
4	Standards Posters Guidelines
5	Basic Curriculum (Khmer, math, science, and social studies)
6	Curriculum Core Booklet
7	Sample Teaching Units (Khmer, math, science, and social studies)
8	Sample Assessment Tasks (Khmer, math, science, and social studies)

### ***Implementation***

For teachers to begin using the new curriculum and standards, they needed: a) to have received the curriculum, standards, and support materials; b) official instruction from MoEYS telling them when to begin using the new curriculum; and c) to have completed the two 8-week training programs developed by the CBE project.

These three conditions were met by over 3,000 teachers. We are thus confident that the CBE project substantially exceeded the second Performance Indicator.

All teachers in the 288 pilot schools received the curriculum materials during their training, which was completed in March 2007. There are 2,664 teachers and 392 TGLs in these schools. Thus, a total of 3,056 teachers received the new curriculum materials, and were fully trained to use both the standards and the curriculum, and had received the new curriculum materials. The Directorate General of Education signed the official instruction to use the new curriculum and materials in April 2007, which was distributed nationally, including to the 288 pilot schools.

The CBE project trained far more teachers than required by the Indicator. In accord with the agreement with the Cognizant Technical Officer (CTO) and MoEYS, we anticipated the next phase of the project and began expanding teacher training in March 2007. Thus, by the end of June, we trained a total of 6,093 staff (5,088 teachers and 1,005 TGLs), in 841 schools (288 + 553 extra schools), in the eight provinces. This total is more than double the target number to be trained to use the new curriculum. All 841 schools will use the new curriculum materials for their first full school year in October 2007.

Exhibit 11 details the numbers trained in each district and province.

**Exhibit 11. Schools Completed BEC and Standards Training and Schools Completed Only BEC Training in Eight Provinces—Training Period: May 2006–June 2007**

No	Provinces	Districts	Schools Received BEC Training					Schools Received BECS Training					Students	
			# Schools	TGLs		Teachers		# Schools	TGLs		Teachers		Total	F
				Total	F	Total	F		Total	F	Total	F		
1	Koh Kong	Boutum Sakor	13	17	3	93	18	7	10	3	67	16	4475	2115
		Kampong Seilla	16	20	4	77	24	0	0	0	0	0	4903	1556
		Kirisakor	7	9	0	35	9	0	0	0	0	0	1132	522
		Koh Kong	14	7	0	29	5	7	7	0	20	2	1382	644
		Mondolseima	12	15	0	79	25	3	5	0	13	4	3051	1432
		Smach Meanchey	8	14	8	173	55	2	4	2	56	27	6261	2759
		Sre Ambel	8	12	2	96	34	8	12	2	35	8	4034	1853
		Thmor Bang	7	7	0	29	5	0	0	0	0	0	1419	654
	<b>Total for KK</b>	<b>85</b>	<b>101</b>	<b>17</b>	<b>611</b>	<b>175</b>	<b>27</b>	<b>38</b>	<b>7</b>	<b>191</b>	<b>57</b>	<b>26657</b>	<b>11535</b>	
2	Kratie	Chhloang	2	4	4	44	34	2	4	4	18	8	1101	512
		Kratie	73	110	26	584	297	3	6	5	8	7	17495	8105
		Prek Prosob	20	24	14	214	25	20	24	14	69	43	2458	1240
		Sambo	51	59	11	270	94	20	24	6	37	17	11775	4630
		Snuol	47	54	10	216	60	15	19	5	25	5	9157	4291
	<b>Total for Kratie</b>	<b>193</b>	<b>251</b>	<b>65</b>	<b>1328</b>	<b>510</b>	<b>60</b>	<b>77</b>	<b>34</b>	<b>157</b>	<b>80</b>	<b>41986</b>	<b>18778</b>	
3	Mondolkiri	Keo Seima	15	15	2	57	6	10	12	2	15	2	2756	1227
		Koh Nhek	3	4	0	20	5	3	4	0	5	0	830	396
		O Rieng	8	9	3	36	2	0	0	0	0	0	815	378
		PichChreada	12	12	2	43	12	5	5	2	7	2	1187	554
		Sen Monorom	9	11	2	83	23	2	3	0	6	3	2925	884
	<b>Total for Mon</b>	<b>47</b>	<b>51</b>	<b>9</b>	<b>239</b>	<b>48</b>	<b>20</b>	<b>24</b>	<b>4</b>	<b>33</b>	<b>7</b>	<b>8513</b>	<b>3439</b>	
4	Od. M.chey	Anlong Veng	24	33	7	167	42	12	21	6	26	3	8286	3791
		Banteay Ampil	12	14	1	88	13	12	14	1	41	2	4654	1945
		Chong Kal	21	28	4	122	22	2	4	2	17	5	1310	580
		Samrong	32	41	9	175	51	3	6	3	23	5	2849	1120
		Trapeang Prasath	22	24	3	143	16	12	14	1	36	7	5954	2687
	<b>Total for OM</b>	<b>111</b>	<b>140</b>	<b>24</b>	<b>695</b>	<b>144</b>	<b>41</b>	<b>59</b>	<b>13</b>	<b>143</b>	<b>22</b>	<b>23053</b>	<b>10123</b>	
5	Pailin	Pailin	19	26	4	225	81	11	18	4	52	16	8083	3726
		Salakrao	22	26	5	117	22	9	12	5	22	13	5992	2631
		<b>Total for Pailin</b>	<b>41</b>	<b>52</b>	<b>9</b>	<b>342</b>	<b>103</b>	<b>20</b>	<b>30</b>	<b>9</b>	<b>74</b>	<b>29</b>	<b>14075</b>	<b>6357</b>
6	Preah Vihear	Chom Ksan	14	18	1	99	34	14	18	1	48	14	3605	1732
		Chey Sen	19	19	0	111	17	2	3	2	6	2	4833	2237
		Chheb	26	27	1	101	8	0	0	0	0	0	3975	1921
		Kulein	25	26	4	157	34	0	0	0	0	0	4884	2303
		Ro Vieng	42	50	13	278	88	14	21	8	57	25	8827	2784
		Sangkum Thmei	14	16	2	96	18	14	16	2	38	6	3797	1888
		Tbeng Meanchey	3	6	3	80	49	3	6	3	20	11	2248	1073
			<b>Total for PV</b>	<b>143</b>	<b>162</b>	<b>24</b>	<b>922</b>	<b>248</b>	<b>47</b>	<b>64</b>	<b>16</b>	<b>169</b>	<b>58</b>	<b>32169</b>
7	Rattanakiri	Banlung	12	17	2	119	61	3	6	2	40	30	4959	2237
		Borkeo	14	15	3	32	4	14	15	3	32	4	1673	1608
		Koan Mom	23	23	0	64	12	8	8	0	20	8	3101	1327
		O Yar Dav	17	17	0	30	5	0	0	0	0	0	2587	1053
		O Chum	16	17	1	51	10	2	3	0	14	0	2360	753
		Ta Veng	7	7	0	10	2	0	0	0	0	0	958	391
		Vern Sai	22	23	1	59	6	9	9	1	25	5	3244	1347
			<b>Total for Rat</b>	<b>111</b>	<b>119</b>	<b>7</b>	<b>365</b>	<b>100</b>	<b>36</b>	<b>41</b>	<b>6</b>	<b>131</b>	<b>47</b>	<b>18882</b>
8	Stueng Treng	Sei San	24	26	4	96	29	16	18	3	25	5	3463	1630
		Siem Boak	21	22	4	84	28	2	3	1	3	1	2886	1502
		Siem Pang	27	29	2	48	12	0	0	0	0	0	3209	1430
		Stueng Treng	22	34	13	266	132	3	6	3	21	10	7057	3388
		Thalaborivath	16	18	6	92	36	16	18	6	26	11	3585	1830
	<b>Total for ST</b>	<b>110</b>	<b>129</b>	<b>29</b>	<b>586</b>	<b>237</b>	<b>37</b>	<b>45</b>	<b>13</b>	<b>75</b>	<b>27</b>	<b>20200</b>	<b>9780</b>	
	<b>Grand Total for 8 Provinces</b>	<b>841</b>	<b>1005</b>	<b>184</b>	<b>5088</b>	<b>1565</b>	<b>288</b>	<b>378</b>	<b>102</b>	<b>973</b>	<b>327</b>	<b>185535</b>	<b>82666</b>	

