

## 付属資料 6

Strategic Plan Teaching Services Development 1997-2002  
May 13, 1997 MoEYS



Kingdom of Cambodia  
Ministry of Education, Youth & Sports

# Strategic Plan

## TEACHING SERVICES DEVELOPMENT

1997-2002

THE MOEYS WORKING GROUP FOR THE  
FORMULATION OF A STRATEGIC PLAN FOR  
TEACHING SERVICES DEVELOPMENT

May 13, 1997

# Strategic Plan for Teaching Services Development

1

CONTEXT & PROCESS

2

EDUCATION SECTOR POLICY DIRECTIONS:  
CONSEQUENCES FOR  
TEACHING SERVICES DEVELOPMENT  
PRIORITIES & STRATEGIES

3

TEACHER TRAINING INSTITUTIONS:  
DEVELOPMENT PRIORITIES & STRATEGIES

4

INVESTMENT PROGRAMME FRAMEWORK

**STRATEGIC PLAN FOR  
TEACHING SERVICE DEVELOPMENT  
1997-2002**

**CONTENTS**

Abbreviations

Minister's Foreward

- 1      **Context and Process**
  - 1.1    Context of the Strategic Plan
  - 1.2    Process
  
- 2      **Education Sector Policy Directions: Consequences for Teaching Services  
Development Priorities & Strategies**
  - 2.1    Government's HRD development thrust
  - 2.2    Teaching Services Personnel Management: policy directions
  - 2.3    Teaching Quality Enhancement: policy directions
  - 2.4    Pre-primary schooling: policy directions
  - 2.5    Basic Education - Enrolment, promotion and class size: policy directions
  - 2.6    Basic Education - Curriculum Reform and Textbooks: policy directions
  - 2.7    Upper secondary schooling: policy directions
  - 2.8    Technical and Vocational Education & Training: policy directions
  - 2.9    Adult literacy development: policy directions
  - 2.10   Foreign language teaching: policy directions
  - 2.11   Technology, Science & Mathematics in general education: policy directions
  - 2.12   Gender equity: policy directions
  - 2.13   Non-Khmer speaking minorities policy directions
  - 2.14   Indicative list of policy studies required
  
- 3      **Teacher Training Programmes: Development Priorities & Strategies**
  - 3.1    Government's Broad Policy for Teacher Education Development
  - 3.2    TTC Institutional Strengthening
  - 3.3    TTC programmes: Quality Enhancement

## Teaching Services Development Strategic Plan: Draft

- 3.4 Institutionalisation of TTC role in working teacher capacity enhancement
  - 3.5 TTC facilities enhancement
  - 3.6 Development of TTC role as centre of innovation and change
  - 3.7 National Pre-school TTC role reform
  - 3.8 TTD strengthening
  - 3.9 RUPP & Faculty of Pedagogy programme strengthening
  - 3.10 Indicative list of policy studies required
- 
- 4 Investment Programme Framework
- 4.1 Teaching Services Development Investment Programme Summary
  - 4.2 Investment Programme 1: Capacity Building for Teaching Services Development
  - 4.3 Investment Programme 2: Pre-Service Teacher Education System Improvement
  - 4.4 Investment Programme 3: Working Teachers' Quality Enhancement

## Annexes

- 1 Documents Consulted & Cited
- 2 Minister's Order Establishing Working Group

**ព្រះរាជាណាចក្រកម្ពុជា**  
**ជាតិ សាសនា ព្រះមហាក្សត្រ**

ក្រសួងអប់រំ យុវជន និង កីឡា  
លេខ : ៥០១ អយក.ទន

**ផែនការយុទ្ធសាស្ត្រ សំរាប់អភិវឌ្ឍការបង្រៀន**


- យោងតាមការចាំបាច់របស់ក្រសួងអប់រំ យុវជន និង កីឡា
- យោងលិខិតខេត្តសន្ទសីលេខ ៤០៥ អយក.ខទន ចុះថ្ងៃទី ១៨ ខែ មេសា ឆ្នាំ ១៩៩៧

ថ្នាក់ដឹកនាំក្រសួង និង មន្ត្រីក្រសួងអប់រំ ដូចមានរាយខាងក្រោមត្រូវបានចាត់តាំងជាក្រុមការងារ សំរាប់រៀបចំ ផែនការយុទ្ធសាស្ត្រក្នុងការបង្រៀន ដូចបានស្នើនៅក្នុងរបាយការណ៍ជំនាញបច្ចេកទេស ។

១. ឯកឧត្តម	គា	សាហាន	រដ្ឋលេខាធិការ	ប្រធាន
២. លោកស្រី	ហួរ	សេរី	ប្រធាននាយកដ្ឋានបណ្តុះបណ្តាល	អនុប្រធាន
៣. លោក	ណាត	ប៊ុនឡើន	អនុប្រធាននាយកដ្ឋានបណ្តុះបណ្តាល	សមាជិក
៤. លោក	សេង	កាន	ប្រធានអង្គភាពគ្រប់គ្រង និង ត្រួតពិនិត្យកម្មវិធី	សមាជិក
៥. លោក	ខុយ	ផេង	ប្រធានអង្គភាពផែនការ និង សំរេបសំរួលជំនួយ	សមាជិក

ពង្រឹងនេះត្រូវបែងចែកលើមូលដ្ឋានជាក់លាក់មួយដល់ថ្នាក់ដឹកនាំក្រសួង ។ មួយវិញទៀតការធ្វើអោយ ប្រសើរឡើងវិញនូវគោលនយោបាយយុទ្ធសាស្ត្រ និង ផែនការវិនិយោគ ត្រូវបានបង្ហាញនៅលើគំរោងនេះដោយ បានទទួលការយល់ព្រមពីថ្នាក់ដឹកនាំក្រសួងផងដែរ ។

ក្រុមការងារសូមសំដែងនូវការដឹងគុណដ៏ជ្រាលជ្រៅ ចំពោះជំនួយបច្ចេកទេស ដែលផ្តល់អោយក្រសួងតាម រយៈពេលរដ្ឋបាលអភិវឌ្ឍន៍ក្រៅប្រទេសរបស់ចក្រភពអង់គ្លេស សំរាប់ជួយរៀបចំពង្រឹងនេះ ។

ភ្នំពេញ ថ្ងៃទី ២ ខែ ឧសភា ឆ្នាំ ១៩៩៧  
រដ្ឋមន្ត្រីក្រសួងអប់រំ យុវជន និង កីឡា  
  
អូន សុខុមា



KINGDOM OF CAMBODIA  
MINISTRY OF EDUCATION, YOUTH AND SPORT  
*80 Norodom Boulevard, Phnom Penh, Cambodia*

**Strategic Plan for Teaching Services Development**

This first draft of the Strategic Plan for Teaching Services Development has been prepared by a special Ministry of Education, Youth and Sport Working Group, which I commissioned for this purpose in April 1997.

