

Cambodia Submission (2018-2021)

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

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

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Acronyms

CBI	core breakthrough indicator
CDPF	Capacity Development Partnership Fund
CDMP	Capacity Development Master Plan
CPD	continuous professional development
CSES	Cambodia Socio-Economic Survey
D&D	decentralization and de-concentration
DGAF	Directorate General of Administration and Finance
DGE	Directorate General of Education
DGPP	Directorate General of Policy and Planning
DTMT	district training and monitoring team
ECE	early childhood education
EFA	Education For All
EGMA	Early Grades Mathematics Assessment
EGRA	Early Grades Reading Assessment
EMIS	Education Management Information System
EQAD	Education Quality Assurance Department
ESP	education strategic plan
ESPIG	Education Strategic Plan Implementation Grant
ESWG	Education Sector Working Group
EU	European Union
GA	grant agent
GDP	gross domestic product
GPE	Global Partnership for Education
GSC	GPE3 Steering Committee
HACT	Harmonized Approach to Cash Transfers
IIEP	International Institute for Educational Planning
INSET	in-service training
JSR	joint sector review
JTWG – Ed.	Joint Technical Working Group-Education
LDC	Less Developed Country

LEG	local education group (in Cambodia known as JTWG)
M&E	monitoring and evaluation
MEF	Ministry of Economy and Finance
MoEYS	Ministry of Education, Youth and Sport
MTR	midterm review
NER	net enrolment rate
NGO	non-governmental organization
NSDP	National Strategic Development Plan
PAR	public administration reform
PCR	primary completion rate
PED	Primary Education Department
PFMR	public financial management reform
PTTC	provincial teacher training college (also referred to as ‘centres’)
RCG	Royal Cambodian Government
RESA	Rapid Education Sector Analysis
RSP3	Rectangular Strategy Phase 3
RTTC	regional teacher training centre
SDG	Sustainable Development Goal
SIDA	Swedish International Development Agency
SIF	school improvement fund
SIG	school improvement grant
SNDD	Sub-National Democratic Development
SOB	school operating budget
STEPCam	Support for Teacher Education Programmes (in) Cambodia
SY	school year
TPAP	Teacher Policy Action Plan
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children’s Fund
USAID	United States Agency for International Development

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1. Introduction

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

The proposed grant consists of two parts: a “fixed part” of US\$14.4 million, the subject of a separate submission made in November 2017 by UNESCO, as a twin grant agent; and a variable part of US\$6.2 million, the focus of this proposal, and submitted by the United Nations Children’s Fund (UNICEF) as a twin grant agent. The total funds requested are US\$20.6 million. Following extensive consultations with the Education Sector Working Group (ESWG) and the Joint Technical Working Group for Education (JTWG-Ed) – the local education group (LEG), a decision was made to apply for the entire indicative allocation.

1.1 Grant eligibility

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

- (1) Education Sector Support Scale-Up Action Plan (GPE1¹) implemented from 2008 to 2012 with a budget of US\$57.4 million.
- (2) Second Education Sector Support Programme (GPE2²) implemented from May 2014 to July 2017 with a budget of US\$38.5 million.

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

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

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

1.2 Grant allocation priorities

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

- Government teacher education reforms, as defined in the ESP 2014-2018 and subsequent ESP-MTR (2016), as well as information from the Rapid Education Sector Analysis (RESA) (2016).³
- Expansion of educational opportunities and improvement of children’s learning.
- Strengthened planning and management capacities of the Ministry of Education, Youth and Sport (MoEYS) at central and sub-national levels.

¹ Previously entitled the ‘Education for All Fast Track Initiative’ (EFA-FTA), and also referred to as GPE1.

² Also referred to as GPE2.

³ MoEYS and Joint Government-Development Partners (2016) Cambodia Education Sector Review - Aide Memoire, MoEYS, Phnom Penh, April 2016 (page 4).

To this end, this proposal presents coherent and complementary programming for the variable part, with reference to the fixed part, which was the subject of a separate detailed submission made in November 2017.

This proposal was prepared on the basis of extensive dialogue between MoEYS leadership and its technical departments, ESWG and JTWG members, and external support from the teams commissioned by UNESCO and UNICEF to support the process.

GPE entrusts planning and implementation of grant programmes to country level development partners to enhance effectiveness and country ownership, using the LEG as a co-ordination and facilitating mechanism. Unlike the previous grants allocated to Cambodia, this is the first application process involving fixed and variable parts.⁴ This application takes into account:

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

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

- i. Improved education quality, particularly in schools and classrooms, thereby building on the education access gains made in GPE1 and GPE2.
- ii. MoEYS teacher reforms through accelerated implementation of the Teacher Policy Action Plan (TPAP)⁵, in particular using in-service training (INSET) and continuous professional development (CPD) for teachers as key pillars to enhance education quality.
- iii. Early grade teaching and learning as the foundation of quality education.⁶ This also builds on the early childhood education (ECE) focus of the previous GPE supported programmes.
- iv. Utilisation and strengthening of existing MoEYS mechanisms to implement programme activities in a harmonised manner with other development partners and MoEYS technical department's collaborative support.
- v. Approach organisations with the potential to act as grant agents for the proposal according to established experience, expertise and proven track records in the areas stated above.

After extensive consultations, no single ESWG member was in a position to commit to being a grant agent for both parts of the allocation, allowing the ESWG, endorsed by the JTWG, to propose the permitted dual-grant agent modality. Following the withdrawal of the World Bank⁷, UNESCO was endorsed as the grant agent for the fixed part, to advance teacher quality reforms, particularly CPD/INSET to improve early grade teaching and learning. For

⁴ <http://www.globalpartnership.org/content/global-partnership-education-programme-implementation-grant-guidelines> retrieved 15-June-2017.

⁵ TPAP is a policy document outlining proposed reforms of the education system, together with strategies, activities, timescales and budgets to achieve these reforms.

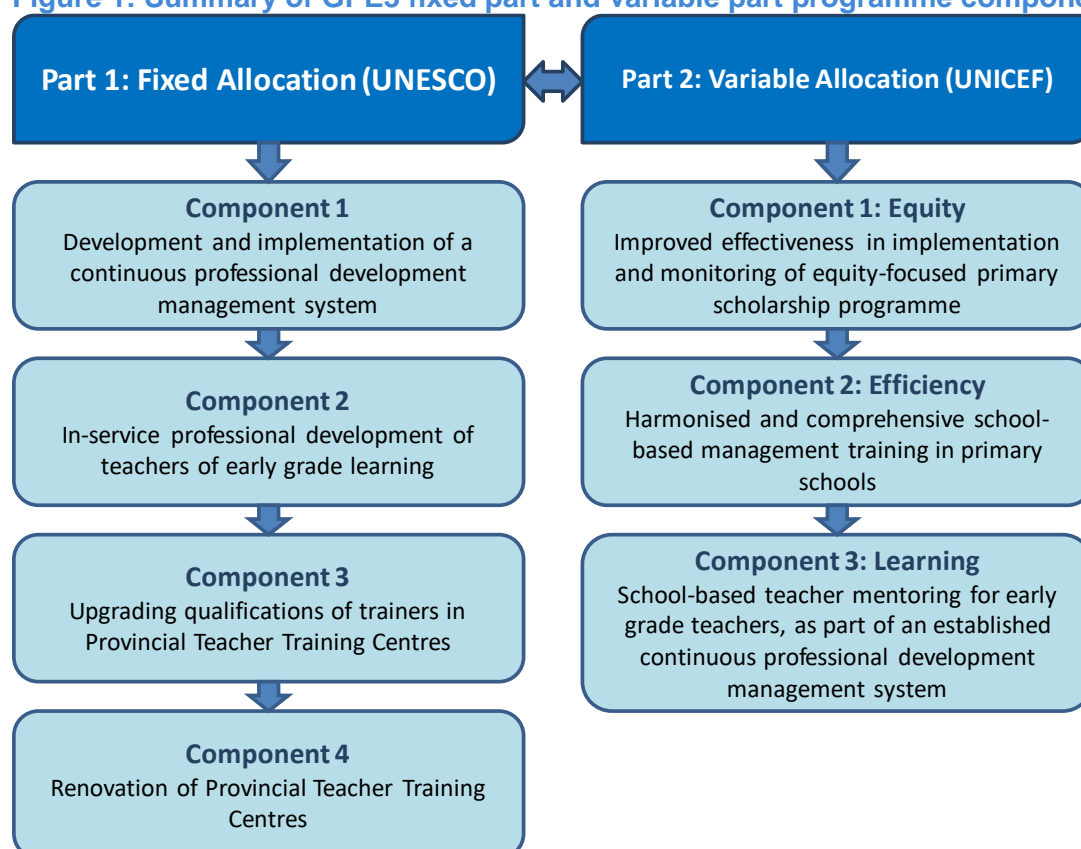
⁶ Cambodia operates a 'promotion' system for students to progress to the next academic grade. Schools are under pressure to achieve promotion targets, often with little thought to student learning outcomes. Thus, students promoted without reaching the grade-appropriate level, cannot access education in later years.

⁷ Initially the World Bank accepted to be the grant agent for the fixed part but later withdrew. UNESCO accepted the role in September 2016.

the variable part, UNICEF was endorsed as the grant agent, pooling the variable part with the functioning Capacity Development Partnership Fund (CDPF), funded by the European Union (EU), the Swedish International Development Agency (SIDA) and UNICEF.

The fixed part is proposed to be implemented through a joint mechanism to be agreed between MoEYS and UNESCO. The variable part will be fully harmonised with the CDPF. A summary of the core components of the fixed and variable parts is provided in **Figure 1** below.

Figure 1: Summary of GPE3 fixed part and variable part programme components



1.3 Twin grant agents

As this is the first time interested parties were following the revised grant architecture of GPE, none of the ESWG members could commit to being grant agents for both parts of the allocation. Hence, the JTWG explored the permitted option of a dual grant agent role, and duly designated UNESCO and UNICEF as the grant agents for the fixed and variable parts, respectively, based on their particular institutional expertise and experiences.

At the international, regional and national levels, UNESCO advocates for the need to address the ‘teacher gap’ to attain Sustainable Development Goal (SDG) 4; ‘quality teaching education and lifelong learning opportunities for all’. To mobilise global efforts, UNESCO hosts the International Teacher Task Force – a voluntary global alliance of governmental and non-governmental partners that work together to ensure that teachers and educators are “...empowered, adequately recruited, well-trained, professionally qualified, motivated and supported within well-resourced, efficient and effectively governed systems”. In addition, UNESCO also addresses these challenges through the application of the UNESCO/ILO Recommendation concerning the Status of Teachers (1966) and the UNESCO Recommendation concerning the Status of Higher Education Teaching Personnel (1997). Since 2012/13, UNESCO has led advocacy efforts for teacher reforms in Cambodia, resulting in a MoEYS-approved Teacher Policy and TPAP.

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

UNESCO and UNICEF facilitated the establishment of the ESWG in Cambodia in 2002 to ensure coordination and harmonisation of the support of international and national development partners and non-governmental organizations (NGOs). Both agencies facilitated the creation of the NGO Education Partnership, an umbrella body to engage national and international NGOs in education policy dialogue. Since its establishment, each organisation has taken responsibility for chairing the ESWG; supporting the ESWG Secretariat; and has led communications and policy dialogue with MoEYS. The grant agents have also taken on the responsibility of being the coordination agency for both GPE1 and GPE2.⁸ The proposed programme builds on the already existing collaborations and on-going programmes and activities of the grant agents to support the strengthening of capacities in:

- Education planning.
- Education management.
- Monitoring and strengthening of public financial management reform (PFMR).
- Decentralisation and de-concentration (D&D).

With institutional expertise and mandates spanning the entire education sector including: ECE; primary, secondary and higher education; technical vocational education and training; literacy; and non-formal education, both grant agents bring a holistic and coordinated approach to this proposed results-based programme.

1.4 Country context

1.4.1 The economy

Cambodia has enjoyed a period of rapid economic expansion since the early 2000s, mainly driven by the garment industry, construction, tourism and agriculture sectors. Between 2004 and 2007, gross domestic product (GDP) grew over 11 per cent per year. Despite the slowdown following the global economic crisis of 2007 to 2008, the economy rebounded and GDP growth has stabilised around an annual average of seven per cent. Per capita income has also increased significantly, even amid high population growth. The gross national income (GNI) per capita in 2015 was US\$1,070. Despite this success, Cambodia is likely to remain a Less Developed Country (LDC) in the medium-term as its socio-economic indicators reveal some challenging areas. The United Nations Conference on Trade and Development (UNCTAD) 2016 review of the world's poorest nations showed Cambodia to be on target for graduation from LDC status by around 2025. The UNCTAD report quoted the priority for the Government's Rectangular Strategy Phase 3 (RSP3) as "graduating from a low-income country to a lower-middle-income status in the very near future and further to become an upper-middle income country by 2030".⁹

Cambodia is placed in the 'Medium Human Development' category with a Human Development Index of 0.584. The country has made important strides in improving access to early childhood care and to primary education; reducing maternal mortality; bringing the

⁸ UNICEF: GPE1 until 2011; and for GPE2 from 2016 onwards. UNESCO: GPE1 2012-2013, GPE2 2014-2016 and for the development of ESP 2014 – 2018 supported through the GPE Programme Development Grant.

⁹ UNCTAD (2016) The Least developed Countries Report 2016, p.68.

infant mortality rate down; and combating HIV/AIDS, tuberculosis and malaria. However, some important challenges still remain, such as high malnutrition rates.

Poverty alleviation has been a government development priority of the RGC since the formulation of the first Poverty Reduction Strategy in May 2000. Over the last 15 years, significant progress has been made in reducing poverty through economic growth and pro-poor social policies. World Bank estimates suggest that Cambodia achieved the Millennium Development Goal of halving poverty ahead of schedule in 2009. According to World Bank data¹⁰ Cambodia's poverty rate dropped from 53.2 per cent in 2004 to 20.5 per cent in 2011; however, the number of vulnerable 'near-poor' is still significant; the same World Bank report shows that a minor income shift of US\$0.30/day would double the poverty rate and this statistic is displayed in the RESA (2016) as "Over 8.1 million ... near-poor and vulnerable to minor economic changes, natural disasters and other shocks".¹¹ A figure of 'near-poor' of potentially over 50 per cent of the population indicates that efforts to improve economic security need to be sustained and that the benefits of economic growth need to reach still a larger segment of the population. Government figures show that income inequality is still significant; while the richest quintile of the population holds 50.8 per cent of the country's income, the share held by the poorest quintile is only 2.8 per cent.¹² Comparing figures from different areas within Cambodia, RESA shows that the main area for concern is the apparent lack of poverty reduction in urban areas other than in the capital Phnom Penh.

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

1.4.2 Population demographics

Cambodia's population is estimated at 15.58 million, according to the UN Population Division (2015). Population growth has declined steadily from 3.43 per cent in 1990 to 1.62 per cent in 2010. Annual population growth is projected to fall to 1.13 per cent between 2025 and 2030 (refer **Table 1** below).

Table 1: General demographic measures: 1990 vs. 2015¹³

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

¹⁰ World Bank (2014) Where have all the poor gone? Cambodia Poverty Assessment 2013. Washington, DC. (p11, 17, 18).

¹¹ UNESCO / International Institute for Educational Planning (2016) Cambodia Rapid Education Sector Analysis, UNESCO/IIEP, Sep. 2016 (p5).

¹² Ministry of Planning (MoP), National Institute of Statistics (NIS) (2014) Cambodia Socio-Economic Survey (CSES) <https://nada-nis.gov.kh/index.php/catalog/19> retrieved 17 June 2017 (most recent CSES edition available).

¹³ Source: UNDP, 2014/2015

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

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

1.4.3 National development agenda

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

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

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

To maintain economic growth, RSP3 lays out a number of important challenges and opportunities facing the country, including human resource development and education service delivery. In particular, the requirement is to ensure the country makes the most of the demographic opportunity presented by its substantial young population: "... to particularly focus on strengthening the quality and responsiveness to labour market demand and the development of technical skills for youth to increase their job opportunities and to realise in full the potential benefits of Cambodia's demographic dividend as well as to ensure continuity in the country's leadership development for the future"¹⁴.

The Law on Administrative Management of the Capitals, Provinces, Municipalities, Districts and *Khans*¹⁵, also known as the Organic Law, will strengthen the implementation of D&D policies, which should also have an impact on education service provision at sub-national levels.

¹⁴ RSP3, 2013, p5

¹⁵ List of Cambodian administrative divisions from highest to lowest: province and municipality are equivalent; districts and *khans* are equivalent (*khans* are urban); the final level is commune, for which the urban equivalent is *sangkat*.

1.5 Education sector context

1.5.1 Policy and finance reform

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

- Public administration reform (PAR): The national PAR programme is managed by the Ministry of Civil Service and supports reform of human resources management and development in line with decentralisation and capacity development for 'core capacities' including ethics, financial management, ICT/databases, law and general administration. There is a particular focus on the human resource departments of the line ministries.
- Human Resource Development: Provides for clarity on roles and responsibilities, backed by material and non-material performance incentives. These will help to ensure that efforts to build skills and competencies within MoEYS will result in sustainable improvements in work practices.
- Sub-National Democratic Development (SNDD) Reform: The SNDD Reform process (also known as D&D) is led by the National Committee for Sub-national Democratic Development and guided by the three-year Implementation Plan (IP3-II – Phase 2: 2015 2017) of the 10-year National Programme for SNDD 2010 2019. This process rests on the basic principles of:
 - (i) Democratic representation;
 - (ii) Popular participation;
 - (iii) Public sector accountability;
 - (iv) Effectiveness;
 - (v) Efficiency; and
 - (vi) Poverty focus to achieve the Millennium Development Goals.
- IP3-II is currently being updated. The Law on Administrative Management of the Capitals, Provinces, Municipalities, Districts and Khans, alongside a range of legal frameworks, provides for the establishment of councils and ministry-level working groups to support implementation of the reform. Education is a priority sector for sub-national democratic development, which involves the re-distribution of functions across the multi-level administrative system and in particular the assignment of functions to local authorities at the sub-national level.
- The PFMR programme: The PFMR programme is led by the Ministry of Economy and Finance (MEF) and has been underway since 2004. It has the overarching goal of more effective use of public resources to achieve policy results. The reforms are taking place through four sequenced 'platforms' to progress towards the integration of budgeting, accountability and financial/performance review. It is envisaged that the reforms will also support aid effectiveness by making possible the greater use of government systems. Education is a priority sector for this reform.

Education specific policies

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

- Education Law of 2007 enshrines the right to free public education of at least nine years duration ('basic education'). The Education law has jurisdiction over all other education policies.
- ESP-MTR conducted in October/November 2016.
- Joint Sector Review (JSR) produced an Aide Memoire, which summarised progress on ESP implementation in May 2017.
- The Teacher Policy was approved in 2013, identifying the broad policy goals, objectives and strategies for teachers.

- TPAP was developed to support the implementation of the Teacher Policy and was approved in 2015. The TPAP further details the strategies, sub-strategies, programmes and activities that would be pursued to achieve a quality teaching workforce and includes budget and timescale projections for activity completion.

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

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

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

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

Education-sector financing

In line with the key role that education has taken in the development agenda of Cambodia, the Royal Government of Cambodia has increased the national budget allocated to the sector in recent years (refer **Table 2** below). The share of the national budget allocated to education increased from 15.9 per cent in 2012 (ESP) to 22.3 per cent in 2016 (ESP-MTR). This percentage is expected to increase to 25.4 per cent by 2020 (ESP-MTR). The ESP projects annual increases of 22 per cent in the education budget. The projections for 2017-2020 are more modest, with annual growth rates around 10 to 12 per cent.

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

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

Table 2: MoEYS finances as a proportion of national expenditure

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

The ESP-MTR incorporated Cambodia's international commitment to achieve the SDGs, in particular SDG4 (education), by 2030. The MTR process, following recommendations in the JSR (2016), led to a decision by MoEYS to revise and refocus the ESP's core breakthrough indicators (CBIs) and main ESP projections. This involved combining the CBIs and Joint Monitoring Indicators (JMIs) into a single set of ten revised CBIs under two policy headings: (1) Inclusive and equitable quality education; and (2) Effective leadership and management. Annual targets are set and monitored through the JSR process. Overall outcome targets against the relevant indicators for the period covered to the end of the MTR (2020) are shown below:

Policy 1: Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all¹⁶

- Target: Percentage of five-year-old children in ECE is 72 per cent by SY 2019/20 (Baseline 2015/16: 64.1 per cent).
- Target: The number of districts with primary repetition rates of less than or equal to 10 per cent is 193 by SY 2019/20 (new CBI) (Baseline 2015/16: 95).

¹⁶ All baseline figures from ESP-MTR, table 4.1 P.12 unless otherwise noted.

- Target: The number of provinces with lower secondary completion rates of at least 40 per cent reaches 14 by SY 2019/20 (Baseline 2015/16: 8).
- Target: Adult literacy rate (15 years old and above) is 85 per cent in SY 2019/20. (Baseline: 2015/16: 78.1 per cent).
- Target: Student learning assessments in grades 3, 6 and 8 for mathematics and Khmer to rise by 5 per cent by SY 2019/20. (Baseline: Grade 3¹⁷ 35.2 per cent (Khmer) 41.0 per cent (mathematics); Grade 6 2013: 45.7 per cent (Khmer) 43.4 per cent mathematics; Grade 8 N/A (Khmer) N/A (mathematics)).
- Target: 90 higher education institutions assessed by SY 2019/20 (new CBI). (Baseline: assessment not yet started).
- Target: Proportion of primary teachers with Grade 12 Diploma (Baccalaureate) plus two years of pedagogical training ('12 + 2') is 61 per cent in SY 2019/20 (new CBI). (Baseline 2016: 57.6 per cent).
- Target: Percentage of trainers [provincial teacher training colleges (PTTCs), regional teacher training colleges (RTTCs), National Institute of Education] with a master's degree is 24 per cent by SY 2019/20 (new CBI). (Baseline 2015/16: 10 per cent).

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

- Target: 500 school directors per year have completed training in leadership and school-based management by SY 2019/20 (new CBI) (Baseline: N/A).
- Target: Percentage of budget liquidated is at least 95 per cent by SY 2019/20. (Baseline 2015/16: 94 per cent).

1.5.2 Education sub-sector context

Early childhood education

Cambodia has made considerable progress in providing education opportunities for children and young people in the past eight years, owing to new policies of expansion of ECE services. The MoEYS programme of expansion of preschool classrooms and the growth of community preschools, which is a major initiative of the Second Education Sector Support Programme (GPE1), allowed enrolment in pre-primary to grow by 143 per cent since 2007/08 (Education Management Information System (EMIS) figures). However, the MoEYS ESP-MTR and the RESA note that the proportion of preschool-aged children attending ECE services is still low. Just over 19 per cent of children aged three to five are registered in ECE services, although the current rate for five-year-old children (the focus of the ESP-MTR CBI) is around two in every three children. Attendance figures and pupil/teacher ratios (PTRs) show that the registration figures underestimate the actual situation and that teacher recruitment has failed to keep pace with increases in enrolment and preschool openings. Addressing the recruitment problem with contract teachers¹⁸ is unsatisfactory owing to the small number of training hours undertaken. Furthermore, according to the Cambodia Demographic and Health Survey 2014, 32.4 per cent of children under 5 are stunted and 8.9 per cent are severely stunted, the implications of which are significant: child stunting is one of the most significant impediments to human development.

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

¹⁷ MoEYS (2016) *Results of Grade Three Student Achievement from the National Assessment in 2015* MoEYS, Education Quality Assurance Department, EQAD, April, 2016 (Draft).

¹⁸ A contract teacher is a non-qualified or qualified but retired teacher who can be temporarily employed to cover staff shortages in a school. These teachers are selected nominally by the school support committee, but in reality primarily by the school director.

Table 3: Core breakthrough indicators on early childhood education based on EMIS

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

Source: MoEYS EMIS data.

Primary education

Nationally, Cambodia is close to achieving universal access to primary education, with net enrolment rates (NER)¹⁹ consistently above 90 per cent over the past decade. Recent NER figures are shown in **Table 4** below.

Table 4: Evolution in primary net enrolment rate 2010-2016

Academic year	Net Enrolment Rate (Primary)		
	Total (%)	Urban (%)	Rural (%)
2010/11	95.2	93.8	95.5
2011/12	96.4	87.8	98.4
2012/13	97.0	83.2	100.2 ²⁰
2013/14	95.6	83.6	98.4
2014/15	94.5	82.9	97.2
2015/16	93.9	83.3	96.5
Mean:	95.4	85.8	97.7

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

Although the urban population grew from 19.5 per cent of the total population in 2008 to 21.4 per cent in 2013 (Asian Development Bank, 2014), lower enrolment rates were recorded in urban areas. While patterns of enrolment have not been analyzed, a drop in urban enrolment correlates well with the increased prevalence of private education institutes in urban areas, indicating that demand for private education may partly explain the drop in enrolment. High access to primary education may be lost if progression and retention until the last grade are not improved. Repetition is still high in the first grade of schooling, at 11.3% per cent. Dropout is pervasive in some regions, particularly towards the end of the primary school cycle as students become more likely to leave school rather than repeat a year. For example, in rural area schools, the dropout rate in Grade 3 is 4.1 per cent, by Grade 4 it reaches 5.8 per cent and it further climbs to 6.7 per cent in Grade 5 (RESA, 2016).²¹

¹⁹ NER is defined as total enrolment in primary education aged 6-11) / (population aged 6-11) x 100.

²⁰ Figures of >100 per cent imply that more children are registered enrolled than are registered on the official population data. This can be caused by: data errors; false information on birthdates (under- or over-age registration being hidden); migration issues; students moving between catchment areas; or any combination of these issues. Note that there is a strong incentive for directors to improve their school indicators by listing all Grade 1 enrolments as 'age 6'.

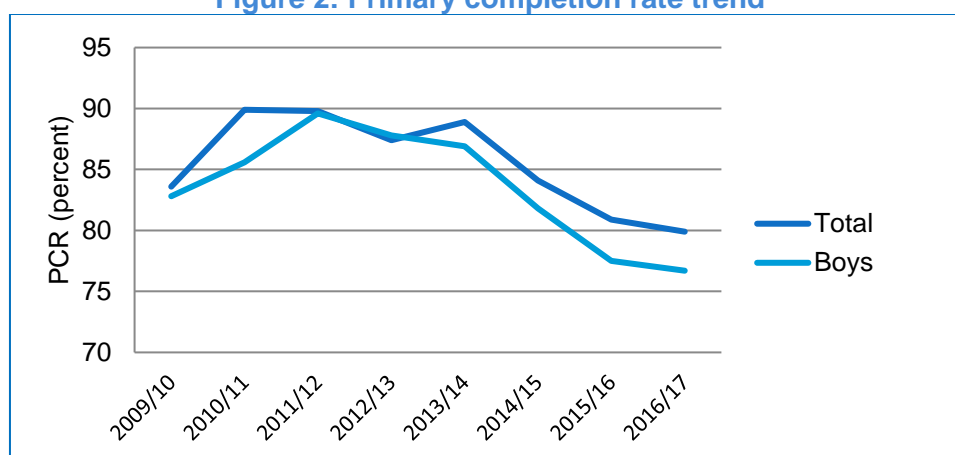
²¹ These figures will be more intensively analyzed before the start of programme implementation to establish trends with more clarity; initial analysis suggests that the current situation is representative of the general trend.

After a period of increasing primary completion rate (PCR)²², EMIS reports show a period of stability from 2010/11 to 2013/14 before a recent decline 2014/15 to 2016/17 (refer **Table 5** and **Figure 2** below).

Table 5: Primary completion rate 2009-2017

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

Figure 2: Primary completion rate trend



The table and figure above²³ give rise to a concern over the recent boys' PCR, with district level analysis showing that this problem is more severe in larger rural districts in the central and northern provinces of Cambodia. Girls' enrolment lags behind that of boys in primary school – their better rates of progression lead to the higher female PCR.

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

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

²² The completion rate is defined as: number of new pupils in Grade 6 in year T / (total number of population aged 11 in year T) x 100.

²³ All rates from EMIS Education Indicators and Statistics from appropriate years. All available online at www.moeys.gov.kh:

- 14.1 per cent of primary schools are without latrines (7.7 per cent urban, 14.8 per cent rural).

Secondary education

Gross enrolment rate (GER)²⁴ for lower secondary has remained stable at a (low) level of around 55 per cent over the past three years. In upper secondary grades, the figure was just 24.3 per cent in 2015/16.