**Textbooks**

As reported in the third quarter of 2007, project met this indicator early in phase 2. Once it was established that the CBE project would not support the actual development, printing, or distribution of textbooks, the focus was on obtaining broad agreement from donors, the Ministry of Economy and Finance, and MoEYS to an improved textbook development policy. MoEYS committed itself to the approach when the Directorate General of Education met with USAID and CBE project staff on September 10, 2006. An extract from the report of that meeting, setting out the process, is provided in the box below.

- MoEYS announces that the Curriculum is finalized and that it plans to have new books in schools in 2 years time and invites publishers to send EOLs.
- MoEYS briefs publishers. (We believe that there are several publishers who would be interested in the market for Basic Education books)
- Publishers develop using their own resources, finding writers, etc. The Ministry has no responsibility for writers. The contract is between the publisher and a writing group.
- They produce Camera Ready Copy (CRC) and submit for approval. Ministry provides QA.
- If MoEYS approves (Education Materials Approval Board – EMAB) publishers have the right to publish.
- There will be no restriction on the number of books that might be permitted and given approval.
- Publishers can publish as they like since they have the copyright and can sell the books in the market and to schools. They take the risk, but they are business people and do this all the time. They get their return from selling the books in the long run.
- Schools can choose any book the Ministry has approved. They use a budget provided by MoEF through MoEYS.
- For some subjects it is expected that no publisher will be interested (e.g. Teachers' manuals), the market is too small, and MoEYS has to produce them internally. Note: USAID has suggested it might be prepared to support the development of Teachers' manuals).

MoEYS and the Ministry of Economy and Finance must still agree to a revised procurement process to buy the books. This will allow schools to select books using Priority Action Plan (PAP) budgets. The current centralized public procurement is financially robust but inefficient and doesn't get books into schools. The Japan International Cooperation Agency (JICA) and ADB are now addressing this issue and following the new textbook approach.

## **BEC—Strengths, Weaknesses, and Lessons Learned**

### ***Curriculum***

The CBE project met and exceeded all indicators for the first Result. With our help, MoEYS wrote a new national curriculum and support materials in an extremely short period of time. After they trialed and approved the materials, we printed and distributed them, as planned.