Members of the working group are :

H. E. Kea Sahan	Secretary of State, Chairman
Madame Hour Serei	Acting Director, Teacher Training Department
Mr. Duy Pheng	Director, Planning & Aid Coordination Unit
Dr. Nath Bunreoun	Deputy Director, Teacher Training Department
Mr. Seng Kan	Manager, Programme Management & Monitoring Unit

This draft is distributed on limited basis for review by senior Ministry officials. There may be further refinements to policies, strategies and investment plans presented in this draft, prior to the plan being given the Ministry's official endorsement.



The Task Force hereby acknowledges technical assistance provided to the Ministry by the Overseas Development Administration of the United Kingdom to assist with the preparation of this draft.

H. E. Tol Lah  
Minister  
12 May, 1997



## ABBREVIATIONS

ABEL2	Advancing Basic Education and Literacy Project, Phase 2 (USAID-funded)
ADB	Asian Development Bank
AED	Academy for Educational Development, USA
AIDAB	Australia International Development Assistance Bureau
APHEDA	Australian People for Health Education Development Abroad
ASPO	Agency for Personal Service Overseas: Irish Volunteer Development Workers
ASEAN	Association of South East Asian Nations
AusAID	Australian Agency for International Development
B Ed	Bachelor in Education
BSP	Basic Skills Project (MOEYS/ADB)
CAMSET	Cambodian Secondary English Teaching Project
CAMSET2	Cambodia: Secondary English Teaching Upgrading Project
CANEP	Cambodia Australia National Examinations Project, MOEYS
CAPE	Cambodia Assistance to Primary Education
CARERE	Cambodia Area Rehabilitation and Regeneration Project, UNDP
CCC	Cooperation Committee for Cambodia
CCCL	Centre Cultural et de Coopération Linguistique de l'Ambassade de France
CDC	Council for the Development of Cambodia
CFL	Center of Foreign Languages, RUPP
CIDSE	Cooperation for International Development & Solidarity
CONSORTIUM	Consortium of American NGOs for CAPE implementation: World Learning, World Education & Save the Children, USA
DE	Distance Education
DEO	District Education Office, MOEYS
DNFE	Department of Non-formal Education, MOEYS
DOF	Department of Finance, MOEYS
DOP	Department of Personnel, MOEYS
ETAP	Environmental Training Action Programme, UNDP/Ministry of Environment
EMIS	Education Sector MIS
EPP	Ecoles Pedagogiques Provinciales, MOEYS-EU Project
EU	European Union
FOP	Faculty of Pedagogy, MOE/RUPP
GED	General Education Department, MOEYS
GIS	Geographic Information System
GTZ	German Technical Cooperation
HR	Human Resources

Teaching Services Development Strategic Plan: Draft

HRD	Human Resource Development
HRMIS	Human Resource MIS, Cabinet Office, RGC
ILO	International Labour Organisation
JICA	Japanese International Cooperation Agency
LS	Lower secondary
MIS	Management Information System
MOEYS	Ministry of Education, Youth and Sport
NFE	Department of Non-formal Education, MOEYS
NGO	Non-Governmental Organisation
NHETF	National Higher Education Task Force, RGC
NIS	National Institute of Statistics, Ministry of Planning
NPSTTC	National Pre-school Teacher Training Centre, MOEYS
NTB	National Training Board
ODA	Overseas Development Administration, United Kingdom
OTVET	Office of TVET, NTB
PACU	Planning & Aid Coordination Unit, MOEYS
PASEC	Programme d'Appui au Secteur d l'Education Primaire au Cambodge
PEO	Provincial Education Office, MOEYS
PMMU	Programme Monitoring & Management Unit, MOEYS
PREBAC	Programme de Renforcement de L'Education de Base au Cambodge
PTTC	Provincial TTC
PTA	Parent Teachers Association
Redd Barna	Norwegian Save the Children Fund
RGC	Royal Government of Cambodia
RTTC	Regional TTC
RUPP	Royal University of Phnom Penh
SIDA	Swedish International Development Agency
SIPAR	Soutien à l'Initiative Privée Pour l'Aide à la Reconstruction des Pays du Sud- Est Asiatique (NGO)
TA	Technical Assistance
TSD	Teaching Services Development
TSDC	TSD Centre
TTC	Teacher Training College
TTD	Teacher Training Department, MOEYS
TVET	Technical and Vocational Education & Training
UK	United Kingdom
UN	United Nations
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNICEF	United Nations Children's Fund

Teaching Services Development Strategic Plan: Draft

UPP	University of Phnom Penh
US	Upper secondary
USAID	United States Agency for International Development
VVT	Village Volunteer Teacher
WID	Women in Development

# 1

## CONTEXT & PROCESS

## CONTEXT AND PROCESS

### 1.1 Context of the Strategic Plan

**A 'major priority' of the Royal Government.** The development of Teaching Services is the one of the highest priorities of the Royal Government of Cambodia among its education sector investments. Not only is Cambodia committed to meeting its constitutional obligation to provide nine years of basic education for every young citizen, but Education is also recognised as the corner-stone of economic recovery and social development.

The Royal Government's *Public Investment Programme* for 1997-99 stated:

Investment in Education and training is critical for economic growth because strengthened cognitive and other learning skills is a key determinant of labour productivity improvement. Investment in people provides the means for the absorption of new ideas, acquisition of technological capabilities and spill-over benefits when one educated worker makes a group of workers more productive. And when educated mothers make more efficient use of health services for themselves and their children. The Government is committed to expanding equitable access to basic education and improving its quality and strengthening the efficiency of use of resources allocated to education.

At all levels of education, the system is limited in scope, curricula outdated, facilities limited, teachers insufficiently trained and unresponsive to the changing needs of the rapidly emerging market economy. Consistent policy and investment actions to redress this situation is a major priority of the Government in order to facilitate a literate population, improved female representation, better rural-urban balance, and provision of technical specialisations needed to manage responsive public services and fuel economic growth.

This *Teaching Services Development Strategic Plan* has therefore been developed by the Ministry of Education, Youth and Sports to provide a comprehensive, prioritised agenda for investment in the medium to long term, consistent with the Royal Government's broad public investments priorities.

The Plan treats teaching service development comprehensively, and provides an umbrella for the development or revision of the detailed Master Plans planned by the Ministry for areas such as Teacher Training, Textbook Orientation Training for Teachers, Training of English Language Teachers, Refurbishment of Teacher Colleges, Training of Science Teachers, Training of TVET teachers, Training of

Non-formal Teachers, and so on. Drafts of these master plans will be reviewed, by the various Task Forces and Working Groups nominated to ensure consistency with overall policies, strategies and investment levels outlined in this Strategic Plan, and to ensure maximum possible cross-sectoral synergies and efficiencies.

