

Country Report on School-based Management in Cambodia

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Executive Summary

This report sets out to define the process of decentralisation within the education sector in Cambodia. The first part of the report provides an outline of the education structure followed by an overview of some of the previous and current reforms.

Decentralisation in the education sector is a recent concept that was introduced in 2000 and is being implemented by MoEYS. The Education Strategic Plan (ESP) and Education Sector Support Program (ESSP) was formulated by MoEYS and places an emphasis on introducing new strategies of authority, accountability and responsibility. This will ensure that all levels of the education sector are enabled to have a greater say in the management of their schools in order to endorse decentralisation.

There are many institutional structures and regulatory frameworks in management, planning, finance and monitoring that need to be developed. This is being accomplished through the Priority Action Programs (PAP's) and the purpose of these programs is to provide operational budgets to all primary schools throughout the country. Many resources are required, and this places a heavy reliance on donor funding to not only provide finance for basic equipment, but also funding and support for many skills development and capacity building needs.

MoEYS stresses that the strategy is based on a five-year rolling plan to form sector development. It is an evolving and working document with a set of priority programmes that will be reviewed annually providing a basis to gradually introduce and de-centralise systems of mutual accountability between government and communities.

The limited resources and low skill levels warrants that there are many problems to overcome in all sectors of the education system. Many organisations are implementing programs to address some of these problems although this could lead to further problems due to a lack of co-ordination.

Progress is being made and there is a real commitment from people at all levels to build a successful and workable system. This system will allow for schools to have a greater say and more control over its activities in contributing to the goal of achieving Education for All by the year 2015.

Finally I would like to express my thanks to Carol Elliott, Education Management Adviser who helped me in writing this report.

1. Concept of Decentralisation in Cambodia

Cambodia is now entering a new period of opportunity that plans for a de-centralised, sustainable, and more secure future for its people. The years of war and instability in Cambodia left the nation with virtually no educated personnel to run the

country. Under the new regime the main priority was to restore order and stability through a centralised system of governance. The essentials of this goal required a well-educated, skilled and motivated work force, an adequate infrastructure for sustainable economic growth, and a shared national commitment to equality and human rights. These are still necessary conditions that demand support by democratic participation at all levels of society, and as Cambodia continues its reconstruction and development, a more efficient and effective education system remains one of its key challenges.

Decentralisation is a very recent concept in Cambodia; as yet there is no overall policy that sets out a co-ordinated national decentralisation strategy. The Ministry of Education Youth and Sport (MoEYS) is probably one of the most advanced ministries in terms of implementing a decentralisation process through Priority Action Programmes (PAP) and through parallel projects such as the Education Quality Improvement Project (EQIP). MoEYS is adopting a gradual approach to decentralisation through the use of the PAP's and also through the planning and management of the Education Facilities program. The ministry's long-term goal is to enable schools, and communities to have a greater say and responsibility in the running and management of education services.

Structure of Education System:

The Ministry of Education, Youth and Sport (MoEYS) is one of the largest civil ministries. Activities and services delivered by the Ministry cover the entire country, ranging from central to school levels. The total number of teaching and administrative staff at all levels is about 85,000, or almost half the total number of civil servants in the whole country.

The structure is made up of a group of senior officials who take responsibility for political matters and education competencies run by the central management or the Office of the Minister. The group includes the Minister, the Secretary of State and Under-Secretaries of State and is assisted by officials with different specialisations. (Annex 1)

The General Inspectorate has two Sub-Units: Inspectorate of Education and Inspectorate of Administration and finance. The general administrative structure of the education system can be seen to adopt elements of a centrally planned public administrative structure. Its mission is to act as "Secretariat for the Ministry in monitoring the development related to Education policy, such as the implementation of Curriculum for all level of Education, law, rules, guideline and decisions of Ministry".

It is responsible for the utilisation of human resources, equipment, materials, budget allocation and other financing. It also proposes improvement of concerned procedures, contents, and, if necessary, the General Inspectorate takes part in the process of solving problems encountered within the education system. Whilst many of the education administrators in Cambodia have a great deal of experience in leading and managing their work, they have never completed any standardised training.

The Ministry of Education, Youth and Sport has four levels, or horizontal lines of authority, consisting of the Ministry at Central level, the Provincial/Municipal level, the District or "Khan" level, and the Schools.

Twenty-four Provincial and Municipal Education Services or Provincial Education Offices (PEO) are each headed by one director, deputy directors and their technical offices follow the central department structure. As yet the number of technical offices at provincial and municipal level varies according to the proportion of staff in

each province or municipality (Annex 2). Practically, provincial education services are classified into three categories:

- Large provinces/municipalities with teaching and non-teaching staff of 5,000 and above are authorised to set up between 10 and 12 offices.
- Medium sized provinces/municipalities with teaching and non-teaching staff of 1,000-5,000 are authorised to set up between 7-9 technical offices.
- Small provinces/municipalities with less than 1,000 teaching and non-teaching staff can establish between 4 and 6 technical offices.

The number of sections under each office at district level and the number of staff members must also be in proportion with the total number of teaching and non-teaching staff within each district or “khan”.