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

The pressure on adolescents to drop-out of school increases with age. Factors include: increasing demand by some sectors of the economy, for example, the garment industry for females and the construction industry for males; outward migration to work in other provinces or overseas, sometimes illegally; and/or a lack of enough education services within an accessible distance, especially in rural districts. Migration, legal or other, is not comprehensively monitored. However, from the most recent Inter-Censal Population Survey, in 2013 there were approximately 4.2 million migrants, of which only 2.5 per cent were cross-border. The same survey estimated that of all migrants in Cambodia, 8.3 per cent were between 10 and 19 years old.²⁵ The numbers of out-of-school children in rural areas are almost double the proportion found in urban areas. Economic factors were the reasons given by 43.5 per cent of females and 36.8 per cent of males for not attending school at the time of the 2014 Cambodia Socio-Economic Survey (CSES).

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

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

1.5.3 Quality of education, teaching and learning

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

Teachers

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

²⁴ Gross Enrolment Rate is defined as: (total enrolment in lower secondary education) / (total population aged 12-14) x 100 – this is a more reliable indicator at secondary school because of the low proportion of children who actually complete primary education at the appropriate age. Figures include public and private schooling.

²⁵ Creamer, O., Jordanwood, M., and Sao, S (2016) The Impact of Migration on Children in Cambodia, UNICEF, April 2016.

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

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

Objectives/Policies:

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

Strategies of the TPAP:

- Strategy 1: Developing legislative instruments and mechanisms.
- Strategy 2: Attracting competent persons into the teaching profession.
- Strategy 3: Defining the standards of teacher training systems.
- Strategy 4: Developing teacher training centers.
- Strategy 5: Rationalizing teacher deployment to meet the needs of education institutions.
- Strategy 6: Provision of in-service trainings and professional development for teachers.
- Strategy 7: Ensuring teachers are motivated and retained in the system.
- Strategy 8: Strengthening the effectiveness of school leadership.
- Strategy 9: Strengthening teacher monitoring and evaluation mechanisms/systems.

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

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

Despite regular wages increases and incentives to work in rural and remote schools, teacher wages remain low (60 per cent of the wages of other professional workers in Cambodia)²⁶ and many teachers supplement their income with other jobs, including private tutoring to students within their own schools.²⁷

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

The TPAP places great emphasis on enhancing the quality standards of TTCs and, in particular, reinforcing the qualifications of teacher trainers. Cambodia has 26 TTCs across the country, comprising a preschool teacher training college/centre; 18 Provincial TTCs – PTTCs, to train primary education teachers; six Regional TTCs - RTTCs, to train lower secondary education teachers; and the National Institute for Education, NIE, to train upper secondary teachers. One of the targets of the TPAP is that by 2020, 30 per cent of teacher

²⁶ 'Cambodian teachers earn 60 percent [of] the average monthly income of other professionals. Even though still underpaid compared to other professionals, teachers in Vietnam are in a slightly better position. Their income is 88 per cent of the average monthly income of other professionals.' (RESA, p. 92). NB: The comparison jobs listed between countries was not consistent, casting doubt on the validity of the figures.

²⁷ RESA 2016, p59.

trainers at PTTCs will hold a master's degree. For trainers at RTTCs, the target is that 90 per cent will hold a master's degree.

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

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

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

The current situation is that:

- About 40 per cent of upper secondary education teachers hold at least a bachelor's degree. Most teachers in lower secondary education hold at least an upper secondary certificate.
- The main challenge of upgrading the current teacher workforce to the qualifications set in the new teacher policy lies on upgrading primary education teachers.
- In 2015, 32.6 per cent of primary education staff had an education level below upper secondary, with the need being greatest in remote/rural areas.
 - In Mondul Kiri Province only 19 per cent of primary school staff hold the minimum education standard, compared with:
 - Primary school staff in Kep Province (90 per cent) and a high proportion of those in Svay Rieng (86 per cent) and Kampot (76 per cent) have attained at least an upper secondary certificate.²⁸
- Over one-half of trainers of primary school teachers at PTTCs holds a bachelor's degree and almost one-quarter holds an upper secondary certificate.
- The proportion of trainers with the required master's-level qualification is:
 - PTTC trainers: 15 per cent
 - RTTC trainers: 31 per cent ²⁹
- Infrastructure improvements – combined with the described initiatives in education policy – especially the approval of the TPAP in 2015, has led to a more strategic approach to improving education quality. This is key to which is the development of a capable and qualified teaching force capable of delivering a curriculum that will deliver quality learning outcomes.

²⁸EMIS: Education Statistics and Indicators 2015/16 (all figures in this paragraph).

²⁹ Data supplied by Teacher Training Department correct from 1 January-2017 (latest surveyed figures: do not include non-lecturing staff or staff currently undertaking training. Note that these figures are higher than the ESP-MTR CBI baseline (2015/16) for teacher trainer qualifications (page 19).

Curriculum, textbooks and learning materials

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

- Concerns over results from Cambodia's first Early Grades Reading Assessment (EGRA) in 2010 lead to an overhaul of curriculum and teaching methods, with the new textbooks returning to a more phonics-based approach. Textbooks for grades 1, 2 and 3 were approved by MoEYS in 2011, 2012 and 2013, respectively. The new textbooks were a departure from previous models as the early parts include teaching instructions, thereby removing the need for a teacher guide.
- Use of the new teaching methods showed initial improvements in learning outcomes following pilot testing and in a 2012 EGRA (Primary Education Department (PED) reports).³⁰
- MoEYS delivered a large-scale textbook orientation programme with each new textbook; the budget required to support such a comprehensive initiative reduced the available training duration to three days, leaving not all teachers feeling capable of delivering the new curriculum³¹.
- MoEYS' commitments to a curriculum review resulted in a new curriculum framework³² for all levels of education. This was approved in 2015.
- New Early Grade learning materials, including criteria-referenced tests, will be piloted and phased in from the 2018/19 academic year starting with Grade 1³³

Learning assessments and quality assurance

There has been considerable progress in the implementation of learning assessments, including interventions by GPE1 and GPE2. The creation of the Education Quality Assurance Department (EQAD) in 2009,³⁴ as a progression from the former Inspectorate of Education was an initiative to improve quality standards of monitoring and evaluation (M&E) at all education systems levels, as well as beginning the process of establishing national testing.

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

³⁰ Kann Puthy (2012) Towards Reading For All, MoEYS Primary Education Department, available at: <https://docmia.com/d/623808#> retrieved 20-Aug 2017.

³¹ Unpublished data from 138 schools survey (2016) in TRAC+ Early Grade development project by World Education, Inc.

³² Available to download from MoEYS website: <http://www.moeys.gov.kh/en/dge/2328.html#.WZkqYztLfIU> retrieved 20-Aug 2017.

³³ All aspects of this are currently in the approval process. Detail is contained in the draft document: USAID (2017) Cambodia Technical Assistance for Coordination and Collaboration in Early Grade Reading Annual work plan (draft 3.1).

³⁴ Educational sub-decree 84, prakas 2792. EQAD functions are summarised on MoEYS website: <http://www.moeys.gov.kh/en/eqa/687.html#.WZkk2DtLfIU> retrieved 20-Aug 2017.

Table 6: Disparity between teacher-assessed pass rates and student assessments

Year	Tool	Grade	Result	National promotion rate (EMIS) (not by subject)
2010	EGRA (Primary Education Dept. (PED))	1	Letter recognition task: 50% zero scores (Children unable to identify a single character correctly) ³⁵	2010 G1 = 77.5%
2010	EGRA (PED)	2	Letter recognition task: 25% zero scores	2010 G2 = 84.4%
2012	EGRA (PED)	1	Letter recognition task: 35% zero scores	2012 G1 = 80.4%
2012	EGRA (PED)	2	Letter recognition task: 17% zero scores	2012 G2 = 85.6%
2015	EGMA (SESSP/PED)	1	8% of students sample met standard required for G1 maths ³⁶	2015 G1 = 83.5%
2015	EGMA (SESSP/PED)	2	8% of students sample met standard required for G2 maths	2015 G2 = 87.1%
2015	EGMA (SESSP/PED)	3	2% of students sample met standard required for G3 maths	2015 G3 = 87.0%
2015	National Learning Assessment (NLA) by Education Quality Assurance Dept. (EQAD) (Khmer language)	3	24.4% of G3 tested could not write a single word on dictation test. ³⁷	2015 G3 = 87.0%
2015	EQAD National Test (Maths)	3	Quote: "The overall average correct of 41% suggests that the average grade three student mathematics achievement is not at the expected (or desired) level." ³⁸	2015 G3 = 87.0%

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

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

"None of the results is strong ... Recommended actions to raise the results include: piloting full day teaching and learning at primary school; developing a framework for use of learning

³⁵ Research Triangle Institute (RTI) / USAID (2015) *Assessment of Early Grade Reading in the Education Sector in Cambodia*, RTI, North Carolina, July 2015.

³⁶ MoEYS/SESSP (2016) *Analysis of Early Grade Mathematics Assessment for Grades 1, 2, 3, and 6 in Cambodia*, MoEYS, Cambodia, 2016.

³⁷ MoEYS (2016) *Results of Grade Three Student Achievement from the National Assessment in 2015*, EQAD, MoEYS, Cambodia, April 2016 (Draft).

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

achievement results in strengthening the quality of learning; capacity development and support for districts and provinces most in need.”³⁹

1.5.4 Strengthening institutional capacities

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

Outcomes in the CDMP 2014-18:

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

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

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

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

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

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

2. Previous GPE programmes in Cambodia

2.1 Overview

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

- i) Expanding ECE;
- ii) Improving primary education quality and progress; and
- iii) Promoting institutional development and capacity building.

³⁹ JSR Aide Memoire, May 2017.

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

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

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

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

2.2 Achievements and lessons learned from previous GPE programmes

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

- Training of community preschool and pre-school teachers.
- Training of 'core mothers' to lead the home-based education programme for preschool children with health safety and nutrition components. GPE1 and GPE2 contributed to this and developed a formal programme of 13 modules.
- During GPE1, community preschool activities took place under the teachers' house or sometimes in a local school; this lack of a central location prohibited the receipt of external funding. The GPE2 trained communities to build their own community preschools and assisted with resources for these.
- The Ministry of Interior (MoI) approved guideline 51 on operating a community preschool at the commune council level with council funding. Under GPE2 an inter-ministerial *prakas*⁴⁰ to mainstream community preschool into the education structure was formulated.
- Both programmes supported EGRA initiatives and showed improved results on EGRA testing. The EGR programme has been integrated into MoEYS curriculum at grades 1-3.
- Dropout was addressed by: health awareness campaigns; literacy initiatives; classroom construction; scholarships; and school grants.
- Scholarships provided in GPE1 led to the adoption of a Primary Scholarships Policy.
- Based on lessons learned in GPE1, scholarships provided in the first year of GPE2 were mainstreamed nationally in the second year of the programme to include grades 4-6. Development of an equity-focused national primary scholarship framework is proposed for the third GPE supported programme, as is outlined later in this document (refer section 4.2).
- The national school health policy is being revised to include a Grade 1 health check-up activity. This is expected to be formalised with the approval of a drafted Inter-ministry *prakas* on health check-ups for Grade 1 children.
- The school grants initiative made a significant contribution to the development of revisions to MoEYS provision of the school operating budget (SOB). GPE2 built on the work of GPE1 to mainstream the SOB and school grants together into a single school improvement fund (SIF) which will be piloted in 2018.
- Approval of the school director training manual developed under GPE2.

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

⁴⁰ A *prakas* (announcement) is a ministry-level requirement, signed by the minister. In the case of an inter-ministerial *prakas*, the requirement is signed by each relevant ministry and applies to those ministries.

- World Bank evaluation of three preschool modalities from GPE1 showed weak short-run effects. The authors theorised that low individual take up, the short duration of programme exposure and implementation challenges were the factors driving these results. The recommendations are as follows:
 - Address the demand side constraints, such as communication campaigns aimed at increasing parents' awareness about the benefits of preschool.
 - Review the content and relevance of the preschool curriculum for 3-5 year-olds.
 - Work with the government to raise monthly teacher wages and ensure their regular payment. The World Bank policy note underscores the importance of strong implementation.⁴¹
- GPE2 final workshop presentation listed the following lessons learned:
 - Construction delays were caused by floods and poor performing contractors; constructions must be made in the correct season.
 - Targets for rating of ECE services at the community and formal preschool levels were adjusted from international standards to standards more appropriate to local context.
 - The target for the percentage of Grade 3 children reading at 40-60 words per minute was based on too small a sample size.
- A presentation from the PED (National Education Congress, 2016) highlighted the need to improve the administration procedures for teachers implementing EGRA tests with their students. Recommendations to improve this situation included:
 - Improving the monthly teacher assessment tests and recording data from these.
 - Increasing the training time available for teachers administering standardised tests.

3. Proposed GPE3 programme

3.1 Development objective

The development objective for this programme is:

To improve the quality of primary education, especially for children from disadvantaged groups and to foster effective leadership and management of education staff.

Components in both fixed and variable parts constitute a coherent set of interventions aimed at supporting the two policy objectives of MoEYS, namely:

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

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

The programme proposed operates at three levels: policy, planning, and management. More direct interventions will be aimed at improving equity and learning.

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

⁴¹ Source: Bouguen, A., Filmer, D., Macours, K. & Naudeau, S. (2013) *Impact evaluation of three types of early childhood development interventions in Cambodia* World Bank Policy Research Working Paper 6540.

directors and other means of support for planned teacher reforms. At this level, the programme will also promote the production and use of evidence to assess and advance strategies that are relevant to the Cambodian context—for instance through support to the Education Research Council and the Cambodian Education Research Forum.

Further strategies included in this programme proposal aim at strengthening results-oriented planning and management of education in Cambodia, at the national and sub-national levels. Some of these strategies include capacity development, technical support and other means to:

- Integrate a sub-sector approach to the next ESP (2019-2023) where there is a clear policy-budget linkage;
- Take on the implications of this approach for operational planning and resource deployment, implementation, management, monitoring and reporting, especially at the sub-national level;
- Strengthen capacities to implement D&D reform and PFMR;
- Integrate the various information management systems that exist and use them for planning, management and monitoring; and
- Support the implementation of the SIF.

The programme will also support improved strategic planning, budgeting and management at the school level through targeted support to school administrators (directors, other administrators and school support committees).

Finally, a series of interventions cutting across both parts of the programme proposal aim at improving equity and strengthening effective teaching and learning practices. This programme proposes to improve teaching and learning practices in primary schools through INSET for Early Grade learning (fixed part) and school-based mentoring support for teachers (variable part). In all cases, the selection of provinces/districts will be based on equity and quality criteria.

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

3.2 Development of the GPE3 application

As this is the first time Cambodia has made an application under the new fixed/variable grant allocation mechanism, this section will explain, with the assistance of diagrams, the process behind the planning and the rationale for the proposed twin Grant Agents and the Theory of Change.

The process is split into three phases:

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

3.2.1 Problem identification and prioritisation

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

Prioritisation was based on:

- MoEYS priorities from the ESP-MTR and the supporting RESA.

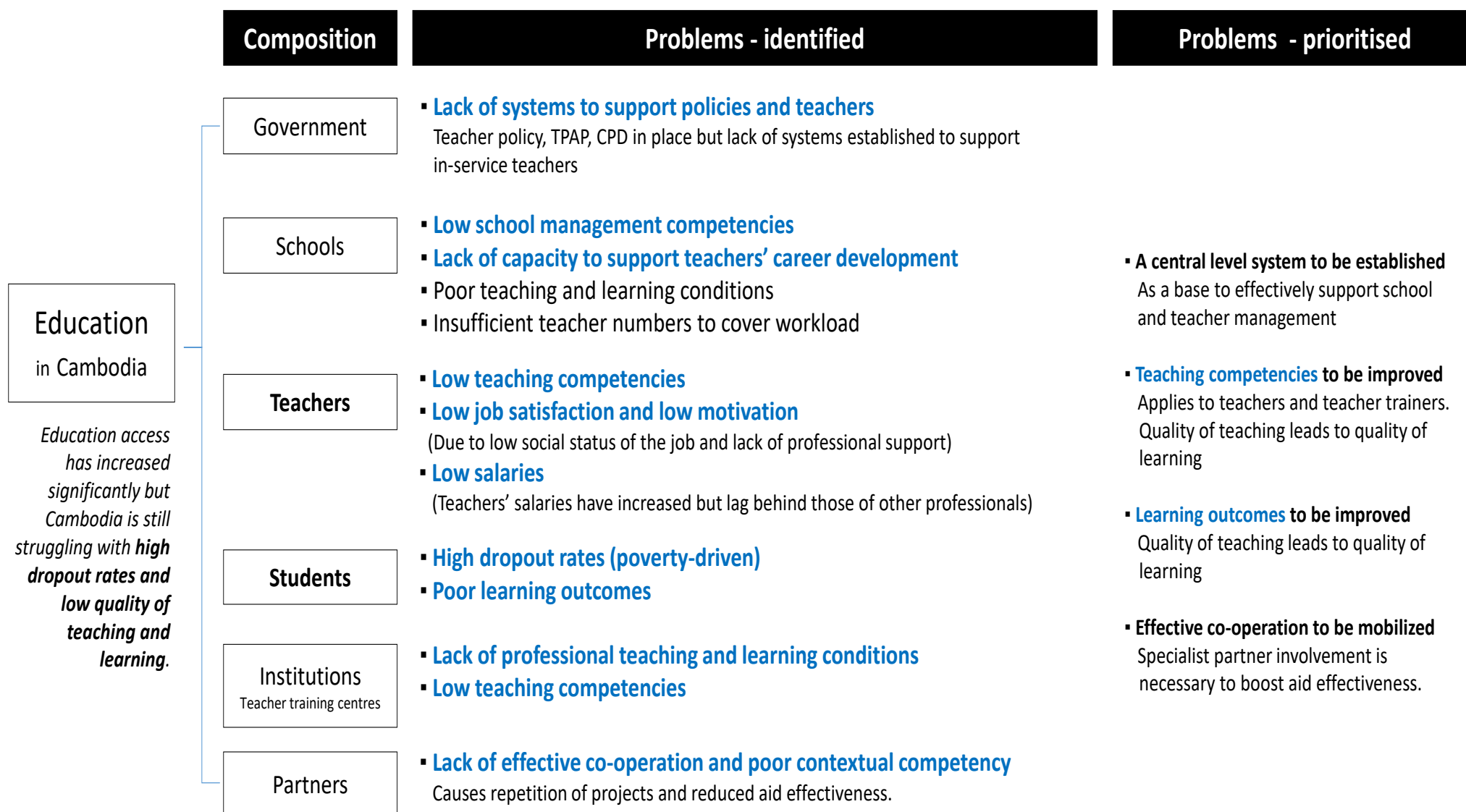
- Urgency of action: identifying which problem needed addressing immediately to deliver the maximum change.
- Value-added and risk analysis: based on what could be achieved within the timescale, budget and human resources available to the programme.

Figure 3 below outlines the process of problem identification and prioritisation taken and the general conclusions reached in the process. It also shows the different levels of intervention possible, with teachers and students at the centre with the goal of improving teaching quality and therefore learning outcomes. To paraphrase a regularly-heard Khmer expression:

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

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

Figure 3: Problem identification and prioritization process



3.2.2 Theory of Change

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

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

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

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

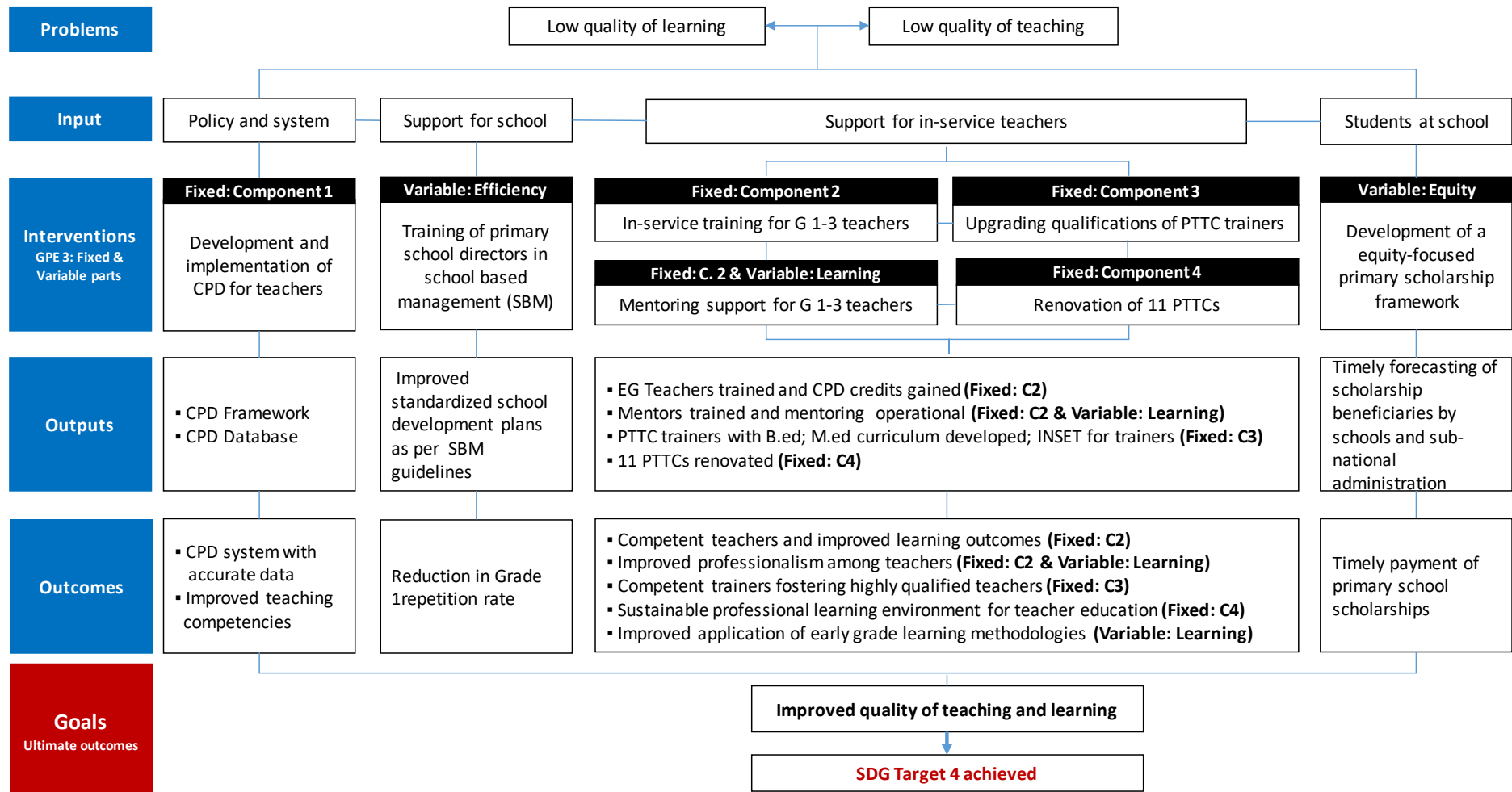
This system support is backed up with support for schools. Schools with a high proportion of quality teachers have one thing in common: a competent director. Excellent CPD and strengthened teacher competency will be realised and sustained through improved school-based management. The variable part aims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

Further support at the school level is delivered by a combined mentoring system. The fixed part will begin the mentoring training at a basic level, but with the largest-scale pilot (one complete province, 12 districts) attempted to date in Cambodia. UNICEF, through CDPF Phase III, will assist with monitoring this, establishing good practices and gathering data. Component two of the fixed part will initiate the mentoring process prior to the implementation of the **learning** component of the variable part, which will deliver support for school-based mentoring.

Even the greatest teacher cannot deliver without students present. The variable part will deliver a strong **equity** focus to support the most vulnerable students to stay in school. Scholarships will target poor students and consider gender disparity and academic performance. This will allow access barriers to be reduced and the improved teaching will be delivered to students motivating them so see the relevance of their time in school.

Figure 4 below shows the Theory of Change and how the two parts of the programme complement each other.

Figure 4: Theory of Change



3.2.3 Expected results

The two parts of GPE3 will work in a complementary manner to achieve impactful results leading to improved quality of primary education, especially for children from disadvantaged groups and more effective leadership and management of education personnel.

At the highest level of impact, the quality of teaching and learning in primary education will be raised. Furthermore, complementary efforts focused on improving education equity, efficiency and learning will help to reduce the rate of students dropping out of primary school; decrease the rate of students repeating grades; and improve student learning process and outcomes.

At an intermediate level of impact, the fixed part of the GPE3 programme is expected to produce the following results:

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

At an intermediate level of impact, the variable part of the GPE3 programme is expected to produce the following results:

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

The expected key results of the GPE3 programme, encompassing the fixed and variable parts, is presented in a joint results framework in **Annex 1**.

3.2.4 Risk factors and mitigation

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

In general, most overall risks to the programme are assessed as being low to medium. This risk profile is in large part a reflection of the approach that has been taken during programme preparation, which has been underpinned by principles of sustainability and flexibility. The GPE3 programme has been conceptualised as a component of a broader education system, in line with the Ministry's reform agenda, with an emphasis on school level improvements.

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

Table 7: Fixed and variable parts joint risk matrix

Risk Factors	Likelihood	Impact	Overall Risk Rating	Mitigation
External risks				
Delays in implementation during the period leading to the elections	Med.	High	Med.	<ul style="list-style-type: none"> Regular contacts with the government officials Commitment of MoEYS at the PMC and GPE3 Steering Committee(GSC) level in place
Decline in government budget allocation to education sector	Low	High	Med.	<ul style="list-style-type: none"> Policy dialogue with the government through the JTWG-Education Bilateral dialogue with MoEYS and MEF ESP 2019-2023 costed and in line with Education 2030 Roadmap
Decline in development partner financial support to education sector	Med.	Med.	Med.	<ul style="list-style-type: none"> Policy dialogue through ESWG and JTWG Support mapping of development partner pipeline funding Alternative sources of funding mobilised through development partner networks and sector coordination Development partner policy dialogue with the government to advocate for increased domestic financing to education sector
Organisational risks				
Delays in the decision by the programme committees	Low	Med.	Med.	<ul style="list-style-type: none"> Continuous monitoring by the grant agents Documents to be sent two weeks in advance of the relevant committee meetings
Delays in the preparation of MoEYS report on the achievement of the targets and difficulties reaching consensus on the achievement of targets	Med.	Med.	Med.	<ul style="list-style-type: none"> Support for capacity strengthening of with implementation partners already included into programme work plan Funds transfers to implementing partners tied to reports, deliverables and payments made upon presentation of reports, deliverables and payment claim in line with contracts Targets are clearly defined along with funding levels

Poor quality of outputs delivered by implementing partners	Med.	High.	Med.	<ul style="list-style-type: none"> • Capacity building with implementing partners factored into programme work plan • Technical assistance provided to the implementing partners. • Funds release to implementing partners tied to deliverables and payments made upon presentation of deliverables and payment claim in line with contracts • Build in tangible milestones and spot checks/programmatic visits • Prior in-depth reviews of partner's policies and processes to identify gaps leading to risk of non-delivery or fraud/corruption etc • Regular spot checks and supporting missions
Financial risks				
Delays in funds disbursement by GPE, leading to delays in the programming of the funds for fixed component	Low	High	Low	<ul style="list-style-type: none"> • Regular contacts with the GPE Secretariat
Value for money not achieved in programme implementation	Med.	High	Med.	<ul style="list-style-type: none"> • Prior in-depth reviews of partner's policies and processes to identify gaps • Technical assistance provided and capacity strengthening of implementing partners factored into work plans • Implementing partners to strengthen selection process of sub-contractors through calls for proposal or price comparison to confirm value for money • Funds transfers to implementing partners tied to deliverables and payments made upon presentation of deliverables and payment claim in line with contracts • Financial spot checks and programme monitoring visits conducted regularly

Fraud and corruption cases arise during programme implementation	Med.	High	High	<ul style="list-style-type: none"> • Risk rating assessed based on financial and procurement assessment of implementing partners • Spot checks and audits by grant agents • Fraud cases reported through GPE3 Programme Steering Committee, and through grant agent internal systems
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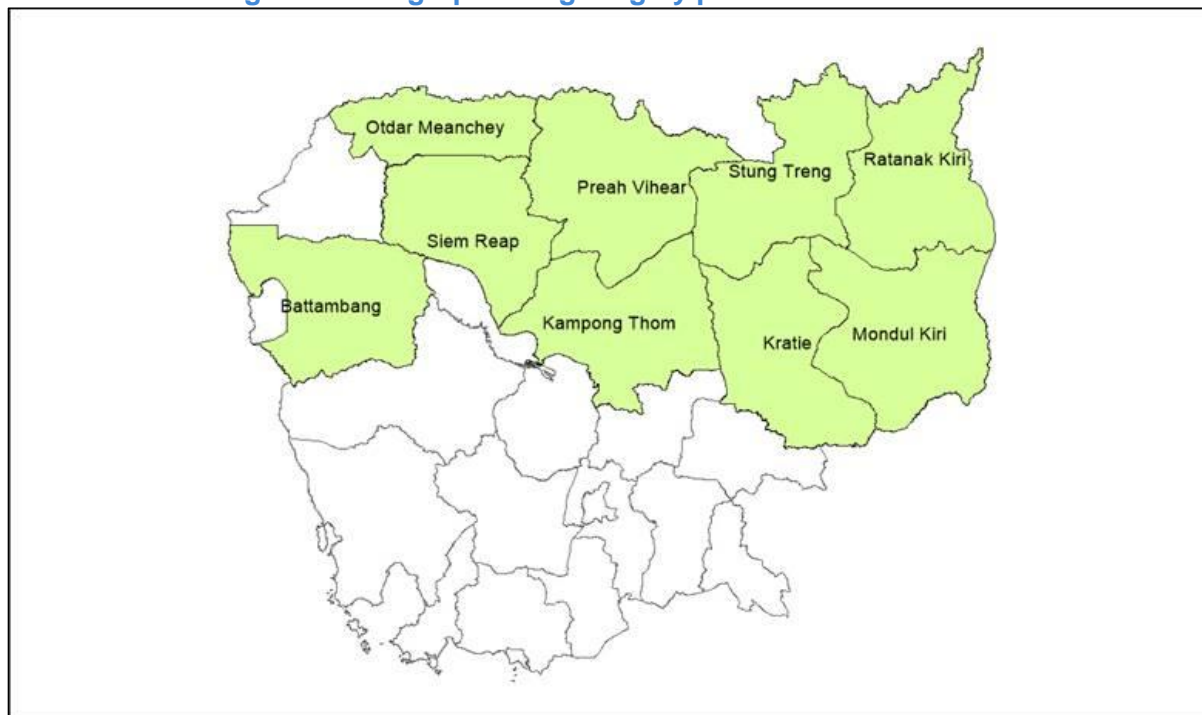
3.3 Geographic targeting

To determine the geographic targeting for GPE3, programme partners analyzed key student flow indicators, such as average primary dropout rates (for grades 1-6) and average Grade 1 repetition rates. Several provinces exceeded the national average for both Grade 1 repetition as well as average primary dropout rates. Upon further analysis of these two indicators, the poorest performing provinces were identified and nine provinces have been prioritized for support through GPE3.