***Improved management of education sector investments*** This Strategic Plan is part of the Government's consistent effort to manage effectively public and international resources provided for education sector improvements. Key milestones in sector investment management in recent years were:

- 1 the identification of priority areas across the entire education sector documented in *Rebuilding Quality Education and Training in Cambodia* (January 1994)
- 2 the preparation of a *Basic Education Investment Plan for 1995-2000* (December 1994)
- 3 the establishment of MOEYS units dedicated to planning and aid coordination, *PACU*, and investment management and monitoring, *PMMU* (in mid-1995)
- 4 the process of developing a programme approach to investments and development, increasingly utilised since 1995, characterised by multi-source financing, as evidenced by the Ministry's master plan preparation and its recent preference for co-financing and parallel financing approaches to ensure coordination and efficiency in the use of resources.

The implications of Government's evolving policies, strategies and priorities for the development of the education sector are analysed in this Plan with respect to the implications for the development of (a) the teaching services generally, and (b) Government's institutional framework for teacher training, both initial and continuing. Areas in need of further investment, for study and a process of dialogue, to formulate or clarify future policy directions and investment priorities are identified.

The results of the policy studies will provide a basis for medium to long term plans to be made for investment in the sector. The investment framework detailed in section 4 of the plan reflects Government's priorities in the context of

the levels of capital financing expected in the short to medium term.

This Strategic Plan is MOEYS's tool for ensuring priority areas are covered by its investment programme, for eliminating duplication and overlap in project provisions, and for better managing investment decisions over the short to medium term. The Plan will assist MOEYS, through various departments with project management responsibilities, to ensure that the current tranche of investments are used maximally to achieve the ends articulated in the strategic plan.

When project effectiveness is being reviewed (on an on-going basis, at mid-term, or as the result of a Ministry decision to require a special evaluation or audit) the Strategic Plan will provide a sounding board to test the continued appropriateness of project design in light of Government's evolving priorities.

***The Investment Framework.*** Presented are four major (and interconnected) *investment programmes* - in capacity building for sustainable teacher service development services to be provided by Government (programme 1), in enhancing the system of teacher training institutions for modern needs (programme 2), and for the continuance of the training and re-training process for the working school teacher (programme 3). Each programme is divided into a number of *sub-programmes*, and several of the sub-programmes are further divided into *components*.

Indicative activities and phasing is given for each sub-programme or component. This provides a broad indication of Government's anticipation of how the objectives and targets will be achieved. All activities will, however, be subject to further design and appraisal work. Strategies and phasing may be modified, particularly if more efficient or more cost-effective approaches can be identified.

Indicative costings are given for all components, based on current prices. Costings have been conservatively estimated in the expectation that Government's contribution to the capital programme will be constrained by budgetary limitations in the short to medium term, and donor resources are also limited. The total package of investments proposed by MOEYS for teaching services development for the short to medium term is in the range of \$100m. This includes a significant portion already financed through current or anticipated agreements, or new projects in an advanced state of discussion.

Government anticipates that a process of dialogue within MOEYS and with

external donors will begin in mid-1997 on investment in the secondary level, including teaching services development for the sector. This process is expected to close some of the investment gaps in this Plan.

**Recurrent cost implications.** The Strategic Plan has recurrent cost implication for most of the investments given. Nevertheless, the broad thrusts of the plan are:

- increased efficiencies in the utilisation of current capital (eg.. increased utilisation of TTC plant and personnel)
- re-use, re-furbishment, re-training and re-designation of human and physical resources to meet current needs
- the use of incentives for addressing specific issues (eg.. Increased female participation, increased ethnic minority representation in teaching services) or for enhancing productivity
- introduction of cost-sharing, cost recovery and income generating activities into TTCs.

The investment programme will, nonetheless, result in annual increases in the MOEYS recurrent budget, particularly as teaching emoluments levels are addressed. MOEYS will develop strategies designed to persuade the Royal Government of the necessity for an increased recurrent expenditure commitment if teaching services, and education services generally, are to develop quantitatively and qualitatively consistent with broad public policy.

**Efficiency gains through this Plan.** This plan will also be used by MOEYS as a tool to ensure that priority areas are covered as projects are negotiated, for limiting duplication and overlap in project activities, and for better managing investment decisions in the short to medium term. The Plan will enable the Ministry, through its individual departments with project management responsibilities, to ensure that the current tranche of investments are used maximally to achieve the ends articulated in the plan.

When project effectiveness is being reviewed on an on-going basis, at mid-term, or as the result of a MOEYS decision to request a special evaluation or audit, this Plan will provide a sounding board to test continued appropriateness of project design in the light of Government's evolving priorities.



***Institutional and Capacity Strengthening.*** Of particular concern to Government is that investments in the development of the sector, particularly investment concerned with the development of services, should be designed to maximise opportunities for strengthening national institutions and building capacity, and concomitantly progressively reduce the need for international technical assistance. The current dependency on international TA for project implementation consumes a large proportion of the financial resources granted or borrowed, and reduces the impact potential had less expensive Cambodian capacity been in technical positions. It is therefore essential that all project designs be carefully appraised to ensure that opportunities are being maximised for on-the-job training of Cambodian counterparts or provide for short or long term training in-country or abroad.

The first part of the Investment Programme outlined in section 4 of this plan therefore focusses on Government's emphasis on capacity building in all areas related to the development of Teaching Services, and its commitment to shifting the balance of investment in the medium term away from programmes highly dependent on international technical services (particularly at the field level) to the provision of such services through a strengthened national teacher training system.

Investment levels in overseas training will generally be based on age as well as suitability:

- *overseas long term training* will be reserved for the 25 to 35 year olds
- *short term overseas training* will be available for the 35 to 45 year olds
- officials over 45 would only be considered for very *specialised training courses* and *study tours* designed to enhance their job performance.

MOEYS will have to ensure that all current projects are maximally building the technical and institutional capacities necessary to ensure the achievement of the transition by the year 2000.

***Efficiency and Effectiveness.*** Another dimension of the Plan is a heightened concern by Government that resources be used efficiency and effectively. MOEYS plans for:

- *enhanced collaboration between its departments in the provision of*

*services.* The strategic plan itself will require close collaboration between the departments of Teacher Training, General Education, Planning, Personnel, Non-formal and Technical, the Research Institute, the Publishing House and the Faculty of Pedagogy in its implementation, and a greater cross-utilisation of resources, both physical and technical, than has sometimes been the case in the past.

- *enhanced coordination of project resources.* The plan also requires MOEYS management of projects, whatever the financing source or delivery mechanism agreed, to be better coordinated than has sometimes been the case. Less emphasis will have to be placed on the distinctiveness of individual project assistance, and more on the inter-relatedness of project activities to build a sustainable national system. For example, current collaboration in working teacher training between PASEC, CAPE, UNICEF and Redd Barna, or in policy and planning training between UNESCO/UNDP and ABEL2 will be further promoted and institutionalised through Ministry's procedures.

## 1.2 Process

***On-going review.*** This Strategic Plan has been formulated on the basis of policy directions and investment prospects as of May 1997. MOEYS is cognisant of the fact that there may be changes in the broad policy climate, the economy and the investment prospects over the coming two to three years. Moreover there are several policy studies in urgent need of commissioning; the policy outcomes of these studies and related dialogue will introduce new investment needs and changing priorities. While this plan provides a basis for MOEYS investment decisions in the short to medium term, it will have to be reviewed as circumstances unfold. A revised strategic plan will therefore be prepared no later than 1999.