In practice, the District Education Office (DEO) supervises all primary schools in the district, whereas, the Provincial/Municipal education service mainly provides technical guidance to lower secondary or upper secondary schools in the province. With a view to proper implementation of the national curriculum, education administrators at provincial/municipal and district level continuously assign teams to inspect schools, and appraise and rate their performance.

MoEYS is in the process of delegating greater decision-making, specific responsibilities, and spending authority to various levels within the education sector, firstly to provincial levels and then to districts, and schools. Central levels will be responsible for planning and monitoring overall performance and impact, provincial levels will be responsible for the management and finance of certain programmes, and districts will conduct field monitoring. All levels of society will need to take responsibility to work towards increased enrolment, improved standards, and a decrease in the dropout rates, particularly in terms of the most disadvantaged groups within the community.

New measures are being introduced to increase responsibility for more detailed financial planning and resource allocation for recurrent and capital priority programs. There will be increased delegated authority to PEO for allocation to districts and schools for individual programs as well as the introduction of criteria for provincial offices to plan the development of education facilities. There is currently a pilot project being run in six provinces for the financial management of these resources.

MoEYS is currently adopting this phased approach to decentralisation at various levels and is working to produce clear guidelines on the financial, planning and monitoring responsibilities of each level.

2. Decentralisation Process

Political and socio-economic changes have led to successive reforms of the country’s education system. Prior to 1975, the country adopted a French based education system that required 13 years of education (6+4+2+1) with 4 or 5 major examinations. After 1979, the Ministry of Education, in consideration of the country’s urgent needs, introduced a 10-year education system (4+3+3) and later expanded it to an 11-year education system for 1986-1996.

Following the elections of 1993 and the establishment of a new government, the country found new donors willing to assist in reforming Cambodia's education system. It was recognised that a long-term approach was needed and mechanisms would have to be in place that would work towards reducing and eventually eliminating the dependence on foreign aid.

A reformed National Curriculum was produced in 1996 and textbooks for all subjects at primary, lower secondary and upper secondary have been written. Teacher Manuals are now available for most subjects at primary level. The Textbook Orientation Program has introduced teachers throughout the country to the new textbooks and teacher manuals, beginning with Grade 1 and 6 in 1996 and following each year with the next grade, reaching Grade 5 in 2000. The TOP program aimed to increase teaching efficiency through improvement of technical capabilities of teachers throughout the country in knowledge, skills and values. (Masterplan for Development of Teacher Education 2001-2005).

The Ministry has continued to improve the education system. The curriculum was reformed, new textbooks were developed and new teaching skills were provided to teachers to prepare ground for the introduction of a new 12-year education system (6+3+3) in the 1996-97 school year. The new system has increased the number of learning hours for every grade in the cycle of primary education.

In the framework of this new 12-year education system, one school year lasts 38 learning weeks, with 5 learning days per week, 6 periods of learning per day, and each period of learning lasts 45 minutes. Under the old curriculum, one school year lasted only 32-33 weeks, and pupils attended only 4 periods of learning per day. In consideration of the shortage of classrooms, the Ministry has allowed schools to teach only 5 periods per day and each period of learning lasting only 40 minutes.

The Education Strategic Plan (ESP) is the long-term policy document of the Ministry of Education Youth and Sport (MoEYS) to reform Cambodia's education system and was first implemented in the year 2000. It is also the basis for planning the education sector's contribution to achieving the Governments broader poverty reduction objectives as stated in the Interim Poverty Reduction Strategy Process (IPRSP) and Poverty Reduction Strategy Process (PRSP) over the next 10 – 15 years.

The overall aim of the ESP is to provide - 'Education for All' by the year 2015 and to ensure that all children have access to nine years of quality education. The ESP states that the emphasis is pro-poor and should concentrate on reducing the cost burden of education to increase participation of even the poorest families, thus re-emphasising a pro-poor and policy-led reform program.

The mission is to provide:

'An inclusive, easy accessible and high quality service,
which is available to all;
independent of wealth, gender, ethnicity, and physical and mental wellbeing'¹.

¹ From ESP page 7

The ESP is supported by the ministry's own strategic plan in the form of a companion document the Education Sector Support Programme (ESSP). This outlines in more detail some of the specific aims required in terms of cost and time to achieve the goal. The ESSP is based on a five-year rolling program that is reviewed annually to allow for adaptation to current situations and resources available, through a partnership principle that involves ministry staff, NGO's, and Donor Agencies. A thorough assessment is made and then the ESSP is updated to take into account the achievements, lessons learned and specific needs assessments for the future planning and implementation of priorities.