There was some slippage in the tight schedule set for delivery of the materials. However, it was a major achievement to produce a complete, new curriculum and supplementary materials within 2 years. One lesson learned was to set less ambitious targets and to allow more time for the planning and approval processes. Whether this would have been acceptable to either USAID or MoEYS is arguable.

An alternative might have been to write the curriculum using outside specialists. However, MoEYS would not have welcomed this, and, if permitted, the approval process would probably have been longer. The CWs, who wrote the standards, curriculum, and support materials, remain in MoEYS, with greatly improved capacity to monitor and further revise the curriculum. They have already made a substantial contribution to sections of the post-basic curriculum and to new basic education textbooks.

It took some time for RTI, MoEYS, and USAID to agree to a mechanism to allow the CWs to work with the CBE project. In addition to weekly workshops with project specialists, they worked on weekends, national holidays, and during their free time, which allowed the CBE project to make small payments to them for work done under

contract. This was a cumbersome and time-consuming arrangement, but without it, there would not have been a national curriculum or MoEYS staff with increased capacity.

The CBE project revised the curriculum and trained teachers to use it. At various times, USAID, MoEYS, and RTI discussed whether we should do more than address textbook policy. Should the CBE project assist with writing, and maybe even printing and distributing books? After all, Cambodian teachers teach from the textbook, not from curriculum. Thus, writing new books will make a bigger impact than a new curriculum. However, without donor support, it is unlikely that new books will be produced soon.

USAID and RTI decided that our work on policy was an appropriate focus and provided a suitable level of support. Eventually, a future project should support the textbook drafting process, with technical assistance to monitor quality and to guide implementation of the new policy. A donor might fund the writing, as JICA has done for upper secondary science, using the new outsourcing mechanism. However, funding for printing and distribution should properly come from government. Textbook writing is the next step, but this was beyond the scope of the CBE project.

The CBE project, therefore, revised the curriculum in such a way that the old textbook can be used to teach much of the new curriculum. The CBE project also wrote and gave schools a large quantity of sample material to compensate for the lack of new books. These resources will help encourage teachers to aim for student outcomes rather than teaching the next page of the book. Teachers should also use more than one resource to achieve their objective, which is a strategy being promoted by many other projects throughout Cambodia.

### ***Training***

USAID and RTI agreed to develop work and M&E plans for each stage of the project. We modified the M&E plan's indicators, by agreement, at the start of phase 2, with the main change limiting the immediate scope of training and LLSPs to only 288 schools. What was the reason for this change, and how did it affect the project? USAID felt that the CBE project had spread its training too thinly in phase 1. The training covered all 7,000 schools and communities between December 2004 and February 2006. Since the national curriculum is for all schools, all teachers and communities needed training in how to use it. However to complete the training on time and within budget, workshops could only last a day. Our plan for phase 1 was to introduce the main points of the Curriculum Policy, which was eventually signed in December 2004.

Moreover, more in-depth training could not precede production and approval of the draft standards and curriculum. For reasons explained above, this occurred later than expected. MoEYS only allowed use of the draft materials in 2006.

Should phase 1 training have been implemented differently? The value of an introduction to new national policy was clear, and from reactions, it was successful and welcomed. Many participants commented that no one had ever invited them to discuss education in their own communities before. In addition all participants,

especially teachers, clearly needed more information and more training on standards, learning outcomes, and life skills.

There was an advantage in starting the training with a national emphasis. Between 2003 and late 2004, MoEYS developed a national curriculum policy. RTI supported this activity and viewed the CBE project as implementers of the policy, as did MoEYS. In fact, because of its status in implementing national policy, the CBE project had the greatest authority and impact possible. The curriculum is also certain to be used, since MoEYS has “owned it” from the start.

The disadvantages of working “extensively” (i.e., nationally, as in phase 1), rather than “intensively,” as in phase 2, are clear. The drawbacks include cost, logistics, range of capacity, and the limited time available for each school. In addition, there is the danger that teachers receive too little training to make a difference.

Conversely, working too intensively may employ a model that is not mainstream and that may not be scaled-up because of cost and lack of human resources. Such a program is unlikely to be sustained or owned by local institutions. MoEYS has recently emphasized its distaste for the proliferation of pilot projects, which drain capacity and fail to match the urgency of reforms.

A sharper focus for training in phase 2 allowed the CBE project to trial the manuals and train the trainers. But from the start, we planned for the training program to be scaled-up to national level. This was always a clear emphasis and a distinctive feature of the CBE project.

The change from extensive to intensive training in phase 2 was necessary, but it was also appropriate to maintain the ability to scale-up rapidly. We did not provide more funding or support to the selected schools than they would expect from MoEYS. We improved quality, not through intensive, unsustainable outside support, but by selecting and training trainers and by writing manuals. Phase 2 was used to build the capacity of MoEYS trainers and to design a better national training program.

The training program has been shown to provide a tested model for national, school-based professional development at sustainable cost. As for the trainers, several were subsequently selected as Master Trainers for the CFSs, School Self Assessment, and Improvement Planning program, and continue in these roles as senior MoEYS trainers after the end of the CBE project. In this respect, the strategy was also appropriate.