Provinces with higher than average primary dropout rates, as well as higher Grade 1 repetition rates, include: Stung Treng, Preah Vihear, Siem Reap, Otdar Meanchey, Kratie, Kampong Thom and Battambang. Additionally, provinces with extremely high primary dropout rates, but not necessarily Grade 1 repetition rates, include Ratanak Kiri and Mondul Kiri.

As a result of this analysis, nine provinces were targeted for GPE3 support (refer **Figure 5** below).

Figure 5: Geographic targeting by province under GPE3



For the fixed part, districts with a high level of Grade 1 repetition are targeted, whereas for the variable part, districts with a combination of high dropout in primary and high Grade 1

repetition are targeted. As a result, **40 districts in the nine provinces will be covered in the GPE3 programme.**

Of the 40 districts, 16 are targeted by both fixed and variable parts. A further 14 districts will be supported only through the fixed part, while 10 districts will be supported only through the variable part. Additionally, there are five districts in Ratanak Kiri and Mondul Kiri Provinces that will be excluded from the variable part learning indicator related programming. This is because the proposed model of school-based mentoring to be delivered through the variable part, which dovetails with the mentoring support (at school cluster) to be delivered through the fixed part Component 2, will not be feasible due to the insufficient number of teachers in primary schools in these districts.

For further details on the geographical targeting for the fixed and variable parts refer to **Annex 2.**

3.4 Governance

The overarching governance structure for the GPE3 programme is described below, and is summarised in **Figure 6** below. Further description of specific governance arrangements for the variable part is outlined in section 4 below.

Executing Agency

MoEYS will serve as the Executing Agency for GPE3. In this role MoEYS will be responsible for carrying out programme-related work under established guidelines and procedures and will allocate individuals or a team of people from within its existing structure to be responsible for day-to-day implementation.

As Executing Agency, MoEYS will appoint the following committees:

- GPE3 Steering Committee (GSC)
- Project Management Task Force (PMTF) – for the fixed part
- Financial Management Team (from DGAF) – for the fixed part

GPE3 Steering Committee (GSC): Fixed and variable Parts

The GSC will provide overall supervision and guidance across the programme related to work undertaken within the fixed and variable parts. The committee will report to higher levels of government as required and to development partners. MoEYS' minister will chair the committee. MoEYS' vice-minister (secretary of state) will act as vice-chair; and MoEYS' under-secretary of state will coordinate committee proceedings. Other committee members will be the UNESCO representative and the UNICEF representative.

Project Management Task Force (PMTF): Fixed part

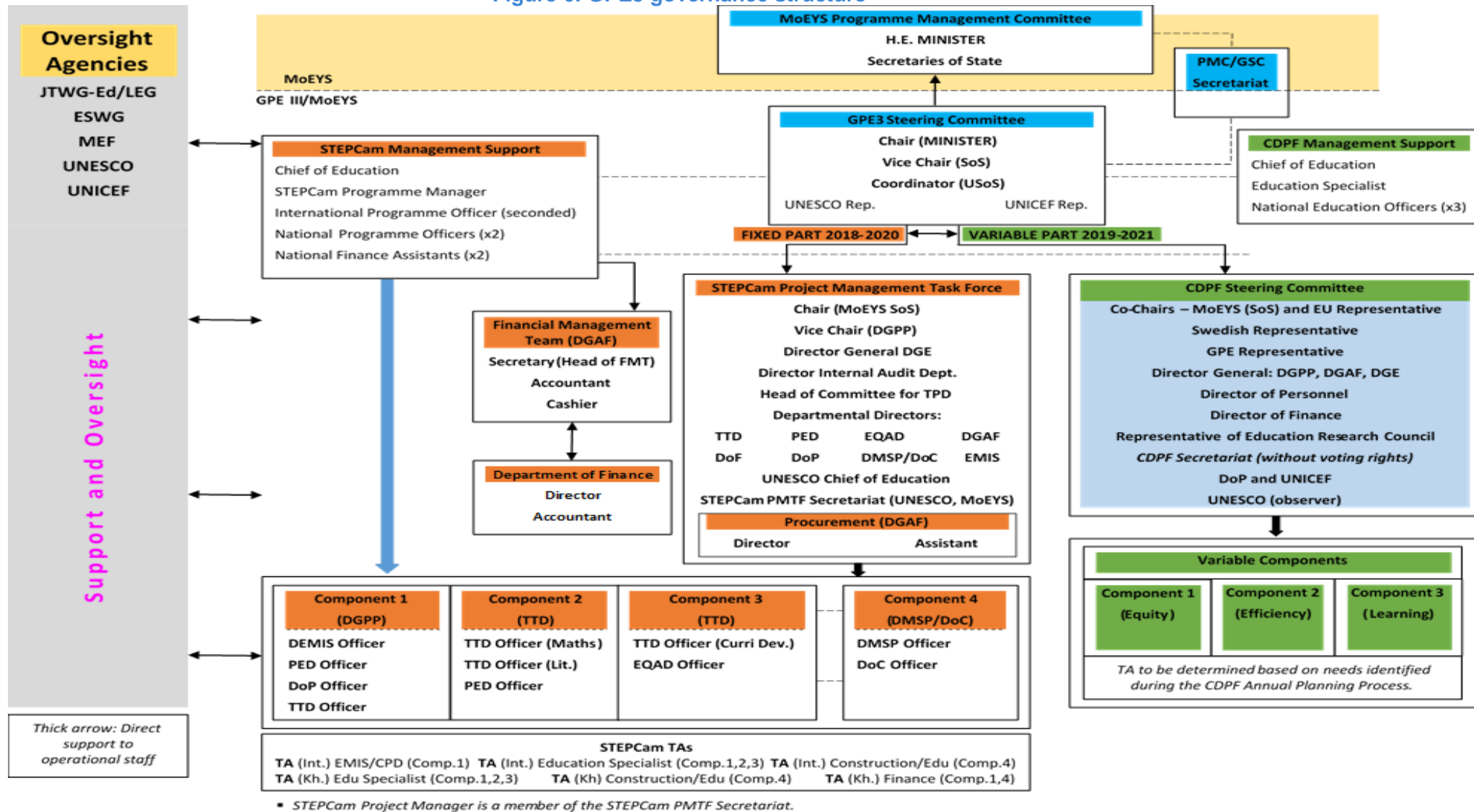
A management task force (PMTF) for the GPE3 fixed part will be established. It will provide overall management of all aspects implementation relating to the fixed part implementation. This task force will be composed of: a chair (MoEYS' secretary of state), a vice-chair (Director-General of Policy and Planning – DGPP). Other members of the task force will include the Director-General of the Department for General Education - DGE); the Director of the Internal Audit Department – IAD); the Head of the Committee for Teacher Professional Development (Deputy-Director of DGE); directors of all relevant MoEYS technical departments and the UNESCO Chief of Education

and STEPCam Project Manager. There will also be a task force member from the DGAF.

**Capacity Development
Partnership Fund
(CDPF) Steering
Committee: Variable
part**

The Capacity Development Partnership Fund (CDPF) Steering Committee is already an established governance body. The existing steering committee membership will be retained, however, to enable adequately oversight of the work conducted under the GPE3 variable part, a GPE representative will be invited to become a committee member. Furthermore, UNESCO will be invited to assume observer status on the steering committee.

Figure 6: GPE3 governance structure



3.5 Sector harmonisation and coordination

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

3.5.1 Local Education Group

The LEG will service as an advisory and coordinating group to GPE3, and will also validate achievement of results under the programme. In Cambodia, the LEG corresponds to the JTWG. This is the coordination mechanism between MoEYS, development partners and civil society groups. MoEYS' minister chairs the group and the head of the ESWG is the vice-chair of this group. The JTWG meets quarterly to discuss policy priorities and to review education sector progress. The JTWG annual retreat convenes senior staff of MoEYS, development partners and other stakeholders to reflect upon progress made in the education sector; to identify key challenges and emerging opportunities; and to reach agreement on key priorities for the following year.

3.5.2 Education Sector Working Group

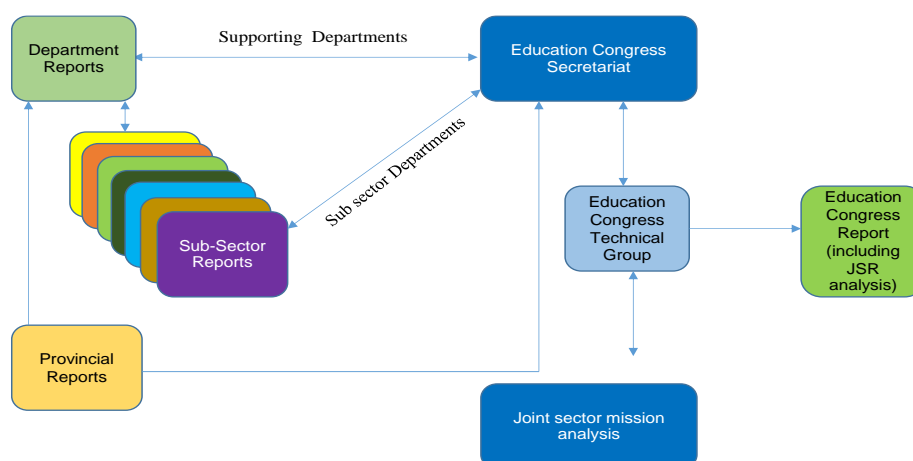
The ESWG plays a key role in donor coordination, providing a space for the exchange of relevant information, harmonising support and policy dialogue between development partners. The coordinating agency for the education sector in Cambodia is currently UNICEF, which is the agency that chairs the ESWG.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

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

3.5.3 Monitoring of performance at sector level

Figure 7 below outlines the sector level monitoring processes that exist in Cambodia, as well as the flow of information from various departments and sub-sectors to contribute to sector-level monitoring.

Figure 7: Sector-level monitoring



Joint development partner missions were conducted annually during the GPEI 2008-2011. With the start of GPE2, it was decided to harmonise all development partners' bilateral reviews with an annual joint sector review. Joint MoEYS and development partner sector

review missions were conducted in 2016 and in 2017 (around March-April). As part of GPE's commitment to the principle of mutual accountability, GPE funding criteria emphasize the expectation that Grant Agents will monitor and report on education sector progress through regular joint sector reviews. In 2017, both ESWG and MoEYS began exploring the idea of harmonising the annual joint sector review with the National Education Congress. Therefore, annual reviews of the sector, conducted during GPE3 between 2018 and 2021, may well be harmonised (refer section 3.5.5 below).

3.5.4 National Education Congress

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

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

3.5.5 Harmonisation of National Education Congress and Joint Sector Review

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

3.5.6 Monitoring of the Education Strategic Plan

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

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

To achieve the goal, MoEYS has set key objectives for the M&E system by focusing on:

- Development of the M&E framework and tools;
- Strengthening of the M&E system at all levels;
- Ensuring a harmonized flow of the reporting system;
- Development of institutional capacity and that of M&E officers;
- Improvement and development of the ESP informed by the results of all types of M&E.

The Directorate General of Policy and Planning has a clear mandate for monitoring the implementation of the ESP. For M&E arrangements, GPE3 will be able to rely on data from the different management information systems, mainly concerning annual school census data; annual Education Congress reports; annual joint sector reviews and other periodic qualitative and quantitative studies. Additional M&E arrangements for the verification of achievements against indicators, milestones and targets will be made. All data collected will be disaggregated by gender. The Capacity Development for Education Programme and

CDPF will also provide ongoing capacity development support in the field of M&E in preparation for the next ESP.

4. GPE3 programme - variable part

4.1 Description of variable part

The LEG endorsed the harmonisation of the variable part with the third phase of the CDPF. This proposed harmonisation was viewed as a strategic use of funds in accordance with aid effectiveness principles. Furthermore, the arrangement was viewed as providing incentive for MoEYS and development partners to prioritise sector support in the areas of equity, efficiency and learning through the use of a GPE results-based financing mechanism.

The results-based financing mechanism that underpins the variable part will be based on carefully selected indicators and targets, assessed as having the potential to contribute significantly to tackling challenges, driving progress and impacting the three dimensions at the core of the programme: equity, efficiency and learning. These three components and corresponding work areas are summarised below.

- (i) **Equity:** Focus on strengthening the implementation of MoEYS' national primary education scholarship programme, through making its implementation more equity orientated to ensure the most disadvantaged children receive assistance and can remain in school. This support is expected to have an impact on primary school drop out.
- (ii) **Efficiency:** Focus on improving school capacity to develop standardised school plans and budgets. These efforts will be conducted in the context of D&D reform, and of SIF implementation, and are intended to ultimately lead to a more efficient use of resources at the school level, better responding to local needs and challenges. Efficiency gains will be monitored at a system or outcome level through tracking progress on grade 1 repetition reduction in targeted districts.
- (iii) **Learning:** Focus on improving the quality of teaching, and thereby student learning, through the preparation and implementation of a CPD framework and action plan; assisting the structuring and establishment of this first systemic in-service training and professional support system for teachers and school director, and its implementation, particularly in relation to school-based mentoring.

Reforms in Cambodia's education sector impact the policy level down to the school level. As teachers and school-based management are of central focus in MoEYS' ESP and there is much work being conducted in these areas as a result.

Focus areas for each of the variable part's three components are tightly focused at the school level. Under the efficiency and learning components, the proposed indicators, milestones and targets selected accompany MoEYS efforts to reinforce school-based management and to initiate the implementation of a core element of the in-service training and professional support system for teachers – school-based mentoring. The indicator, milestones and targets selected under the equity component aim to sharpen MoEYS' implementation of the recently commenced primary education scholarship programme. Focusing efforts in this area will enable MoEYS to enhance the impact of the scholarship programme, particularly in improving access to education for the most disadvantaged children.

Activities implemented to achieve milestones and targets attached to each indicator under each component will be implemented by MoEYS in the framework of the ESP, and with the support of development partners working in these areas. The main development partners working with MoEYS across the three component areas include: the Asian Development

Bank, JICA, EU, SIDA, USAID, UNICEF, UNESCO, the Flemish Association for Development Cooperation and Technical Assistance,⁴² World Bank and several NGOs.

The sections below provide detailed description of the variable part components for results-based financing, including the indicators, milestones and targets selected to measure progress under each component and associated fund disbursement schedule (refer to **Tables 8, 9 and 10**). These tables also contain an overview of the reporting and fund release cycles, as well as the means of verification for each indicator target, and timeframe for verification. The programme has aligned as much as possible to MoEYS and development partner regular sector review processes.

UNICEF, as the grant agent, and MoEYS will finalise the verification plan – notably to detail planning for the contracting of external reviewers, possible ad hoc LEG meetings, etc. before the programme starts to minimise risk of delays.

GPE funds received upon the achievement of the agreed indicators and targets will be allocated to the CDPF. Released GPE funds are planned to be available on time for CDPF annual work planning processes.

4.2 Component 1. Equity

4.2.1 Theory of change

Of the range of interventions used by MoEYS to address inequity among children of primary school age, evidenced by high student drop-out and decreasing completion rates, is the ministry's primary scholarship scheme, established in 2015.

Although the scheme is relatively well established, and is gaining in scope and prominence, there is opportunity to substantively enhance it to be more equity-orientated, and therefore to have greater impact in helping children to stay in and to complete primary education.

A major equity-related concern regarding the current implementation of the primary scholarship programme is that due to both selection criteria and weaknesses in implementation mechanisms, the programme is not sufficiently focused on addressing the needs of Cambodia's poorest and most disadvantaged children.

The main bottlenecks identified in the implementation of the primary scholarship programme in responding to the needs of the poorest and most disadvantaged children are:

- (i) The scheme is set as a conditional cash transfer with children selected based on poverty, but with financial transfers made on condition of attendance and academic performance;
- (ii) Delays in the selection of scholarship beneficiaries and disbursement of the first instalment, which is paid 2-3 months after the school year starts, thereby increasing the chances of children not being able to attend school or dropping out within the first few months of the school year due to lack of financial support; and
- (iii) The scheme's limited coverage. The scheme covers children attending grades 4 to 6 (4 per cent of the number of children attending primary school), and does not currently extend to children in early primary grades (grades 1-3), where inequity is pronounced as evidenced by high student drop out. The transition from primary to secondary education is also not supported by a continuity of the scholarship.

⁴² De Vlaamse Vereniging voor Ontwikkelingssamenwerking en Technische Bijstand (VVOB).

A fourth potential bottleneck is the scholarship amount paid to each student, which may (or may not) be sufficient to cover student basic education costs. However, this possible bottleneck requires further investigation and research to be confirmed.⁴³

Given this context, there is opportunity and an imperative to strengthen the equity dimensions of the scholarship scheme's policy settings. The preparation and implementation of an equity-focused primary scholarship framework, addressing the main bottlenecks discussed above, will ensure:

- (i) Reinforcement of the attention to equity in the scholarship disbursement criteria (as described above, the current selection criteria is poverty but disbursement of the scholarships is linked to criteria of attendance and academic performance), so it is ensured that children most in need of financial support are beneficiaries of scholarships;
- (ii) Reinforcement of scholarship scheme processes and mechanisms leading to: (i) more timely selection of scholarship beneficiaries (from grade 4 to 6; and from grade 1 to 6, once the scheme is expanded);⁴⁴ (ii) more timely payment of the primary scholarship to children at the beginning of the school year (i.e.: disbursement of first instalment at the beginning of the school year each November, rather than at the beginning of the financial year each January/February), so children most in need of financial support receive it at the beginning of the school year to ensure their attendance in school; and (iii) attention to the transition from primary to secondary education and the continuity in the provision of the scholarship for students;
- (iii) Proposed expansion of the primary scholarship scheme to grade 1 to 3 children to be underpinned by strong equity principles, helping poor and disadvantaged children, particularly those living in remote areas that are at high risk of drop out, to stay in school.

The implementation of this equity-focused primary scholarship framework will ultimately have an impact on the retention of children in primary school, reducing student drop out, notably for those in grade 1, which, together with children in grade 5 and 6, are prone to high drop out rates.

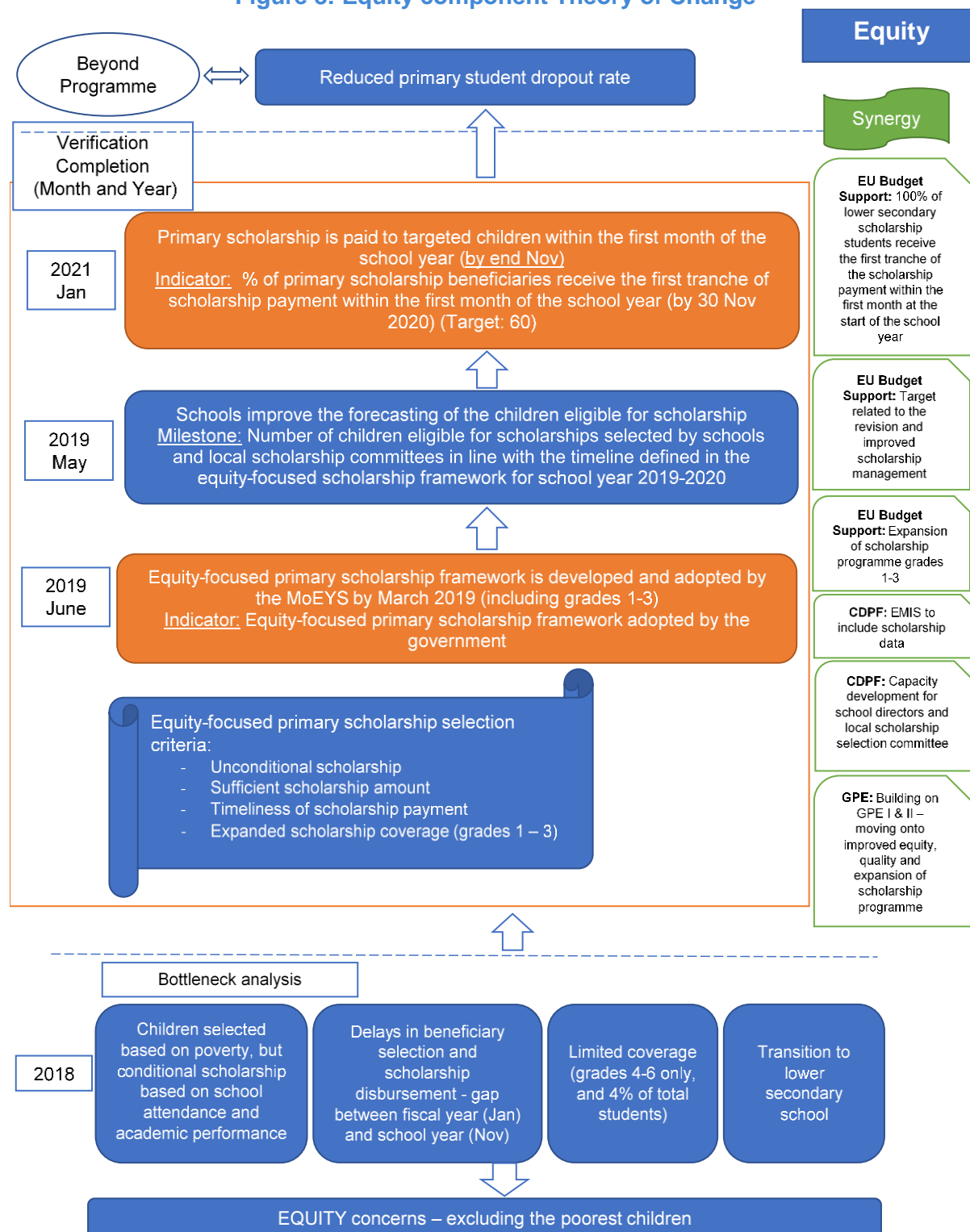
Enhancing the equity-focused nature of the primary scholarship would have broader implications in strengthening Cambodia's social protection framework, as it is currently the only functioning pillar of this framework.

For a visual representation of the theory of change as described in this section, refer **Figure 8** below.

⁴³ Further investigation into this matter will be carried out through an evaluation of the primary scholarship programme, funded through CDPF, and planned to be conducted in 2018.

⁴⁴ The proposed EU education sector budget support programme, includes a target of 5,000 Grade 1-3 students from remote schools being provided with scholarships in 2020, as part of MoEYS' national primary scholarship programme, financed by MoEYS' own programme budget. The equity focused scholarship framework will therefore contain the provisions for the foreseen expansion to grade 1-3.

Figure 8: Equity component Theory of Change



As **Figure 8** shows, the impact on student drop out of the equity-enhanced national primary scholarship programme can only be measured beyond the GPE3 programme timeframe, as it will take time for any impact to show. Other factors are also anticipated to contribute to a drop-out rate reduction, such as: MoEYS' ongoing activities and reforms supported by development partners, notably teacher reforms; the focus on school-based management and developments regarding school financing. Additional development partner-funded activities such as school breakfast programmes; and work to improve water, sanitation and hygiene in schools are also expected to have an impact on drop out and completion. The theory of change includes reference to the student drop out rate to show the ultimate goal of the primary scholarship scheme.

Key assumptions for successful implementation under the equity component include:

- (i) MEF is ready to collaborate with MoEYS to further strengthen the implementation mechanisms for the primary scholarship programme, to ensure these mechanisms are indeed responding to the needs of the poorest children, allowing them to remain in school by receiving the first scholarship payment when they begin school;
- (ii) MoEYS continues its efforts on the implementation of the scholarship programme, and other reforms and important programmes which also impact on the reduction of drop out in primary school, and ultimately student completion, such as: teacher reform and the focus on school-based management (developed under the efficiency component); the improvement of water, sanitation and hygiene in schools, and complementary programmes such as the school breakfast programmes; and
- (iii) Funding is made available for capacity development efforts needed to reinforce capacities to implement (and monitor) the scholarship scheme following provisions of the equity-focused scholarship framework⁴⁵.

4.2.2 'Stretch' and transformational effect

The indicators and targets for the equity component are a 'stretch' as they require in-depth work on each of the identified challenges and bottlenecks for the implementation of the primary scholarship scheme, alongside preparation and adoption of an equity-focused scholarship framework tackling these challenges and bottlenecks.

A major stretch will be the adoption of the reinforced primary scholarship scheme processes and mechanisms for grade 4 to 6 scholarships (to be applied to grade 1-3 scholarships once the scholarship scheme is expanded – planned for 2020). This will not only require significant overhaul of MoEYS processes, but also may require negotiation with, and agreement by, MEF to change its own processes and mechanisms to support systematic change.

A second major stretch factor will be the negotiation with MEF on the selection criteria/conditionality for the beneficiaries of primary scholarships. MoEYS needs to negotiate the budget for the scholarships annually. MEF has so far insisted on conditions related to attendance and learning achievements due to cost efficiency and effectiveness arguments.

The implementation of the framework will, in addition, imply the following important efforts:

- (i) Reinforcement of processes and capacities to ensure that provinces prepare annual budget requests containing first instalment of the school year starting in November (beginning of the school year).

⁴⁵ CDPF should be available to support initial capacity development efforts.

- (ii) Capacity development activities on reinforced implementation mechanisms to ensure careful planning allowing timely projections of the allocation of available scholarships at central and provincial level;
- (iii) Capacity development to ensure timely selection of beneficiaries at school level, applying the revised selection criteria; and
- (iv) Reinforcement of data systems regarding scholarships and reinforcement of reporting procedures allowing a close oversight of the implementation of the scholarships.

4.2.3 Milestones

Several milestones are expected to be achieved as part of the equity component (refer **Table 8** below), including:

- Development of an equity-focused scholarship framework (grade 1-6) reinforcing implementation mechanisms, such as provisions relating to targeting and selection criteria; processes and timelines for beneficiary selection and payment, including funds flow mechanism provisions for the transition to secondary school; and strengthening of M&E of the primary scholarship programme in 2018/19;
- Adoption of the equity focused scholarship framework by MoEYS by March 2019, around the same time as MoEYS' Education Congress;
- Implementation of the provisions of the scholarship framework - start of the 2019/20 school year; including the timely selection process leading to the schools having the list of eligible children ready by May 2019 (six months before the beginning of the school year); and
- The timely payment of scholarships (within the first month of the school year (i.e.: by November 30) and preparation of an official document from MoEYS (by mid December 2020) that details the scholarship disbursement for school year 2020-21 with a detailed listing of beneficiaries by geographic location and proof of payment date to scholarship beneficiaries.
- In addition to the important work to be undertaken with the MEF, the achievement of the milestones and targets will require training of central and sub-national education administrators on the changes introduced by the scholarship framework - including training on monitoring effective implementation of the scheme and reporting to inform timely adjustments at policy level if required, starting in 2019. Adjustments will need to be made to EMIS to include scholarships. CDPF will support these efforts.