***Plan formulation.*** For the development of this strategic plan, consistent with MOEYS procedures over recent years, a special working group was given responsibility for plan formulation. Membership of the group chaired three departments and, because of the central significance of this particular plan, was chaired by the Secretary of State. Technical assistance was requested from ODA (UK) and the consultant was assisted the group in collecting data, drafting sections of the report for review by the team, and preparing an English-language version of the plan. Data collection in preparation for this report involved all

nearly all departments of MOEYS, other Government institutions and key international partner organisations and projects. The lists of persons met and documents reviewed and the process appear in the consultancy report.

***Follow on activities.*** This plan provides broad policy directions, strategies and an indicative programme and investment levels for the medium term for teaching services development. Several MOEYS master plans developed in draft in 1996-97 will have to be reviewed and revised to be consistent with the directions of the Strategic Plan. The various components of the programme will have to be prioritised. Some are already financed in the context of existing and agreed donor or NGO projects - these will be reviewed for consistency with the Strategic Plan.

There are other areas for which international assistance will be sought and project activities designed, costed, appraised and implemented. PMMU will play a key role in identifying investors, PACU will be key to the process of planning and detailed design of new projects, utilising its new EMIS and school map capabilities. The line departments (TDD, DOP, DGE, and DOP are some of the key departments) will take the lead on the development of the project design.

This draft Strategic Plan is the beginning of the process for improving the teaching services - formulating and clarifying policies, defining the broad programme of investment required in the medium term. MOEYS will commence without delay on the follow-on stages of the process outlined above.

# 2

EDUCATION SECTOR POLICY DIRECTIONS:  
CONSEQUENCES FOR  
TEACHING SERVICES DEVELOPMENT  
PRIORITIES & STRATEGIES

## EDUCATION SECTOR POLICY DIRECTIONS: CONSEQUENCES FOR TEACHING SERVICES DEVELOPMENT PRIORITIES AND STRATEGIES

### 2.1 Government's HRD development thrust

**Central place of HRD.** The Government of Cambodia views the development of the country's human resources as key to recovery and economic growth, a consistent policy priority through successive administrations since 1979. Levels of education indicators for Cambodia's population are among the lowest in South East Asia, a major constraint to economic development. Government espouses equity in quality educational opportunities for every citizen, a goal far from being reached in a country with striking urban-rural and gender disparities. The development of a teaching service adequately prepared and motivated to address these issues and take a leadership role in human resource development is critical for Cambodia's future.

The principal human resource development strategy from the commencement of the period of re-construction and recovery in the early 1980s, continuing to the present time, has been to improve the quality of basic education through improvements in the quality of the emergency-recruited teaching force. Investment emphasis focussed, throughout this period, on improving teaching - particularly at the primary level. National and international resources for HRD have primarily been channeled into a range of programmes to enhance the knowledge and pedagogical skills of this large pool of 50,000 teachers. As much as \$100m will have been invested in in-service training of the working teacher by the end of the CAPE project in 2001.

**A broader investment emphasis for 1997 -2002** Government's plan for investments in the development of the country's teaching services over the next five to ten years will shift emphasis from mass re-training of under-qualified teachers toward the development and consolidation of a modern and sustainable education and training delivery service for the future.

The strategic plan presented in this document gives the broad directions. This section of the plan gives, in essence, the rationale for teaching services development policies and priorities over the short to medium term. It reviews Government's current policy directions in all of the aspects of education sector development which have implications for the development of teaching services. The policy directions of each level of formal and informal education are outlined.

This plan does not, however, include tertiary and university level education within its ambit, except insofar as tertiary education contributes directly to teaching services development (see Section 3, below). The tertiary education sector has been exhaustively and separately studied by a special inter-ministerial task force whose final report is to be presented to the Council of Ministers for approval in May 1997.

The analysis begins with Government's broad policy directions in personnel management and quality assurance, then reviews policy directions at the various levels of primary and secondary education, and finally presents a number of cross-cutting issues such as foreign languages policy and gender equity policy. A number of issues are pin-pointed for further study and dialogue prior to policy finalisation. The list of policy studies related to teaching services development are summarised at the end of the section.

## 2.2 Teaching Services Personnel Management: policy directions

**Capacity building.** The capability of the MOEYS Department of Personnel, and counterpart sections of Provincial and District offices, to analyse personnel management issues and implement policies to increase the efficient deployment and professionalism of teaching service personnel will be enhanced in the short to medium term. The personnel MIS will be further developed in conjunction with the Human Resources (HR) MIS established in the office of the Council of Ministers (with UNDP support). Central MOEYS and PEO data-bases will be integrated. The new MIS system, with comprehensive up-to-date computerised personnel records for every employee, will be utilised to better manage the rational deployment of teaching and support staff and to more accurately assess training needs on a province by province basis. The interface between the Personnel MIS and the EMIS system managed by PACU will be coordinated to ensure a single unified information system for MOEYS.

**Teacher remuneration.** Central to all personnel issues is the level of remuneration for teaching services in the public sector. Government will creatively address the remuneration issue in the medium term. Government recognises that teachers in the public service are presently inadequately rewarded for the contribution they make to the development of the country's human resources.

An in-depth policy study will be undertaken on *Teacher Remuneration* which will include a survey of current *de facto* systems of public and private support for teachers. The situation for different levels of school and for urban, rural and remote locations will be compared. Studies will also compare *ad hoc* measures adopted by schools and communities to alleviate the low public sector salary situation of teachers. These studies will seek to identify modalities to guarantee adequate remuneration of the teaching service in the context of limited increases in recurrent budget subventions for

teachers salaries in the short to medium term. Possibilities of linking productivity increases with salary gains will also be studied (eg.. more teaching hours per year, class size increases, etc). Savings and credit schemes for teachers will also be encouraged if current experiments in selected clusters (with Redd Barna support) prove effective in improving the living conditions of teachers in the pilot schemes.

MOEYS will also seek to enhance the remuneration differential for fully qualified and accredited teachers, and to increase special bonuses awarded to qualified teachers who assume broad professional responsibilities (beyond their teaching requirements) designed to improve the quality of the educational programme in their schools.

***Teaching personnel mobility and deployment.*** MOEYS will seek to achieve a more equitable deployment of teachers consistent with teacher:pupil ratios established for each level of schooling. The present disparity between remote and non-remote areas will be equalised (non-remote primary schools in 1996-97 averaged 1:42 pupils per teacher, remote schools averaged 1:51). The contractual relationship between teacher and MOEYS will be re-defined to ensure that teachers can be transferred from areas of over-supply to areas of under-supply, within districts, between districts, and across provincial boundaries.

