11th EFA Coordinator Meeting (Cambodia)

I. Summary of the progress in meeting the EFA goals

1. Early Childhood Care and Education

   A. Major successes and achievements
   
   - Quality standard for 3-5 yrs care and development developed
   - Curriculum for community pre-school developed
   - Community pre-school teachers trained
   - Community pre-school teacher incentive is included in the commune development budget.
   - Materials on thematic teaching methodology for 5 yrs children developed
   - Technical and managerial capacity upgraded among education officials, national and provincial trainers, and school directors
   - Curriculum for pre-school teacher training center reviewed
   - Quality standards for 5 yrs children on School Readiness Program developed
   - Eight-week School Readiness Program for children not attending pre-school established
   - ECCE services expanded every year through increased classrooms, centers, teachers and community volunteers for public pre-schools, community pre-schools and home-based programs.
   - Strong support generated from leaders and stakeholders at all levels, including MoEYS leaders, local authorities, monks, parents, teachers, community leaders and international organizations and NGOs.
   - School Readiness Program found effective in reducing repetition and drop out rates and increasing promotion rate and school attendance.
   - ECCD policy endorsed by the government and implemented by the line ministries.

2. Universal Basic Education

   Major successes and achievements
   
   - Number of schools, classes, students and teachers increased significantly at both primary and lower secondary levels
   - Introduction of PB increased admission rate, enrolment rate, and transition rate from primary to lower secondary school
   - School Readiness program found effective in reducing repetition and drop out rates and increasing promotion rate and school attendance in Grade 1
   - Child Friendly School program improved the quality of education, effectiveness of teaching, and classroom environment
   - Breakfast program improved students’ school enrolment and attendance
   - Inclusive Education program increased school attendance of disabled children
   - Multi-grade teaching program improved the promotion rate to grade 6 in remote areas
   - Early Grade Reading Assessment piloted in the selected primary schools
   - Completed the incomplete primary schools 152 buildings
• Construct more school facilities and create lower secondary school in the primary school campus based on one commune one lower secondary school concept and this will enable girls to complete at least nine-year education.
• Nationwide provision of school self Assessment capacity Building for school directors, Directors of District and provincial offices of Education.
• Finalize the Monitoring and Evaluation Policy in implementing Decentralization Policy Availability and reliability on school self-Assessment, School Improvement Plan and School Improvement Grant.
• Nationwide provision of child Friendly school program.

Numeral progress towards achieving EFA goal 2 (2006-07 to 2009-10)

Table 1: Number of school by education levels (2006-07 to 2009-10)

<table>
<thead>
<tr>
<th>Year</th>
<th>2006-07</th>
<th>2007-08</th>
<th>2008-09</th>
<th>2009-10</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pre-School</td>
<td>1,524</td>
<td>1,634</td>
<td>1,798</td>
<td>1,895</td>
</tr>
<tr>
<td>Primary School</td>
<td>6,365</td>
<td>6,476</td>
<td>6,565</td>
<td>6,665</td>
</tr>
<tr>
<td>Lower Secondary School</td>
<td>1,112</td>
<td>1,303</td>
<td>1,122</td>
<td>1,535</td>
</tr>
<tr>
<td>Upper Secondary School</td>
<td>283</td>
<td>315</td>
<td>349</td>
<td>383</td>
</tr>
<tr>
<td>Incomplete Primary</td>
<td>1,499</td>
<td>1,378</td>
<td>1,276</td>
<td>1,203</td>
</tr>
</tbody>
</table>

Table 2: Enrollment in the whole education levels (2006-07 to 2009-10)

<table>
<thead>
<tr>
<th>Year</th>
<th>Total Enrollment</th>
<th>Total Girl</th>
<th>Repeater Total</th>
<th>Repeater Girl</th>
<th>Teaching Staff Total</th>
<th>Teaching Staff Female</th>
<th>Non-Teaching Staff Total</th>
<th>Non-Teaching Staff Female</th>
</tr>
</thead>
<tbody>
<tr>
<td>2006-07</td>
<td>3,387,310</td>
<td>1,574,900</td>
<td>309,725</td>
<td>127,176</td>
<td>77,974</td>
<td>32,068</td>
<td>16,667</td>
<td>3,885</td>
</tr>
<tr>
<td>2007-08</td>
<td>3,289,286</td>
<td>1,538,279</td>
<td>282,404</td>
<td>117,605</td>
<td>79,822</td>
<td>33,332</td>
<td>17,181</td>
<td>4,060</td>
</tr>
<tr>
<td>2008-09</td>
<td>3,251,000</td>
<td>1,528,743</td>
<td>253,902</td>
<td>103,643</td>
<td>81,350</td>
<td>34,624</td>
<td>17,340</td>
<td>4,102</td>
</tr>
<tr>
<td>2009-10</td>
<td>3,248,479</td>
<td>1,540,077</td>
<td>223,141</td>
<td>90,563</td>
<td>82,820</td>
<td>35,903</td>
<td>17,135</td>
<td>4,089</td>
</tr>
</tbody>
</table>