4.2.4 Background

Cambodia has made important progress in increasing access to primary school, but still faces major challenges, including:

- Many school age children are still out of school.⁴⁶
- The student dropout rate is still high at primary level, particularly in the early grades; and even higher at secondary level (Early grade: 4.6 per cent (F: 3.8 per cent); Secondary: 17 per cent (F: 15.5 per cent) in SY2015/16)⁴⁷. Grade 1 dropout rate is high at 4.8 per cent, together with Grade 5, at similar level, and Grade 6 which is the highest, at 6.8 per cent.⁴⁸
- There is high primary repetition, particularly in lower grades, with Grade 1 being at 11.7 per cent nationally (F: 9.9 per cent and M: 13.2 per cent) – for 2015/16.
- Primary completion rates are following a concerning decreasing trend in the last few years from 89.7 per cent in 2011/12 to 79.87 per cent (F: 83.22/M: 76.71) in 2015/16.⁴⁹

⁴⁶ Number of 6 to 11 year olds out of school was estimated at 13 per cent (representing a total of 250,000) in 2013. Source: UNICEF. 2017. Out of School Global Initiative, Cambodia Country Study (unpublished).

⁴⁷ National Education Congress Report, March 2017.

⁴⁸ Education Statistics and Indicators, 2016-2017, MoEYS, March 2017

⁴⁹ National Education Congress Report, March 2017.

- Although improving, the transition rate from primary to secondary is low, at 85.5 per cent. Enrolment in secondary education is low at 57.6 per cent (2016/17).⁵⁰

Although Cambodia has made remarkable progress in the reduction of poverty,⁵¹ the main factor contributing to unequal access to education, as well as student dropout, is poverty.⁵² Other external factors that contribute to student dropout include migration; demand for child labour to support family needs; and a perceived low return on education versus early labour market entry.

Cambodia has put into place several programmes aimed at improving equity in access and retention of children in primary school. The primary education scholarship programme for grades 4 to 6 is one such programme, started by the government with GPE support in SY2014-15. The programme is now relatively well established and is gaining in scope and prominence; it is currently the only functioning pillar of the government's recently adopted Social Protection Framework 2017-2025.⁵³ The provision of scholarships to children identified as poor has proven an effective strategy to tackle equity in education access in Cambodia.⁵⁴

The primary scholarship programme represents a substantial investment by the government in tackling one of the main barriers faced by children in going to and staying in school - poor socio-economic status. The programme is at a critical juncture, as this investment must demonstrate a tangible and positive impact on the performance of the sector concerning equity issues. This would be demonstrated by increased retention of children in primary school, decreased dropout rates, and ultimately increased completion rates in primary education and transition to lower secondary education. While MoEYS acknowledges the primary scholarship programme is an effective programme in tackling education inequity, the ministry also recognises implementation mechanisms of this scheme need reinforcement and beneficiary targeting criteria need revision to optimise the impact of the investment. If such changes were made, there would be greater surety in reaching the poorest children, who are the most at risk of dropping out of school.

Equity is one of the two core policy objectives of the revised ESP.⁵⁵ A wide range of approaches are included in the strategy to address this issue. The MTR of the ESP⁵⁶ reinforced programmes and activities related to equity and inclusion issues in all education sub-sectors. Programmes such as the provision of student scholarships, multilingual education, education for children with disabilities and accelerated learning are set out clearly in the MTR for primary and secondary education sub-sectors. Non-formal education interventions, such as re-entry and equivalency learning programmes for primary and lower secondary education, are assisting children at risk of dropping out of school and out-of-school learners.

The recent RESA⁵⁷, the results of which informed the MTR of the ESP, recommends more attention to equity, and calls for an intensification of efforts to reach out-of-school children. The analysis also suggests the need to improve the targeting of scholarships in order to

⁵⁰ National Education Congress Report, March 2017.

⁵¹ World Bank estimates: in 2014, the poverty rate was 13.5 per cent compared to 47.8 per cent in 2007; the bank also estimates that about 90 per cent of the poor in Cambodia live in the countryside, and that around 4.5 million people are near-poor.

⁵² UNICEF Out-of-School Children Study 2016; and Cambodia Economic Association (CEA) Study on Scholarships 2014.

⁵³ Cambodia's National Social Protection Policy Framework 2017-25 vision is the construction of a social protection system with inclusiveness, effectiveness and financial sustainability, which is the tool to reduce and prevent poverty, vulnerability and inequality, which in turn will contribute to the development and protection of human resources as well as boosting economic growth.

⁵⁴ Dean Filmer and Norbert Schady, Impact evaluation brief, June 2, 2009, *Promoting schooling through scholarships in Cambodia, evidence from the Cambodia Education Sector Support Project*.

⁵⁵ Policy 1: Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all.

⁵⁶ Midterm Review Report of the ESP 2014-18 and projections to 2020, Nov. 2016

⁵⁷ Cambodia Rapid Education Sector Analysis, International Institute for Education Planning (IIEP), Sept. 2016.

reinforce their impact. Furthermore, the 2017 education Joint Sector Review conducted by MoEYS and development partners recommends a close monitoring and systematic reporting on performance of weaker provinces, ensuring that additional support is provided, and a re-balance of scholarships and other programmes to improve education equity.

The proposed indicators for the equity component of the variable part, will therefore support MoEYS efforts to re-emphasize its commitment to ensuring equity in access to education. It will do so by taking the necessary measures to ensure one of its most important equity-orientated programmes indeed reaches the poorest children, allowing them to go to and remain in school.

The primary scholarship programme

The Royal Government of Cambodia issued enabling legislation in 2015⁵⁸ for the provision of scholarships to primary school students, and introduced changes to scholarships provided to secondary school students.⁵⁹ The legislation covers the provision of scholarships to poor and disadvantaged students at primary and general secondary education in public education institutions. The primary scholarship programme targets poor students and ID Poor cardholders or populations with similar living standards.⁶⁰ The scheme requires scholarships to be provided on the condition that student beneficiaries achieve an 80 per cent attendance of school days or that they pass the average academic score.⁶¹ The legislation foresees the selection of scholarship students to follow criteria and procedures provided in the manual on the implementation of the primary scholarship programme.⁶² Selection criteria developed in the operational manual include: detailed criteria for the various categories of ID Poor cardholders; and criteria related to possible beneficiaries whose family do not hold an ID Poor card, but who are in a situation of vulnerability due to specific family conditions or disability.⁶³

The primary education scholarship programme,⁶⁴ initially financed externally with GPE2 support, is now financed through the national budget, and is therefore fully institutionalised. An estimated 86,126 primary students (52 per cent girls) received primary education scholarships in SY2016/17, covering around 4 per cent of primary children attending school. There is therefore scope to expand the coverage of the primary scholarship programme, particularly to grades 1 to 3. Before MoEYS commits to programme expansion, however, it first wishes to evaluate the programme's implementation, and make necessary equity-orientated adjustments before proceeding to an expansion.

⁵⁸ Anukret 34 on The Provision of Scholarship for Poor Students at Primary and General Secondary Education (March 2015) and

⁵⁹ Increase of the amount of the scholarship for lower secondary education and initiated the funding of scholarships in upper secondary education.

⁶⁰ ID Poor is an programme to identify poor and vulnerable households in Cambodia. The programme was established in 2006, aims to assist both government and non-government social/development assistance to reach the most in need. Identification of the poor is done using a combination of proxy-means test and community-based targeting, and the data is updated every three years. Currently approximately 20% of total households in Cambodia are registered in the ID Poor programme.

⁶¹ Praksa 2457 on Criteria and Procedures for Providing Scholarship to Poor Students at Primary and General Secondary Education Levels (Aug. 2015).

⁶² Cash scholarship (GPE, administered by the WB) operational manual, Guidelines for national, sub-national and local scholarship committees, MoEYS, Dec. 2014

⁶³ The provision of the manual regarding targeting are the following: (i) The students in grades 4, 5 and 6, with a priority to girls if any gender disparity; (ii) Students from the poorest families bearing an ID poor 1 card; (iii) Students from the poorest families bearing ID poor 2 card or Equity ID Health and others who do not have ID card might be considered based on the following criteria: students from the poorest families such as having no land, currently in debt, big family, etc. orphans, disable children, parents/guardian have serious illness, and frequently absent students who are at risk of dropping out. (iv) Not a beneficiary of any NGO or other institution scholarship program; (v) Students whose parents/guardians have strong commitment to encourage their schooling and attending at least 80% every month; (vi) Selected students who have high academic performance as evidenced by the scores achieved on taking a national standard test in Khmer Language and mathematics at Grade 3 level; (vii) If there are 3 students or more from the same family that meet the selection criteria of the program, only 2 of them will be selected.

⁶⁴ As is the expansion of the lower secondary scholarship programme, which was commenced before the primary scholarship programme, and provided scholarships to 71,669 (60 per cent girls) lower secondary students in school year 2016-17, representing some 13 per cent of lower secondary children attending school.

The expansion of the primary scholarship programme⁶⁵ is envisaged in the National Social Protection Policy Framework, prepared under MEF leadership, and adopted by the Council of Ministers in March 2017. In line with MoEYS plans, however the framework suggests a phased approach to this work, with activities up to 2020 aimed at reinforcement of the implementation mechanisms of the scholarship programme to ensure greater equity; and at the preparation of research for the eventual expansion of coverage (notably to grades 1 to 3) and level of scholarship benefits.

The primary scholarship programme financed by the MoEYS was started recently, in school year 2014-15, and therefore has not yet benefitted from an in-depth evaluation. A recent review of the scholarship programme was however conducted by MoEYS' Department of Policy,⁶⁶ which recommends:

- (i) Strengthening of the mechanisms for scholarship management, including the following recommendations: (i) primary scholarship should be provided to poor students without conditions relating to school attendance and without academic performance requirements; and (ii) improved mechanisms for scholarship management to ensure timely selection of beneficiaries, and disbursement of scholarships, so that students receive their scholarships at the beginning of the school year (November) instead at the beginning of the financial years (January/February). The study recommends sufficient budget and capacity development opportunities to be provided to the scholarship committee and other stakeholders involved in beneficiary selection; and for M&E processes to perform their work effectively;
- (ii) An increase in the amount per scholarship;⁶⁷ and
- (iii) Attention to other matters, such as the need for scholarships to better support student transition from primary to secondary education; to complement scholarships with transport or dormitories; and to work with parents to ensure their full support to school attendance by children. An in-depth evaluation of the primary scholarship programme⁶⁸ is planned for 2018.

4.2.5 Rationale

GPE3 results-based funding will be important in ensuring public funds allocated to primary scholarships are used to optimise access to, and retention in, primary education, reaching the poorest children. Maintaining a focus on primary scholarships under GPE Phase 3 will build upon and help sustain the investment made under GPE2 in establishing the primary scholarship programme.

Support to MoEYS efforts to improve student retention, particularly of the poorest children, who are most at risk of dropping out of school, is instrumental in improving equity. Retention is still a major challenge in primary education in Cambodia. The primary completion rate has, since 2012, followed a decreasing trend from 89.7 per cent in 2011-12 to 80.6 per cent in 2015-16; with the number of districts reaching a primary completion rate of at least 80 per cent decreasing from 133 in 2012-13 to 90 in 2016-17. Primary student dropout has also been declining, but remains at high levels. In 2012, student dropout was the highest in grades 1 and 2. A decline in primary student dropout in the early grades was observed in recent years, which may be attributed to progress in expanding enrolment of five-year-olds. Drop out in early grades, especially in grade 1, however, remains high. Primary dropout is

⁶⁵ As is an expansion of the secondary education scholarship programme.

⁶⁶ The effectiveness and efficiency of scholarship program at primary schools and secondary schools, Dept. of Policy, MoEYS Cambodia, 2017.

⁶⁷ Increase the amount of the primary scholarship, from \$60 per year to \$100 per year.

⁶⁸ To be financed by the CDPF.

now found to accelerate towards the end of the primary education cycle, especially in rural areas (refer to **Figure 9** below).

The indicators and targets set for the equity component accompany MoEYS in ensuring the implementation of the primary scholarship programme indeed allows the poorest children to access and remain in schools.

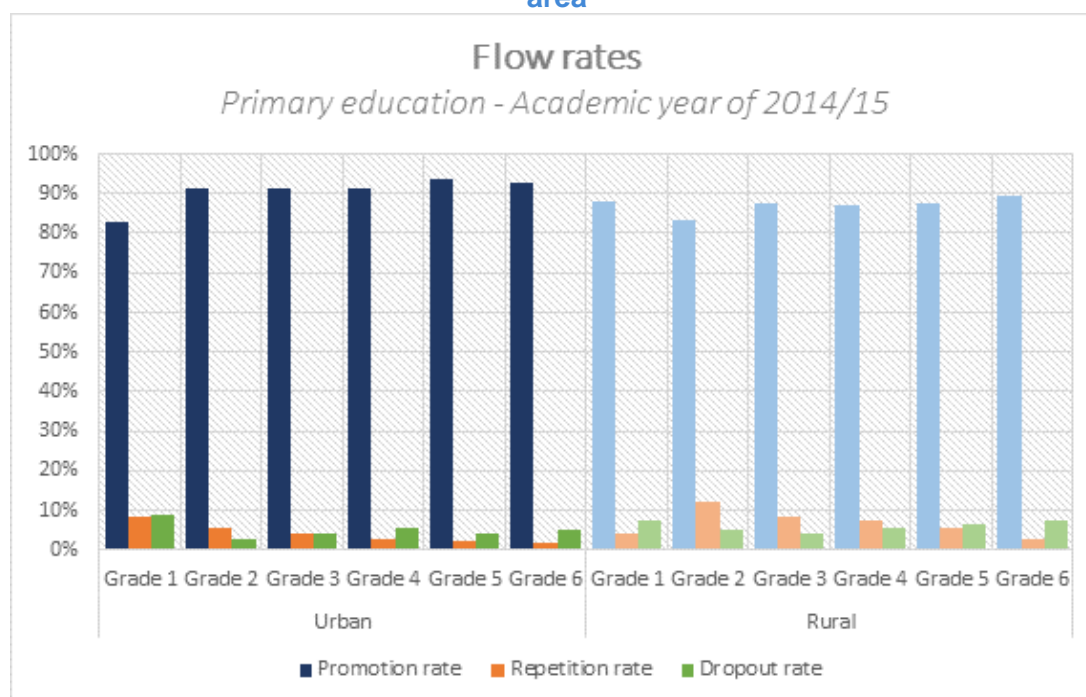
The preparation and adoption of a primary scholarship framework was not prepared earlier as the programme started only recently, with GPE2 programme support, and the focus was on getting the programme up and running within the GPE implementation period. Minimally required documentation was therefore developed at that time to make the scholarship programme operational, including relevant legislation/decrees and an operational manual.

After a few years of implementation, and with the anticipated further expansion of the programme (to grade 1-3 children), MoEYS wants to develop a more comprehensive guidance document, the primary scholarship framework. Based on challenges identified in the implementation of the programme, this framework should adjust implementation mechanisms to ensure programme modalities allow the poorest children to benefit from the scholarships and remain in schools to complete the primary cycle.

One of the important challenges identified in the implementation of the primary scholarship scheme is the late payment of the first instalment, which is paid two to three months after the start of the school year, making it difficult for many children to stay in school at least for the beginning of the school year. An improvement on this requires important work on the systems (notably data systems) and mechanisms in place, and related capacity development to all actors to ensure improvements are indeed taking place.

Primary student dropout rate has improved and is at 4.6 per cent (3.8 per cent girls) overall at national level (2015/16), but there are important geographical disparities, particularly between rural and urban areas as shown in **Figure 9** below.

Figure 9: Primary promotion, repetition and dropout rates by grade and geographical area

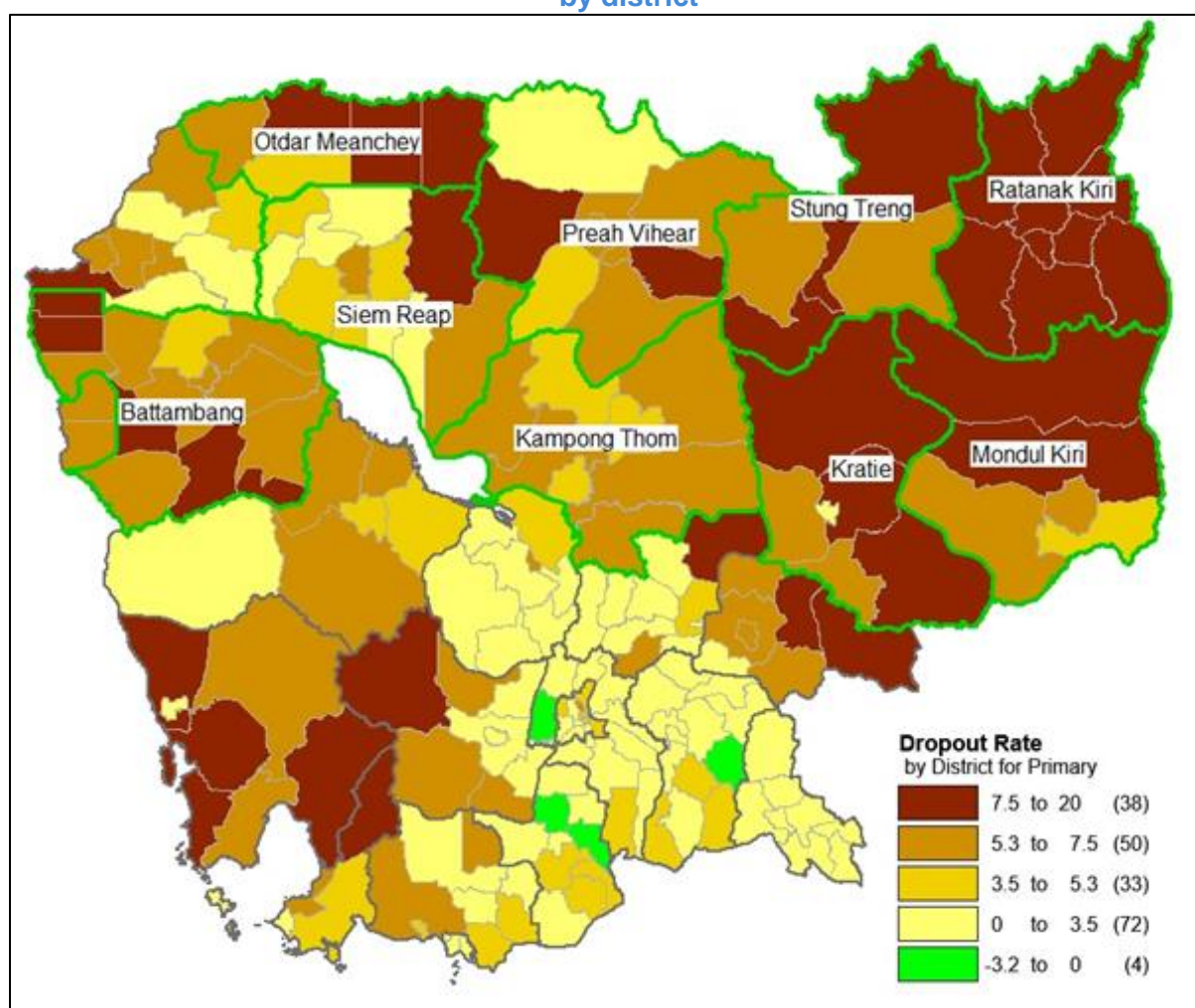


Source: RESA, 2016.

Figure 10 below highlights the district-level average primary dropout rates. The indicators, milestones and targets set for the equity component, which are related to the support to the primary scholarship programme are national in scope.

GPE support under the efficiency and learning components will be targeted to the provinces labelled and highlighted by green borders in Figure 10. Districts are divided into quartile ranges. The top-performing quartile (ignoring negative results – dropout of <3.5 per cent) is marked in yellow.⁶⁹ The worst-performing quartile (dropout of >7.5 per cent) districts are shown in dark brown with a gradual colour scale for districts in between. Of these, 38 districts fall into the worst quartile, 26 (68 per cent) of which are located in GPE-selected provinces. As noted on the map, provinces with high dropout rates are clustered in the northern regions, particularly in the northeast surrounding Ratana Kiri Province, where access to education is generally poor.⁷⁰

Figure 10: Map of Cambodia showing average primary dropout rates (quartile ranges) by district



Source: RESA, 2016.

⁶⁹Of note there are four districts with between 0 and 3.2 per cent dropout rate (negative rates show a growth) which are presumably districts benefiting from net migration into the district thus increasing later grade enrolments.

⁷⁰The north-eastern border districts have many migrant workers from Vietnam which may account for high primary dropout rates as workers return to work in Vietnam due to its rapidly growing economy.

4.2.6 Impact and sustainability

Refinements in the implementation mechanism of the primary scholarship programme through thorough evaluation should support further expansion of the scheme's coverage to grades 1-3, which should have a positive impact on the national primary completion rate.

Strengthening of MoEYS implementation mechanisms of the primary scholarship programme is expected to result in increased student retention in the education system. If student retention does improve further, this will provide evidence for the efficacy of the investment, and encourage continued government financing of the programme, with possible further expansion in the number of beneficiaries under the next ESP.

4.2.7 Alignment and contribution

The equity-enhanced primary scholarship scheme will contribute to key performance indicators of the primary sub-sector articulated in the MTR of the ESP, including the number of districts reaching at least an 80 per cent primary completion rate and primary student dropout. Supporting retention of children in the system to complete a full primary school cycle is also expected to contribute to increasing transition to lower secondary education. The primary scholarship scheme has strong alignment with the ESP 2014-2018 and the MTR, and is specifically mentioned in these key documents as an explicit MoEYS strategy to increase enrolment in primary schools, including amongst children from marginalised groups.

The process target related to the preparation of a scholarship framework reinforcing primary scholarship implementation mechanisms is planned in the policy action matrix 2016-2018 annexed to the MTR of the ESP.⁷¹

4.2.8 Coordination and complementarity

Indicators and targets of the equity component are aligned and complementary to the EU's budget support programme 2018-2021. The Performance Assessment Framework of the EU-funded programme includes an indicator related to primary completion rate with associated targets related to the implementation of the primary scholarship programme. The specific targets of this EU budget support programme relate to the expansion of the primary scholarship programme's coverage, both by an increased number of scholarships for grades 4 to 6 students; and with the provision of scholarships to grade 1 to 3 children in remote schools.

These indicators, and the targets set, are complementary to the indicators and targets set under the equity component. Both sets of indicators mutually reinforce each other. CDPF Phase III, which is funded by Sweden and EU, and would also be funded by GPE under the variable part, will provide support to the implementation of the scholarship scheme, notably with the funding of an evaluation of the scheme.

⁷¹ It was foreseen to develop a 'National Scholarship Framework' but since this will only apply to MoEYS scholarships schemes, it will now be referred to as simply a 'Scholarship Framework'. The policy action was expected to take place in 2016 but has been delayed. MoEYS plans to develop the framework in 2017/18, notably with CDPF support, hence an assessment of this target in March 2019.

Table 8: Equity component: indicators, milestones and targets

C1	Indicator	Baseline (year)	Milestones and Targets		
			2018	2019	2020
1.	Equity-focused primary scholarship framework is developed and adopted by MoEYS (including grades 1-3)	Primary scholarship framework does not exist	N/A	Equity-focused primary scholarship framework adopted by MoEYS (including grades 1-3) FUNDING ATTACHED TO ACHIEVEMENT OF TARGET	
2.	Schools improve the forecasting of number of children eligible for scholarships and MoEYS ensures timely payment of primary scholarships to beneficiaries (at the beginning of school year)	0% of the primary scholarships paid by MoEYS to scholarship beneficiaries within the first month of the school year (November 30) SY 2017/18	N/A	Number of children eligible for scholarships selected by schools and local scholarship committees in line with the timeline defined in the equity-focused scholarship framework, for SY 2019/20 NO FUNDING ATTACHED TO ACHIEVEMENT OF TARGET	At least 60% of primary scholarship beneficiaries receive the first tranche of scholarship payment within the first month of the SY 2020/21 (by 30 November) FUNDING ATTACHED TO ACHIEVEMENT OF TARGET WITH AN OPTION OF SCALED FUNDING FOR PARTIAL ACHIEVEMENT

Funding for equity component	Disbursement Amount and Conditions (in US\$)			
	Total Amount	2018	2019	2020
	US\$2,100,000	\$0	\$1,050,000	\$1,050,000 Scaled funding option available for partial achievement of this target: <ul style="list-style-type: none"> • Greater or equal to 60% - \$1,050,000 • 40% to 59.9%: 50% of total funding - \$525,000 • Less than 40% - \$0

Equity component: Means of verification

Before the start of the programme, MoEYS and UNICEF will develop a comprehensive means of verification action plan to enable progress to be appropriately monitored.

Indicator (1) on development and adoption of an equity-focused primary scholarship framework

2018:

- N/A

2019:

- Step 1 - Equity focused primary scholarship framework (grade 1-6) approved by MoEYS by *March 2019 (during/around Education Congress)*, including provisions related to scholarship targeting and selection criteria; processes and timelines related to selection and payments, including fund flow mechanisms; provisions for the transition to secondary education; and strengthening of monitoring and evaluation of the primary scholarship programme
- Step 2 - Review of achievements by the grant agent that includes a verification of equity-focused criteria by the grant agent in *May 2019*
- Step 3 – The equity-focused scholarship framework document and the review of achievements, which includes a verification of equity-focused criteria by the grant agent will be reviewed by the LEG, before *June 2019 /July 2019 (depending on when the JTWG/LEG meeting is held)* and will confirm attainment of the indicator

2020:

- N/A

Indicator (2) on improved timeliness of schools in preparing scholarship beneficiary forecasts and of MoEYS in payment of primary scholarships to beneficiaries.

2018:

- N/A

2019:

- Step 1 – Official MoEYS document that indicates the number of children eligible for scholarships from schools for SY2019-2020, within the timeline defined in the equity-focused scholarship framework
- Step 2 – MoEYS to share the official document with grant agent by *August 2019*. The availability of an official document that indicates the number of children eligible for scholarships by August 2019 is currently an assumption. The exact timeline for availability of this information will be confirmed when the scholarship framework is developed and adopted by MoEYS.

2020:

- Step 1 - Official document from MoEYS that details the scholarship disbursement for SY 2020/21 produced, including listing of beneficiaries by geographic location and proof of payment date to scholarship beneficiaries. To be shared by *15 December 2020*.
- Step 2 (in parallel with Step 1) - Spot check by third party verifier (e.g., university, independent consultant) with a stratified sample in each province wherein the scope of coverage will be determined by MoEYS and the grant agent before start of the GPE3 programme. The spot check would include desk verification of the official document shared by MoEYS, in addition to fieldwork. The verifier will conduct a sample survey of the schools to include review of school-level records of beneficiaries and interviews with school directors and parents on timing of funds disbursed to scholarship beneficiaries. The third party will develop a report on the findings of the desk review and fieldwork. This report would be completed by *30 December 2020*.
- Step 3 – The official document from MoEYS on scholarship disbursement for SY 2020/21 will be reviewed, and attainment of this indicator will be validated by the PFM sub-technical working group or the LEG (whichever is sooner) no later than *15 January 2021*.
- The tight verification schedule for these targets is also linked to the end of CDPF funding, to which GPE3 variable allocations are linked. As 2021 is the last year of CDPF implementation,

verification would have to be done in a timely manner to allow MoEYS and CDPF partners to better understand the budget available in 2021, and to collaboratively develop and implement a work plan.

Equity component: Notes

Indicator (1) on development and adoption of an equity-focused primary scholarship framework

Notes on indicators and their definitions

- **The equity-focused scholarship framework** will aim to reinforce the current implementation mechanisms adopted by MoEYS. This scholarship framework will set the basis for adjusting implementation mechanisms of the primary scholarship programme, with a special emphasis on equitable identification of beneficiaries and allocation of scholarships. The framework will include practical steps to ensure that selection is made in an equitable manner and on time; payments are made on time; children benefitting transition to secondary school; targeting to ensure maximum impact; and articulation with other programmes and activities aimed at preventing drop out and increasing primary completion. The framework will be prepared based on existing reviews of the scholarship programme, and other analysis as required. It will cover the primary scholarship programme and possibly secondary (GPE target to be met: primary). It will be formally adopted by MoEYS by the 2019 Education Congress (March 2019).

Notes on establishing targets

N/A

Indicator (2) on improved timeliness of schools in preparing scholarship beneficiary forecasts and of MoEYS in payment of primary scholarships to beneficiaries.

Notes on indicators and their definitions

There is no geographical targeting applied for this indicator for GPE funding. It is expected that the implementation of the scholarship framework will be implemented and monitored nationally, across all provinces and districts in Cambodia.