Below are listed some of the broad principles as detailed in the ESSP 2001/06 (p16):

- Increased use of the provincial education office to co-ordinate financial management processes, including support for district and institutional BMC's (e.g. teacher training colleges and provincial training centres).
- Avoiding initial management overload on districts and schools over 2001/05 by limiting their responsibilities to recurrent PAP 2 and 3 only.
- Delegating operational management responsibilities to directors of TVET, higher education and teacher training institutions for PAP 4,5, and 6 respectively, against agreed allocations.
- Delegating limited management responsibilities to PEO for other programs, PAP 1 PAP 8, and PAP 10, while maintaining the budget management centre and accounting responsibilities at head quarters.
- Management and procurement of the textbook program (PAP7) through newly established BMC within the General Directorate of Education.
- Significant management responsibilities to province for PAP 11, to ensure effective monitoring (and possibly audit).

The mechanism to achieve greater responsibility is one of the key goals of the ESSP and this goal will require a strengthening of capacity building at all levels. The Priority Action Programmes (PAP's) will ensure that delegated responsibility will be given in areas such as information management, purchasing of learning materials and equipment, monitoring and evaluation and financial management.

There are currently 12 Priority Action Programs:

PAP 1	Education Service Efficiency
PAP 2	Primary Education Quality and Efficiency
PAP 3	Secondary Education Quality and Efficiency
PAP 4	Technical Vocational Education Training
PAP 5	Higher Education Quality and Efficiency
PAP 6	Continuous Teacher Development
PAP 7	Core Instructional Materials
PAP 8	Expansion on Non Formal Education
PAP 9	Aids Awareness in Schools and out of Schools
PAP 10	Sport Development
PAP 11	Monitoring
PAP 12	Equitable Access and Scholarships

They aim to reduce the level of informal fees charged to parents for schooling, reduce the drop-out rate through remedial classes, re-deploy teachers to remote areas, improve teachers working conditions through incentive payments and provide schools with modest operational budgets.

The PAP's were introduced in 2000, and are an important mechanism for the release of more decentralised resource allocation and a consolidation of activities. As part of the Government's Poverty Reduction Strategy, and with the aims of increasing participation and efficiency, PAP initiatives include decentralising authority over financing of local education initiatives, good governance and appropriate use of economic and natural resources.

The top priority is to ensure equitable access, quality, and efficiency for up to nine years of basic education. The main targets are to increase the enrolment of students in grades 1-6 and 7-9 to 2.4 million and 0.85 million respectively by the year 2005. (Page 8 ESP).

The PAP's and certainly the abolition of start of year school fees have led to an increase in enrolment rates. In the first year PAP was trialled in ten of the twenty-four provinces and the admission rates in those provinces increased by an average of 21%. The following year PAP was extended to all provinces with a primary school enrolment increase of 14%.

Prior to the governments decentralisation policy a World Bank project, EQIP, was set up in late 1999 to develop a model of a participatory approach to school quality and performance based resource management. This project was based at a grass-roots level and worked with clusters of schools to improve quality. Decisions were made at local levels and skills were developed in planning, budgeting and reporting. The schools worked together to decide on priorities and took control of the funding to achieve those priorities, giving the schools higher levels of responsibility and better access to resources.

It should be noted that school clusters are not a new hierarchical line of authority. A school cluster is a group of schools geographically located near each other that can provide mutual technical and material assistance to make the teaching and learning process more effective. The idea is to group a few schools into one cluster so that teachers can use limited teaching materials efficiently and share their experience for better lessons through improved teaching methods, among other means, and for better school management.

3. Constraints

The rebuilding of the Cambodian education system continues to face many constraints, including critical shortages of human, material and financial resources. Decentralisation demands a sound financial and management structure, and a regulatory framework for monitoring and auditing. It is generally recognised that management expertise is lacking, especially given the current trend towards decentralisation and greater local responsibility for decision making.

There is currently no overall decentralisation policy and many organisations, ministries or even departments within the same ministry may be duplicating work that is conducted by others. Several of the PAP's contain cross-cutting themes i.e. capacity building and monitoring therefore a co-ordinated approach is required within MoEYS.

Moreover, the education sector cannot be viewed in isolation, communication and co-operation from other ministries, donors and NGO's is of paramount importance because there is a greater need for improved planning, management and accountability.

At the central level, tasks are divided among general and specialised departments. In various domains of management (finance, material/equipment, personnel and curriculum), decisions are made on the basis of consent and appointment. Because of poor communication links at the horizontal line of authority, education administrators at grass-root levels are obliged to make decisions on many things without referring to higher levels. Consequently, the implementation of the Ministry's guidelines or instructions by each administrative unit varies according to geographical or specific conditions of each locality.

There have and continue to be many problems also with the accurate and timely collection of data. These problems are not only in terms of human capacity but also many physical and environmental constraints. Many schools open late due to large areas of flooding; ranging from localised flooding to whole villages. This results in a shortage of school buildings and learning centres, class sizes are often excessive, the number of actual teaching/learning hours is inadequate. Therefore the data is often incomplete, late or devised. There is a great distrust in the accuracy of the data collection and many departments work independently of others thus having school principles duplicate data collection.

One of the major problems is also the low quality of teacher training. Because there is no clear policy for teacher training, curriculum's and teaching materials for this purpose are underdeveloped. Consequently the new curriculum can not be fully implemented, and there is a shortage of core and supplementary teaching materials.