Table 3: Enrollment in pre-school (2006-07 to 2009-10)

<table>
<thead>
<tr>
<th>Year</th>
<th>Total Enrollment</th>
<th>Total Girl</th>
<th>GPI</th>
</tr>
</thead>
<tbody>
<tr>
<td>2006-07</td>
<td>77,899</td>
<td>38,796</td>
<td>0.99</td>
</tr>
<tr>
<td>2007-08</td>
<td>79,585</td>
<td>40,013</td>
<td>1.01</td>
</tr>
<tr>
<td>2008-09</td>
<td>90,036</td>
<td>45,012</td>
<td>1.00</td>
</tr>
<tr>
<td>2009-10</td>
<td>99,130</td>
<td>49,574</td>
<td>1.00</td>
</tr>
</tbody>
</table>

Table 4: Gross and Net Enrollment Ratio in Basic Education level (2006-07 to 2009-2010)

<table>
<thead>
<tr>
<th>Year</th>
<th>Primary GER (T)</th>
<th>Primary GER (F)</th>
<th>GPI</th>
<th>Lower Secondary GER (T)</th>
<th>Lower Secondary GER (F)</th>
<th>GPI</th>
</tr>
</thead>
<tbody>
<tr>
<td>2006-07</td>
<td>122.7</td>
<td>119.3</td>
<td>0.95</td>
<td>60.0</td>
<td>54.5</td>
<td>0.83</td>
</tr>
<tr>
<td>2007-08</td>
<td>121.9</td>
<td>120.4</td>
<td>0.98</td>
<td>63.6</td>
<td>60.7</td>
<td>0.91</td>
</tr>
<tr>
<td>Year</td>
<td>Primary Level</td>
<td>Lower Secondary Level</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>--------</td>
<td>---------------</td>
<td>-----------------------</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>NER (T)</td>
<td>NER (F)</td>
<td>GPI</td>
<td>NER (T)</td>
<td>NER (F)</td>
<td>GPI</td>
</tr>
<tr>
<td>2006-07</td>
<td>92.1</td>
<td>91.0</td>
<td>0.98</td>
<td>33.7</td>
<td>33.1</td>
<td>0.97</td>
</tr>
<tr>
<td>2007-08</td>
<td>93.3</td>
<td>93.3</td>
<td>1.00</td>
<td>34.8</td>
<td>35.9</td>
<td>1.07</td>
</tr>
<tr>
<td>2008-09</td>
<td>94.4</td>
<td>94.0</td>
<td>0.99</td>
<td>33.9</td>
<td>35.0</td>
<td>1.06</td>
</tr>
<tr>
<td>2009-10</td>
<td>94.8</td>
<td>94.6</td>
<td>1.00</td>
<td>31.9</td>
<td>33.8</td>
<td>1.12</td>
</tr>
</tbody>
</table>

Table 5: Student flow rates (2006-07 to 2009-2010)

As the evidence of indicative progress and the commitment of the Ministry of Education, Youth and Sport, the Royal Government of Cambodia has received the EFA-FTI grant of US$ 57.4 million for implementing the Education Sector Support Scale Up Action Program (ESSSUAP). The program focuses mainly on improving primary education quality and access.

The Education Sector Support Scale Up Action Program (ESSSUAP) aims to
1. expand pre-school and primary education services so as to reach the most vulnerable groups of children through both demand and supply-side interventions.
2. enhance professional and administrative institutional capacity for education service delivery at national and sub-national levels

The ESSSUAP consists of three main components:
1. Expanding Early Childhood Education;
2. Improving primary education Access and Quality; and

ESSSUAP key outcomes in 2012
- 550 new ECE programs established
- 558 incomplete schools completed with six full primary grades
- school improvement grants and supplementary learning materials provided to 558 schools
- primary scholarship awarded to 24,000 children
- 15,000 teachers trained in child-friendly school methodologies
- 15,000 school principals trained in effective leadership and school management
• school self-assessment and planning tools and new school inspection and monitoring policy issued
• 60 DOE buildings upgraded
• 300 government officials trained in financial and procurement management

3. Learning needs of young people and adults

Major successes and achievements

• PAP budget allocated to support the operation of 33 skills training institutions in Phnom Penh and 9 institutions in provinces
• The number of Community Learning Centers (CLCs) and CLC-based training programs increased from 30 CLCs to 60 CLCs using PAP.
• The coverage of literacy combined with skills training programs for out-of-school youth expanded by literacy Day, international Day 8 September, posters, leaflets, and brochures, and TVK (awareness programs)
• Private schools participation increased in skills training in areas such as language (Japanese, Chinese, Korean and so on), computer, and electronic repair and tourist’s guide.
• Inter-ministerial coordination/cooperation improved.
• There is a good cooperation with NGOs which is important partners on the vocational work.
• Vocational training is conducted with gender mainstreaming in the need analysis of skills on a regular basis.