## B. LLSPs: Results

Intermediate Result	Performance Indicators
<b>LLSP</b>	
Result B: LLSPs implemented	CBE produced LLSP Modules, received by 6,500 basic education schools and DEOs
	Locally developed Life Skills Programs, operating in 200 schools ( <b>SO 11 Indicator 7</b> )

### ***Modules***

In phase 1, the CBE project wrote 20 sample LLSP modules and a guidance handbook for schools, which were completed and printed in phase 2. As with other materials, we trialed and received feedback on the modules before final printing. We distributed copies to the 288 pilot schools in January 2007, as planned. We also provided copies to the DEOs, PEOs, and central departments for distribution to the remaining 7,000 schools in the second quarter 2007. This indicator was met and exceeded.

### ***LLSPs Operating***

The 2004 Baseline Survey set two objectives which guided the planning for LLSPs. One objective was to coordinate our efforts with the projects already supporting supplementary curriculum activity. The second focused on sustainability, which meant collaborating with MoEYS to draft a Life Skills Policy, approved in August 2006, and giving schools and communities local responsibility for support and decision making. They were tasked with choosing the LLSP topics and beneficiaries, and to find a volunteer trainer, as well as made responsible for measuring results.

The LLSP evaluation conducted in March and reported on in April made clear the success of the program. Schools and communities implemented the program on their own, and the researchers found positive impacts on attendance, general and specific life skills, and school-community relations.

The LLSPs had a positive impact on school attendance:

***“More than 96% of parents of LLSP students interviewed observed that since the start of the program their child has become more enthusiastic about going to school.”***

**LOCAL LIFE SKILL PROGRAM MONITORING REPORT, APRIL 2007, P1.**

The program had a positive impact on student skills, including leadership, confidence about future work, and planning:

***“In Ratanakiri 50% of LLSP student, but only 25.5% of non LLSP students agree with the statement ‘I am not worried about finding work. I can do many things’.”***

**LOCAL LIFE SKILL PROGRAM MONITORING REPORT, APRIL 2007, P2.**

The CBE LLSP considerably contributed to the improvement of the school-community relationship in participating provinces:

***“Results from the LLSP study highlight a significant reduction in the number of parents that say they never speak to or meet with a teacher or school official at their child’s school.....The community has become more interested in what the school does and, at the same time, the school communicates more often with parents.”***

**LOCAL LIFE SKILL PROGRAM MONITORING REPORT, APRIL 2007, P2.**

At monthly meetings, which ran until the end of the CBE project, CSCS and our Grants Manager reported that all 288 schools had operated their own programs, and some continued to do so. Most were planning to offer the same or new programs in the new school year to new beneficiaries.

We consider, therefore, that both of the indicators relating to LLSPs were fully satisfied.

### **LLSPs—Strengths, Weaknesses, and Lessons Learned**

Several features of the CBE approach to LLSPs were distinctive. First, the small equipment grant of up to US\$300 for each school, competitively awarded, was a key incentive focus of the program. The recipients were schools in some of the most underserved provinces and districts in Cambodia. We used the grant as seed capital to pay for basic, reusable equipment (e.g., agricultural tools for school vegetable plots) and to act as a catalyst for school-community collaboration.

To focus on demand and local initiatives, the CBE project asked schools to complete an application form. This served as the basis for a competitive selection. Over 550 schools applied for the 288 grants. We showed that, with help, schools and communities will develop ownership and initiative, even when there is no continuing payment for work. This was an important lesson learned by many involved in the CBE project.

The requirement to invest local time and effort in getting the grant was a new approach to school support. In other grant programs (e.g., those supported by UNICEF/ADB and Japan Fund for Poverty Reduction [JFPR]), the Directorate General, Education selected the schools.



Secondly, the CBE project emphasized a transparent partnership with the school community. A key feature was the requirement for schools to keep and display records of expenditure and progress on LLSP activity. This provided a useful lesson in improved governance. The experience of both the USAID Mission Director and the U.S. Ambassador to LLSP schools demonstrates that this aspect of the program was successful. Reports from other parts of the project also suggest this more

transparent behavior is becoming entrenched (see the *Summary Report on SIP School Progress*, p28).

The way in which the CBE project set up the LLSP support system was similar, in some respects, to other projects. Most have field-based staff making frequent visits to schools. Many make use of local offices, some of them on MoEYS premises.

Few companies, except for UNICEF, provide support to schools over such a wide area. The CBE project introduced LLSPs in 288 schools in 28 districts, in the most under-supported eight provinces. The fact that this program was a success shows that any school in Cambodia can run its own LLSP. However, could we have done it better or more efficiently?

We decided not to have offices in PEOs and DEOs as UNICEF, ESCUP, and SCN do, and this can have a negative effect on local ownership: programs run from these offices are seen by education staff as belonging to the project and not to MoEYS. Yet, they absorb MoEYS resources and can be capacity-draining. We operated separate regional offices, with logistical and management support based locally. These were very effective, if relatively costly. There were also frequent management visits from Phnom Penh.

However, the CTs spent most of their time in the districts visiting schools, not at the regional offices. Before the decision was made not to continue the LLSP component, we considered dropping the regional offices in phase 3, as more cost-effective support would have come from Phnom Penh. CTs would have returned to the center for a few days every month, just as UNICEF does.