In addition, the qualifications and recruiting criteria for trainers at these teacher-training institutions are not clearly defined. Cambodia therefore needs to improve the teacher-training curriculum and set up definite criteria for teacher's licenses.

Historically the Ministry has had to employ staff with low skill levels. Specialists or those with suitably high levels of education have not been available. Many staff at the Ministry now have inappropriate skill levels and often lack the abilities that might be associated with particular jobs. It is also very difficult to attract and retain motivated, talented staff when salary levels are low, but also when they are managed by untrained staff with lower abilities.

In the past departments have tried to compensate for the lack of skilled staff by employing larger numbers of lower level staff. Staffing levels have often become very large because it has been acknowledged that many staff cannot live on their salaries and must do two or more jobs. Thus they are only available for half or less than half the working hours.

Consequently, teachers are often not qualified and are ill motivated due to low salaries and poor working conditions. The socio-economic and professional status of teachers is poor. There are few non-monetary incentives such as scholarships, training opportunities, career development, and transfer or public recognition. Many teachers have to rely on secondary jobs to earn a minimum living income.

An additional challenge is that of gender equity, many girls dropout of school as it still considered more important to spend what little money is available to educate boys. Girls are often kept at home to help with the daily running of the household. Parents'

perception of the relevance and return from girl's education, as well as of the overall cost of education can have an influence their decision-making as to which children will be sent to school.

Another important reason for the under representation of girls in secondary school and higher education is related to access. Only a limited number of villages in Cambodia have a secondary school, so attending school means travelling long distances. Boys have the option of staying in nearby pagodas, but there is no provision of separate dormitories for girls. All the above indicates that girls are clearly hampered in playing a full and equal role in the social, political and economic development of the country.

One leading objective is how to ensure that once children are enrolled they stay for at least the nine years of basic education. Particularly in terms of the most disadvantaged groups i.e. girls, disabled and ethnic minority groups.

Even though past attempts have been made to improve the national curriculum and the availability of textbooks there still continue to be many problems. The poor performance of the new curriculum is lacking of a clear reform policy and strong leadership in formulating the new curriculums and developing new textbooks. This has resulted in a weakness in continuity and the interrelationship between the curriculum and textbooks as well as inconsistency in the series of subjects. The number of pages of the textbooks and the number of items in them has not been reduced sufficiently to avoid excessive teaching contents that do not correlate to the actual teaching hours.

There is an opportunity for School Directors to take more responsibility for the appropriateness of the curriculum. The average number of weeks actually taught is reportedly 25 of the 38 weeks official school timetable. Various reasons were suggested for this (public holidays, festivals, and low teacher attendance).

The current national curriculum is largely considered to be too long and too complex. The curriculum was designed with a system of single shift teaching in mind, whereas the current norm is double or even treble shifts. There is great support for a more relevant and simplified curriculum.

Another issue is that the current curriculum fails to prepare students adequately for a career. Studies have shown that secondary students leave school to take the same employment that was available at the end of primary school. Therefore parents perception is that secondary school appears to add little or no value for three or six extra years of study. The idea of follow up tracer studies of leavers is unfamiliar, and no records of pupil success in post-school employment are kept.

Effective implementation of ESP/ESSP policies relies heavily on the predictability and accuracy of resources available, without this policies and priorities will be severely undermined. One of the biggest current constraints is the timely and accurate disbursement of PAP funds. The late and reduced disbursement causes reluctance at decentralised levels to produce any plans because they do not know if they will receive the required money to implement their activities.

The ESSP is a very complicated document that is written in broad terms and it is not surprising that very few people have a clear understanding of what is expected. Although, throughout each year the roles and responsibilities for PAP at each level become a little clearer, many people at the grass-roots level do not comprehend how these strategies relate to their roles.

The ESSP has been described by some as being a complicated document that is written in broad terms and it is not surprising that it is taking a while for people to grasp a clear understanding of the document. However, throughout each year the roles and responsibilities for PAP at each level become a little clearer. There is still a need to disseminate to the people at grass-root levels as to how these strategies relate to their roles.

The focus of ESSP is on decentralisation and even though there are loopholes it is still a very centralised system –

- MoEYS and POE plan, monitor and write guidelines and procedures (but POE planning limited so far).
- DOE = BMC (localised budget management centres) manage budgets, implement programs and supervise schools.
- Schools manage budgets and implement programs.

There are many problems to overcome that require many systems and resources to be put into place. However progress is being made and there are many people within MoEYS who are committed to reforming the education system and achieving its goals.

4. Planned Activities to Overcome Constraints

The Ministry's long term policy goal is to put in place planning and management systems that allow for greater responsibility for decision making at provincial, district, community and school levels. The development of these systems will need to be responsive to broader public administration reforms including the implications of any new role for the communes and of revised responsibilities for the current MOI review.

A decentralised system means that new skills and new ways of working will be required at all levels. Each technical department has been responsible for designing and developing it's own capacity building plans and this in itself could cause more problems if a co-ordinated approach is not adopted. A decentralised approach to capacity building could be difficult to implement particularly in terms of monitoring the impact.