Notes on establishing targets

Currently, scholarships (approximately to 86,126 primary students in SY 2016-17) are being disbursed nearly four months after the start of the school academic year, hence 0% of the scholarships are disbursed in a timely manner (within one month of the school year). The delays can be attributed to bottlenecks that are both internal and external to MoEYS (external related to MEF). Successful achievement of the target would demonstrate a significant 'stretch' as the implementation of the scholarship framework would help address significant bottlenecks in ensuring that the scholarships indeed respond to the needs of the poorest children. The main bottleneck internal to MoEYS is related to the selection criteria, and to the delays in timely scholarship beneficiary forecasting and payment.

The target has been set to 60% of scholarships disbursed within first month of the school year as successful implementation of the scholarship framework across the country would require significant efforts in a short duration of time. Some of the key challenges that would have to be addressed include:

- Prioritization and commitment of key ministry management and technical leadership, both in MoEYS and MEF to address changes to timing of fund flow for scholarships; and possible changes to fund flow mechanisms based on MoEYS scholarship framework. It will also require extensive technical discussions between both ministries to develop and implement the framework in 2019 and 2020.
- Schools would be expected to use EMIS data and other enrolment projections to develop scholarship forecasts for the following academic year, before the close of the prior academic

year. Scholarship forecasts are currently prepared a few months after the start of the school year (after November) when the enrolments have stabilized in the schools.

- Improved forecasting from schools, would require swift collection of this information by district offices of education, and subsequently, from provincial offices of education that will share it with the central departments in the Ministry (e.g. Primary Education Department or Department of Finance) as well as with the Provincial MEF/Provincial Treasury. Currently, research and monitoring efforts suggests that these sub-national departments do not prioritize the timely collection of scholarship requirements from schools and sharing it with the provincial MEF, resulting in further delays in the request and subsequent disbursement of scholarship funds to schools.
- With improved forecasting by schools and timely sharing of this information to central departments on the scholarship forecasts, MoEYS will have timely information to request budget release from MEF for the first tranche of the scholarships before the start of the academic year (by November), as opposed to the current practice of subsequent fiscal year (February/March disbursements).
- Applying a higher target than what is established in the programme document would be unrealistic as the GPE programme is verifying for results, less than one year after the implementation of a new scholarship framework. It is expected that many stakeholders (schools, district offices of education, provincial offices of education, central departments in MoEYS and in MEF at both central and provincial levels) across the nation change their old practices swiftly, within one year of implementing a new system for scholarships. Any systemic reform that has nation-wide impact will require time and support, especially in remote and hard-to-reach areas to comply with new systems/processes.

4.3 Component 2. Efficiency

4.3.1 Theory of change

The efficiency component aims to reduce repetition rates in grade 1. High repetition rates indeed contribute to high student dropout, particularly in the early grades of primary school, ultimately leading to low primary education completion rates.

Many strategies can be employed to reduce repetition: school performance in terms of (i) overall *school administrative management* (notably the links and implication of school support committee and follow up on teacher and student absenteeism, etc.); (ii) *human resource management* (impacting on teaching hours effectively implemented); (iii) *planning and budgeting* (responding to school needs, notably in terms of the school environment; (iv) availability and effective implementation of *activities supporting slower learners*, etc.); and , very importantly, (v) *teaching and learning practices*; which all together have an important impact on repetition.

Improving the efficiency and effectiveness of school-based management is one strategy purposefully adopted by MoEYS, particularly in the context of decentralised and deconcentrated reform processes, which seeks to strengthen the school as the primary service delivery unit. Through focusing on improving school-based management, weaknesses in all school-level efficiency dimensions, including in planning, budgeting, administration, human resource management, teaching and learning practices, will be addressed.

The focus on school-based management in the efficiency component is highly complementary to other areas of work under the variable and fixed parts, which will also assist to reduce student repetition rates. A sharpened, equity-focused, and most likely expanded (to grades 1 to 3 and a continued gradual further expansion in numbers for the grade 4-6, under the next ESP) scholarship programme will help to reduce repetition rates;

as will assisting early grade primary teachers to improve the quality of their pedagogy through in-service training, reinforced by school-based mentoring.

The theory of change for the efficiency component therefore proposes that if school directors have improved capacities to plan, budget, manage human resources and support teaching then school performance will be improved, and will therefore respond better to local needs and challenges, such as the difficulties that can lead to repetition and eventual dropout of students at a later stage (refer **Figure 11** below).

School-based management as developed in Cambodia covers essential school operation processes: human resource management, administration, teaching and financial management. This indicator, and the targets set, therefore strengthen crucial capacities at the school level with the potential to greatly improve both the internal and external efficiency of schools.

Building solid capacity of schools in school-based management is necessary for the implementation of ongoing priority government reforms, such as D&D reform and school financing reform with the introduction of the SIF, both of which lead to bringing more responsibilities to schools. These reforms, if fully implemented, will transform management of Cambodia's education system.

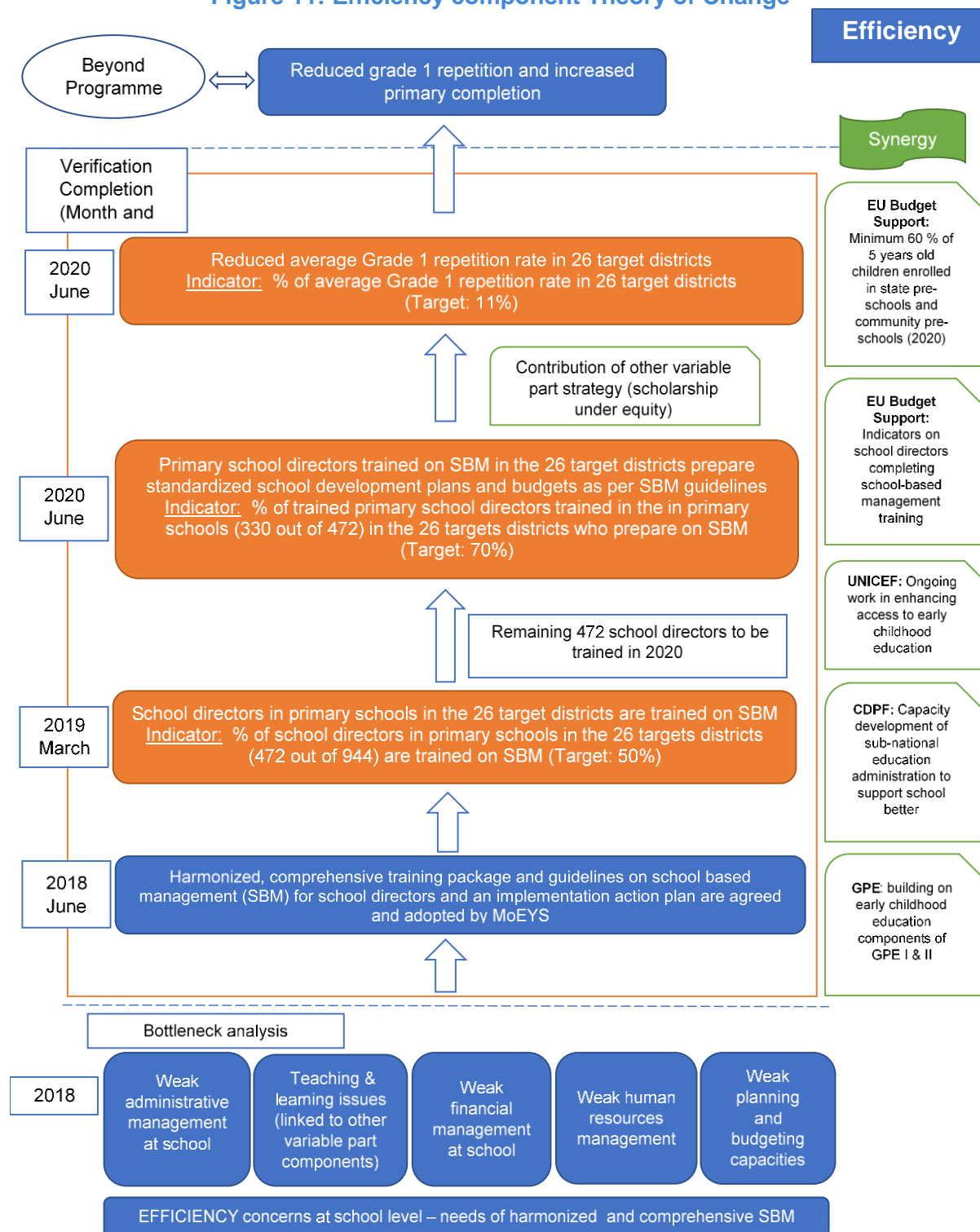
This efficiency component will bolster MoEYS' efforts to strengthen results-based planning and budgeting and efficient human resource management in schools; while also supporting efficiency in school budget execution, and enhanced community participation in school-based planning and budgeting.

The proposed indicators and targets for the efficiency component promote system-wide change with the introduction of a single and coherent training package at the school level to reinforce school director capacities to successfully cope with, and seize the opportunities that reforms will generate. It is anticipated that strengthening school level capacities in this way will lead to more efficient and effective education service delivery, which will have a positive impact on repetition rates (the impact will, however, have to be assessed beyond the programme timeframe).

Effective school-based management is an important element of achieving efficiency within the education system. The GPE3 variable part will support establishment of the system and its implementation specifically in the 26 target districts, which should inform its implementation at national level.

With strengthened capacities in planning and budgeting, and in human resource management and support to teachers as a result of undertaking professional training, it is anticipated that school directors will be able to: (i) better identify priority needs at school level; (ii) will have increased capacity to analyze challenges and needs based on indicators of performance, such as repetition rate; and (iii) be able to more systematically plan and budget specific actions to respond to challenges identified locally as leading to repetition, and drop out. Activities that school directors may plan and prioritise, with heightened knowledge gained through professional training, are those specifically targeting slower learners; following attendance more closely, and working with the school community on promoting correct age entry (reducing both over-age and under-age enrolment).

Figure 11: Efficiency component Theory of Change



Key assumptions for successful implementation under the efficiency component include: (i) a harmonised school-based management training package also including SIF training is finalised and adopted by MoEYS in 2018; (ii) various departments are involved in the delivery of the training package, and are available to provide the trainings and make the necessary efforts of coordination to avoid fragmented implementation.

4.3.2 'Stretch' and transformational effect

Significant challenges related to the effective management of schools have been identified, leading to weaknesses in terms of efficiency, which translate to poor performance on indicators such as repetition.

The stretch and transformational effect under the efficiency component is clearly demonstrated when considering the recent upward trends in student repetition rates and current averages. National grade 1 repetition rates have increased by 1.8 per cent between 2013/14 and 2015/16; while across the GPE3 target districts repetition rates have increased by 1.7 per cent. However, in 2013/14 GPE target districts maintained a much higher average repetition rate than the national average; in fact, 4.4 per cent higher than the national rate.

Grade 1 repetition rates, therefore, are much higher than the average primary repetition rates and much higher than targets established in the ESP.

The strategy adopted by MoEYS to overcome inefficiency challenges at school level, which focuses on increasing school capacity and responsibility with the implementation of the school-based management, constitutes an important stretch for MoEYS and schools. This strategy should lead to an important transformation in the performance of schools, which is needed.

Ongoing reforms, such as D&D reform and the introduction of the SIF, require a number of changes to current practices, which will lead to an important transformation to the way schools are operating, including:

- The introduction of the SIF and progress on school-based management reform requires a move towards a single coherent, comprehensive training package in school-based management, which also includes SIF-related training. This harmonised and comprehensive training programme for school authorities should be delivered institutionally, which will require important efforts of coordination between various MoEYS technical departments. Currently, trainings are provided in a fragmented manner, which is not cost effective and cannot be leading to expected change in terms of school capacity building. The implementation of a single package represents an important stretch that should not be underestimated.
- Another important stretch, linked to the learning component of the programme, and to the work undertaken under the fixed part, will be the full institutionalisation of this training by ensuring it is part of the CPD in the long term, and can therefore be implemented in a regular, planned and systematic manner nationally.
- School-based management covers essential school operation processes: human resource management, administration; and teaching and financial management. If schools are supported to prepare and use standardized school plans encompassing a variety of financial and human resources, this should lead to better resource prioritisation, enabling a more effective response to school level challenges. Notably, better school-based management can assist children facing learning difficulties in grade 1, or help to address other challenges such as late entry into school, which would, reduce grade 1 repetition, constituting an important stretch, where student repetition is the highest.

- The indicator target set anticipates that only 70 per cent of primary school directors in the 26 target districts will prepare standardized school improvement plans as per school-based management guidelines. One reason for this is target districts are amongst the most marginalized and poor performing (with high dropout and repetition rates). Therefore, capacities in these schools are likely to be low, and therefore a 70 per cent target, if realized, would constitute an important achievement.
- CDPF will only contribute to one-off training over the programme period, it would therefore not be reasonable to propose that more than half of the primary school directors, receiving training would be able to prepare standardized plans.
- At the same time as delivering this one-off training, MoEYS (with GPEIII support) will be developing its CPD system, that, when operational, will be able to provide school-based management on a regular, ongoing and systematic basis.

4.3.3 Milestones

Several milestones are expected to be achieved as part of the efficiency component (refer **Table 9**) including:

- Finalisation of the preparation and adoption by MoEYS of a harmonized, comprehensive training package and guidelines on school-based management and school Improvement fund (SIF) for school directors, together with an implementation action plan - by 2018;
- Training of school directors leading to the preparation of standardised school development plans and budgets, as per school-based management guidelines - 2018 onwards; and
- Roll out of the school directors training through MoEYS planning and budgeting efforts.

4.3.4 Background

The efficiency component of the variable part aims to reduce repetition rates in grade 1. High repetition rates contribute to high student drop out, particularly in the early grades of primary school, ultimately leading to low primary education completion rates.

Tackling high repetition rates is a MoEYS strategic priority, demonstrated by a decision to designate reduction of repetition as a CBI at the ESP's 2016 MTR. Improving the efficiency and effectiveness of school-based management is one of several strategies that contribute to reducing repetition.

Through focusing on improving school-based management, weaknesses in all school-level efficiency dimensions, including in planning, budgeting, administration, human resource management, and teaching and learning practices, will be addressed. If improvements are made to budget formulation, then school teaching and learning materials can be procured on time and as needed, which will positively affect the quality of learning in classrooms. Similarly, if planning and budgets are planned and executed properly, teachers can be managed well, including their attendance and the quality of their pedagogy. These elements ultimately lead to better quality education service delivery, which should lead to decreased repetition rates.

School-based management is at the core of the D&D reform policy. According to this policy, however, capacity development is needed for school staff and community members across the country to develop capacity to fully assume the responsibilities and tasks associated with this reform process.

MoEYS has taken important steps to increase school responsibilities and to improve their capacities during the implementation of the ESP 2014-2018. These include reinforcement of school-level planning and budgeting capacities; implementation of the school improvement grant (SIG); and advocating for changes with MEF to remove bottlenecks delaying SOB disbursement. Furthermore, MoEYS agreed with MEF on important measures related to school financing in 2017, with the introduction of the SIF.

Training at the school level has largely focused so far on financial management of the SIG⁷² and SOB, and less on broader school-based management, including building the capacity of school directors, school support committees and district training and monitoring teams (DTMTs). Further efforts are needed to build school-level capacities to successfully implement D&D reforms, and to seize opportunities the SIF is expected to bring.

There are several different training packages being implemented by separate MoEYS departments. To date, there has not been a single harmonised comprehensive training package on school-based management for school directors or school support committees implemented at school level. MoEYS recently adopted one package as the basis for such a harmonised package,⁷³ but is currently considering additional modules to complete it, such as the recently prepared SIF modules in line with approved changes related to school financing. This important effort to compile and agree on a single comprehensive and harmonised package involves several MoEYS technical departments and development partners who have supported various modules of trainings implemented at school level.

Other interventions related to school-based management at primary level, and supported by development partners, include 16 days of annual training to school directors with CDPF support through MoEYS' Teacher Training Department; and training to school directors on school financing, including School Operating Budget (SOB) and School Improvement Grant (SIG) procedures, by MoEYS' Department of Finance, also funded with CDPF support.

Closer examination and assessment of implementation modalities for these various training packages is warranted. GPE2 raised the possibility of delivering school director training through blended approaches, linking school director training to standards and eventually to their career pathway (linked to CPD credits). Experiences from GPE2 also suggest the need to improve human resource planning and management related to future school director recruitment. School director status also needs to be further recognised through increased financial incentives.

Building on lessons learned from GPE2, the efficiency component should encourage MoEYS' efforts in ensuring increased school-based management capacity. This capacity investment should lead to improved school performance, notably through a better knowledge of local needs and challenges, translated into better quality school development plans.

Schools in Cambodia have been receiving an operating budget since 2002.⁷⁴ This budget was introduced at the same time as the reform to officially remove primary and secondary education school fees. These two system interventions were major steps and crucial in increasing access to education. The rules for the utilisation of SOB did not, however, allow much flexibility, leading to constraints at the school level on investments in improving the quality and inclusivity of education service delivery.

⁷² There are currently two major sources of funding to schools, including: (i) school operating budget financed by Royal Cambodian Government; and (ii) school improvement grants funded by SIDA. There are currently plans to integrate both these budget sources into one single fund known as the School Improvement Fund. Further explanation of these funds and their planned amalgamation is outlined in the school budget section below.

⁷³ The school-based management training package developed with Save the Children support was recently adopted by MoEYS as the basis for the comprehensive and harmonized package.

⁷⁴ The Priority Action Programme (PAP) delivered to schools through district education offices.

Much progress has been made on these matters since the implementation of the current ESP from 2014. The funding formula for the SOB was revised and greater attention paid to building school capacities in planning and budgeting. Schools are now preparing school development plans, and have more flexibility in budget management. Much more remains to be done, however, most notably in school planning. Presently, schools are preparing annual plans, but these are of uneven quality and do not appropriately reflect all sources of school funding. Throughout the initial implementation phase of the SIF, which will bring an increase in school budgets, it will be crucial for this resourcing to be complemented with school-based management training. This training will improve school director abilities to plan for, and manage, increased budgets. More broadly, the training will enable schools to more ably link SIF budget to their plans to ensure all available resources are used efficiently and effectively to maintain and improve the quality and inclusivity of education.

The work on school-based management represents an important opportunity to assist MoEYS in addressing remaining challenges linked to school accountability, particularly the participation of communities in schools, as school development plans are required to be jointly developed by school leadership and school support committees.

4.3.5 Rationale

Indicators and targets selected for the efficiency component of the variable part support the strategic strengthening of capacities at the school-level to enable schools to better respond to local needs and challenges. Efforts will focus on development of capacities in a systematic manner to enable schools to implement ongoing reforms, notably related to D&D and school financing with the introduction of the SIF. If fully implemented, these reforms will transform the management of Cambodia's education system and improve its efficiency.

School-based management measures introduced to improve efficiency will be assessed in 2020 in the 26 target districts. Targets are linked to improvement of school capacity in planning; and the reduction of repetition in grade 1. Targets have been set in view of the short timeframe for programme implementation, and take into context difficulties associated with capacity weaknesses faced by schools in the target districts.

4.3.6 Impact and sustainability

The proposed indicator targets will promote reforms at the school level, which will enable schools to make the best out of opportunities that reforms, such as D&D and the SIF, offer. The successful strengthening of school capacities, notably in school-based management, is important to the sustainability of these major sector reforms, thereby giving schools more responsibilities and opportunities to increase the efficiency of the education system.

Improved school leadership and school-based management will translate into stronger policy implementation at the school level. Improved school capacities in planning and budgeting thanks to school-based management support is expected to result in better planning and budgeting based on local needs and heightened abilities to realise school development plan priorities.

The agreement on a single comprehensive and harmonised school-based management training package is a key step, and one which is taking place in parallel to the development of the CPD framework. Ultimately, school-based management training is expected to be integrated into the CPD system, which will ensure sustainability.

4.3.7 Alignment and contribution

The efficiency component is aligned to ongoing MoEYS priority reforms to improve efficiency at school level. Through the ESP's MTR, MoEYS introduced a new CBI on school-based

management. This CBI is coupled with a priority action to develop the capacity of school management staff by using a credit system.

The MTR introduced a second CBI: 'No. of districts with primary education repetition rate less than or equal to 10 per cent', to which the indicators and targets selected as part of the efficiency component of the variable part are also expected to contribute.

4.3.8 Coordination and complementarity

Important work in school-based management, with school leaders and school support committees, was undertaken through the GPE2 programme and by other development partners. Under GPE3 this work is now expected to be systematised. Furthermore, the next EU budget support programme includes targets related to school-based management training for school directors. The World Bank is considering support to school-based management in secondary education and Save the Children will continue supporting school-based management implementation.

Table 9: Efficiency component: indicators, milestone and targets

C2	Indicator	Baseline (year)	Milestones and Targets		
			2018	2019	2020
3.	Timely preparation of standardised school development plans and budgets by primary schools in the 26 target districts	<p>0% of primary school directors in 26 target districts (0 of 944 schools) are trained on the harmonized school-based management (SBM) and school improvement fund (SIF) package. SY 2016/17</p> <p>0% of schools in 26 target districts (0 of 944 schools) prepare standardised school development plans and budgets meeting the criteria set in SBM guidelines SY 2016/17</p>	<p>Harmonized, comprehensive training package and guidelines on SBM and SIF for school directors and an implementation action plan are agreed and adopted by MoEYS</p> <p>NO FUNDING ATTACHED TO ACHIEVEMENT OF TARGET</p>	<p>50% of primary school directors in 26 target districts are trained on SBM for implementation in SY 2018/19 (472 of 944 primary schools in 26 target districts)</p> <p>FUNDING ATTACHED TO ACHIEVEMENT OF TARGET</p>	<p>Remaining 50% of primary school directors in 26 target districts are trained on SBM implementation in SY 2019/20 (472 of 944 primary schools in 26 target districts)</p> <p>NO FUNDING ATTACHED TO ACHIEVEMENT OF TARGET</p> <p>70% of the 472 primary school directors trained in 2019 in the 26 target districts (330 of 472 primary schools) prepare standardised school development plans and budgets as per SBM guidelines</p> <p>FUNDING ATTACHED TO ACHIEVEMENT OF TARGET</p>
4.	Reduced average Grade 1 repetition rate in 26 target districts (in percentage)	<p>Total: 16.0% Female: 14.6%; Male: 17.2% SY 2015/16</p>	<p>Total: 14% Female: 13%; Male: 16% SY 2016/17</p> <p>NO FUNDING ATTACHED TO ACHIEVEMENT OF TARGET</p>	<p>Total: 13% Female: 12%; Male: 14% SY 2017/18</p> <p>NO FUNDING ATTACHED TO ACHIEVEMENT OF TARGET</p>	<p>Total: 11% Female: 10%; Male: 12% SY 2018/19</p> <p>FUNDING ATTACHED TO ACHIEVEMENT OF "TOTAL" (NOT GENDER DISAGGREGATED) TARGET WITH AN OPTION OF SCALED FUNDING FOR PARTIAL ACHIEVEMENT</p>

	Total disbursement against efficiency component	Disbursement Amount and Conditions (in US\$)		
		2018	2019	2020
		\$0	\$700,000	\$1,400,000
	Total disbursement amount: US\$2,100,000			<p>(i) \$700,000 for achievement of target on “70% of the 472 primary school directors trained in 2019 in the 26 target districts (330 of 472 primary schools trained in 2019) prepare standardised school development plans and budgets as per SBM guidelines”</p> <p>(ii) \$700,000 for achievement of target on “reduced average Grade 1 repetition rate”</p> <p>Scaled funding option available for partial achievement of this target on Grade 1 repetition rate:</p> <ul style="list-style-type: none"> • 11% and below - \$700,000 • 11.1%-12% - \$466,667 • 12.1% - 13.0% - \$233,333 • 13.1% - above - \$0

Efficiency component: Means of verification

Before the start of the programme, MoEYS and UNICEF will develop a comprehensive Means of Verification Action Plan that will enable progress to be appropriately monitored.

Indicator (3) Timely preparation of standardised school development plans and budgets by primary schools in the 26 target districts.

2018:

- Step 1 – Official letter/document from MoEYS that endorses a harmonized, comprehensive training package and guidelines on SBM and SIF for school directors, supported by an implementation action plan by *July 2018*
- Step 2 – MoEYS to commence training of school directors (472 of 944 primary schools in 26 target districts) in *August and September 2018* for implementation in SY 2018-19

2019:

- Step 1 – MoEYS to report in 2019 Congress Report (*March 2019*) on the number of school directors trained in 2018 for implementation of SBM practices in SY 2018-19
- Step 2 – Official report from MoEYS by *April 2019* on SBM implementation, including but not limited to: information on training beneficiaries, attendance list, pre/post test results on knowledge, skills and attitudes of school directors. The contents of the official report will be determined between MoEYS and grant agent before the start of the programme
- Step 3 – External verifier (non-MoEYS, could also be from grant agent) conducts desk review of documents shared by MoEYS by *May 2019*
- Step 4 – Both reports (MoEYS and external verifier report) shared with LEG for validation on achievement of target by *June 2019/July 2019 (depending on when the JTWG/LEG meeting is held)*

2020:

Related to indicator on remaining school directors in 26 target districts trained on school based management for implementation in SY 2019-2020 (472 of 944 primary schools)

- Step 1 – MoEYS to report in 2020 Congress Report (*March 2020*) on the number of school directors trained in 2019 for implementation of SBM practices in SY 2019-20
- Step 2 – Official report from MoEYS by *end of March 2020* on SBM implementation, including but not limited to: information on training beneficiaries, attendance list, pre-/post-test results on knowledge, skills and attitudes of school directors. MoEYS and grant agent will determine the contents of the official report before the programme starts

Related to indicator on 70% of the 472 primary school directors trained in 2019 in the 26 target districts (330 of 472 primary schools) preparing standardised school development plans and budgets as per SBM guidelines

- Step 1 – Official report from MoEYS on percentage of schools producing standardized school plans and budgets by *March 2020*
- Step 2- External (non-ministry, possibly from grant agent) conducts desk review of a sample of SBM plans and budgets, and determines if it is in line with SBM guidelines and verify data reported by MoEYS by *May 2020*
- Step 3 – Both reports (MoEYS and external verifier report) shared with LEG for validation on achievement of target by *June 2020/July 2020 (depending on when the JTWG/LEG meeting is held)*

Indicator (4) on reduced average Grade 1 repetition rate in 26 target districts

2018:

- Step 1 – Official report from MoEYS that includes analysis on EMIS (school census) data and published by *March 2018* on SY 2016/17.

2019:

- Step 1 - Official report from MoEYS that includes analysis on EMIS (school census) data published by *March 2019* on SY 2017/18.

2020:

- Step 1 - Official report from MoEYS that includes analysis on EMIS (school census) data published by *March 2020* on SY 2018/19.

- Step 2 - Spot check by third party verifier (could be a university, independent consultant) with a stratified sample in each province wherein the size of a smaller, yet statistically valid sampling will be determined by MoEYS and the grant agent before start of the GPE3 programme by *May 2020*
- Step 3 – Both reports (MoEYS and third-party verifier) shared with LEG for validation on achievement of target by *June 2019/July 2019 (depending on when the JTWG/LEG meeting is held)*

Efficiency component: Notes

Indicator (3) Timely preparation of standardised school development plans and budgets by primary schools in the 26 target districts.