4. Adult literacy

Major successes and achievements

• Enrollment increased significantly in the functional literacy programs, especially females
• Number of CLC facilitators trainers, and literacy teachers increased
• Number of donor partners supporting literacy programs increased
• The coverage of literacy activities for disadvantaged population expanded including rural, poor and female population
• Those who have completed literacy programs are actually utilizing the gained skills and knowledge to improve their daily life
• The number of women and ethnic minority trainers and literacy teachers increased

Table 6: Literacy rate of population aged 7 plus by geographic areas and sex

<table>
<thead>
<tr>
<th>Areas</th>
<th>2004</th>
<th>2009</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Female</td>
<td>Male</td>
</tr>
<tr>
<td>Cambodia</td>
<td>60.5</td>
<td>74.8</td>
</tr>
<tr>
<td>Phnom Penh</td>
<td>86.4</td>
<td>95.4</td>
</tr>
<tr>
<td>Other urban</td>
<td>71.9</td>
<td>82.5</td>
</tr>
<tr>
<td>Rural</td>
<td>55.6</td>
<td>71.1</td>
</tr>
</tbody>
</table>
Table 7: Literacy rate by age group

<table>
<thead>
<tr>
<th>Age</th>
<th>2004 Male</th>
<th>2004 Female</th>
<th>2009 Male</th>
<th>2009 Female</th>
</tr>
</thead>
<tbody>
<tr>
<td>15-24</td>
<td>84.1</td>
<td>76.8</td>
<td>88.3</td>
<td>85.8</td>
</tr>
<tr>
<td>25-34</td>
<td>79.5</td>
<td>63.7</td>
<td>81.3</td>
<td>69</td>
</tr>
<tr>
<td>35-44</td>
<td>77</td>
<td>56.6</td>
<td>80.6</td>
<td>63.5</td>
</tr>
<tr>
<td>45-54-</td>
<td>81.2</td>
<td>54.6</td>
<td>77.2</td>
<td>54.6</td>
</tr>
<tr>
<td>55-64</td>
<td>81.5</td>
<td>37.2</td>
<td>83.7</td>
<td>51.2</td>
</tr>
<tr>
<td>65+</td>
<td>64.8</td>
<td>14.3</td>
<td>70.5</td>
<td>18.6</td>
</tr>
</tbody>
</table>

5. Gender

Major successes and achievements

- Dormitories built for female secondary school students in remote and disadvantaged areas
- All Provincial and Regional Teacher Training Centers/Colleges now equipped with dormitories for female teacher trainees
- Scholarship programs for secondary students increased enrolment rate especially for girls
- Priority given to new female teachers when selecting a duty station so that they will not be assigned to disadvantaged and remote areas
- Increased number of schools in rural/remote areas made it easier for girls to attend and continue schools
- The great majority of literacy program participants are women
- Gender-related issues integrated into life skills programs including reproductive health, HIV/AIDS prevention, domestic violence in family, human trafficking etc.
- Child-friendly schools have promoted gender-sensitive teaching and learning environment
- Commune councils actively involved in promotion of school enrolment and completion, especially for girls
- Female representation increased at all education levels
- Gender policy finalized
- Annual gender review conducted
- Rolling out of Gender Mainstreaming Strategic Plan 2010-2015 developed
- Gender committees established at all levels.

6. Quality

Major successes and achievements

- Sample-based standardized learning achievement test conducted for grade 3, grade 6, and grade 9 students
- School-self assessment system and school self-assessment tools and school improvement plan for pilot implementation in school year 2007-08
- Child-friendly school initiatives implemented
II. Major Challenges in meeting EFA goals and addressing marginalization in education

1. Early Childhood Care and Education
   - More systematic data collection and statistics management required especially for community pre-schools, home-based programs and private pre-schools
   - No criteria established for disabled children
   - Coverage of home-based programs still limited
   - Monitoring and evaluation of teaching practice often does not reach remote areas
   - Insufficient monitoring of private pre-schools
   - ECE coverage still low among disadvantaged populations such as poor, ethnic minority, and disabled children, especially in remote areas
   - Not enough pre-school teachers at local, especially remote areas and disadvantaged areas.