The ESSP sets out priorities for capacity building for decentralisation, however, as can be seen below, they are only written in broad terms and many departments are confused as to what is expected of them. The priorities are broken down into the following two main components:

The ESSP sets out priorities for capacity building for decentralisation, in broad terms and the priorities are broken down into the following two main components:

Component One: The mainly technical and professional institutional development and capacity building requirements for effective planning, management and monitoring of the 12 recurrent budget financed priority action programs (PAP).

Component Two: The broader crosscutting and system wide institution and capacity building needs for planning, management and monitoring of the education reforms, focusing on requirements at HQ, provincial, district, cluster/commune and school levels.

Detailed capacity building planning will also take account of the scheduled review of the existing MoEYS/cluster organisation. This program envisages a potential role for school clusters but this has not yet been written in great detail. This is due to the fact that the function PAP is to provide an operating budget to all primary schools within

the country, some of the primary functions of school clusters may become redundant, especially those with respect to resource sharing.

One immediate priority is to establish a nationwide cluster network for implementation of PAP primary education. Some potential programs have been identified that a nationwide cluster network could support over the medium-term. In the short-term, given the urgent need to establish some equity between the clusters capacities nationwide, it is proposed the MoEYS adopt a selective approach to using clusters to support program implementation.

As outlined in a recent MoEYS guideline, a nationwide cluster organisation could be initiated to provide technical support to PAP 2. In part this cluster role is already in operation having supported the planning and remedial program in 2001 and the information management process for PAP primary education in 2000 (10 provinces) and in 2001 (24 provinces). In summary, initial capacity, through on-the-job experience and taking responsibility is already in place.

Expanding the cluster role for technical support for teacher development (PAP 6) and for secondary education could be phased in 2003 and 2004 building on the lessons learned in 2002. As a preliminary step, there would be a need to analyse the capacity building needs of the TTC's and districts to assess requirements for links with clusters in the planning and implantation of in-service teacher development.

Possible roles of a Streamlined Cluster Model in Education Reform

PAP Sector	Possible Roles	Implies Activities/Actions
PAP 2.1: Basic Education Quality and Efficiency	<ul style="list-style-type: none"> - Collective planning to increase quality of school plans - Increased adherence to allocation formulae - Approval of school plans against Ministry guidelines - Collection and delivery of plans to district offices - Approval of school requests for purchasing 	<ul style="list-style-type: none"> - Provision of basic materials & equipment to LCSCs - Orientation to allocation formulae and planning guidelines - Provision of operating budgets for travel
PAP 2.2: Improved Primary Education Progression	<ul style="list-style-type: none"> - Selection of remedial class teachers against centrally set criteria - Selection of remedial class managers - Monitoring by TGLs - Development and administration of external tests 	<ul style="list-style-type: none"> - Orientation for managers and teachers in remedial methodologies, testing, etc. - Operating budget for class visits
PAP 3.1: Secondary School	<ul style="list-style-type: none"> - Collective planning to 	<ul style="list-style-type: none"> - Provision of basic

Operating Budgets	<ul style="list-style-type: none"> increase quality of school plans - Increased adherence to allocation formulae - Approval of school plans against Ministry guidelines - Collection and delivery of plans to district offices - Approval of school requests for purchasing 	<ul style="list-style-type: none"> materials & equipment to LCSCs - Orientation to allocation formulae and planning guidelines - Provision of operating budgets for travel
PAP 7: Continuous Teacher Development	<ul style="list-style-type: none"> - TGL collaboration with TTC trainers in provision of in-service training - Classroom observations to monitor follow-up of training program - Teacher aid development to facilitate target teaching methodologies 	<ul style="list-style-type: none"> - Capacity building for TGLs in target methodologies and classroom observation - Operating budget for travel - Coordination between allocation of school operating budgets for teaching aids and training content
PAP 11 (new): Capacity building Priorities for Sector/Program Monitoring	<ul style="list-style-type: none"> - School monitoring against centrally set guidelines - Data collection - Data reporting 	<ul style="list-style-type: none"> - Operating budget for travel - Orientation to school performance assessment guidelines, financial reporting, etc. - Capacity building in data collection and reporting
PAP 12 (new): Equitable Access/Scholarships for the Poor	<ul style="list-style-type: none"> - Facilitating student selection process including advertising, short-listing, interviewing, and final selection - Monitoring of drop out from among scholarship recipients - Regular reporting 	<ul style="list-style-type: none"> - Operating budgets for travel - Capacity building in use of selection criteria, monitoring, and reporting

Provinces need to become responsible for identifying provincial priorities, then prioritising, developing and implementing programs within a given resource envelope. Provinces and individual departments have been given greater delegated authority for

defining individual program strategies and from 2002 POE's were given more authority for allocating resources to districts and schools.

5. Future Trends and Plans

A cross-cutting medium term priority is to selectively strengthen the Ministry's and other stakeholders institutional systems, processes and capacities to increasingly decentralise and delegate greater authority to provinces, districts, communes, clusters, schools and communities for education services planning, management, delivery, reporting and monitoring.