After graduation from a TTC or the FOP, MOEYS will deploy teachers according to demand priorities, irrespective of entry level into the teaching services. RUPP graduates given FOP teacher training in 1997 will, consistent with this new policy, be initially placed in primary schools. Nevertheless, MOEYS will take into account, in making deployment decisions, the qualifications, experience, and socio-cultural ties of each individual, as well as location preferences (although deployment will not be based on such preferences alone). In the future, teachers in the public service will not be permitted to unilaterally change their posting without DOP and Ministry of the Public Service (*Function Publique*) approval. The Personnel MIS, the school maps prepared with PASEC assistance, and the new EMIS will be further developed and utilised for deployment analysis and re-deployment planning. Inefficient below norm teacher:pupil ratios will be eliminated through selective and sensitive re-deployment decisions, accompanied by re-location incentives.

Government is cognisant that re-deployment involves a significant financial cost to the teacher, and strategies will be developed to alleviate this, with particular emphasis on addressing the under-supply of teachers in remote areas. Housing for principals and teachers in remote areas is a major obstacle, and remote communities will be encouraged to provide housing for teachers re-deployed to their schools, accessing Social Fund and/or NGO assistance for construction of such facilities. A *Teachers Re-deployment Policy Study* will be commissioned to determine detailed re-deployment needs, issues and solutions.

***Re-deployment of non-teaching staff to the classroom.*** MOEYS will promote the re-deployment of qualified teachers from non-teaching positions in PEOs and DEOs to teaching positions in schools or districts which are under-supplied. An audit of non-teaching staff in schools (over 11% of school staff) and of staff in Provincial and District offices will be undertaken in planning detailed re-deployment policies and targets.

Targets will be set for slimmer, more efficient staffing of PEOs and DEOs. Model staffing structures will be established for both provincial and district education services, with job descriptions defined for each position. Deadlines will be established for the reorganisation of Provincial and District Offices along the lines of the models, and for the re-deployment to schools of qualified personnel over and above new staffing requirements. Indicatively, the restructuring and re-deployment processes will be complete by the end of 1999. It is expected that public officials selected for re-deployment who are unable to accept teaching positions offered will be permitted to resign from government service. The reorganised PEOs and DEOs will be more focussed on teaching quality enhancement than previously.

***Addressing Teacher Shortages in Remote Schools.*** In the short to medium term, Government will implement a special incentives package to attract and keep teachers in remote schools. Indicatively the package will include: (i) salary supplement, (ii) accelerated accreditation, (iii) annual return fare to home district, (iv) accommodation allowance, and (v) clothing allowance. The package will compensate for the lack of opportunities for the teacher in a remote school to supplement his or her Government salary through extra (public or private) teaching.

For the medium to long term, Government will recruit and train school leavers from the remote districts to return to their own districts as teachers. The incentives will include (i) special scholarships for trainees from remote districts, (ii) special admission regulations to teacher training programmes, (iii) special programmes which incorporate issues related to remote schools, including the language transition from mother tongue to-Khmer, multi-grade teaching and community *animation*, (iv) accommodation adjacent to the TTC, and (v) transportation to and from the TTC each semester.

***Accreditation of teachers in remote provinces.*** Government's target is to achieve the full professionalisation of teaching services by 2005, reducing the number of untrained teachers to near zero by that year. Yet MOEYS recognises that in the remote provinces, the reduction in untrained teachers has lagged behind the lowland provinces. Special opportunities will be afforded, therefore, to all un-trained teachers in remote provinces below a specified age (indicatively those under 45 years of age) to achieve qualified status through a specially designed and cost-effective Special Accreditation programme. Untrained teachers who fail to utilise opportunities provided for self improvement and accreditation will be replaced, as newly trained teachers graduate from the special training programme for Ethnic Minority teachers.



The proposed *Special Accreditation Programme* will determine the basic competencies required to effectively deliver the current primary curriculum in minority areas, and determine routes by which the minimum competencies can be acquired. Accreditation will be based on a mix of experiences inclusive of (i) years of basic schooling completed, (ii) years of classroom experience, (iii) in-service training programmes completed, (iv) an assessment of classroom competence in planning and delivery, (v) performance in a standardised tests covering the minimum competencies referred to above, and (vi) evaluation reports prepared by headteachers, district supervisors, *maitres formateur*, etc. MOEYS will build on the current CARERE and CIDSE programmes in Ratanikiri which are upgrading basic grade level competencies through intensive summer school programmes.

The implementation of the *Special Accreditation Programme for Minority Area Teachers* will be the responsibility of the Teacher Training Department, working in close collaboration with TTCs, PEOs, MOEYS projects concerned with the professional enhancement of the working teacher (inclusive of CAPE & UNICEF), and localised NGO programmes.

***Extension of length of service.*** The critical teacher supply situation in 1996 led to a MOEYS across-the-board administrative decision to suspend the legal requirement for retirement at age 55, irrespective of position. Although the retirement requirement was suspended, individual teachers and officers are permitted to opt for retirement if so preferred. Most, however, have opted to continue in the public service (*contract teachers*). This ad hoc revision in the regulations reduced the immediate demand for replacement teachers by about 2000 (the number due for retirement). Teacher attrition is currently a factor only of those resigning from service and those who die in service, indicatively 850 to 1000 teachers per year.

The Department of Personnel will review issues related to retirement from MOEYS positions, and develop a more selective policy for the next 5 years, ensuring that extension of retirement age applies to provinces, districts and schools with teacher shortages, and does not apply to the administrative support cadres which Government is committed to reduce under the Administrative Reform Programme. MOEYS will therefore shift in 1997 to a policy of a flexible retirement age based on areas of critical shortage in teacher supply and in some cases make re-deployment a condition of suspension of retirement.

Cognisant of the high investment costs to produce well qualified teachers, and the surge in enrollment anticipated over the next five years, MOEYS will also fully review its long term policy on years of professional service, with a view to retaining in the teaching service qualified, experienced and able personnel for a longer period, and reap better returns from training investments.

**Double shift utilisation of personnel.** MOEYS is utilising selected teachers for two separate shifts per day of 5 sessions each, again reducing the quantum new entrants to be trained for the teaching services. Almost 2300 teachers are engaged to teach two shifts in 1996-97 and are remunerated by a salary supplement of 60%. In order to assess the effectiveness of this policy, and determine its sustainability in personnel supply terms, a study will be conducted on the utilisation of teachers for two shifts per day. The study will examine the quality of instruction and the effects on the individual teacher of teaching two shifts. The study and accompanying policy dialogue will determine the appropriateness of expanding or otherwise the number double-shift teachers for the longer term. The implications of the expanded use of this strategy for teacher recruitment and training are considerable.

In summary, the policy directions are:

- Improved remuneration for teaching personnel,
- Increased flexibility in the deployment of teaching personnel, with incentives linked to re-deployment
- Greater flexibility in regulating retirement age in the case of productive teachers
- Selective utilisation of personnel for teaching two shifts in areas of under-supply
- Improved central and provincial teaching personnel management capabilities.
- Special incentives to address teacher shortages in remote schools in the short and long terms.