For reasons of timing and selection, the phase 2 LLSP schools were not the same as those in the curriculum training program. Only 8 of the initial 40 curriculum training schools also received grants, which meant that we dealt with the LLSP and training programs separately. Curriculum training began at a different time and required different approvals in MoEYS.

For a pilot, this course of action was justified. The CFS SSA work started in phase 2 would have brought the separate programs together and allowed for a more integrated and decentralized approach. This step would have been developed in phase 3. The LLSP and student achievement programs are reported on in the SSA instrument. In anticipation of this emphasis, the CBE project appointed a School Performance Manager to work on the integration at the end of May 2007.

With full USAID agreement, the CBE project expended time and effort on coordination, especially of the LLSPs. We provided project support for writing and printing the Life Skills Policy, and worked on integration of life skills into the curriculum with many partner projects. We also made progress towards agreement on a common approach to LLSPs.

Diversity of approach may be beneficial, but there are also disadvantages. For example, there may be confusion over what is acceptable, let alone best practice. Projects may raise school and community expectations in the short term, only to find the approach overly relies on outside support. In addition, lack of coordination may

mean that good models do not get shared nationally. Most problematic is that temporary but well-funded additions to the school program may crowd-out the main school timetable. Children need to spend more time in school reaching the agreed curriculum standards, which can now be done if teachers and school directors follow the new curriculum. Competing extra programs can distract them from this.

There are many variations on the LLSP model. The lesson learned is that despite the coordination efforts of the CBE project, further harmonization among donor programs is still needed.

Another issue to consider MoEYS' role should be in supporting the introduction of LLSPs. LLSPs are to be locally selected and managed at school level. Central Ministry departments should have oversight and full information, but should not control local decision making. Sometimes central staff do not understand this, especially when they regard programs as national priorities. Unfortunately, every program, from HIV/AIDS, gender, the environment, integrated pest management, road safety, to bird flu, may become a national priority. Since decisions to run programs on such topics are made at central level, the emphasis on local relevance and responsibility is diminished.

NGOs and donors need to have a more critical awareness of what is sustainable and cost effective. They should share information more openly and systematically with partners and MoEYS. It must also distinguish between central control of local programs, which is not beneficial, and better information on local practice, which ensures national standards are achieved, while allowing local initiatives to develop. The role and capacity of the DEO are also important issues. District staff are part of most LLSP models, and this needs wider recognition.

The CBE project and PRD planned a seminar on LLSP coordination. LLSPs are a national curriculum requirement and yet not all schools offer them. When the SSA and SIP parts of the CFS program become national, all schools will have to report about progress on introducing LLSPs. Much more work is needed on this important means to increase the local relevance of the curriculum.

## C. Training and Capacity Building: Results

Intermediate Result	Performance Indicators
<b>Training and Capacity Building</b>	
<b>Result C: Capacity of teachers, directors, officials, and communities raised</b>	2,925 teachers in 200 schools trained and able to use the BEC and standards <b>(SO11 indicators 6 and 11)</b>
	148 TGLs in 200 schools report positive levels of satisfaction with training provided by RTTC/PEO officials <b>(SO 11 indicator 8)</b>
	200 schools write school report sections based on student achievement data from BEC and standards <b>(SO 11 indicator 10)</b>
	200 schools and communities write school performance reports and improvement plans based on student achievement data <b>(SO 11 indicator 9)</b>
	3 of 8 pilot provinces write plans citing school performance data
	Half the parents sampled from 200 schools report awareness of new BEC, standards, and LLSPs <b>(SO11 indicator 9)</b>
	New professional development policy to support school-based teacher training in student-centred teaching methodologies

### *Teachers Trained*

We show, under Section A of this report, that the indicator relating to the number of teachers trained has been exceeded.

The CBE project designed a training model; piloted it in 40 schools, starting May 2006; and then implemented it more widely in over 550 additional schools. It is a school-based program that draws on local MoEYS support and in-house supervision. It provides the opportunity for immediate practice following each of a series of eight brief training workshops carried out for each of the BEC and standards programs. It involves over 50 MoEYS trainers in innovative, practical, local, small-group sessions at a scaleable cost. Over 6,000 teachers and TGLs received training in practical, child-centered teaching techniques. The central and provincial trainers learned both monitoring and facilitating skills through formal workshops and on-the-job training (see Exhibit 12).

### **Exhibit 12. Effective Training Facilitation and School Monitoring Workshop, February, 2007**

#### *Criteria for effective monitors*

- Effective monitors are able to:
- offer appropriate encouragement and practical guidance on a short visit;
  - identify strengths and weaknesses of the training/teaching;
  - respond to trainers/teachers' questions meaningfully and appropriately;
  - be a helpful resource for trainers and teachers during a school visit; and
  - collect relevant data.

### Criteria for effective facilitators

<p>Effective facilitators are able to:</p> <ul style="list-style-type: none"> <li>(a) prepare necessary materials and complete organizational arrangements to ensure a successful workshop;</li> <li>(b) convey enthusiasm, energy, interest in and understanding of, the workshop material;</li> <li>(c) identify and evaluate participants' prior knowledge and skills and adjust presentation accordingly;</li> <li>(d) actively engage participants in activity-based learning and reflection;</li> <li>(e) encourage and respond effectively to questions from and interaction with participants;</li> <li>(f) communicate clearly and effectively; and</li> <li>(g) self-evaluate own performance as a facilitator.</li> </ul>
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### TGL Satisfaction

In January 2007, we surveyed 40 of the TGLs with which we worked (see Exhibit 13). We asked them what support they received from the PEO or TTC, and if they were satisfied with it. The vast majority said they were very pleased with the help received from their provincial trainers; many said they wanted more. In a few cases, there was less support than what we had paid for, and we followed this up with monitoring visits and changes to training instructions.