The Ministry's long term goal is to enable schools, institutions and communities to have a greater voice and responsibility in the running and management of education service. The details of long term education service organisation and management mechanism will be defined as broader political and public administration structures become clearer (e.g. the role of community councils).

In order to ensure that strategies are developed within the emerging Government framework for decentralisation and de-concentration, MoEYS will establish a joint working group involving MIO, MEF, CAR/NPAR and MOP. The working group will, amongst other tasks, assist in rationalising roles and responsibilities in education development at all levels.

In particular, the capacity building components of the Education Strategic Plan accords the highest priority to strengthen school/community relations, focusing on developing mechanisms for greater mutual accountability and governance at the grassroots level. This will need to include rationalisation of the respective roles of school committees, parent associations, cluster committees, commune councils and village development committees. Improving these relationships will take place in the context of re-defined roles for provincial and district authorities.

In this context, the Education Strategic Plan includes three main medium term strategies for institutional development and improved capacity building for decentralisation, summarised as:

- Strengthening Central and Provincial Planning and Monitoring Systems
- Enhanced District and School/Institutional Management Systems
- Improved Governance and Regulatory Systems

For Strengthening Central and Provincial Planning and Monitoring Systems, the main strategies are:

- Improved predictability for medium-term financial planning and decentralised financial management, through securing a Government commitment to an MTET, including designated PAP and other program budget provisions and projections.
- Improved central co-ordination of education system capacity building strategies and programs through strengthening the National Committee for Development of General Education and establishment of a similar committee for post secondary education.
- Strengthening central and provincial strategic and financial planning and monitoring, through capacity building programs, delegation of responsibility

for PAP/program budget allocations to provinces and agreed guidelines for program output/out come monitoring.

- Strengthening education system performance and impact monitoring, though introduction of joint Government, MoEYS, donors and other stakeholders annual performance review, agreement on key performance indicators and annual work plans for performance data collection and analysis.

For Enhanced District and School/Institutional Management Systems, the main strategies are:

- Strengthening district and school program management systems, through capacity building for PAP district BMCs and school head teacher and parents' committees and revised PAP management guidelines.
- Strengthening higher education, TVET and teacher training institutions management systems, through management capacity building linked to new PAP guideline.
- Strengthening provincial and district level personnel management systems, through issue of new staffing guidelines and norms, increased delegated authority to districts for staff deployment against these norms and capacity building for provincial/district personnel planners.

For Improved Governance and Regulatory systems, the main strategies are:

- Improved accountability through introduction of legislation and regulations for granting increased operational autonomy to schools and post secondary institutions.
- Improved transparency in use of parental and private contributions to schools and other institutions, through new guideline on accounting and management of these contributions.
- Improved governance of schools and post secondary institutions, through the issue of guidelines that set out powers and responsibilities of education authorities, parents and community associations.
- Improved transparency of education service performance, through a selective information, education and communication program that disseminates nationwide key information on system and school performance.

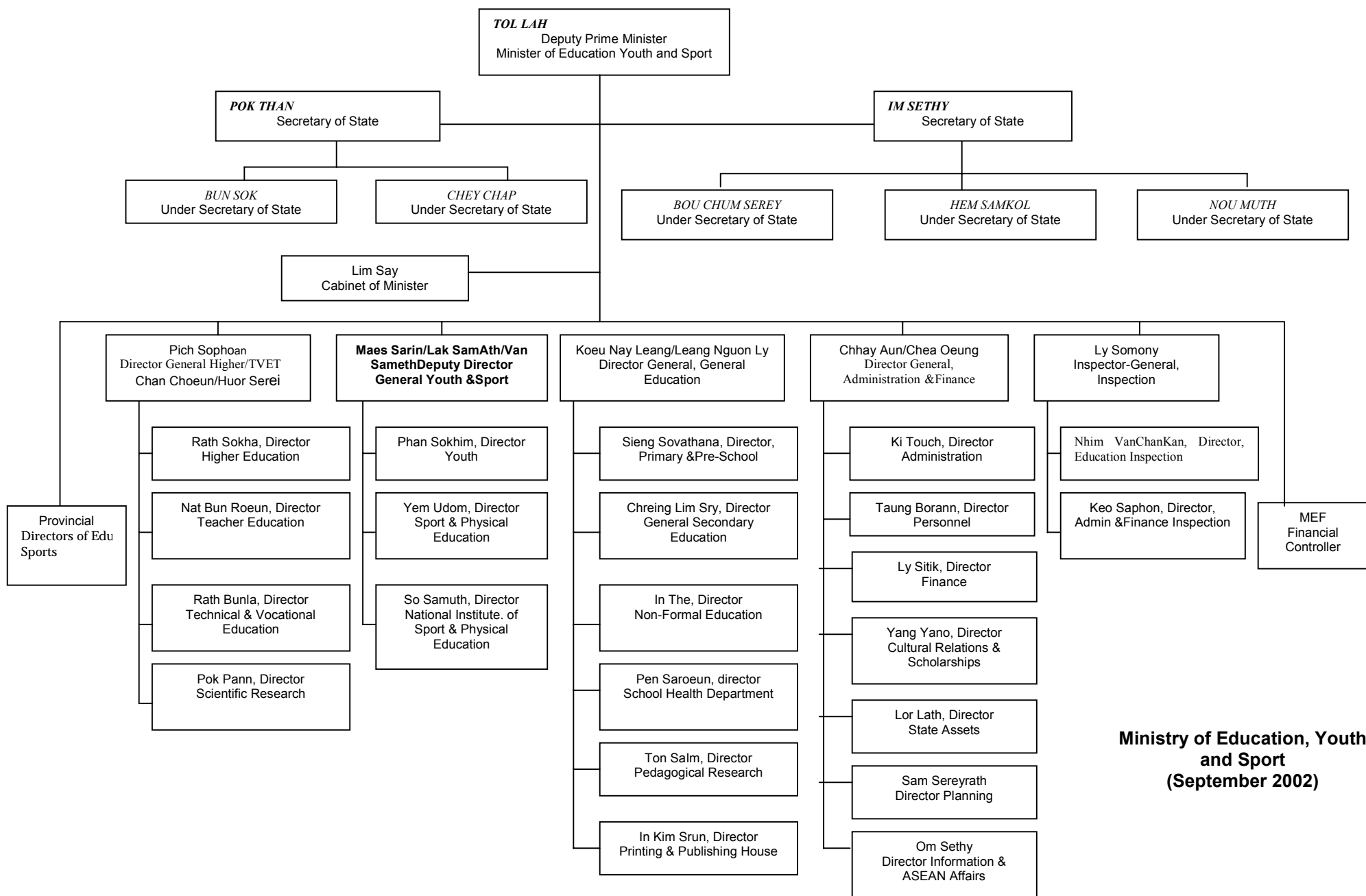
Another future need will be to continue to improve human resources, staff remuneration and incentives need to be closely linked to performance. Which means that new performance related appraisal systems need to be put into place to progress the decentralisation process. Alongside this will be a need to develop training needs assessments and staff development systems. In the medium term, continuing high levels of national and international support to the social sector, including education, will be required.