### 2.3 Teaching Quality Enhancement: policy directions

**Divestment of responsibility for initiating improvements.** Central Government, in partnership with NGOs and with multilateral and bilateral donors, has since the early 1980s taken the lead role in planning and implementing programmes to improve the quality of instruction at the primary level. Current major investments focus on ensuring sustainable nation-wide coverage of teacher up-grading mechanisms. These investments include (i) the expansion of the cluster model to nation-wide coverage as the key organisational mechanism for co-operative teaching quality enhancement activities, and (ii) the utilisation of distance education materials universally for the self-

improvement of nearly 50,000 teachers. Government anticipates that the benefits of these two investments will be sustained long after the end of the respective projects. Total investment in upgrading working teachers over the ten years ending in 2001 will amount to over \$100m.

Government will commission a major study of working teacher training modalities utilised over the last decade, inclusive of TTC-based vacation courses, cluster schools models, self instruction through distance materials, etc., in order to guide continuing and future investments of this nature. The results of the study will be of international interest.

Government's emerging policy, however, is that the bulk of future investments will be deployed to address other priorities in teaching services development. Government will therefore progressively dis-engage from a leadership role in working teacher training, and divest this responsibility to the nearly 6000 school principals in the system, supported by MOEYS supervisory services and the national school cluster system strengthened by CAPE.

The period 1997-2001 will be a transitional one: There will be a gradual reduction in the role of externally-funded projects for externally-driven teaching quality enhancement. In its place, there will be a phased assumption of full responsibility by school principals, working individually and/or in clusters, for school-based teaching quality enhancement initiatives. National and district-based donor-supported projects will plan for and facilitate the full assumption of responsibility in this role by school principals, and in the assumption of the support role to be played by the supervisory services. Central MOEYS dis-engagement from working teacher training projects will be fully accomplished in 2001 with the completion of CAPE.

**MOEYS support for school-based initiatives.** The shift of responsibility to school-based teacher improvement nation-wide will be matched by the scaling-up of supervisory support in quality enhancement from MOEYS supervisory services at provincial and district levels. In the short to medium term, the capability of central MOEYS, PEO and DEO supervisory staff to facilitate and support school- and cluster-initiated improvements will be enhanced and the new role developed.

In order to ensure that MOEYS supervisory personnel have the capacity and orientation for this role, emphasis will be given to the development of supervisory services for primary and secondary levels in the short term. Current investments include the training of primary and secondary school inspectors (with French assistance), of primary *maitres-formateurs* (with EU assistance under PASEC), of primary tutors and lecturers (with US assistance under CAPE), of secondary supervisors (with UK assistance under CAMSET 1 & 2) and of other supervisory personnel (with UNICEF, Redd Barnar and other NGO assistance). MOEYS will review current roles of PEOs

and DEOs in enhancing quality education at the school level, formulate policy on future roles and staffing, and ensure that on-going investments in developing supervisory capabilities are co-ordinated to enable central government's full divestment of this role to a well trained field cadre by the target year of 2001.

The *Supervisory Services Policy Study* will include proposals for the optimum size and composition of inspectorate/supervisor services, training needs for the orientation and professional development of personnel recruited, and a definition of the tasks and targets of inspectors/supervisors with relation to school-based initiatives. The study will also provide directions for the professionalisation of the supervisory services, inclusive of certification procedures, career structure and results-based promotion incentives.

**Capacity enhancement of school head teachers.** In order to ensure that head teachers have the necessary skills to plan and implement quality improvements in their school programmes, and to monitor improvements in learning, a nation-wide training programme will be implemented over the short to medium term.

The programme will build on other training programmes developed and piloted over the last three years. These include the self-instructional self-improvement training modules developed for the Siem Riep municipality (with assistance from Redd Barnar), the distance education modules for principals developed and used nation-wide with PASEC assistance, in 1997, and the educational administrators' training course developed in 1996-97 with assistance under the UNDP/UNESCO *Capacity Building Project*.

MOEYS will review lessons learned from the implementation of these programmes, and design a full programme for training and accreditation of school principals, using a mix of modalities for implementation. Rigorous assessment procedures will be included in the training programme. Principals who do not meet minimum accreditation requirements will be re-deployed to other positions. Promising non-principals, competitively selected, will also be included in the training programme to bring 'new blood' into school administration and enable rational succession planning to be introduced.

Government anticipates that all principals will hold, by 2002, a qualification in school leadership and administration, and that the principal's role in addressing quality issues will be universally enhanced.

In summary, the policy directions are:

- Full divestment of responsibility for working teacher training to school principals
- Enhanced capacity of MOEYS provincial and district offices to provide

effective support and supervisory services for school-based teaching quality enhancement initiatives

- Professionalisation of supervisory/inspectoral services
- Professional training and accreditation in school leadership and management delivered to principals nation-wide.

## 2.4 Pre-primary schooling: policy directions

***Re-defining Government's role in pre-schooling.*** Government plans to review its policies and role in the provision of early childhood education. An intensive study and policy dialogue process will be undertaken, and clear policies formulated for the medium to long term. Recommendations included in the 1994 *Education Sector Strategy Study* will provide a starting point for this process. A *National Forum on Pre-School Education* and a *Pre-school Master Plan* will be developed are in the MOEYS pipeline for 1997.

There are, nevertheless, a number of policy directions tentatively agreed, all of which have implications for the development of teaching services for the pre-primary level. These directions include:

- facilitating the growth of pre-schooling (currently catering for less than 5% of the population aged 3 to 5)
- encouraging private sector involvement in pre-school services delivery
- assuring the appropriateness and quality of pre-school services in both public and private domains
- maintaining Government's role in pre-school teacher training, in collaboration with selected Cambodian and international NGOs.

***Teacher training expansion.*** Government will expand the provision of training for pre-school teachers from the current level of 50 per year. The current role of the *National Pre-School Teacher Training Centre* (NPSTTC) will evolve from one exclusively focussed on the training of a small number of pre-school teachers each year, to one of facilitating and monitoring pre-school teacher training programmes in selected provincial TTCs, delivered in collaboration with other partner agencies (NGOs, etc), and of expanding the output of qualified pre-school teachers to keep pace with projected demand from private and public sectors. It is anticipated that training programmes delivered will rotate across provinces, with no more than three or four

TTCs involved in any one year. Detailed programming is dependent on the findings of training needs analyses conducted as part of the policy study.

***Pre-school teacher training curriculum revision.*** The teacher training curriculum will be revised in the medium term consistent with the policy directions which emerge from the study, building on a draft curriculum developed with assistance from *Enfants de Cambodge* in 1996.. Depending on the outcomes of the pre-school policy dialogue process, the final curriculum may have to accommodate (a) revised perspectives on the focus and purpose of early childhood education, (b) the roles of parent, extended family and community in the delivery of pre-school services, (c) the role of instructional materials in pre-schooling, and (d) the role of the pre-school principal/manager in managing school financing through cost recovery mechanisms while protecting access for children of underprivileged families. It is anticipated that a new curriculum will be in place for all pre-school teacher training programmes by 1999.