Notes on indicators and their definitions

- **Harmonized, comprehensive training package and guidelines on SBM for school directors and an action plan are agreed and adopted by the MoEYS** - The various training packages/offerings are consolidated into one single comprehensive training package on SBM, which also integrates training/capacity building on implementation of the SIF guidelines. Prior to rolling out training for school directors, MoEYS will develop and adopt a standardized action plan for all school directors at the national level. Schools prepare school development plans and budget following the model and guidelines prescribed in the SBM training package
- **70% of the 472 primary schools trained in 2019 in the 26 target districts (330 of 472 primary schools) prepare standardised school development plans and budgets as per SBM guidelines** - Standardised school development plans and budget are prepared by schools following the model and guidelines prescribed in the SBM training package

Notes on establishing targets

- The number of schools in the target 26 districts is not static and is subject to change annually. For accurate target setting, the number of school directors to be trained is based on the number of schools from EMIS in SY 2015-16. There were 944 primary schools in the 26 GPE target districts in this school year
- It is assumed that there is one school director per school and this individual will be trained on SBM

Indicator (4) on reduction in average Grade 1 repetition rate in 26 target districts (Percentage)

Notes on indicators and their definitions

N/A

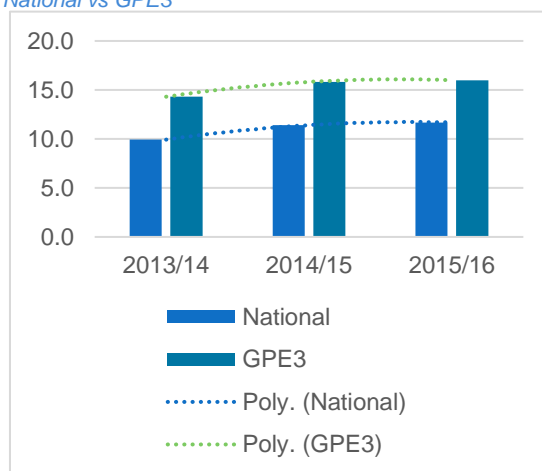
Notes on establishing targets

- Funding is attached to MoEYS achieving the “total” target, not gender disaggregated targets for male and female, repetition in Grade 1. However, the gender disaggregated data will be closely monitored by MoEYS and the grant agent as the current data indicates that boys have a much higher repetition rate than girls, which should be targeted in order to establish gender equality and to rapidly target reductions in the overall repetition rate.
- The ESP does not identify Grade 1 repetition rate as a distinct indicator however it does list targets for reductions in primary repetition.
 - a. Baseline SY 2015/16 Total 6.7 per cent, female 8.1 per cent
 - b. Target SY 2016/17 Total 4.4 per cent, female 4.4 per cent
 - c. Target SY 2017/18 Total 4.2 per cent, female 4.2 per cent
 - d. Target SY 2018/19 Total 4.0 per cent, female 4.0 per cent
 - e. Target SY 2019/20 Total 3.9 per cent, female 3.9 per cent
- MoEYS has established the same targets for primary female repetition despite boys having a higher repetition rate than girls.
- The national Grade 1 repetition is significantly higher than the national average primary repetition rate which takes into account grades 1 to 6.

G1 Repetition Rate 2013/14 to 2015/16 National vs GPE3 by Gender

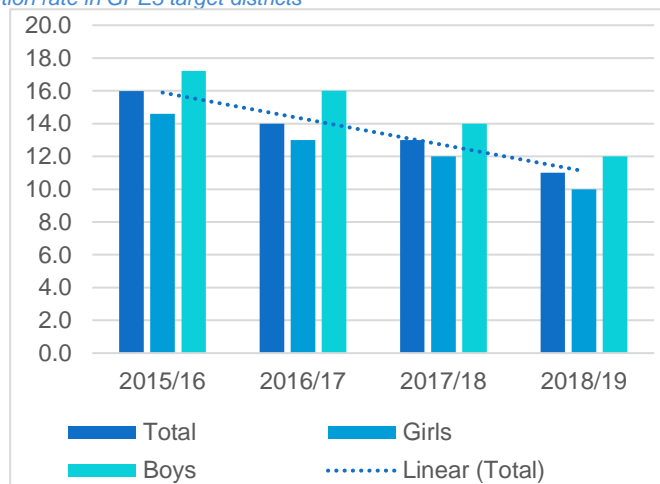
School Yea	National				GPE3 Districts			
	Total	Female	Male	GPI	Total	Female	Male	GPI
2013/14	9.9	8.7	11.0	0.79	14.3	13.2	15.4	0.86
2014/15	11.4	9.8	12.9	0.76	15.8	14.6	16.9	0.87
2015/16	11.7	9.9	13.2	0.75	16.0	14.6	17.2	0.85

Grade 1 repetition rate 2013/14 to 2015/16 National vs GPE3



- Both GPE district and national Grade 1 repetition rates have increased between SY 2013/14 and SY 2015/16 and by a similar amount. National rates have increased by 1.8%, while GPE target districts have increased by 1.7%.
- GPE districts have maintained a much higher average repetition rate than the national average. In 2013/14 GPE target district rates were 4.4% higher than national, while in SY 2015/16 GPE target district rates were 4.3% higher than national rates.
- In both national and GPE districts, boys are more likely to repeat than girls. GPE target districts have maintained a consistent gender parity index (GPI) ratio between 2013/14 (GPI 0.86) and 2015/16 (GPI 0.85) while nationally boys have fared worse with GPI declining from 0.79 to 0.75.
- Given the increase in Grade 1 repetition rates, both nationally and in GPE target districts between 2013/14 and 2014/15, this makes forecasting reductions in repetition rates difficult as there is not a downward trend. Likewise, there is a worsening trend in the proportion of boys repeating, which makes forecasting positive trends in achieving equity difficult. Further, Grade 1 repetition rates are much higher than the average primary repetition rates and much higher than the targets established in the ESP (MoEYS 2016). Thus, in establishing targets, Cambodia has attempted to establish reasonable targets in line with MoEYS methodology and objectives, yet realistic and achievable in the GPE target districts and reflective of Grade 1 repetition rates in GPE districts and nationally (as opposed to overall primary repetition rates).
- The table below shows the national Grade 1 repetition scaled to the primary repetition rate targets established by MoEYS (MoEYS 2016). These indicate an annual anticipated decline in repetition rate, which is variable for each year. The national target, if scaled to Grade 1, aims for a total reduction of 4.7% between 2015/16, the baseline year, and 2018/19 at the end of GPE3. As noted this proportional reduction cannot be applied to gender without widening the gender disparity in favour of girls. Reductions must be greater for boys if the gender disparity is to be reduced.
- It is proposed that GPE target districts aim for equivalent total reduction in repetition rate as the national target and achieve this through a consistent reduction of approximately 11% and 2% annually varied for year and gender and a total reduction of repetition rate of 5.0% (F 4.6%, M 5.2%) for selected GPE districts compared to 4.7% (F 4.3%, M 4.8%) nationally. It is also to be noted that despite the greater reduction in male repetition rates, the final GPI (0.83) is still lower than the baseline GPI (0.85).
- This would establish the decline in repetition rates indicated in the graph below.

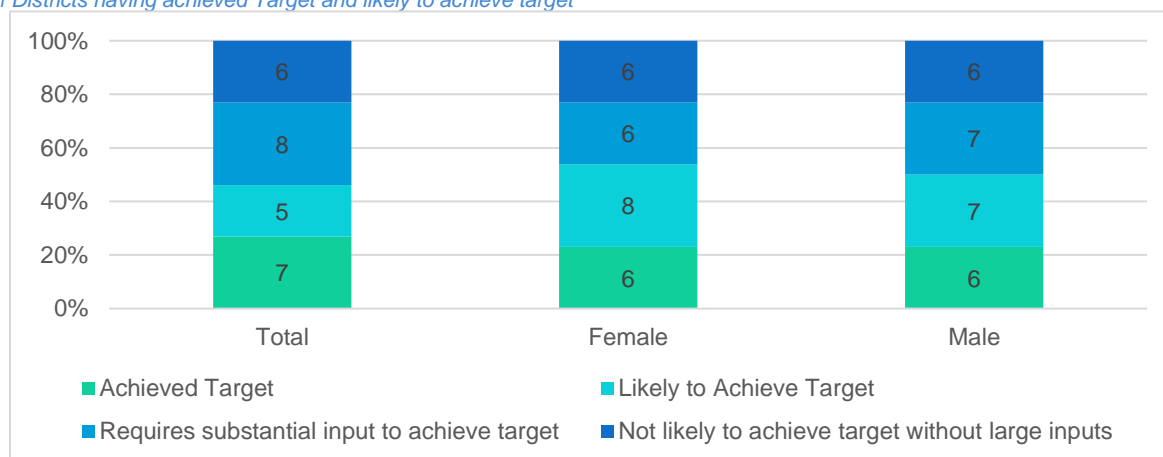
Proposed reduction in Grade 1 repetition rate in GPE3 target districts



The table below indicates the numbers of districts:

- **Those districts which have achieved target** which are those already below target grade 1 repetition rates
- **Those likely to achieve target** which are those districts that need to achieve the planned reductions to fall below the target repetition rate.
- **Those which require substantial input to achieve target** which are those districts that need to obtain twice the planned reductions in repetition rate to achieve target.
- **Those not likely to achieve target without large inputs** are those districts that have repetition rates that are presently more than twice the target reduction from the target.

Number of Districts having achieved Target and likely to achieve target



4.4 Component 3. Learning

4.4.1 Theory of Change

The theory of change for the learning component of the variable part is consistent with the Theory of Change for the fixed part, which holds that student learning outcomes will be improved by better quality teaching. Teacher to teacher or peer mentoring is one of several strategies that can improve the quality of teaching; and as such MoEYS is prioritizing this approach as an important education delivery intervention in improving teaching capacities and practices (refer **Figure 12** below).

Low student learning achievements in the early grades are a major source of concern for MoEYS. One of the major reasons behind these low student learning levels are weak teaching capacities, influenced by the fact that there is still a large share of primary school teachers that do not meet the level of qualification set by MoEYS. In 2015, 32.6 per cent of primary education staff had an education level below upper secondary, with the need being greatest in remote/rural areas.⁷⁵ In addition, primary school teachers have not so far benefitted from regular continuous professional development. MoEYS has therefore decided to reinforce teacher capacities through: (i) the establishment of a structured in-service CPD teacher training system and (ii) the strengthening of pre-service teacher training. The variable part will assist MoEYS to provide professional support to teachers by using school-based mentoring as an important teacher learning mechanism.

School-based mentoring of teachers is an innovative and effective approach that is internationally recognised, including within the Asia-Pacific region. So far, school-based mentoring has only been implemented on a small scale in Cambodia, and not through peer-to-peer approaches. MoEYS now wishes to implement school-based mentoring at a wider scale, and to integrate this learning approach within the larger CPD teacher training system, which will be built with the combined assistance of the GPE3 fixed and variable parts.

Adoption of a CPD framework and its action plan containing provisions for in-service teacher training, and notably directions for the establishment of a school-based mentoring system in primary school, is a necessary and important first step to the realisation of a functioning CPD system.

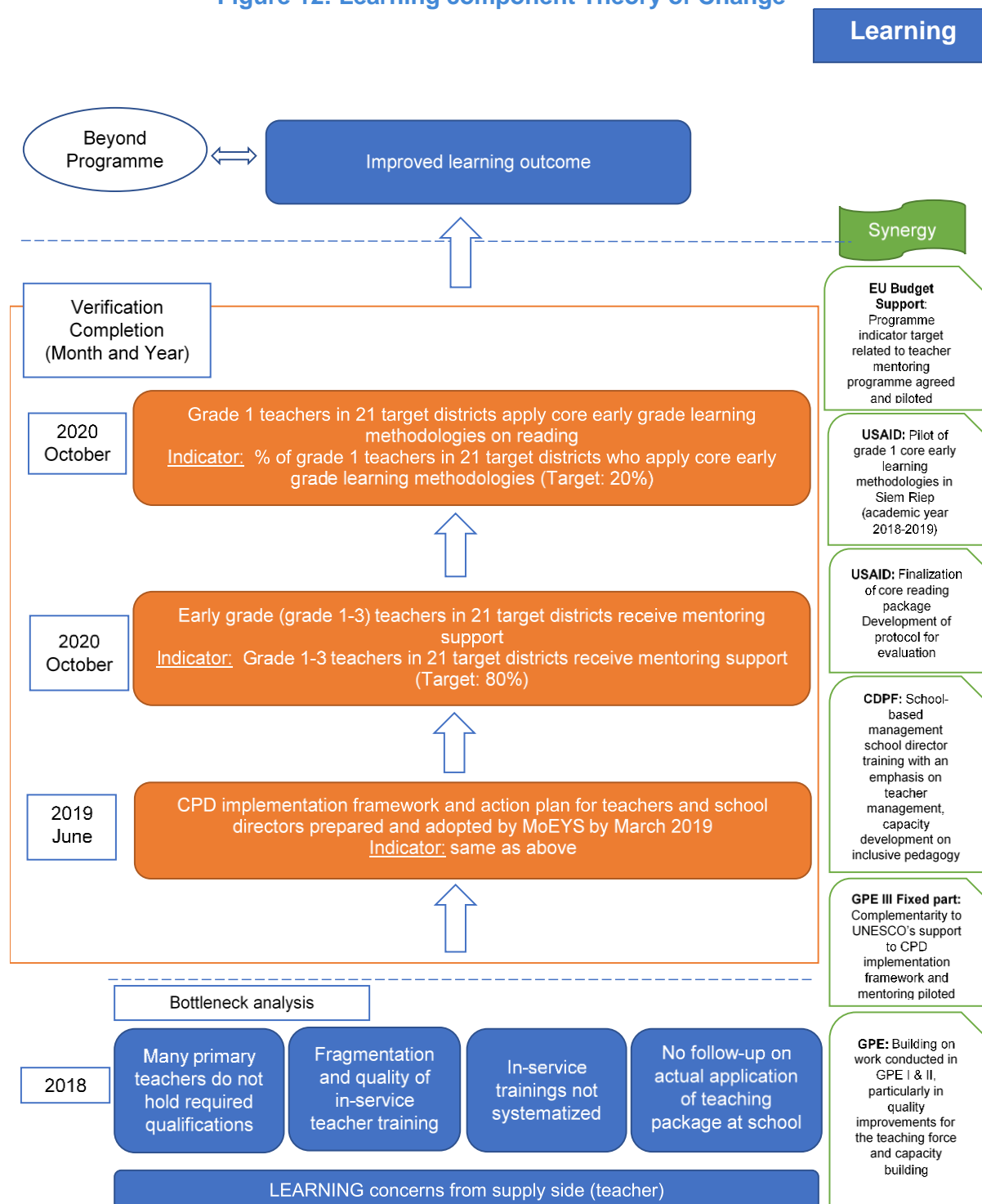
Encouraging and supporting adoption of a solid CPD framework and action plan can lead to an important change: the establishment of a CPD system in Cambodia for teachers and school directors, including mentoring approaches that can assist educators to more effectively apply their in-service training in the classroom.

By supporting the implementation of the school-based mentoring component of the CPD, the variable part will contribute to effective implementation of this new system. It will support MoEYS to address possible challenges, while also contributing to the set up of monitoring systems and preparation of projections needed to plan for the at-scale implementation of school-based mentoring.

Any improvements to student learning in school are expected to be the result of various ongoing school-level interventions. The improvement of teacher capacities and practices is a key element to improving learning in school. Professional support to teachers, notably through school-based mentoring, should therefore provide an important contribution to improving student learning, complemented by other interventions, such as school environment improvements or strengthened of school leadership with the introduction of school-based management.

⁷⁵ In Mondul Kiri Province only 19 per cent of primary school staff hold the minimum education standard, compared with primary school staff in Kep Province (90 per cent) and a high proportion of those in Svay Rieng (86 per cent) and Kampot (76 per cent) have attained at least an upper secondary certificate.

Figure 12: Learning component Theory of Change



Key assumptions for successful implementation under the learning component include:

- Timely development or revision and approval of key legislative and policy instruments;
- MoEYS takes full financial ownership of the CPD; and
- The Teacher Education Provider Standards and Teacher Professional Standards undergo revision, as outlined in the Teacher Policy Action Plan.

4.4.2 'Stretch' and transformational effect

The indicators and targets agreed for the learning component are both at policy, system and implementation level. They represent an important stretch for MoEYS and support an important transformation in the education system as:

1. Student learning results are still low, as teachers' pedagogical skills, including in the early grades, are weak. An example of this are the results of the grade 3 national assessment (2015) and student promotion rates. Although nearly a quarter of students were unable to write a single word on a Khmer language dictation test, 87 per cent of students were recommended for promotion to grade 4 by teachers. Low student learning results coupled with high promotion rates is a consistent trend across a range of early grade student learning assessments (refer **Table 6**).
2. With the preparation and adoption of the CPD framework and action plan, incorporating school-based mentoring, MoEYS will confirm its commitment to tackling one of the major bottlenecks to student learning in primary school - weak teaching capacities and practices.
3. Establishing a CPD system, of which school-based mentoring is part, is a large and complex task, that will need to draw on the combined resources of MoEYS, the GPE3 fixed and variable parts, and other development partner resources. The CPD system will likely contain many different, yet interlinked components that need to contribute to a broader teacher career pathway or teacher development system. The CPD system will, for example, likely need to define the type and content of training specifically for teachers and school directors; will need to identify training providers and the variety of different delivery modalities to be used, including school-based mentoring; and ensure training standards are defined and upheld. Furthermore the CPD system needs to be fully integrated within a broader teacher career pathway development system which may include such elements as (i) a new school induction programme for new teachers; (ii) teacher qualifications upgrading/certification; (iii) teacher professional management, including a performance appraisal system; (iv) establishment of minimum teaching hour requirements; (v) professional allowances; and (vi) promotion, which may be underpinned by a credit score system linked to CPD.
4. Mentoring is part of an important education reform process, as it is expected to be an integral part of the CPD system, which if fully realised, will effectively move MoEYS towards creating a merit-based professional development system for teachers and school principals, which has never before existed.
5. MoEYS has some experience of teacher mentoring through small-scale initiatives, but not of peer-to-peer school-based mentoring. The fixed part will begin a peer-to-peer mentoring pilot over a province-wide scale (the largest-scale initiated to date), which the variable part will complement. Testing and trialling mentoring approaches as part of developing a mentoring system will require significant effort.

6. Variable part support will be instrumental in providing MoEYS the necessary elements to draw upon lessons learned from the trialling and testing of mentoring approaches ultimately enabling the development of an 'at scale' and school-based mentoring system contributing to better student learning in schools.

The adoption of such an innovative reform concerning mentoring with the intent for it to become a systematic part of on-the-job teacher education, constitutes an important 'stretch' for Cambodia, which should lead to a significant transformation.

The success of the learning component is based on the following significant changes being achieved:

- Teacher and school director engagement in a process that demands openness to innovation in pedagogy and to self-reflection;
- Teacher capacity to translate additional skills acquired into concrete changes in their teaching practices; and
- A school-based approach to strengthening teacher practice, which is not dependent upon extensive external support but draws on school resources to be sustainable and cost effective.

4.4.3 Milestones

There are several milestones that are expected to be achieved as part of the learning component (refer **Table 10** below), including:

- Preparation of a CPD framework and an action plan for teachers and school directors that includes a school-based mentoring component for primary schools – by early 2019;
- Implementation of mentoring support to Grade 1-3 teachers;
- Verification of the effective implementation of the CPD framework and its action plan by assessing Grade 1 teachers use of core early grade learning methodologies.

4.4.4 Background

Strengthening teaching and learning is at the heart of MoEYS' ambitious education sector reform efforts. Education quality is central to one of the two ESP core policy objectives revised through the MTR. A continued focus on improving the quality of education, and therefore student learning, is expected to remain a core focus of the new ESP (commencing from 2019), currently being prepared. Within the area of quality, a CBI of the current ESP monitors progress in student learning results. Under this strategy, there is also a strong focus on teacher reform, to be realised through the implementation of the Teacher Policy Action Plan. Implementation of this action plan includes development of a CPD system for teachers and school principals, essentially building a robust in-service teacher training system.

Discussions from the 2016 JTWG retreat captured in the retreat report⁷⁶ point to teachers in Cambodia needing to develop stronger competencies, particularly as expansion of pre-service training will take time, and coverage will be increased gradually. Practicing teachers are particularly in need of CPD,⁷⁷ which research and practical experience has shown can have a significant impact on teacher classroom performance. For this reason, well-performing and developing education systems in Asia and elsewhere, are placing much emphasis on developing CPD systems. A well-functioning system should enable all educators to keep their skills and knowledge updated.

⁷⁶ International Institute for Educational Planning (IIEP) .2016. Joint Technical Working Group Retreat: Report by Facilitator.

⁷⁷ Continuous Professional Development refers to: the process of tracking and documenting the skills, knowledge and experience that [professionals] gain both formally and informally as they work, beyond any initial training. Source: CPD concept note, Teacher Policy Action Plan, 2017.

The goal of CPD is to produce educators with an attitude and commitment to ‘lifelong learning’.⁷⁸ More evidence of the effectiveness of school-based training in low-income contexts is emerging.⁷⁹ This evidence shows CPD can have a significant positive impact on teacher pedagogy and knowledge and on student learning, if sustained over time.⁸⁰

Presently, in Cambodia, there are many small-scale teacher training programmes not yet built into a coherent system. These programmes are delivered by a variety of unaccredited agencies outside of MoEYS and often lack systematic recording of teachers’ experiences and training once qualified.⁸¹

As part of the priority reform on the upgrading of teacher qualifications detailed in the ESP’s MTR⁸² a new key performance indicator was introduced related to the number of teachers (in each sub-sector - with an annual target set) receiving CPD guided by in-service training each year.

MoEYS adopted a CPD policy on 3 August 2017. This established an important policy framework for the development of an in-service training system and professional support structures for developing teaching competencies. This policy covers all education personnel and now needs to be translated into an implementation strategy allowing its operationalization.

MoEYS foresees the first step in making the CPD policy operational as the development of an implementation framework and action plan for teachers and school directors. An important part of the delivery mechanism of the CPD system will be a teacher mentoring scheme. The initial scoping for such a scheme is referenced in the Teacher Policy Action Plan, Work Plan for 2017-2018, which proposes mapping activities of current teacher mentoring mechanisms at the school level to inform the preparation of the CPD implementation framework for teachers and school directors.

4.4.5 Rationale

GPE Phase 3 results-based funding will be key in encouraging both the CPD framework for teachers and school directors and its action plan to be prepared and adopted at the latest by the first quarter of 2019; and also in supporting the implementation of the framework down to school level, with the introduction of the peer-to-peer mentoring approach at school level.

The learning component is highly complementary with the fixed part of GPE3. The fixed part will, together with the variable part, work with MoEYS to develop the CPD framework for teachers and school directors, which will include a mentoring approach for teachers. Preparation of the CPD implementation framework for teachers and school principals and of its action plan will be a highly complex and time-consuming process. Thus, to progress this work within the timeframe, funding resources from both the fixed and variable parts will need to be drawn upon.⁸³

⁷⁸ Sub-strategy 6.1 of the Teacher Policy Action Plan.

⁷⁹ UNESCO, 2016 ERI-Net Regional Study on transversal competencies in education policy and practice: implications for teacher development from the Asia-Pacific.

⁸⁰ Hardman, F., Ackers, J., O’Sullivan, M. & Abrishamian, N. 2011. Developing a systematic approach to teacher education in sub-Saharan Africa: emerging lessons from Kenya, Tanzania and Uganda. *Compare: A Journal of Comparative and International Education*, 41 (5), 669 – 684.

⁸¹ MoEYS. 2017. Continuous Professional Development: concept note, *formalized CPD in Cambodian Education*, presented by CPD Development Group on 16 June 2017. Unpublished.

⁸² Midterm Review of the Education Strategic Plan, p. 120, and specific targets set by sub sectors pp. 106-108. Furthermore, the revision of teacher qualifications is also given priority within the Teacher Policy Action Plan, including revision from the current ‘12+2’ years of education to be replaced with a ‘12+4’ including a bachelor’s degree in education or equivalent. This revised qualification standard is to be the new pre-service training route for basic education teachers by 2020.

⁸³ The budget to prepare the framework under the fixed part is not considered sufficient to fully cover technical assistance, consultations with stakeholders at all levels and other costs related to the framework preparation.

The fixed part budgeted for the preparation of the CPD implementation framework only, and not for the preparation of its action plan. The CPD action plan is also part of the indicator target set for the variable part, and will require substantial work, notably on the preparation of projections and related costings for the various components of the CPD system. Both parts of the programme, therefore, complement each other under the learning component.

MoEYS' adoption of the CPD implementation framework and action plan is necessary to ensure change is brought at system level, and that interventions supported under the programme will be sustainable. The target set for 2019 under the variable part is key as it supports this very important and necessary policy development. The targets set for 2020 under the variable part also complements and reinforces the work of the fixed part supporting the effective implementation of one of the elements of the CPD at school level - mentoring.

Establishment of professional mentoring structures for developing teaching competencies will be supported by the fixed part, which will, with USAID support to Early Grade learning, assist the piloting of mentoring approaches. Mentoring will be supported at two levels under the fixed part to: (i) develop the capacities of senior mentors, to support teachers outside their own schools/offices; and (ii) develop the capacities of school-based mentors, supporting selected early grade teachers that will be responsible for supporting their colleagues.

The variable part will focus on assisting MoEYS with the implementation of school-based mentoring. Two indicator targets concerning grades 1 to 3 teachers in 21 target districts receiving mentoring support, are set for 2020 to encourage the implementation of school-based mentoring. One target will assess the degree to which grade 1 to 3 teachers in 21 target districts⁸⁴ receive peer to peer school-based mentoring support, and the other one will assess to what extent teachers are indeed improving their competencies thanks to this professional support. The targets set are realistic, and sufficiently ambitious, within the implementation timeframe of the programme, and will encourage the establishment of a solid monitoring system by MoEYS. Work under the variable part will enable MoEYS to learn lessons from this first phase of implementation and to make adjustments, if necessary, for the establishment of a school-based mentoring system in the longer term. The means of verification of the second target will be use a tool developed with USAID support.

As proposed in the Theory of Change for the learning component, the development of teaching competencies is anticipated at impact level to contribute to better student learning in school. The results framework of the fixed part includes an indicator related to improvements in learning assessed through the grade 3 national learning assessments; and at outcome level in the targeted districts, student learning improvements will be assessed through standard EGRA and EGMA tests. The short duration of the variable part, and the remaining challenges related to the national assessments were the two reasons that justified not setting an outcome-level target linked to results in improved student learning achievements.

4.4.6 Impact and sustainability

The establishment of a CPD system is a major step for MoEYS. Developing and implementing such a system will take time. Through GPE3, MoEYS will be supported to take

⁸⁴ The GPE3 programme (including Fixed and Variable Parts) targets 40 districts in 9 provinces. The variable part will cover 26 districts where work is not national in scope; except for work conducted under the learning component, which will target 21 districts. The reason for this variation is there are 5 districts in Ratanak Kiri and Mondul Kiri provinces that will be excluded from fixed part interventions, as well as learning indicator-related interventions under the variable part. This is because of low teacher-staffing levels in schools located in districts within these two provinces. However, these five districts will be included in equity and efficiency indicator-related interventions under the variable part.

initial steps towards developing a system that responds adequately to the professional development teachers and school principals require, which will ultimately improve student learning. Additionally, it will be important for the CPD system developed to be realistic and based on current capacities, both financial and human. The initial steps in the development of such a system are of critical importance for its overall impact and sustainability prospects.

4.4.7 Alignment and contribution

There is no specific CBI related to the establishment of the CPD system in the MTR. There is, however, a key performance indicator with annual targets set in the strategic plan relating to the number of teachers in each education sub-sector receiving CPD guided in-service training each year. This component is aligned to the provisions of the Teacher Policy Action Plan Strategy 6, related to the provision of INSET training and a professional development for teachers.

4.4.8 Coordination and complementarity

The work to be conducted as part of the learning component will be coordinated with, and complementary to, the fixed part, which will start earlier than the variable part in 2018. The fixed and variable parts will join efforts on the preparation of the CPD framework. The variable part will complement this support with the preparation of the action plan, which is also part of the target set.

In addition, the work planned by UNESCO and USAID under the fixed part will be complementary to mentoring work undertaken as part of the Variable Part, as the work to test and trial a mentoring system will require significant effort.

The proposed approach for school-based mentoring under GPE3 is as follows:

- Under the fixed part: Early grade teachers to be trained by PTTC trainers on early grade mathematics, reading, student assessment and classroom management. This work will also include a component on mentoring, and will be done through collaboration between UNESCO and USAID.
- Under the fixed part: Senior mentors (based at the school cluster level) will support early grade learning. They will be expected to visit schools six times a year.
- Under the fixed part: School-based mentors will also be supported with five days mentoring training. School-based mentors will be identified from this cohort using some merit-based approach. Five days training, however, is not sufficient in maintaining school-based mentoring capacities.
- Under the variable part: Additional support will therefore be provided to try to systematize school-based mentoring. The variable part will explore how mentoring can be institutionalized, particularly in resource poor contexts. This work will generate evidence using various school-based mentoring delivery approaches to enable MoEYS to take a mentoring approach/es to scale.

Additional technical support to the 'embedding' of a school-based mentoring scheme will be provided through the CDPF. This support will assist MoEYS to adjust the mentoring approach to schools in a specific context, for example, in schools with a lack of teaching staff and/or with mostly contract teaching staff. It will also aid MoEYS in assessing the various options for school-based teacher mentoring and relative cost efficiencies based on the initial phase of implementation in the target districts under GPE3.

Finally, indicators and targets of the learning component are complementary to those proposed for the new EU-funded budget support programme. This budget support programme includes an indicator related to teacher qualifications and competency, with a complementary target related to the adoption and piloting, in 2018/19, of a mentoring scheme for teachers; and an indicator related to learning, which accompanies

implementation of the national learning assessment and progress in grade 3, 6 and 8 learning achievements.