TGLs were positive about the training support. Their role as in-house trainers was new and demanding, but they handled it extremely well, as reported during the project. It was also innovative for the project to ask them their opinion on the support they received. We did this to stimulate greater bottom-up demand for training. All in-service training in Cambodia is top-down, and, consequently, less effective since it does not respond to expressed need.

In addition, the results of training in previous MoEYS programs have not been used as a measure of success. In contrast, the new School Self Assessment program we helped MoEYS introduce does provide a way for schools to report on performance. This makes them more accountable for the training they request.

### Exhibit 13. Survey Question 5: Overall Perceptions of the TGLs Regarding the Support Provided by the PEO/Provincial Teacher Training Center (PTTC) Officials During the Training

Response	Number of TGL Respondents (%)	Rural/Remote Schools (%)	Urban Schools (%)
Overall, the PEO/PTTC officials were excellent and we wished they could have visited more often.	33 (82.5%)	13 (72.2%)	20 (90.9)
Overall, the PEO/PTTC officials were quite helpful, but two visits were probably enough.	4 (10%)	3 (16.7%)	1 (4.55)
Overall, the PEO/PTTC officials were not very helpful; it would not have made much difference if they had visited or not.	0 (0.0%)	0 (0.0%)	0 (0.0%)
Overall, the PEO/PTTC officials were not	0 (0.0%)	0 (0.0%)	0 (0.0%)

helpful; it would have been better if they had not visited.			
N/A. (Did not receive any visit from the PEO/PTTC officials).	3 (7.5%)	2 (11.1%)	1 (4.55)

We did not survey 148 TGLs in 200 schools because only 40 schools had finished their training by the scheduled time. The start of the training program was slightly delayed by the need for approvals of the materials. The 148 TGLs in 200 schools would have represented 75% of those involved. The survey showed 82.5% were satisfied. We thus consider the indicator relating to TGL satisfaction met.

### **School Reports and Improvement Plans**

This section reports on the two performance indicators that refer to student performance, school reports, and improvement plans in 200 schools.

The CBE project focus was not only on numbers of teachers trained, but also on whether schools were using the curriculum and if education quality was improved. The school report is a long-term, school-based measure of implementation of the new curriculum and standards. It was the CBE project’s preferred means of providing indicators of project effectiveness, because it is owned by the school and sustainable.

In 2006, we collaborated with a group of projects and MoEYS departments to draft the formats and mechanism for reporting on school performance. Thirty-eight schools took part in a field trial, and 15 of them wrote self assessment reports and SIPs. We then worked with the same partners to improve our training manuals and the report tools.

In 2007, we prepared 24 Master Trainers from six central departments, 15 provincial and 30 district staff. In addition, we conducted expanded pilot training for 323 school directors and 307 community partners to use the SSA and SIP materials. We completed this training in July 2007.

The CBE project introduced school reporting under the umbrella of the CFS program. We collaborated with several NGOs and projects, the INSP, PED, and other departments within DGE to achieve greater coverage and to avoid duplication.

The CFS program is MoEYS’ main quality improvement mechanism and has a Steering Committee chaired by H.E. Im Sethy, Secretary of State. H.E. Nath Bunroeun, Under-Secretary of State lead the SSA/SIP program. Exhibit 14 shows the details of the final SSA/SIP training program that were carried out.

## Exhibit 14. Schools Received School Director Training on SSA in Five Provinces

Training Period: June–July 2007

No	Provinces	Districts	POE Trainers		DOE Trainers		School Director		Com. Partners	
			Total	F	Total	F	Total	F	Total	F
1	Koh Kong		3	0						
		Boutum Sakor			2	0	12	0	12	0
		Mondlseima			2	0	9	0	9	0
		Smach Meanchey			2	0	6	1	5	1
		Sre Ambel			2	0	37	3	35	2
		<b>Total for KK</b>	<b>3</b>	<b>0</b>	<b>8</b>	<b>0</b>	<b>64</b>	<b>4</b>	<b>61</b>	<b>3</b>
2	Mondolkiri		3	1						
		Sen Monorom			2	1	9	1	7	2
		<b>Total for Mon</b>	<b>3</b>	<b>1</b>	<b>2</b>	<b>1</b>	<b>9</b>	<b>1</b>	<b>7</b>	<b>2</b>
3	Od. M.chey		3	0						
		Banteay Ampil			2	0	50	0	50	0
		Chong Kal			2	0	22	1	21	0
		Samrong			2	0	28	0	28	0
		<b>Total for OM</b>	<b>3</b>	<b>0</b>	<b>6</b>	<b>0</b>	<b>100</b>	<b>1</b>	<b>99</b>	<b>0</b>
4	Preah Vihear		3	1						
		Chom Ksan			2	0	16	2	16	0
		Kulein			2	0	12	1	10	2
		Ro Vieng			2	0	22	3	21	0
		Tbeng Meanchey			2	0	15	4	15	1
		<b>Total for PV</b>	<b>3</b>	<b>1</b>	<b>8</b>	<b>0</b>	<b>65</b>	<b>10</b>	<b>62</b>	<b>3</b>
5	Stueng Treng		3	0						
		Siem Pang			2	0	21	1	20	0
		Stueng Treng			2	0	20	4	20	3
		Thalaborivath			2	1	44	6	38	5
		<b>Total for ST</b>	<b>3</b>	<b>0</b>	<b>6</b>	<b>1</b>	<b>85</b>	<b>11</b>	<b>78</b>	<b>8</b>
	<b>Grand Total for 5 Provinces</b>		<b>15</b>	<b>2</b>	<b>30</b>	<b>2</b>	<b>323</b>	<b>27</b>	<b>307</b>	<b>16</b>