2. Universal Basic Education
   - School enrolment still low among disadvantaged population including remote, ethnic minority poor and disabled children
   - High repetition rate at primary level, especially at lower grades
   - High dropout rate at upper primary and lower secondary levels
   - Lack of qualified teachers led to poor quality of education, especially in remote areas
   - Lack of classrooms and school buildings in urban and remote areas
   - School Readiness program implementation yet to be expanded to all schools in the country
   - Child-friendly School concepts not fully understood among stakeholders
   - Breakfast program can be implemented only in some places, especially in disadvantaged areas
   - Community participation in education not so active in some areas
   - Level of teacher salary too low: difficult to attract and keep qualified teachers

3. Learning needs of young people and adults
   - Insufficient budget to expand skills training programs to needy population that need more supports and scholarship.
   - Disparities exist in terms of the coverage of skills training programs between men and women, urban and rural/remote areas, and rich and poor who likely have ideas or habits of women don’t have to get higher education.
   - Training programs sometimes do not match the real needs of trainees as well the job market demands and the product does not make well profit.
   - Locally available human resources and materials yet to be fully utilized that makes no markets or get cheap.
• The cooperation/coordination between different departments, Ministries, and private companies need to be further improved to ensure better coherence and synergy among different skills training programs in order to meet the labour markets
• Systematic and comprehensive data collection mechanisms, old processing tools, and tools yet to be established to provide accurate and up-to-date information on skills training programs.

4. **Adult literacy**

• Irregular attendance of literacy class students due to many other engagements either at home or at work
• Low level of and delayed payment of salaries for literacy teachers
• Lack of classrooms and materials for literacy classes
• MoEYS literacy classes paused in 2005-2006 because the Approval letter for contracted teachers from the Ministry of education, Youth and Sport has been delayed.

5. **Gender**

• Dormitories for female students are not sufficient in remote and disadvantaged areas
• The coverage of literacy programs still limited because of lack of facilities, materials, teachers, and budget
• Dropout rate is very high at lower secondary levels, especially for girls
• Gender responsive teaching methods not used widely
• Secondary schools are not enough in remote areas
• Negative attitude towards female staff and students still persists among stakeholders
• Sustaining the existing girl counseling program contribute to improving girl education.

6. **Quality**

• Data completion focusing on quality of education
• The awareness of monitoring and evaluation of education quality is still limited.
• Not enough women’s modality of high positions and roles at all levels.
• Most of students learn only some important subjects but others paid no attentions
• Teaching and learning process doesn’t meet the guidance of MoEYS
• There lack class teachers.
• The participation of community and parents in some provinces is not active.
• Facilities in some schools are not appropriate.
• The safety for female teachers and girls in some areas are not ensured 100%
• Female civil servants are less than men.
• Some Women do not support women
• Less payment for office staff and female principals.
• Women assignment is fewer to be managers.
• All subject and all level textbooks for primary do not meet the number of students.
• Schools in remote area lack of clean water and sanitation toilets.
• Teachers’ qualifications are only lower secondary and have less chance to enhance their capacity in education. (in difficult areas)
• Support and coordination from development partners are limited.

The way forward to achieving EFA goals

Goal 1: Early Childhood Care and Education

• It is very important to strengthen Early Childhood Care and Education Programs, especially for children aged 5 with increased resources and support in order to begin to overcome the tendency for overage enrollments in primary school. This is particularly important in the poorer rural and remote areas of the Kingdom, where overage admission and enrollment are most prevalent by providing community pre-school and home-based education.

• The relatively high levels of malnutrition are clearly associated with the poverty of the rural areas of the country and with the high levels of inequality in consumption between rich urban areas and poor rural areas. The data suggest that an extensive supplementary feeding program linked to increased access to pre-schools would begin to alleviate the worst debilitating effects of inadequate nutrition for these children.

• If the benefits of early childhood education are going to be realized, and EFA goals reached, a much greater allocation of resources must be made to Early Childhood Care and Education.

Goal 2: Achieving Universal Primary/Basic Education

Primary School

• Although there have been improvements, persistent intake disparities in such remote areas as Ratanakiri, Mondulkiri and Koh Kong suggest that continued careful, culturally sensitive interventions are needed in the remote border provinces to maintain momentum towards the EFA goal of universal access to basic education.