Table 10: Learning component, indicators, milestone and targets

C3	Indicator	Baseline (year)	Milestones and Targets		
			2018	2019	2020
5.	CPD mentoring programme implemented in primary schools in the 21 target districts	CPD policy adopted (2017). 0% of 2278 early grade teachers (Grades 1-3) in 21 target districts are receiving mentoring support SY 2017/18	N/A	CPD implementation framework and action plan for teachers and school directors prepared and adopted by MoEYS FUNDING ATTACHED TO ACHIEVEMENT OF TARGET	80% of grades 1-3 teachers in 21 target districts receive mentoring support (1822 out of 2278) in SY 2019/2020 FUNDING ATTACHED TO ACHIEVEMENT OF TARGET 20% of Grade 1 teachers ⁸⁵ in 21 target districts apply expected core early grade learning methodologies on reading, in line with the CPD Framework and Action Plan in SY 2019/2020 FUNDING ATTACHED TO ACHIEVEMENT OF TARGET
Funding for Learning Component		Disbursement Amount and Conditions (in US\$)			
		Total	2018	2019	2020
		US\$ 2,000,000	\$0	\$500,000	\$1,500,000 (i) \$500,000 for achievement of target on grade 1-3 teachers receiving mentoring support in 21 target districts (ii) \$1,000,000 for achievement of target of 20% of Grade 1 teachers applying expected early grade learning methodologies in reading.

⁸⁵ The exact number of Grade 1 teachers applying expected core early grade learning (EGL) methodologies will be determined based on the number of teachers teaching Grade 1 in SY 2018/19 (starting November 2018) and receiving EGL training and related mentoring in SY 2018/19 and SY 2019/20.

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Learning component: Means of verification

Before the start of the programme, MoEYS and UNICEF, will finalize a comprehensive Means of Verification Action Plan that will enable progress to be appropriately monitored.

Indicator (5) on CPD mentoring programme implemented in primary schools in the 21 target districts

2018:

- N/A

2019:

- Step 1 - Official document from MoEYS endorsing the CPD implementation framework and action plan for teachers and school directors, to be available by *March 2019*
- Step 2 - Desk review by grant agent on the contents of the CPD implementation framework and action plan and confirmation that it is closely aligned with the CPD Policy. Review to be completed by *May 2019*
- Step 3 - Official document from MoEYS and report by Grant Agent shared with LEG for approval on achievement of target by *June 2019/July 2019 (depending on when the JTWG/LEG meeting is held)*

2020:

Indicator on grade 1-3 teachers in 21 target districts receive mentoring support

- Step 1 - Random spot check of a sample set of schools by Grant Agent on the occurrence of Technical Thursday meetings and the use of peer-learning and mentoring approaches during these meetings. These will be conducted during the school year SY 2019/20, dovetailed with other CDPF-related missions. The visits and reports from these visits must be completed by *July 2020*, before the start of the third-party verifier field work (Step 2).
- Step 2 - Third-party verifier, jointly commissioned by MoEYS and the grant agent to conduct desk review and field work to verify that teachers are receiving mentoring support. It would include desk review of teachers eligible for mentoring, and details of training received by teachers through the GPE3 fixed part/USAID as well as details on school-based mentors. It will also include fieldwork wherein the verifier will conduct interviews with school directors, school-based mentors and mentee teachers, and review meeting minutes (or other relevant documentation to be identified before the start of the GPE3 programme) from Technical Thursday meetings. The purpose of the fieldwork is to verify that peer learning and mentoring approaches included in the GPE3 fixed part/USAID training were fully implemented in the Technical Thursday meetings. This spot check will be conducted at the end of the school year between *August and September 2020*.
- Step 3 - Report on spot check by the grant agent and third-party verifier to be shared by *October 2020* with the Committee for Teacher Development (INSET Working Group) or the LEG (whichever is sooner) for approval on achievement of target.

Indicator on Grade 1 teachers applying early grade learning methodologies in reading.

- Step 1 - Regular visits to schools from the school cluster or district level will be conducted. It is possible the district training and monitoring team (DTMT's) from the district office of education will be requested to play a role in confirming that early grade learning methodologies in reading are being applied by trained Grade 1 teachers. However, confirmation of responsibilities for monitoring and verification arrangements will be determined before SY 2018/19. It is proposed that a tool will be developed with support from GPE3 fixed part/USAID, which will allow for tracking of teacher's progress/competency levels in using the instructional routine and resources provided in the GPE3 fixed part/USAID training and his/her ability to master skills related to methodologies in reading. These will be conducted during the school year SY 2019/20, dovetailed with other school monitoring visits. The visits and reports from these visits must be completed by *July 2020*, before the start of the third-party verifier field work (Step 2).
- Step 2 - Reports from the DTMT's (to be confirmed) to be consolidated into one official MoEYS report by *September 2020*

- Step 3 - Official MoEYS report to be shared by October 2020 with the Committee for Teacher Development (INSET Working Group) or the LEG (whichever is sooner) for approval on achievement of target.

Learning component: notes

Indicator (5) on CPD mentoring programme implemented in primary schools in the 21 target districts

Notes on indicators and their definitions

- This indicator monitors the effective implementation of the CPD policy through the preparation of an implementation framework for teachers and school directors, and subsequently the effective implementation of the CPD mentoring programme in the primary school in 21 targeted districts.

Notes on establishing targets

80% of early grade (grades 1-3) teachers (2058) in 21 target districts are receiving mentoring support

Although there are 26 districts targeted for the GPE3 variable part, school-based mentoring will be operational/feasible only in 21 of these 26 target districts. Owing to low teacher resourcing/staffing in the schools in 5 districts in Ratanak Kiri and Mondul Kiri Provinces that will not be able to implement the GPE3 fixed part model, and subsequently the school-based mentoring component of the GPE3 variable part. Hence, alternate models will be explored outside the ambit of the GPE3 programme that is unique to these districts with low teachers numbers. MoEYS and other partners will explore these alternate options through the CPD policy and implementation framework.

The rationale for having 80% of teachers receiving mentoring support is linked to the tight verification and payment schedule linked to this target. The school-based mentoring programme will not be functional until the start of November 2019 and the verification will be completed before the end of first year implementation (September 2020). It is still unclear if all the mentoring visits will be completed well before the verification timeline proposed by MoEYS/the grant agent, and hence it is assumed that there may be some schools/teachers who will receive mentoring support in the last few months, after the verification is complete. Hence, achieving a target of 100% is considered unrealistic.

It is to be noted that there is no planned school based mentoring scheduled for SY 2018/19 under GPE funding. School based mentoring will not be rolled out until SY 2019/20. USAID will apply the planned GPE fixed part model in some of the USAID target districts in SY 2018/19 that will serve as a baseline for this indicator for SY 2019/20.

20% of Grade 1 teachers in 21 target districts apply core early grade learning methodologies on reading, in line with the CPD Framework and Action Plan

The target is limited to application of early grade learning methodologies on *reading* by Grade 1 teachers in the target districts. In line with the GPE fixed part and USAID programme design, Grade 1 teachers will start to receive training from SY 2018/19 on reading and subsequently on mathematics in SY 2019/20. As it may take a year or more to observe impact in the classrooms, Cambodia will be able to successfully measure only impact of the reading component in SY 2019/20.

Due to the tight time frame of the GPE3 programme, results will have to be measured in the first year of implementation of these new early grade learning methodologies in reading. As it will be the first year of implementation of new methodologies, it may require time for teachers to *unlearn* and *undo* old practices to implement the new ones in their classrooms. Hence, targets have been set to reflect the contextual realities and the absorptive capacities of teachers to implement new practices.

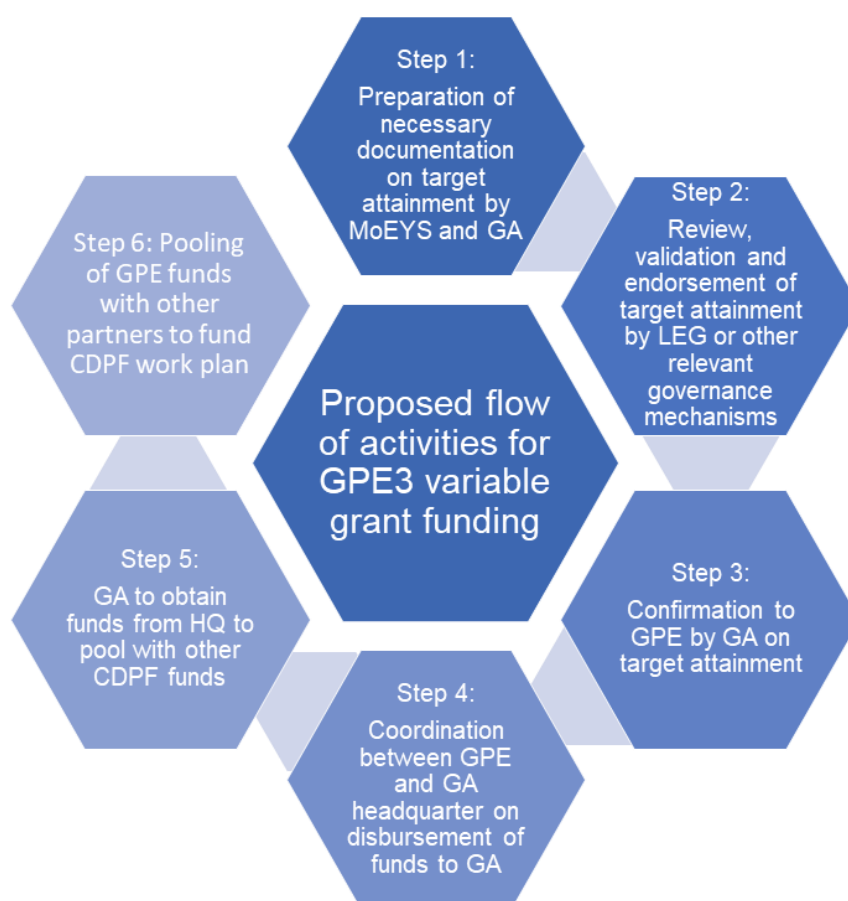
The tight payment schedule is also linked to the end of CDPF funding, to which GPE3 variable allocations are linked. As 2021 is the last year of CDPF implementation, verification would have to be done in a timely manner to allow MoEYS and CDPF partners to better understand the budget available in 2021, and to collaboratively develop and implement a work plan.

4.5 Variable part results verification and funds flow timings

The process related to results verification of the variable part of GPE3 is described below. Results verification and funds disbursement will be made on an annual basis against the achievement of milestones and targets set for each indicator.

Results verification conducted annually will generally follow the six steps depicted in **Figure 13** below. However, given the tight program implementation period, it may be the case that results verification is conducted at different times within a year for particular indicators, as results are likely to be achieved at different times annually. Key governance groups outlined in Figure 13 below would nonetheless be involved in the review and approval process connected with results achievement verification.

Figure 13: Proposed flow of activities for GPE3 variable part



Step 1: Preparation of necessary documentation on target attainment by MoEYS and grant agent

For the majority of indicators, MoEYS and the grant agent will use the following key documents for verification: (i) a verification report to be prepared in March/April each year on progress against indicators; and (ii) reference to MoEYS-development partner joint sector review and the national education congress documentation, which constitute the annual comprehensive review of the education sector in Cambodia. For targets monitoring in specific geographical areas (target districts) or those outside of education congress reporting period (March/April), specific analysis will be prepared by relevant MoEYS technical departments, with UNICEF support.

Independent verification will be contracted for the three years of the programme. Notably, this will take place through sample surveys to measure progress against some indicators. UNICEF, as the grant agent, and MoEYS, will review the verification report. This report will be submitted to the LEG together with MoEYS' report on progress in achieving the targets. Submissions to the LEG regarding results reporting may be conducted 'out of session' at times, due to different results being achieved at different times during a year. This approach will help expedite the release of funds in a timely manner so there is sufficient time to plan for the utilization of funds as part of the CDPF work planning process.

Step 2: Review, validation and endorsement of target attainment by LEG or other relevant governance mechanisms

Review and validation of achievements will be conducted annually in June/July by the LEG (otherwise known as the JTWG). However, on occasion, as mentioned above, it may be necessary to review and validate at different times of the year (outside of June/July) to facilitate timely funds release for CDPF work planning purposes.

MoEYS will report on the achievement of the indicator milestones and targets. Relevant supporting documents will be completed following recommendations by the LEG from the verification report approved by the grant agent.

Step 3: Confirmation to GPE by grant agent on target attainment

The grant agent will inform GPE on the LEG's decision on target attainment no later than one week after LEG endorsement. The grant agent will also share minutes of the LEG meeting with the GPE.

Step 4: Coordination between GPE and grant agent HQ on disbursement funds

The grant agent's headquarters focal point, with necessary support from the grant agent Cambodia Country Office, will liaise with the GPE Secretariat on the request for the release of funds. Funds requests are expected to be carried out no later than two weeks after LEG endorsement.

Step 5: Grant agent to obtain funds from HQ to pool with other CDPF funds

GPE is to issue payment against achieved milestones and targets by August each year, preferably no later than one month after LEG endorsement. However, there may be occasion in which payment is issued at different times each year to facilitate timely release of funds for CDPF work planning purposes.

Step 6: Pooling of GPE funds with other partners to fund CDPF work plan

Funding received by the grant agent for GPE will be pooled with funding from other CDPF partners and programmed in the following year through the CDPF annual work planning process, which is conducted jointly with MoEYS. Preparation of the annual work plan starts in October each year and is required to be finalised by December of the same year.

Reporting on progress under the GPE3 variable part result-based financing mechanism will be incorporated into the annual report for the CDPF, prepared by UNICEF in February of the following year. For the final year of CDPF implementation (2021), a final programme and financial report will be provided in June 2022.

The table in **Annex 3** provides indicative timelines for MoEYS and the grant agent to carry out the six steps in the means of verification process for each of the indicators. **Table 11** below provides the indicative funds flow annually for each of the three components.

Table 11: Indicative GPE funds flow for variable part

Component	2018	2019	2020	Total in US\$
Equity	\$0	\$1,050,000	\$1,050,000	\$2,100,000
Learning	\$0	\$500,000	\$1,500,000	\$2,000,000
Efficiency	\$0	\$700,000	\$1,400,000	\$2,100,000
Total	\$0	\$2,250,000	\$3,950,000	\$6,200,000

4.6 Overview of the Capacity Development Partnership Fund

The CDPF is a partnership between Royal Cambodian Government, EU, SIDA and UNICEF. Operationalizing this partnership is a pooled funding mechanism, which supports the implementation of key priorities of MoEYS' CDMP 2015-2018. Work conducted through this partnership already has a strong focus on equity and efficiency and is making important contributions to the implementation of reforms aimed at improving learning.

The CDPF is a well-established and results-orientated programme, underpinned by aid effectiveness principles. CDPF Phase I was launched in 2011 and completed in 2014; CDPF Phase II commenced in 2015 and is scheduled to conclude at the end of 2017. A third phase of CDPF is currently being prepared, which is expected to be implemented over four years (2018 to 2021). The CDPF is administered by UNICEF and managed in accordance with UNICEF's rules and regulations.

The pooled funding mechanism, which supports implementation of the CDPF, is a single combined fund where individual donor financing of activities is not specified. CDPF Phase III will be designed in a manner that allows for the CDPF annual work plan to integrate GPE3 results-based financing upon achievement of indicators in the previous year. For instance, if GPE3 targets for the variable part, related to equity, efficiency and learning, are achieved in 2019, the GPE3 funding contribution against those targets would be paid into the CDPF pooled fund and used for programming in the subsequent year. In practice, this arrangement means the GPE3 variable part funds would only be available to use over three years, from 2019 to 2021, based on MoEYS' achievement of indicators from 2019 to 2020.

4.6.1 Key principles, purpose and objectives

Key principles underpinning the CDPF are government ownership, alignment, harmonisation and simplicity:

- *Promoting government ownership of the management of its own capacity development needs:* in particular of decision-making over the implementation of its CDMP; for this reason, funds provided by development partners are un-earmarked;
- *Aligning development partner support with national development planning:* namely the CDMP and using country systems;
- *Harmonizing approaches to supporting capacity development among development partners:* the CDPF is intended to reduce transaction costs for MoEYS. To that end, a single annual work plan and a single annual financial report for the totality of CDPF funds are developed; and
- *Using simple and streamlined approaches to increase sustainability and relevance:* to facilitate the long-term objective of MoEYS managing funds for its own capacity development.

The **purpose** of the CDPF is to support implementation of the CDMP, which is operationalized through the annual operational plans of technical departments and provincial offices of education.

The **overall objective** of the CDPF is to enable effective leadership and management of the education sector at all levels through systematic capacity development, thereby enabling implementation of MoEYS' ESP.

Three **sub-objectives** of the CDPF aim to strengthen:

1. MoEYS' capacity in planning, monitoring, public financial management, policy implementation and management of education reforms for improved sector performance.
2. Capacities at provincial and district levels to plan, manage, monitor and ensure effective implementation of policies for improved education service delivery.
3. School-level capacity and accountability in relation to planning, financing and management to increase participation and learning.

Support delivered through the CDPF is provided with a view to strengthen the capacity of the education system in the areas of planning, budgeting, policy implementation, auditing and M&E, and to promote effective implementation of policy interventions to improve equity, quality and the efficient management of the education sector. A variety of modalities are used to deliver assistance through the CDPF, including ministry-led training activities, technical assistance, experiential learning and institutional partnerships with national and international NGOs and civil society organisations. More information on the evaluation of CDPF Phases 1 and 2 is available in **Annex 4**; while a description of programme priorities for CDPF Phase 3 is available in **Annex 5**.

4.6.2 Impact and approach

Work undertaken through the CDPF has strengthened partnerships across government agencies and with other institutions, including between higher education institutions and the general education sub-sector, which has led to good gains being made in capacity development.

CDPF support is not intended to be singular in nature; rather channels of support are diverse to respond to the fact that capacity development is multifaceted and typically a non-linear process.

4.6.3 Capacity Development Master Plan

The CDPF is designed to assist MoEYS to deliver against the objectives of its CDMP 2015-2018. The CDMP's goal is to develop a fully capacitated and coherent education sector, supported by effective mechanisms for collaboration, functional systems for planning and management and a competent human resource base, enabling the implementation of the ESP. To achieve this goal, the CDMP is built around five strategic outcomes closely aligned to the ESP and MoEYS' reform priorities. The plan creates a platform for increasing harmonisation and alignment between development partners and government (programme budget) support.

The CDMP was reviewed and updated in mid-2017 and updates will be incorporated as an annex to the existing plan. The annex will serve as the basis for CDPF Phase III programming. Furthermore, as the Royal Government of Cambodia will be developing a new ESP for 2018-2021, the CDMP is expected to undergo further review to ensure alignment with the new strategic plan.

4.6.4 Capacity Development Master Plan and Education Strategic Plan alignment

The CDMP is designed to support the achievements of MoEYS vision, mission and goals, as established in the ESP.

MoEYS' **vision in the ESP** is to establish and develop a human resource base of the highest quality and ethically sound, and to develop a knowledge-based society. To achieve this vision, MoEYS has the mission of leading, managing and developing the education, youth and sports sector, enabling this sector to respond to the socio-economic and cultural

development needs of the Cambodian people, as well as the reality of international regionalisation and globalisation.

A **long-term objective** of MoEYS is to achieve the holistic development of Cambodia's young people. In addition, MoEYS intends to engender a sense of national and civic pride, high moral and ethical standards and a strong belief in young people's responsibility for the country and its citizens.

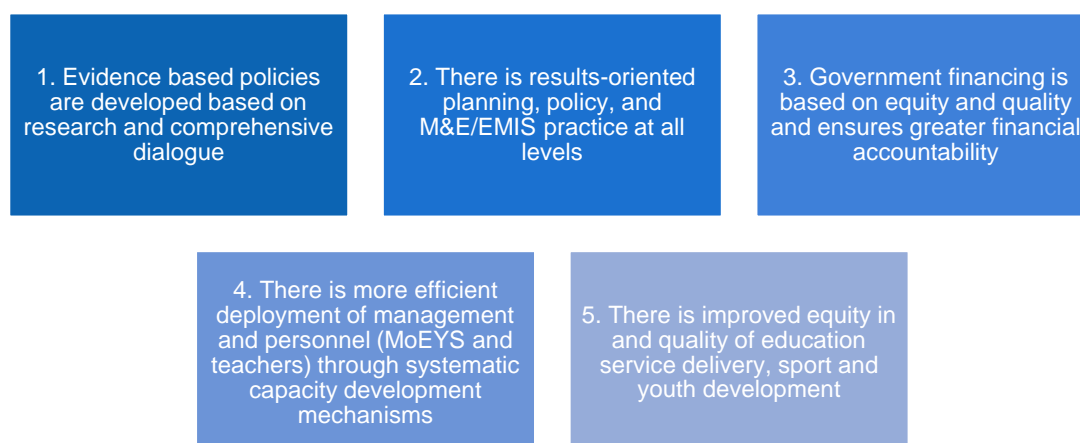
MoEYS' **immediate objective** is to ensure that all Cambodian children and youth have equal opportunities to access a quality education, regardless of social status, geography, ethnicity, religion, language, gender and physical ability, as consistent with the Cambodian Constitution and the Royal Government of Cambodia's commitment to the UN Convention on the Rights of the Child. MoEYS envisages a time when graduates from all its institutions will meet regional and international standards and be competitive in the job markets worldwide, acting as engines for social and economic development in Cambodia.

To achieve the immediate objective, MoEYS is pursuing two policy priorities:

- **Policy 1:** Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all.
- **Policy 2:** Ensure effective leadership and management of education staff at all levels.

The CDMP supports capacity development in the education sector mainly related to policy two. The key strategic outcomes of the CDMP, along which the CDPF is designed, are displayed in **Figure 14** below. The strategic outcomes outlined in the CDMP are intended to contribute to MoEYS' efforts to achieve results envisioned in policy two in the ESP (effective leadership and management of education staff at all levels).

Figure 14: Summary diagram of the strategic outcomes of the Capacity Development Master Plan



Source: Capacity Development Master Plan, 2015

4.7 CDPF governance, management and human resources

4.7.1 Governance

The following section on CDPF governance should be read and understood in the context of GPE3's overarching governance arrangements outlined in section 3.4. The CDPF Steering Committee is chaired by the secretary of state for education and co-chaired by the EU delegation representative. To promote national ownership and accountability, the committee

is responsible for decisions regarding the prioritisation of activities within the CDMP to be financed by the CDPF. Furthermore, the CDPF Steering Committee will be responsible for:

- Prioritizing activities to be financed by the CDPF;
- Shaping the policy and strategic orientation for the CDPF to ensure alignment with the CDMP and ESP in accordance with the financing agreement; and
- Planning the use of funds annually in accordance with MoEYS' annual operational plan.

The committee's main tasks are divided into three categories: planning, implementation and reporting. The committee meets quarterly and calls ad hoc meetings as and when required. The committee is composed of the following members:

- Co-chair Secretary of State, MoEYS;
- Co-chair: representative from the EU delegation in Cambodia;
- Embassy of Sweden representative;
- GPE representative;
- Director General of Policy and Planning;
- Director General of Administration and Finance;
- Director General Education;
- Director of Personnel Department;
- Director of Finance Department;
- Education Research Council representative
- CDPF Secretariat (without voting rights): Department of Planning and UNICEF; and
- UNESCO (observer).

Other development partners interested in joining the partnership can be invited by the co-chairs as observers of the steering committee.

4.7.2 Management

The CDPF Secretariat is responsible for the management of the CDPF according to the decisions of the CDPF Steering Committee. The secretariat provides technical and administrative support to the steering committee to enable it to make well informed, evidence-based decisions regarding implementation. The CDPF Secretariat is composed of representatives from the Department of Planning (DoP) and UNICEF. As with the Steering Committee, the secretariat's tasks are divided into planning, implementation and reporting.

UNICEF's role as the fund administrator includes jointly planning and administering programme implementation in close collaboration with the other members of the CDPF Secretariat. As a mixture of national and UNICEF systems are used for contracting and procuring services and supplies to support CDPF's work, UNICEF's uses a financial quality assurance and control tool, known as the Harmonized Approach to Cash Transfers (HACT) to assess the fiduciary capacity of technical partners. Please refer to section 4.10.2 below for more information on the application of HACT assessment, including the criteria used to determine the use of national systems versus UNICEF systems.

4.7.3 Human resources

A team of staff members at UNICEF supports the CDPF. Under the leadership and management of the chief of education (P-4), the education specialist (P-3) with support from a team of education officers, the CDPF programme is delivered, which will include the GPE3 variable part.

Both the chief of education and education specialist are international staff, appointed by UNICEF. The chief of education will prorate her time to the CDPF programme to around 40 per cent of time on tasks associated with the CDPF. The education specialist will dedicate 90 per cent of her time to the CDPF. Three national education officers will dedicate 100 per

cent of their time to CDPF implementation; and a senior programme assistant will provide monitoring and evaluation, results verification, financial review and quality assurance concerning activities associated with the CDPF, including with the GPE3 variable part. All of these officers are based in Phnom Penh. Refer to **Annex 6** for a detailed description of the roles and responsibilities of UNICEF staff in respect to CDPF management, including activities associated with the GPE3 variable part.

Other relevant human resources will be drawn upon within UNICEF to assist in the management of CDPF including the GPE3 variable part. UNICEF's operations team (covering supplies, finance and administration functions) will play a supporting role in ensuring that CDPF management progresses in a smooth and timely manner. On an 'as needed basis', cross-sector-wide collaboration with UNICEF's communications, WASH, health and nutrition, community development, social inclusion and governance and evaluation teams will be promoted to further the impact of CDPF programming, including that associated with the GPE3 variable part.

UNICEF's staff have key technical responsibilities, as well as responsibilities for monitoring implementation at both national and sub-national levels, in line with UNICEF's HACT Assurance Plan and to identify any critical implementation bottlenecks to be addressed by the CDPF Secretariat or the Steering Committee. Furthermore, UNICEF has the primary responsibility to manage risks associated to the grants managed for CDPF and to operate internal control systems to ensure that: (i) Funds are efficiently and effectively directed to achieving programmatic results, as agreed by the CDPF Steering Committee and the Local Education Group (for GPE3 variable part); (ii) Risks are mitigated in accordance with UNICEF's own policies and procedures, including internal audit and investigative functions; (iii) Programmatic and financial data are accurate, timely, and complete; (iv) MoEYS is supported to prepare and submit programme implementation reports annually and these reports include financial statements related to funds disbursed through CDPF.

For the GPE3 variable part, UNICEF will ensure activities and utilisation of funds are in accordance with the GPE Board approved application package and GPE policies and guidelines applicable to the ESPIG 2018-2021. UNICEF will keep the broader LEG informed of implementation progress. UNICEF, as the grant agent, will also maintain regular contact with the GPE Secretariat's assigned country lead throughout the whole grant cycle.

4.8 CDPF annual work planning (including for the GPE3 variable part)

The CDPF adopts an iterative and flexible approach to the development of annual work plans and budgeting processes to optimise complementarity with other support to capacity development in the sector.

The CDPF Steering Committee is responsible for strategic decisions regarding the prioritisation of activities that support the CDMP. The prioritisation of activities is based on alignment with the CDMP or priority reforms. Capacity in terms of absorption and effective implementation is used as a basis to provide realistic levels of funding to different technical departments, NGOs or institutions. The committee will perform careful reviews of the different technical departments/other non-government partners regarding their implementation capacity to avoid causing delays. If additional support is needed for certain departments, then this will be provided by the secretariat or procured external technical assistance.

The CDPF Secretariat will prepare an annual work plan alongside MoEYS' annual operational plan and submit this for the consideration and approval of the CDPF Steering Committee by the end of December each year. The work plan will include details of the implementation arrangements and costs of prioritised activities. The work plan budget will be sufficiently detailed to provide clear and transparent information about the use of funds.

Areas requiring additional financial support will also be discussed during the work plan approval process. In the event that the work plan needs to be substantially revised due to implementation constraints, reprioritisation, or any unforeseen events, the CDPF Secretariat will submit an amended work plan for the consideration and approval of the CDPF Steering Committee.

Currently, the exact scope and inclusion of activities for the first annual work plan under CDPF Phase III have not yet been finalised, as the review of the CDMP has only recently been completed. A final Description of Action for CDPF Phase III will be completed by February 2018.

4.9 Complementarity and coordination of CDPF with other development partners

The CDPF is committed to the principles of aid effectiveness. In this context, it will be particularly important for CDPF Phase III to be closely aligned with the GPE3 fixed part.