***MOEYS Teaching Quality Assurance role.*** The role of ensuring quality programmes, and protecting pre-schoolers and their families from inadequate facilities and curricula, will be another key role for MOEYS, through the NPSTTC (indicatively to be renamed the *National Centre for Pre-School Education*). Dedicated pre-school education specialists in NPSTTC will develop quality assurance monitoring capabilities in all PEOs, so that pre-school services can be effectively supervised and improved through on-site visitations and programme review, consistent with new Government policy directions formulated. Improvement of the quality of teaching services will be the key function of inspectors in the pre-school supervision process.

**In summary, the policy directions are:**

- Formulation of pre-school educational services policies and strategies involving public sector, private sector and community partnerships
- Reform of training curricula for pre-school teachers/managers consistent with policies for the sector
- Enhanced pre-school supervisory role for MOEYS at central and provincial levels, with responsibility encompassing both public and private providers
- Expansion of pre-school teacher training consistent with demand, with pre-school training programmes delivery divested to TTCs.
- Redefinition of the role of the NPSTTC as the lead agency in policy implementation, curriculum reform, training TTC trainers and inspectors, and liaison with private investors in pre-school education.

## 2.5 Basic Education - enrolment, promotion and class size: policy directions

***Towards universal access to basic education.*** Government's long term policy is for every child to benefit from the entire 9 grade cycle of basic schooling over a nine year period, bringing net enrolment ratios for the 6 to 14 years age cohorts to 100%. The achievement of this goal will be measured by progressive changes in three interlocking indicators: (a) net enrolment ratios will increase annually for each grade until the 100% target is achieved from grades 1 to 9, (b) repetition rates will be reduced each year until near 0% repetition is reached, (c) drop out rates will be progressively reduced each year until near 0% is achieved.

These improvements in access will be achieved against a back-drop of a national population growth rate estimated (by UN demographers in 1996) to be 2.7% per annum, with urban growth rates estimated at 5.6% per annum. Government is committed to supplying teachers to meet the accelerating demand resulting from demographic trends, increased stability and security, and gradual achievement of the enrollment universalisation policy. To cope with the rapid increase in demand for teaching services anticipated, MOEYS will hold *teacher:pupil ratios* for the medium to long term at fairly high levels by international standards: 1:45 for grades 1 to 6, and 1:30 for grades 7 to 12.

***MOEYS liaison with the 1998 National Population Census.*** Until Population Census data is available, reliable gross and net enrolment performance indicators will remain elusive. Yet with universal provision of basic education being one of Government's key policy priorities, monitoring performance in achieving universalisation is critical. Reliable enrolment indicators cannot be produced until sound demographic data for the 0 to 19 age cohort are available. The 1998 population census is therefore particularly critical for MOEYS forecasting and planning with respect to the size and recurrent cost of the teaching service in the future.

MOEYS will therefore, through PACU, participate vigorously in the national Census planning process and ensure timely tabulations (in 1999) for its own forecasting and planning needs. The availability of definitive age- and gender-specific tabulations at the district level will facilitate the production of reliable enrolment ratios and district level demographic trends. These in turn will enable enrolment projections and district- and province-specific demand forecasting for teaching services to be realised.

Additionally, MOEYS will enhance its management information system (MIS) capabilities, linking together its EMIS, its Personnel MIS and other MOEYS databases

with other Government systems, inclusive of the Social Fund and geographical data bases, thus developing a powerful system for the rapid analysis of personnel-related issues and permitting much a more informed basis for decision making.

***Increased access to lower secondary education.*** Consistent with its policy of achieving universalisation of basic education, lower secondary selection examinations were not utilised (for the first time) in 1996 and primary school completers permitted to proceed directly to grade 7 (the first grade of the re-structured lower secondary level, now grades 7 through 9). For the 1996-97, net enrolment at the lower secondary level was estimated by the EMIS to be 23%. This ratio was based on age-specific population estimates from DEOs, but the validity of these estimates is unknown. Irrespective of the validity of the figure, the change in policy on access to lower secondary schools will clearly have significant implications for the provision of teachers for these three grades as enrolments swell.

***Preparation for entry into the job market at grade 9.*** Government is conscious that as the enrolment in grades 7 to 9 expands, an increasingly expanding cohort will be leaving school at grade 9 to enter the labour market. Action will be taken to develop an alternative curriculum from the traditional academic one, an alternative which is more practical, preparing the student for the world of work and 'modern living', preparing the student to make his or her own way in life. A new kind of curriculum will be developed for this major stream in the short to medium term, and teachers trained to implement it.

***Toward a reduction in repetition rates.*** Government policy favours significant reductions in repetition and overall improvements in promotion rates in the short to medium term. Targets set in 1995 were for promotion rates of between 60% and 80% for grades 1 to 6 over the period 1996 to 2000 (*Basic Education Social Sector Plan 1996-2000*). One anticipated effect of improvements of this order is a significant reduction in drop-out rates (promotion theoretically providing greater incentives for students to remain in school). The expectation is that primary grade level net enrolment indicators will improve considerably. In addition, it is expected that the abolition of the entrance examination for entry into lower secondary school will result in promotion rates to grade 7, and on to grade 9, improving annually. The result expected from the new policy directions is medium term net enrolment for grades 2 to 9 increasing appreciably.

EMIS data for 1996-97, however, indicated that actual school level practice on primary repetition and promotion has not yet changed in line with projections. 43% of Grade 1 enrollees for the current year are repeaters; 30% of Grade 2 enrollees are repeaters. For Grades 3 to 5 repeaters account for between 15 and 25%. It is too early to assess the effect of the abolition of the entrance examination on promotion rates from grades 5 to 9. MOEYS will have to study further school promotion practices and identify strategies to accelerate the reform. For teachers needs forecasting, MOEYS will base



estimates on improved promotion rate *trends*, not on targets.

***Toward a reduction in drop-out rates.*** Government has invested heavily in re-training the working teacher and in providing textbooks both to improve the quality of classroom instruction and to reduce the drop out rate. Drop out rates in 1996-97 hovered around 10% for grades 1 to 4, rising to 15% for grade 5. Among the key indicators of the nation-wide CAPE project are increased net enrolment and promotion rates, and a decrease in drop-outs. The Basic Education Textbook Project, to begin in 1997, also includes in its targets a reduction in wastage rates by 20% by 2000. The significant decline in wastage anticipated will also contribute to the acceleration of enrollment growth rates.

***Toward efficient teacher:pupil ratios.*** While increases in enrolment and improvement in promotion rates imply increased demand for teaching services, Government's policy on the *pupil:teacher ratio* tempers that demand somewhat. MOEYS policy for the medium term is for pupil:teacher ratios be maintained at 45 for primary classes (the nation-wide ratio was 44.4 in 1996-97) and be increased to 30 for the secondary level (18.5 for lower secondary and 23.7 for upper secondary in 1996-97).