• The persistent trend for overage entry to and overage enrollment in the primary level is a reality to which the school system and teachers should accommodate, at least in the short to mid-term. The desire for correct age and homogeneous age classes must come to terms with the actual demographic and cultural demand for primary education by overage children. Appropriate modifications of classrooms and pedagogy may be necessary to reach this significant component of the primary school population effectively.
• Training of primary school teachers who are deployed to the areas of endemic high overage intake should include specific skills and pedagogical techniques that are appropriate for classrooms in which children will likely be overage and show very wide age variation so that older children in the lower grades can be reached effectively.

• Training for teachers in "accelerated learning" techniques for older children will help more mature pupils in lower grades advance more quickly and rejoin their age mates. This provision for rapid progression for older children will require greater flexibility and understanding on the part of both teachers and school directors in managing the progress of overage children in the school system.

• Inclusive Education is the right setting which welcomes all children to school with barrier free.

• The problem of incomplete schools is by no means confined to the "remote" mountainous provinces of the Northeast, home largely to the tribal minorities. From the perspective of EFA goal 2, the high rate of incomplete schools is a significant bottleneck, constricting the availability of basic education across the nation. The solution to the problem may involve not only improving physical school structures but also effective deployment of human resources. Where class size is small, multi-grade teaching is an effective solution. This requires specific pedagogical training for the teachers assigned to such schools.

• In an incomplete school, when a child completes the highest grade taught and cannot promote to the next grade because it does not exist at the school, it is very likely that the child will stop schooling at that point, and be considered a drop out, or will repeat the highest grade again to stay in school. In either case, if explanations for the drop out or repetition are sought, the first factor to consider is what services the local school itself provides. Then it may be appropriate to consider additional factors such as the socio-economic or cultural profile of the students.

Lower Secondary School

• Families in many of the poorest and most remote areas are eager to enroll correct age girls in Lower Secondary School if they can access programs that seek to reduce the cost barrier to access. The scholarships to poor girls in 7th, 8th, and 9th grades accounts for the increasing willingness and ability of families to send their daughters to Lower Secondary School.

• There will soon be need to consolidate various pilot scholarship programs into a single National Scholarship Program, built on the best practices identified and incorporating the lessons learned from the pilots. Such a program might also consider extending the cash incentive program down to the primary grades, since that is where the poorest and most vulnerable pupils are likely to drop out of school.

Goal 3: Life Skills and Lifelong Learning
Transition Primary to Lower Secondary

- Disparities between provinces in Transition Rates to LSS are marked. Ratanakiri (74.1%), Oddar Meanchey (72.2%), Kampong Chhnang (74.2%) and Kratie (73.2%) are all below a Transition Rate of 75%. Meanwhile rates above 90%, as expected, are found in Phnom Penh where the rate was 95.3%. But unexpectedly, Mondulkiri shows a very healthy rate of 90%. The comparative weakness of transition in the ethnic minority province Ratanakiri and strength of transition from 6th to 7th grades in its neighboring minority province Mondulkiri warrants investigation to learn the practices that account for Mondulkiri’s success in transitioning pupils from the primary to the secondary level.

Transition Lower Secondary to Upper Secondary

- The gender aspect of Transition Rates to Upper Secondary School shows a truly remarkable feature. The trend over the last five years has been that females transition from 9th to 10th grade at a higher rate than males.

- Many Cambodian families with the means to access Upper Secondary education clearly feel that cultural or security barriers, often mentioned in connection with primary and lower secondary enrollment, will not prevent their daughters from obtaining advanced levels of schooling.

- Rattanak Kiri currently has the lowest Transition Rate to Upper Secondary Level in the country with only 63.5% of Lower Secondary students transitioning to Upper Secondary School. This is a sharp fall from the rate of 71.8% in 2005-06. Next lowest is Kratie, which currently has a TR to USS of 66.3% which is a dramatic fall from 67.4% in 2005-06. Mondul Kiri has a current rate in 2008-09 of 80.83%, is down sharply from a rate of 82.9% in 2005-06. Reasons for these declines should be investigated for the lessons that can be learned.

- Stung Treng, Mondul Kiri and Siem Reap have among the six highest Transition Rates to Upper Secondary School in the country, but the very lowest GPI in the country in 2008-09. Stung Treng GPI is .76. Mondul Kiri GPI is .87. Siem Reap GPI is .74. The high transition rates to Upper Secondary School have been strongly favoring males in these provinces.

- These disparities reveal policy choices that should be examined for the lessons that they provide. A discussion of these disparities should lead to efforts to extend equitable opportunities to access Upper Secondary education as widely as possible in Cambodia.