In spite of the government's concerted efforts, it is still seen that the number of rural illiterate people is almost 40% of the population, out of which the number of illiterate women is 60%. The annual primary enrolment growth of about 4.83% is a huge challenge to the educational system in which there are still not enough classrooms, qualified teachers, and supplies to meet teaching and learning needs. This will also have an impact in several years time on the lack of secondary education facilities.

The planning of future education policy reforms are being integrated into broader social economic and poverty reduction strategies. The partnership principle of involving

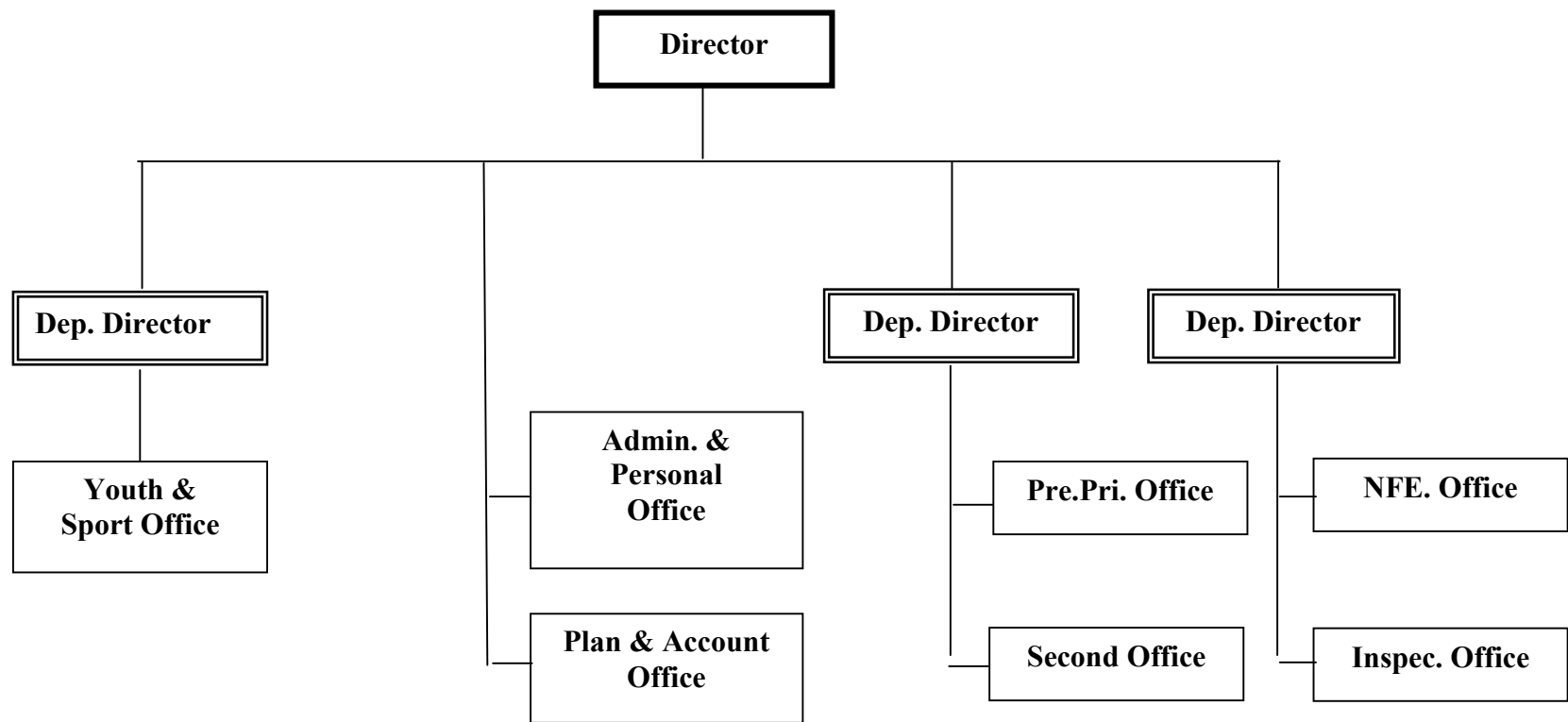
people from many different organisations is an opportunity for partners to commit to sharing information under the leadership of the ministry. However there are still other stakeholders that could be involved from all levels of the community.