As stated above, 15 schools from the field trial conducted SIPs, based on their SSA reports in late 2006. After improvements, the CBE project issued small grants to implement these plans. Our Grants Manager and SSA Specialist made regular visits to these schools and wrote a final report at the end of the CBE project. They will be able to report results in October, at the start of the new school year, but they have made strong progress, as the following extract from the SSA/SIP final report show.

### Summary Report on SIP School Progress

#### **Kratie**

- All the three schools in Kratie district have implemented their improvement activities as planned, with proper financial reports attached with the expenses receipts.
- The materials purchased are being used to serve the students and the schools; for example, rubbish bins are placed in classrooms and in Roka Kandal Primary School; and sports equipment is being used by the students in Anuwath Primary School.

#### **Ratanakiri**

- The three schools in Banlung district have bought rubbish bins, put posters on the wall and trees and held meetings among teachers to develop teaching materials and to find ways to improve their teaching. Also, those schools have kept their expenditure reports and receipts properly.
- Kalay Primary School, a very remote school in O Chum district, has done exceptionally well. The school has held meetings among grade 1 teachers, students, and parents to find ways to solve students' problems and to develop teaching materials.
- All expense records and receipts are displayed on the information board at the school gate.

#### **Otdar Meanchey**

- In Samrong district, two schools have formed peer-to-peer study groups, which allow students in higher grades to help students in lower grades. They have held meetings among teachers, students, and parents to deal with the students' problems.
- These schools have properly followed the financial procedures.
- In Chongkal district the two schools have done the activities in their SIPs.
- All schools have kept the receipts and financial reports properly.

Overall, the SIP schools have been making good progress in the implementation process of their SIPs. The outcomes of SIP grants are visible now in most schools, the impact of the grants can be measured against the school reports at end of August.

Although we believe that most of the 323 schools in the SSA/SIP training program can and will write reports and SIPs in August and September, the CBE project ended before we could verify this. Some schools will need support from the DEO, PEO, or central trainers, for which we had planned and budgeted. We also have confidence in MoEYS' continued commitment to this program. We believe that at least 200 schools will write reports and make plans as required by this indicator.

It was not realistic to expect conclusive results from use of the new curriculum by the end of phase 2, especially using MoEYS' own new systems. However, a strong start was made. By the end of 2008, over 300 schools will have had a full year of curriculum use, LLSP, and school performance reporting. A fair assessment of project impact should be possible by that time.

### **Provincial Plans**

In the field trial, districts and provinces wrote consolidated reports and plans based on reports from the 38 schools that took part. This indicator was met, but MoEYS planned to use the data from the expanded pilot to produce new district and provincial reports and plans. Central departments in the CFS program will also do data analysis on the reports and make national plans.

## **Parental Awareness**

A local commercial company with experience on USAID supported projects developed the media campaign. The elements of the campaign were discussed, trialed, and approved. H.E. Im Sethy and Mission Director Erin Soto attended the launch of the campaign on April 25, 2007. After some revision, which slightly delayed the launch of the campaign, posters, leaflets, and stickers were distributed to all provinces, and the first part of an attractive television campaign was broadcast. Further publicity was planned for the start of 2007–2008 school year, when the national curriculum training was to have extended to the remaining 16 provinces.

The CBE project had planned a parental satisfaction survey for the middle of 2007. Unfortunately, we were not able to carry this out, and therefore cannot show that this indicator has been met.

## **Training Policy Development**

The CBE project developed a model for in-service teacher training that MoEYS approved for delivery of the BEC and standards training. The BEC and standards training programs require 8 weeks each, although the actual workshops are only 2 to 3 hours long within each of those 8 weeks. This timeframe is necessary because teachers try out the new skills and techniques from each workshop. They then report how they managed this at each subsequent workshop. The 2-part training program (two sessions, 8 weeks each) allows for greater capacity development for the trainers and administrators, at little extra cost, since the bulk of training takes place in the schools.

All training is done in small groups (with a maximum 20 participants). Most training is school-based and led by TGLs. However, provincial TTCs provide materials, monitoring, and support.

The CBE project intended that the training model would initiate a more demand-led approach to in-service training, linked to school performance reporting. Schools will identify problems in teaching performance, and can ask for further training from the TTC. The school's PAP budget will cover the cost, and thus the model is sustainable.