Goal 4: Literacy

- While great attention has been paid to gender equity and provision of literacy for children over the last five to ten years, literacy campaigns for adults have not kept pace. The disparity between the young and the adults demonstrates the need to reach the adults with
literacy training. The low gender parity levels for the adult group show that the adult literacy programs needed should be targeted especially at the females. This group of women includes the mothers of the children in the present school-age and pre-school age group, whose own literacy will be guarantee the consolidation of the gains of their children.

- The challenge remains to reach the unreached, who are the adults, especially adult females. This group must be provided training in basic literacy and numeracy skills to raise adult literacy and gender parity to acceptable rates.

- The fluctuation of funding disbursed for literacy programs, and the fluctuation in actual level of funding, each year makes planning difficult. There is a clear need for smoothing out the budgeting, so that planners designing Adult Literacy programs can take a longer horizon for planning than the next PAP tranche.

**Goal 5: Gender Parity and Equality**

**Gender and Enrollment**

- The Gross Enrollment Rate in Primary Education for males and females shows a consistent pattern of enrollment in favor of males. The GPI has risen from .95 in 2006-07 to a GPI of .96 in 2009-10, where it has been level for the past three school years. Continued efforts to increase female enrollment and retention in primary school, regardless of age, are essential to reaching EFA goals of gender parity.

- The two ethnic minority areas of the northeast continue to show the poor access for correct age girls in primary enrollment at the beginning of report year (2006-07). Ratanakiri shows a GPI of .8, but Mondulkiri shows a move GPI of .94 which is near the gap. Correct age enrollment total for males and females in these provinces lags significantly behind all the other provinces in the nation. These findings on enrollment, NER, replicate the findings on intake, NAR, to reinforce the conclusion that these three provinces require specific targeted interventions to remove the persistent disparities in primary school access that the data reveal.

- In 2009-10 nearly all Cambodian provinces have achieved gender parity for Gross Enrollment Rate in Lower Secondary School, except Ratanakiri (GPI for GER in LSS .67) and Mondulkiri (GPI for GER in LSS .82). The reasons for this unexpected finding are not known.

**Female Teachers in Primary Education**

- Teacher training institutions could increase opportunities for women by providing targeted scholarships, for instance, to local graduates from remote areas, who know the local conditions and perhaps the local dialects and languages. These teachers could be expected eventually to work in their home area and help solve the familiar deployment challenges to find teachers from urban areas willing to live in remote work locations.
• Local schools could also help make improvements in working conditions for young female teachers. Many schools successfully mobilize community support to provide a house and small garden plot for the teachers in order to reduce their housing and commuting costs.

• All Cambodian provinces show an increase in the percent female teaching staff primary level over the period.

• The disparity among provinces in percent female teaching staff is abundantly clear. Phnom Penh, with 76.4% female teaching staff in primary education in 2009-10, is far above gender parity, in favor of women. Battambang with 57.42% female teaching staff and Siem Reap with 56% female teaching staff are also above gender parity. Kratie with 55.13% female teaching staff, Kandal with 50.79.1% female teaching staff and Kampong Cham with 49.52% female teaching staff are all above the national average of 45.67% for 2009-10. Female teachers clearly prefer to work in the major cities and town of Cambodia rather than in the rural and remote countryside.

• The growing urban-rural divide which reduces female teaching staff in the countryside threatens to disadvantage the girls from rural areas by reducing the support they would receive from having female teachers as guides and mentors.

Female Teachers in Secondary Education

• The higher population centers show greater rates of female teachers, while the remote areas generally show much lower rates. This kind of imbalance can only be rectified by careful incentive packages and deployment strategies to equalize distribution of scarce human resources across the country. The importance of female teachers in providing support and role models to female students, and the well established association of increased female teaching staff and increased female student retention are strong arguments for promoting equitable deployment of females in all provinces of the country.

Gender and Repetition

• In Remote areas the percent of female repeaters in the primary level was about double the rate in the Urban areas. The need for improvement in quality of instruction and reduction of repetition in the early grades, especially in the Remote areas, is urgent to assure equity of access to quality basic education for all Cambodian children.

Goal 6: Quality Education

Quality and Trained and Certified Teachers

• There are four provinces that inexplicably run against the trend of falling rates of Primary teachers with only Primary qualification over the period 2006-07 to 2009-10. In Kampong Chhnang, the rate in 2006-07 for Primary teachers with only a Primary qualification was 2.04%, but it has risen to 2.80% in 2009-10. In Pursat, the rate was 3.78% in 2006-07 but it is now 4.55%. In Kampong Cham, the rate was 5.41% in 2006-
07 but 8.50% in 2009-10. In Kratie, the rate was 7.54% in 2006-07 but 8.65% in 2009-10. The reasons for these increases require further investigation.