Aid effectiveness principles are more easily followed when government takes a strong lead in coordinating development partners. Indeed, harmonisation cannot be forced and requires active engagement from other development partners as well. Cambodia's sector-wide approach, sector partnership is robust, and coordination mechanisms have been in place and operational for a number of years, including: (i) the JTWG, chaired by the minister; (ii) the ESWG of development partners; and (iii) the NGO Education Partnership, the umbrella body for all NGOs in Cambodia, which is formally recognised by MoEYS.

As cooperation and communication with other key stakeholders within the education sector is of particular importance, the CDPF annual work plans and progress reports are shared with the ESWG.

All capacity development activities, including technical assistance supported by other development partners to implement the CDMP, are well co-ordinated, clarified and integrated in MoEYS' annual operational plans. This arrangement, therefore, helps to ensure the support that CDPF provides is well harmonised with support from other development partners (refer **Annex 7** for mapping of other development support to the education sector in Cambodia)..

4.10 CDPF budget and financial arrangements (including GPE3 variable part)

4.10.1 Budget

The GPE3 variable part will be fully integrated within the CDPF. Under the CDPF there will be a single fund where all individual development partner funds (including variable allocations from GPE3) will be pooled. The proposed budget for CDPF Phase III is currently being developed, in line with the Description of Action, therefore budget allocations from the EU and SIDA are expected to be confirmed over the next few months.

CDPF Phase III, incorporating GPE3 variable allocations, is proposed as a four-year programme. This time frame will enable GPE3 results-based financing to be integrated into the CDPF annual work planning. Upon achievement of GPE3 agreed targets for the variable allocation by MoEYS in any one year, funds would be made available by GPE3 for activities in the following year. With CDPF Phase III and GPE3 planned over 2018-2021 the disbursement arrangement mentioned above would mean GPE3 funding will only be used over 2019-2021, based on MoEYS' achievements against indicators over 2018-2020 (please refer to **Table 12** below).

The exact annual allocation of funds to CDPF will be endorsed by the CDPF Steering Committee through the annual planning process and subsequently submitted to the EU and SIDA; and, if approved, to GPE.

Table 12: Estimated budget for CDPF Phase III (2018-2021), incorporating GPE3 variable allocation

CDPF Partner Contributions	Total Amount in Respective Currencies		
	USD	EUR	SEK
EU Contribution	11,350,060	9,500,000	93,501,792
Sweden Contribution	7,283,321	6,096,140	60,000,000
UNICEF Contribution	400,000	334,800	3,295,200
GPE Contribution	6,696,000	5,604,552	55,161,648
Total Amount	25,729,381	21,535,492	211,958,640

These amounts are based on the UN operational exchange rate on 31 Dec 2017

1 US\$ = 8.238 SEK

1 US\$ = 0.837 EUR

1 EUR = 9.842 SEK

The GPE contribution in the table above includes the additional 8 per cent agency costs on the variable part allocation of US\$6.2million.

The breakdown of budget by key budget categories is listed in **Table 13** below.

Table 13: CDPF Budget by key budget category

Budget for CDPF for 2018-2021	Budget in US \$	Budget in EUR	Budget in SEK
1. Staff and personnel cost	2,152,099	1,801,307	218,658
2. Supplies, commodities and materials	266,000	222,642	2,191,308
3. Equipment, vehicle and furniture	-	-	-
4. Contractual services	4,600,000	3,850,200	37,894,800
5. Travel	504,000	421,848	4,151,952
6. Transfers and grants to counterparts	16,272,139	13,619,781	134,049,884
7. General operating and other direct costs	157,110	131,501	1,294,274
8. Subtotal - Direct Eligible Costs of the Action (1-7)	23,951,348	20,047,279	197,311,208
9. Agency costs ⁸⁶	1,778,033	1,488,213	14,647,432
Total Eligible Costs (8+9)	25,729,381	21,535,492	211,958,640

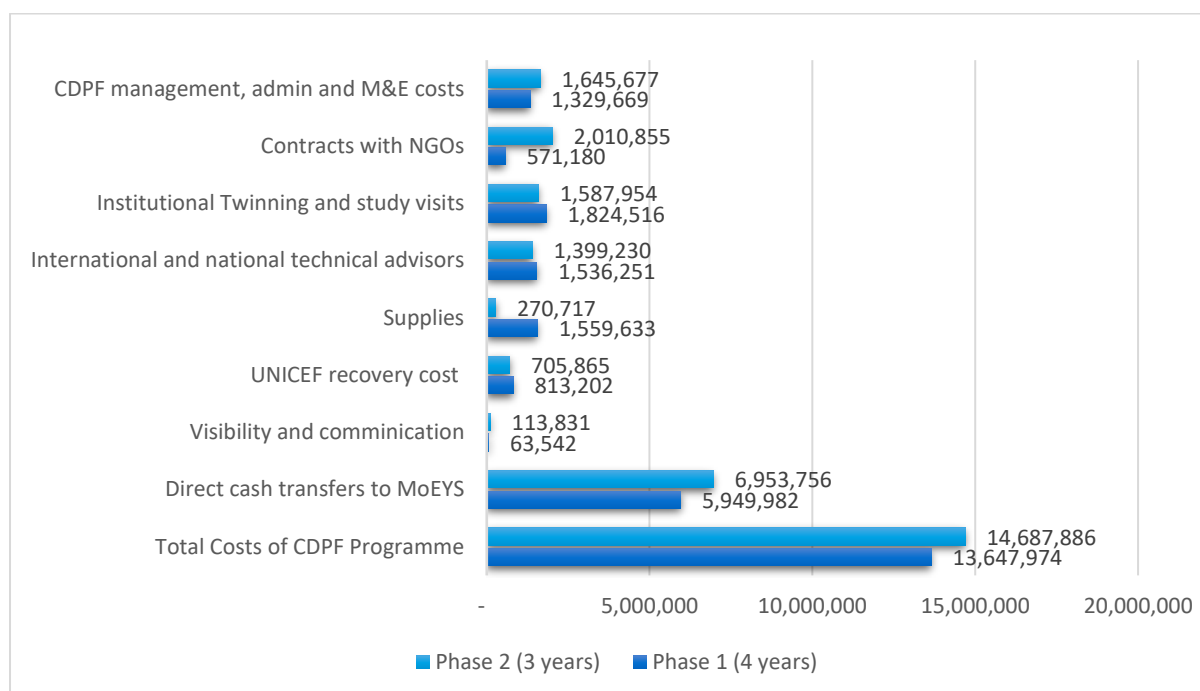
⁸⁶ Agency costs are also used interchangeably with remuneration costs (EU) or recovery costs (UNICEF). It refers to the costs mandated by the UNICEF Executive Board on all restricted-purpose contributions to UNICEF in an effort to capture UNICEF's incremental indirect costs of administering such contribution and implementing the programme funded from such contribution.

The exact annual allocation of funds to the CDPF will be endorsed by the Steering Committee through the annual work planning process. The types of support funded through the CDPF will be categorized into standard UNICEF budget categories, which will also be used for reporting:

- **Transfers and grants to counterparts** include any direct cash transfers to government implementing partners at national and sub-national levels to conduct capacity-building activities, such as meetings and training workshops, and to monitor activity implementation. The category also includes budget to carry out joint communication and visibility activities. This modality includes cash transfers to non-government implementing partners.
- **Contractual services** relate to international and national technical assistance to provide policy advice and on-the-job training, mentoring and coaching in areas requiring high-level technical expertise to MoEYS technical departments. This category also includes activities where UNICEF would engage external service providers linked to visibility and communications, including media engagement, design, copy editing, and translation and interpretation services.
- **Staff and personnel cost** includes any payment for employment services rendered, including salaries, wages and other direct costs of employment for UNICEF staff.
- **Supplies, commodities and materials** in limited number where these are deemed to be pivotal to the successful delivery of accompanying capacity development activities. This category also includes printing publications produced with CDPF support, as well as other communication-related materials.
- **Travel**-related costs include payment for the direct cost of expenses incurred by UNICEF staff or consultants to implement CDPF activities. Typically such costs would be associated with travel related to training, M&E, supervision and monitoring visits, and advocacy/meetings.
- **Equipment, vehicle and furniture** is a standard UNICEF budget category but there is no funding allocated to this expenditure type in Phase III of CDPF.
- **General operating and other direct costs** related to UNICEF management and administration of the CDPF programme.

CDPF, in the last two phases, has used a range of the abovementioned modalities to achieve its objectives. Direct cash transfers to MoEYS to implement its policy interventions, using its own national systems, remains the most frequently used funding modality (approximately 46 per cent of total spending in CDPF). Please refer to **Figure 15** below for a summary of budget utilisation in CDPF Phases I and II by key budget category. In reviewing the figure below, it should be noted that CDPF Phase I was a four-year programme whereas Phase II was a three-year programme.

Figure 15: Modality of CDPF Support in Phases I and II (UNICEF)



4.10.2 Financial management and disbursement arrangements

Pursuant to the UN General Assembly Resolution 56/201 on the triennial policy review of operational activities for development of the United Nations system, UNDP, UNICEF, UNFPA and World Food Programme (UNDG ExCom Agencies) adopted a common operational framework for transferring cash to the Royal Government of Cambodia and non-government implementing partners. The implementation of this framework is intended to significantly reduce transaction costs and lessen the burden the multiplicity of UN procedures and rules create for implementation partners.

The adoption of this harmonised approach is a further step in implementing the Rome Declaration on Harmonisation and the Paris Declaration on Aid Effectiveness, which calls for a closer alignment of development aid with national priorities and needs. This approach allows efforts to focus more on strengthening national capacities for management and accountability, with a view to gradually shift to utilising national systems. It also helps UNICEF shape its capacity development interventions and provide support to new aid modalities.

The common operational framework for transferring cash aims to ensure that the application of HACT results in effective management of risks associated with cash transfers leading to:

- Cost-effective assurance systems to ensure funds entrusted to UNICEF are utilised as intended;
- Transparent processes and oversight of cash transfers at country, regional and global levels;
- Reduced transaction costs for implementing partners through simplified and harmonised procedures for cash transfers among adopting agencies; and
- Strengthened national capacities for the management and accountability of cash transferred.

The system relies on what is called a risk management approach. The system recognises there is a risk involved with cash transfers. With trusted long-term partners that have stable management and strong internal management systems, risk is likely to be low; while for a

new partner about whom there is little prior information or experience, the risk will be higher. UNICEF will adjust its cash transfer method and assurance activities according to the level of risk.

HACT is a key element of sound programming, developed to support monitoring the reach and effect of UNICEF cash transfers. **Figure 16** below provides an overview of the system's core elements and financial assurance activities.

Figure 16: Harmonised Approach to Cash Transfers (HACT) Elements

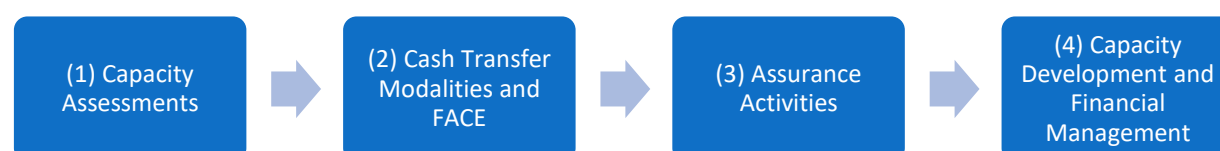


Table 14: Overview of key HACT elements

No.	Key HACT Elements	What	Who	When	What for?
1	Capacity Assessments - Macro assessment	<p>Review of existing assessments of the Public Financial Management system and capacity of the Supreme Audit Institution (SAI)</p> <p>No need for macro if no PFM report exists or if the office is not transferring cash to government partners</p>	UN Country Team (internal) or external service provider	Once per programme cycle, preferably during programme development	<p>Decision on use of the Supreme Audit Institution for audit of government partners</p> <p>Input into the UN Development Assistance Framework</p>
2	Capacity Assessments - Micro assessment	Review of individual implementing partners' financial management capacity where partner is expected to receive US\$100,000 or more/year	External service provider	Once per programme cycle preferably during work plan development	Partner risk rating to inform cash transfer modality, assurance activities and opportunity for capacity development

No.	Key HACT Elements	What	Who	When	What for?
		The risk rating for implementing partners that do not require an assessment is 'not-required'			
3	Cash Transfer and Modalities and FACE	<p>Funding Authorisation and Certificate of Expenditures.</p> <p>Common form used by all partners for cash transfers</p>	<p>All implementing partners for:</p> <ul style="list-style-type: none"> - Direct Cash Transfer. - Direct Payment - Reimbursement <p>UNICEF to certify FACE form based on results being achieved as reported</p>	Quarterly disbursements and reporting	<p>Requesting, reporting and certifying utilisation of funds</p> <p>Accompanied by itemized cost estimate (ICE) at the time of request for funds</p>
4	Assurance Activities – Programmatic Visits	<p>A component of programmatic monitoring, to:</p> <ul style="list-style-type: none"> - obtain evidence on the status of the implementation of the programme. - review progress towards achievement of planned results and adjustments required 	Programme staff or external service provider (third party or community monitors) where access is an issue	During programme implementation. Refer to table below on Frequency of assurance activities	<ul style="list-style-type: none"> • Assurance that implementation and results reported by the partner are accurate • Identification of progress, constraints and ways to address them • May prompt additional assurance activities
5	Assurance Activities – Spot Checks	On-site review of partner's financial records related to UNICEF-provided funds performed in the office of the	Qualified UNICEF staff and/or external service provider depending on country office capacity and country context	During programme implementation. Refer to Table below on Frequency of assurance activities	<p>Assurance that amounts reported by implementation partners on the FACE form are accurate.</p> <ul style="list-style-type: none"> • May prompt additional

No.	Key HACT Elements	What	Who	When	What for?
		implementing partner			assurance activities
6	Assurance Activities – Audit	<p>Systematic and independent review of data, statements, records of implementing partners receiving >US\$500,000 during the programme cycle.</p> <ul style="list-style-type: none"> Internal control audit is the standard for UNICEF. Financial audit only used for high and significant risk shared by implementing partners 	External service provider and Supreme Audit Institution (for government partners depending on country context)	Once/programme cycle	<ul style="list-style-type: none"> Special audits performed when significant issues are identified during the programme cycle Office may undertake annual audit in place of spot checks on significant and high risks partners receiving more than US\$500,000/year Assurance that funds were used for the intended purpose and in accordance with established procedures
7	Capacity Development in Financial Management	Capacity development actions in areas that are required to achieve programme results and can be addressed by UNICEF	UNICEF staff, or external service provider (use of national institutions encouraged)	As part of programme implementation or ad hoc sessions	Contribution to addressing weaknesses in financial management
8	Capacity Development in Financial Management	Capacity development actions in areas that are required to achieve programme results and can be addressed by UNICEF	UNICEF staff, or external service provider (use of national institutions encouraged)	As part of programme implementation or ad hoc sessions	Contribution to addressing weaknesses in financial management

Table 15: Frequency of financial assurance activities for GPE3 variable part

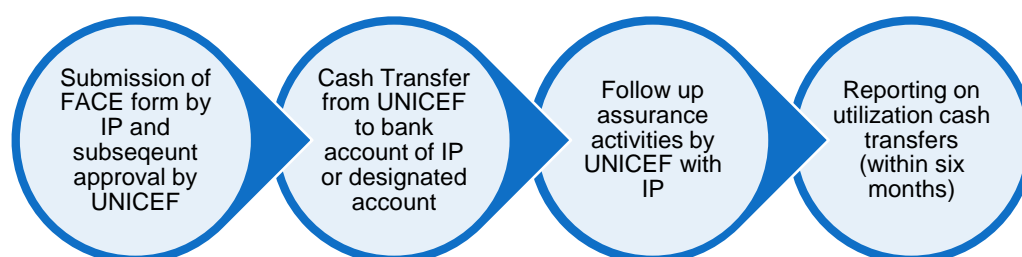
Cash Transfer \$ Per Year	Risk Rating	Programmatic Visits	Spot Checks	Audits
Less Than \$50,000	All Risk Ratings	1 or more/year	Not Required	One scheduled audit is required for all implementing partners that have received more than \$500,000 during the programme cycle
Less than \$100,000	All Risk Ratings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

In 2017 and 2016, the following financial assurance activities were carried out by UNICEF for CDPF.

Type of Activities in 2017	Audits	Micro-Assessments	Financial Spot Checks	Programme Monitoring
Number Completed	7	1	17	70
Percentage of Planned Activities Completed	100%	100%	100%	103%

Type of Activities in 2016	Audits	Micro-Assessments	Financial Spot Checks	Programme Monitoring
Number Completed	3	5	20	75
Percentage of Planned Activities Completed	100%	100%	95%	110%

Figure 17: Funds flow from UNICEF to implementing partners



For the GPE3 variable allocation, through the CDPF, cash will be transferred to the bank account of the implementing partner or a designated bank account based on the request of the implementing partner through the submission of a Funding Authorisation and Certification (FACE) form. The cash transfer modalities (direct cash transfer, reimbursement or direct payment) will be established in the agreement. The HACT processes (capacity assessment, cash transfer through FACE form, quality assurance programme visit, financial spot check, scheduled audit and special audit and capacity development) will be applied. Direct cash transfers will be requested by the implementing partners on a quarterly basis. The condition not to transfer additional funds to an implementing partner, if the implementing partner is holding outstanding funds from direct cash transfers over six months, will also be applied.

Three cash transfer modalities are available to implementing partners, within the HACT framework and as described in the agreed work plan, including:

- Direct cash transfers to implementing partners, for expenditure to be made by them in support of activities agreed in the work plan;
- Direct payments to vendors and other third parties, for expenditures incurred by the implementing partner in support of activities agreed in the work plan; and
- Reimbursement to implementing partners for obligations made and expenditure incurred by them in support of activities agreed in the work plan.

Under these modalities, implementing partners are required to comply with their own financial and procurement rules and regulations for the implementation of activities. All supporting documents will be maintained with the implementing partner and will be subject to assurance activities. Agencies agree on a preferred common modality for each implementing partner based on the micro-assessment of the implementing partner, but UNICEF may choose the most appropriate modality for specific and time bound programmes/activities following endorsement from its HACT Focal Point.

Partnering with civil society organisations and other non-government partners

Partnerships with civil society organisations, as part of the CDPF, provide value through combining complementary strengths. The contributions of two or more parties enables greater impact and synergy than when operating separately. These partnerships also help to extend the reach and effectiveness of the CDPF.

The guiding principles used by UNICEF to select civil society organisations and/or other non-government partners include:

- Focus on delivering results for children and promoting children's rights;
- Clear and consistent partner selection criteria;
- Alignment and ownership;
- Transparency and equity;
- Integrity and independence;
- Cost effectiveness; and
- Selection of a form of cooperation appropriate for the context and the goals being pursued.

UNICEF currently has the following **four different instruments** that operationalize relationships with civil society organisations:

1. Memorandum of understanding

- Main purpose: Articulate and agree on common goals and interests.
- Other features: Involves no transfers of cash or supplies

2. Programme cooperation agreement (two forms of agreement: 'light' and 'more complex' – depending on the scale, nature, assessed level of risk and the complexity of the partnership).

- Main purpose of the programme cooperation agreement (PCA): An agreement to work for common goals, with shared risks and responsibilities, resources and benefits. The PCA is based on a joint work plan and budget.
- Other features: Resources may be transferred to the partner to assist it in carrying out its roles. The partner is uniquely positioned and has specific capacities or advantages to carry out its roles under the agreement.

3. Small-scale funding agreement

- Main purpose: Limited support provided to a local/grassroots organisation, or other civil society organizations, not to exceed US\$20,000.
- Other features: Flexible, with highly simplified planning format and reporting requirements.

4. Special service agreement

- Main purpose: Contractual agreement for the delivery of services to, or on behalf of UNICEF on cost or cost-plus basis.
- Other features: Competitive tendering and selection, payments against satisfactory delivery of services.

As a result of some global revision to the processes, UNICEF now allows funds to be allocated for direct and indirect programme support costs related to PCAs:

- **Programme costs:** Costs of inputs that clearly contribute to the achievement of the objectives of the partnership and the expected results outlined in the PCA.
- **Direct programme support costs:** Attributable to the management and administration of the joint programme that can be identified as arising directly from its implementation (up to 25 per cent).
- **Indirect programme costs:** Partner's costs incurred in support of the joint programme that cannot be separately identified and traced to the programme (7 per cent standard rate).

4.11 Monitoring, evaluation and reporting

CDPF monitoring arrangements

As part of the CDPF's commitment to learning and reflecting on successful and less successful interventions and their impact; and taking into account the recommendations of the evaluation of CDPF Phase I, substantial efforts were made in M&E of CDPF Phase II. In turn, the findings of the CDPF Phase II will also shaped monitoring arrangements for CDPF Phase III (inclusive of GPE3 results-based financing). A key feature of M&E arrangements of CDPF Phase III will be a strong feedback loop into the annual planning processes and adjustments to support where necessary.

The Directorate General of Policy and Planning has a clear mandate for monitoring the education sector, including planning and management. Quarterly CDPF Steering Committee meetings will continue to be conducted to review and update the progress of achievements; the utilisation of CDPF funds (including funds from the GPE3 variable allocation); to discuss challenges and recommendations; and to agree on possible necessary adjustments to activities. The CDPF Secretariat will prepare progress updates and submit these to the CDPF Steering Committee prior to meetings. There is provision for the CDPF Steering Committee to conduct missions to monitor the outcomes of CDPF and review performance.

The relevant departments of MoEYS will monitor the results indicators of the CDPF programme. Reporting on results will be conducted annually. All data collected will be disaggregated by gender. M&E arrangements include collecting, analyzing and reporting data from the systems that have been supported by the CDPF including EMIS, Q-EMIS, EQAD national assessment reporting, FMIS and HRMIS. CDPF will also use annual education congress reports, annual joint sector reviews and other periodic qualitative and quantitative studies from government and non-government partners to analyze the contribution of CDPF activities to sector progress.

UNICEF staff, in line with the HACT framework, will also continue to conduct programmatic and quality assurance activities.

Evaluation

As part of the CDPF accountability and reporting requirements to development partners and MoEYS, there is a need to generate concrete evidence on the extent to which the CDPF is yielding results in terms of its programmatic objectives towards improved capacity of MoEYS, both at national and sub-national levels. It is equally important to identify what can be done better and point to key recommendations to further strengthen CDPF implementation. To this end, an external final evaluation of the programme has recently been completed. This evaluation has built upon the previous evaluation of CDPF Phase I and other reviews conducted thus far. The evaluation has provided important recommendations to shape CDPF Phase III, which have been captured in the design of the CDPF Phase III programme.

For CDPF Phase III (including the GPE3 variable allocation), an external final evaluation of the programme will be commissioned in early 2021. Within the terms of reference for this evaluation there will be provision for monitoring the effectiveness of capacity development interventions (based on the CDMP). As a result, this will generate more learning about CDPF support within the context of other development partner support and broader sectoral developments.

The external final evaluation of CDPF will seek to engage the following approaches to monitor capacity development:

- Application of OECD/DAC evaluation criteria;
- The 'Most Significant Change' approach;
- Accountability, learning and planning system; and
- Outcome mapping.

Reporting

Consistent with the latest version of the Financial and Administrative Framework Agreement (FAFA) and the EU/UN Joint Guidelines on Reporting Obligations under the EU-UN FAFA (2011), UNICEF will provide one single report to the EU, GPE and Sweden on the basis of contributions from all partners to CDPF Phase III.

Reporting will be done within the context of the Theory of Change and of the Results Framework for the programme and on the basis of the annual work plan and annual budget. An annual progress report (using the reporting format from Phase 2) will be provided in the first quarter of 2018; 2019 and 2020. A final report for 2021 will be submitted by June 2022. The final evaluation of CDPF Phase III will cover 2018-2021, and will be budgeted for in the 2021 work plan.

Progress reports follow EU guidance for the CDPF fund, Article 3: Obligations regarding information and reporting, further described in the PAGODA manual (Pillar Assessed Grant or Delegation Agreement). It will include at least:⁸⁷ a summary and context of the action; actual results achieved based on the Theory of Change and result framework matrix; the activities carried out during the reporting period under the CDPF annual work plans with reporting on the work plan budget; the difficulties encountered and measures taken to overcome the problems; information on the implementation of the visibility and communication plan; information on the implementation costs incurred, as well as legal commitments entered into by UNICEF during the reporting period; a summary of the controls carried out and available audit reports in line with UNICEF's policy on the disclosure of such controls and audit reports; controls measures carried out on sub-delegates, if any; and a work plan for the following period and a financial report showing expenditure during the reporting period against agreed categories and the balance of funds. In the financial report, the expenditure of the totality of CDPF funds will be reported against the CDPF budget lines.

Progress reports will also include a section reporting on the implementation of GPE3 result-based financing, including reports on the achievement of results against indicators. Milestones and targets will report on the assessment, verification and validation process and on the implementation of main activities to achieve the results.

The final report will contain the additional elements listed in the GC of the PAGODA Article 3.7.

⁸⁷ See details in GC PAGODA Article 3.6 and 3.7

4.12 Key risks and mitigation measures for the variable part

Table 16: Risk factors and mitigating measures for the variable part

Risk Factors	Likelihood	Impact	Risk	Mitigation
Generic				
Delays in implementation during the period leading up to elections	Med.	High	Med.	<ul style="list-style-type: none"> Main activities identified and realistic timeline set through the annual work planning process, due to be finalised by the end of December 2017
Delays in the preparation of MoEYS report on the achievement of targets due to difficulties in reaching consensus on the achievements of targets	Med.	Med.	Med.	<ul style="list-style-type: none"> Targets are clearly defined; Funding level associated with the achievement of each target is clear; UNICEF team has the capacity to support MoEYS in the preparation of the progress report in March/April each year and to monitor work progress by regularly following up with MoEYS' relevant departments during the year; Independent expertise will be recruited to support the annual assessment and verification of progress.
Delays in the decision by the education JTWG to validate the annual variable allocation assessment file for disbursement by the GPE	Low	Med.	Med.	<ul style="list-style-type: none"> The assessment file will be sent two weeks in advance of the Q2 JTWG meeting
Delays in the disbursement of variable allocation funds by GPE, leading to delays in the programming of funds for CDPF	Low	High	Low	<ul style="list-style-type: none"> The assessment file prepared will be comprehensive and will be sent on time. UNICEF will be liaising with GPE to make sure that potential requests for clarifications be answered in a timely manner
Specific: Equity component				
Delays in preparation and in the comprehensiveness of the primary education scholarship framework	Med.	High	Med.	<ul style="list-style-type: none"> Support from CDPF to MoEYS departments involved in the preparation of the framework: Mainly the policy and primary education departments. The type of support provided will be defined jointly with these departments, however, it could be technical assistance or funding for additional research on

				possible policy options (such as on targeting or transition to lower secondary), or providing advice on how to enhance complementarity between activities aimed at reducing dropout
Limited capacity and funding for training on new processes established in the primary education scholarship framework	Med.	High	Med.	<ul style="list-style-type: none"> Based on funding estimates of intended contributions to the CDPF pooled fund, sufficient budget will be available to provide targeted training to support the implementation of key aspects of the new scholarship framework. Attention will be paid to selecting cost effective training modalities to reinforce capacities to implement the scholarship programme. It is not expected extensive training will be required to support implementation of the framework
Specific: Learning component				
Delays in the adoption of the CPD implementation framework for teachers and school directors and lack of clarity on the school-based mentoring component	Med.	High	High	<ul style="list-style-type: none"> Close follow up with all MoEYS' departments concerned, coordination of UNICEF/CDPF with UNESCO for the provision of technical assistance, if needed. GPE programme and CDPF will support analysis/projections of various mentoring modalities, if required by MoEYS, to assess cost effectiveness of options
Delays in the implementation of the fixed part training on mentoring	Low	High	Low	<ul style="list-style-type: none"> Close follow up with UNESCO and MoEYS in the framework of the GPE3 Steering Committee
Specific: Efficiency component				
Delays in the adoption of the comprehensive school-based management package for school directors	Med.	High	Med	<ul style="list-style-type: none"> Close follow-up at technical level on the ongoing work (notably on the SIF) and training package being implemented. Provide additional support, through CDPF, if needed
Insufficient efforts of partners to harmonise approach and contribute to a single comprehensive school-based management training	Low	High	Med.	<ul style="list-style-type: none"> Continued advocacy in the ESWG and the ESWG and the JTWG to suggest efforts for harmonisation. Same approach would be used in technical dialogues with concerned MoEYS departments

package for school directors				
Continued fragmentation: SIF training separate from the school-based management training	Low	Med.	Med.	<ul style="list-style-type: none"> Continued advocacy in the ESWG and the ESWG and the JTWG to suggest efforts for harmonisation. Same approach would be used in technical dialogues with concerned MoEYS departments
High budget for training implementation – delay in implementation of training	Med.	Med.	Med.	<ul style="list-style-type: none"> Assess various options for training modalities. Several development partners are considering funding