We believe that MoEYS appreciates the advantages of this training model. The CBE project planned to hold further discussion with MoEYS in phase 3 of the project, and to have the central training team press for its adoption as the overall policy for training. This, however, has not happened. The model would have been fully tested as the training expanded to cover all remaining provinces in school year 2007–2008. If MoEYS is able to continue the training as planned without project support, we believe the model will prove itself. However, the performance indicator relating to training policy development has not yet been met.

## **Training and Capacity Building: Strengths, Weaknesses, and Lessons Learned**

For several reasons, the training activities were the most challenging component of the CBE project. The focus was national, in that the project developed the national

BEC for all schools. Training was managed by central trainers, but implementation was local and dispersed throughout the country. The CBE project had to understand and address issues of weak school and district capacity and cope with the logistical problems presented by bad roads and long distances to travel.

As explained, we successfully ran national preparation workshops in phase 1 on the main elements of the Curriculum Development Policy. The workshops produced positive reactions, began the capacity building process, and met project contractual obligations required by USAID. However, they were only an introduction to the new policy. The early training round was the necessary first phase of a long-term process.

In phase 2, the CBE project developed more distinctive design features: 1) use of MoEYS trainers; 2) school-based training with national coordination; and 3) the ability to go rapidly and cost-effectively to scale. Scale-up to national training was always understood by RTI and MoEYS as the focus of phase 3. A consistent, shared vision allowed the CBE project to meet and exceed almost all its performance indicators.

A recurring issue for the CBE project, related to the above, is that of engagement with the MoEYS. This report has illustrated the challenges of engaging MoEYS, but also that such engagement brings great rewards in terms of sustainability, capacity development, and ability to deal systemically with sensitive issues such as governance. The right to criticize and be heard comes from being seen as an engaged partner. These advantages were a feature of RTI's approach from the outset.

Closer collaboration with host institutions is now a priority for USAID, especially on issues of corruption. On one level, MoEYS owns and manages all donor projects through Technical and Steering Committees. However, the CBE project was unusual in that at every stage, and in almost every program activity, it worked with and through MoEYS staff to a much greater degree than other projects. Technical Committee members were especially fully engaged throughout the CBE project.

The project objectives of sustained ownership by central, provincial, district, and school staff, and raised capacity were fully met through the close collaboration with MoEYS described. The advantages of collaboration were balanced by some loss of control, over the timetable, quality of training and materials, and financial management. The CBE approach also required greater skills and effort in maintaining this collaboration, than if it had used its own writers and trainers. Such skills and effort are not always visible or quantifiable.

However, despite the disadvantages, quality was not compromised in any essential respect. The planned third phase would have allowed the CBE project to complete development of local training and management skills, both technical and financial. Outstanding indicators would have been met and the schools would have demonstrated the internalization of performance measurement.

Establishing the school reporting system was a major achievement of the CBE project, even though support was curtailed. The project took a lead in promoting the CFS program in MoEYS and the pilot provinces. With our help this moved from being a “niche” activity, to the mainstream. In particular, we moved the SSA and SIP

processes ahead, produced much more coherent instruments and training manuals, and with MoEYS leadership, helped coordinate departments and harmonize donor efforts.

This emphasis on results satisfied both donor and MoEYS policy objectives. Again, working with so many partners meant a certain loss of direct control. It took longer and required additional skills for those involved in drafting materials and running training courses. However, the CBE project earned the praise and respect of partners and MoEYS leaders for this work. It was unfortunate that the results of the program could not be shown before the end of the CBE project.

The decision not to extend the CBE project was made against the expectations of the MoEYS and RTI, and with only six weeks to close out operations. It was a surprise and a disappointment to those involved that the achievements of the CBE project could not be brought to a conclusion. MoEYS and USAID had expressed confidence in the work throughout phase 1 and well into phase 2. As shown, RTI met and exceeded almost all the performance indicators of a demanding project, with national scope and significance, within a very tight budget. A year before closeout, the approval of the national curriculum was met with acclaim at USAID headquarters. The CBE project Steering Committee made a commitment to support national expansion in September 2006.

MoEYS had, throughout, shared the cost of the CBE project, as shown in returns on cost share, and had agreed to fund the conclusion of the national training program proposed by the project in school year 2008–2009. They were a fully engaged partner and had committed resources to continue the CBE project's programs into the next school year.

For phase 3, the CBE project had developed, in consultation with USAID and MoEYS, detailed and realistic schedules and budgets for training over 11,000 TGLs and over 64,000 teachers in using the new curriculum. MoEYS was committed to this program. National expansion of SSA and SIP training was also planned with project support. MoEYS understood that USAID had already committed funds for basic education to Cambodia through the SOAg agreements. Extension of CBE project activity was and remains their priority.

USAID first reviewed RTI's formal extension proposals in January 2007. Over the following six months, several modifications were requested and made to the extension CBE program. The decision not to extend was received on July 11, 2007. USAID explained that their contribution would have only limited impact in the face of much larger donations from ADB and the Fast Track Initiative. However, as argued in this report, it is more likely that the extension, for very modest cost, would have secured enormous national impact on which these new funds are now explicitly seeking to build.

Phase 3 programs in a modest form may continue with support from other donors and from RGOC. It is regrettable that the decision not to extend came too late for MoEYS to change the national education budget, leaving them with no time or means to seek alternative funds.