- This asymmetry in distribution of high value resources sharply distinguishes the Primary Schools with extremely high rates of USS qualified Primary teachers, which are all in urban and metropolitan areas, from the Primary Schools in the north and northeast border provinces where the rates for Primary teachers with only a Primary qualification are still very high.

- Such disparities reinforce the growing urban-rural divide in Cambodia that will only get worse unless strategic decisions are made in the Ministry to assure a more equitable distribution of human resources. This will require a package of incentives to attract the teachers with high academic qualification to spend part of their career at least serving the populations in remote and disadvantaged areas.

- The steep rise over the last five years in the percent of trained teachers serving in the Remote areas must be due to consistent Ministry policy to improve the rate of trained teachers nationwide and to deploy human resources equitably.

- Such a commitment depends on parallel development and improvement of the pedagogical training offered at the Teacher Training institutions. This improvement depends in turn on the identification of master teachers and teacher trainers who can provide the highest level of pre-service training. Continued improvement of the teaching force also depends on expanding opportunities and incentives for teachers to upgrade their skills and qualifications through continuous in-service training programs.

Quality and the Primary Classroom Situation

- Siem Reap primary teachers, on average, have 69 pupils to teach, which is more than double number of pupils that a primary teacher in Phnom Penh teaches, which is 31. Such findings should raise a warning flag for education planners, to deploy more teachers to the areas with high and rising PTR, in order to reduce the very great disparities that will result in the teaching and learning experience between the low PTR areas and the high PTR areas.

- Kampong Speu and Siem Reap primary schools are the most crowded in the country, and have PCR that are 14% above the national average of 35.8 in 2009-10. At the other end of the scale, in 2009-10, the remote provinces of Stung Treng (PCR of 24.7), Mondulkiri (26.3), Preah Vihear (30.2), Kratie (31.6) and Ratanakiri (31.6) were all about 15% below the national average in number of pupils per class.

- Education planners must pay close attention to population shifts, related to developing employment opportunities and activities, in order to allocate facilities and deploy human resources in a way that provides a high quality basic education with efficiency and equity to all areas of the nation.
Quality and the Secondary Classroom Situation

- Disparities are very noticeable in secondary school Pupil Teacher Ratio. In 2009-10, Pailin with a PTR of 19.2 and Kep with a PTR of 19.3 had half the PTR found in Siem Reap, which had a PTR of 35.2, or Takeo which had a PTR of 32.2. The provincial analysis of PTR can help identify the very high and very low rates, where each teacher faces very large numbers of students or relatively few students, and assist educational planners in their human resource deployment strategies.

- Phnom Penh, with a Pupil Class Ratio of 50.6 in 2009-10, and Kampong Speu with a PCR of 54.2 in 2009-10, were distinctly above the general trend for provinces. These rates are over 50% larger than the low rate for the nation found in Koh Kong, where the PCR was 41.3 in 2009-10.

- It is important to provide classrooms and expand facilities in rural and remote areas to assure equity of access to secondary education, especially to Lower Secondary Schools. But the increasing migration of families to urban areas is also an abiding factor in Cambodian demography that will affect future enrollments and should also influence decisions on expanding secondary facilities.

Quality of Education and Textbooks

- The dramatic declines in the provision of textbooks to primary school pupils will naturally be expected to affect learning outcomes. Students have to share textbooks, ruined textbooks are not replaced, and the general result to be expected is a decline in scholastic performance.

- Teachers are often obliged to produce materials themselves locally to fill the gap in textbook availability, which tends to push the costs of schooling back onto families. This, of course, is exactly the reverse of the reforms of the last few years in which formal school fees were eliminated so that basic education could be free—the EFA goal.

- Providing of textbooks and teacher manuals to students and teachers is critical to delivery of quality education and can contribute to work achieving universal primary education.

III. Key policies targeted at unreached, underserved and marginalized groups

- It is very important to strengthen Early Childhood Care and Education Programs, especially for children aged 5 with increased resources and support in order to begin to overcome the tendency for overage enrollments in primary school. This is particularly important in the poorer rural and remote areas of the Kingdom, where overage admission and enrollment are most prevalent by providing community pre-school and home-based education.

- The relatively high levels of malnutrition are clearly associated with the poverty of the rural areas of the country and with the high levels of inequality in consumption between rich urban areas and poor rural areas. The data suggest that an extensive supplementary
feeding program linked to increased access to pre-schools would begin to alleviate the worst debilitating effects of inadequate nutrition for these children.