Ministry of Education Youth and Sport Organisation Chart

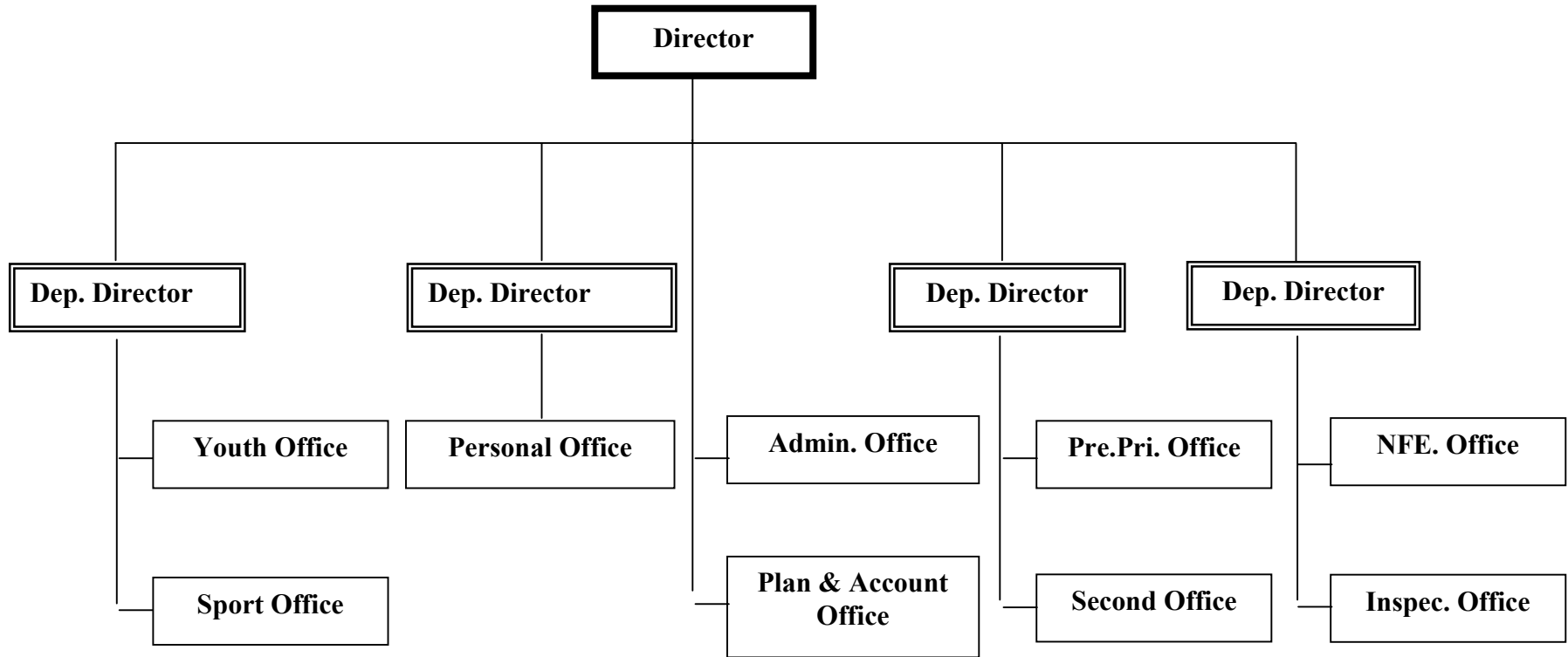


**Ministry of Education, Youth and Sport
(September 2002)**

**Organisational Chart of Provincial Education Service
(Small Provinces)**



**Organisational Chart of Provincial Education Service
(Medium Provinces)**



ANNEX 2

Organisational Chart of Provincial Education Service

(Large Provinces)