- If the benefits of early childhood education are going to be realized, and EFA goals reached, a much greater allocation of resources must be made to Early Childhood Care and Education.
- The new introduction of second chance examination conducted in Primary School enables children who risk dropping out, to have an opportunity to take year-end test and/or early-year test to be promoted.
- Girl counseling program enables girls who have risk of dropping out to stay in school as long as they wish.
- Introduction of pro-poor scholarship program in primary schools has a great impact on continuation of schooling for children in the remote areas, and with social disabilities.
- Early Grade Reading Assessment (EGRA) is the cleverest initiative to determine the holistic approaches to apply in teaching methodology. These will strengthen children’s capacity in reading, which is the fundamental pathway to deal with other subjects within the given grade.
- The use of sector wide approach (SWAp) which has provided a mechanism for aligning development cooperation assistance with the needs of the education sector, and resulted in reduction of the transaction costs of coordinating bilaterally with each one of the many development partners;
- A School Readiness program which has found effective in reducing repetition and drop out rates and increasing promotion rate and school attendance in Grade 1
- The Child Friendly School Program which has improved the quality of education, effectiveness of teaching, and classroom environment
- A breakfast program which improved students’ school enrolment and attendance
- An inclusive education program which increased school attendance of disabled children
- A multi-grade teaching program which improved the promotion rate to grade 6 in remote areas
- The continued expansion of the early childhood education program which increases school enrolment at the right age reduces repetition and drop out and provides a suitable entry point for community participation in education.
- The continued reduction of incomplete primary schools and expansion of lower secondary schools to ensure full coverage in all communes.

**Financing EFA**

**National Spending**

- According to the view of some analysts, both in the Ministry of Education and outside, the anticipated trend is for the percent of expenditure on education to increase and stabilize around 19.25% of total public expenditure, from a rate of 13.9% in 2000-01 and 18.5 in 2006-07. This would represent a considerable increase in the investment in education made by the Kingdom of Cambodia, and would reflect the government's commitment to the future and the youth who will be the beneficiaries of an adequately funded educational system.

**Top policy priorities**
Increased participation, equity and quality can be promoted together through a mix of adequately financed universal and targeted measures that encompass all six EFA goals.

Education policies must focus on inclusion, literacy, quality, capacity development and finance.

**National Government**

*Measures to promote inclusion*

- Assure the provision of early childhood care and education programs with health, nutrition, and education components, especially for the most disadvantaged and vulnerable children;
- Provide financial support such as scholarship, school feeding or in-kind to enable children from the poorest families to engage in schooling;
- Take measures to alleviate the need for child labor and allow for flexible schooling and non-formal equivalency courses for working children and youth;
- Promote inclusive policies that open schools for disabled children, ethnic children and those from other disadvantaged groups;
- Address gender disparities by increasing the number of female teachers in the provinces with low enrollment of girls and by building schools close to home and with proper sanitation;
- Place top priority on expanding adequately staffed and funded literacy and life skill training programs for youth and adults, harnessing all forms of media;
- Establish media and publishing policies to promote reading

*Measures to promote quality*

- Use incentives to attract new recruits to the teaching profession, provide adequate teacher training and professional development;
- Assure sufficient instructional time and a textbook development and distribution policy;
- Create safe and healthy learning environments;
- Promote gender equality through teacher training, the curriculum and textbook contents;
- Recognize the importance of mother tongue instruction in early childhood and the first year of primary school;
- Develop constructive partnerships between government and non-state sector to increase access to quality education.

*Measures to improve capacity and financing*

- Increase public spending, noting that unit cost are likely to rise for enrolling the most disadvantaged and marginalized;
- Increase financing for early childhood, literacy and quality, especially teacher training and professional development;
➢ Coordinate early childhood and adult literacy programs with all involved ministries and NGOs;
➢ Strengthen the management capacity at all levels of the Ministry;
➢ Formally engage civil society in EFA policy formulation, implementation and monitoring;
➢ Invest in capacity to collect, analyze and use data on education system.

**Donors and international agencies**
➢ Improve government’s capacity to use larger amounts of aid effectively;
➢ Ensure that aid is:
  - more targeted, to reach the provinces most in need, especially in the remote provinces;
  - more comprehensive to include early childhood, youth and adult literacy and life skills programs, and capacity development in policy, planning, implementation and monitoring;
  - more focused on EFA rather than post secondary education;
  - more aligned with government programs and priorities.

IV. Foreseen challenges in education beyond 2015

- More systematic data collection and statistics management required especially for community pre-schools, home-based programs and private pre-schools
- Incomplete schools are the concern for the Ministry of Education, Youth and Sport.
- Inclusive Education is the right setting to include children in school with barrier free.
- Girl counseling program should be sustained and expanded.
- Expansion of home-based and community-based pre-schooling will have direct impact on the right age enrollment, and may contribute to reduction of repetition rate in primary education.