***Rolling master plan approach.*** The absence of reliable demographic data has impeded MOEYS's assessment of net access indicators, and made teacher forecasting problematic. Government recognises that in a situation where several related policy directions impact on teacher needs, annual revision of forecasts are necessary as data on actual enrolment growth, promotion rates, drop-out rates, etc., become available. A 'rolling master plan' approach for teacher training will be adopted therefore for the short to medium term, with teacher needs for the next five years adjusted as trends are refined. PACU's capabilities in teacher supply and demand forecasting utilising EMIS, the Personnel MIS, sample surveys, and census data, will be enhanced in the short term, and MOEYS projections by province will be released in April each year covering the five year period ahead.

**In summary, the policy directions include:**

- Improved net enrolment ratios, improved promotion ratios, and reduced drop out ratios for the basic education sector, implying accelerating demand for teachers
- Maintaining teacher:pupil ratios for primary grades at 1:45 and increasing ratios for secondary grades to 1:30 for the short to medium term
- Strengthening PACU capability to forecasting national and provincial teacher needs, in conjunction with MOEYS MIS development.

## 2.6 Basic Education - Curriculum Reform and Textbooks: policy directions

Government has embarked on a major programme to reform the general education system (to a 6-3-3 school system), to rationalise the basic education curriculum (fewer separate subjects, revised content), and to provide textbooks for the core subjects from grades 1 to 12 (see *Textbook Master Plan*, the *Basic Education Textbooks Project*, and related interventions).

Government's broad curriculum policy direction involves a re-definition of the entire content of primary and lower secondary programmes. The curriculum will be re-organised in fewer, broader subjects, including the Social Studies and integrated Science, which are new to teachers. New textbooks to be published and distributed on a 1:1 basis nation-wide will be the principal strategy for implementing the curriculum reform process. Classroom teachers will have to be oriented to operate effectively in the new curriculum environment and maximally utilise textbooks published, through textbook orientation training.

***Retraining the working teacher.*** These reforms have implications for the training of both the working teacher and of new recruits to the profession. All teachers in primary schools and most teachers in lower secondary schools will receive re-orientation training, to enable them to effectively implement the new curriculum and to utilise the new textbooks and teachers guides. The *Textbook Orientation Master Plan* outlines the policies, strategies and phasing of specialised textbook training for grades 1 to 12 teachers consistent with the publication plan. MOEYS plans also to ensure that curriculum and textbook orientation for primary teachers is actively reinforced through localised and nation-wide teacher up-grading programmes, inclusive of CAPE and any successor to the EU-supported PASEC project.

***Reform of pre-service training curricula.*** Pre-service teacher training programmes for primary and lower secondary teachers will be revised to ensure trainees are fully prepared to implement the reformed curriculum and effectively utilise the textbooks and other instructional materials provided by MOEYS in collaboration with its international partners. As textbook provision on a 1:1 basis to cover a broad swathe of the curriculum is new to Cambodia, all training programmes will ensure that textbooks utilisation is fully incorporated.

**In summary, the policy directions are:**

- Nation-wide and NGO-assisted district-based and cluster-based training

programmes for the working teacher will be consistent with, and provide training support for, the curriculum reforms and textbook provision plans

- Specialised in-service textbook orientation training will be provided for all primary teaching staff and principals, and for the teachers of eight secondary subjects over the period 1997-2002, phased in consistency with the textbook publication and distribution plan
- Pre-service teacher training programmes will be reformed to ensure adequate preparation for the implementation of the new curriculum and maximise the benefits of Government investment in textbook development and provision.

## 2.7 Upper Secondary schooling: policy directions

***Gradual increase in access.*** Government's stricter admission policies for access to upper secondary schooling have reduced net enrolment rates to an estimated 6.3% in 1996-97 (5.0% for girls). The quality and transparency of the selection examinations will continue to be enhanced, with assistance under the Cambodia Examinations Project (CANEP) to be funded by AusAid from 1997. With quality examinations in place, MOEYS will be able to exercise greater control of selection, matching provincial supply of places better with demand, while maintaining a minimum standard of competence for entry. With more rigorous standards in place, it is expected that enhanced instructional quality will be demanded at lower secondary level, and admission to grade 10 will gradually increase over the next five years.

In the short term, upper secondary schools (lycees) have to raise teacher:pupil ratios to the prescribed norm of 1:30, and additional staff will not be deployed to these schools until this norm is achieved. For the medium to long term, teacher needs will be carefully forecast on a subject basis, and qualified RUPP graduates selected for FOP training and placement in lycees according to need. MOEYS policy is to be highly selective in the future in filling positions at this level.

***Bachelor degree programmes reform.*** RUPP degree structures are too specialised for the needs of general education, and MOEYS planners will negotiate new structure with the University authorities more appropriate for students planning a career in teaching. Prospective teachers will be required to include two or three subjects in their degree programme (eg.. Physics, Chemistry and Biology) to provide greater deployment flexibility within the secondary school. Due to the long lead time related to University output, MOEYS will require RUPP to revise programmes for the 1997-89 academic year. Without this change, benefits anticipated from the reduction of subjects

on the curriculum (currently being implemented) will fail to accrue, and teachers will continue to be under-utilised.

In the short term, MOEYS will be deploying RUPP graduates with FOP training to primary and lower secondary schools where needs exist. This pool of RUPP graduates will be available for additional training and redeployment to upper secondary level as and when the need arises.

**Curriculum and textbooks reform.** Government will reform the curriculum of upper secondary subjects in conjunction with grade 12 examinations reform (under CANEP). Specialist subject teachers at upper secondary level will be provided with in-service upgrading courses organised by the FOP to ensure effective implementation of the reformed subject curricula. Subject teachers will also receive specific textbook orientation training in 1999-2001, phased in concert with the new textbook publication plan for this level.

In summary, the policy directions are:

- New teachers will not be assigned to upper secondary schools until targeted teacher:pupil ratios have been achieved
- Gradual enrollment increases are anticipated in the medium to long term, and teacher needs will be forecast on a subject by subject basis and candidates competitively selected
- The pool of trained RUPP graduate teachers deployed from 1997 to primary and lower secondary schools provide a source of potential upper secondary teachers who would require limited re-training if selected for upper secondary positions.

## 2.8 Technical and vocational education and training: policy directions

**Public sector-Private Sector Partnership.** Government's policy for the development of post-secondary TVET places new emphasis on the shared roles of public and private sectors. The composition of the *National Training Board*, established in 1996, is indicative of this policy direction. It is envisaged that the private sector's role in TVET will increasingly strengthen, shifting TVET from supply-driven to demand-driven in its programming, and from training institution to work-place as its dominant modality. A *Strategic Training Alliance* between the private and public sectors - a sharing of resources for public and private training - will be the hallmark of the new approach. The MOEYS *Basic Skills Project* (funded by an ADB loan) will spearhead

the reorientation of TVET over the next 5 years.

***TVET teacher re-training.*** The re-fashioning of the sub-sector necessitates, in the short to medium term, the radical re-orientation of public sector TVET personnel to the demand-driven, workplace-centred programming policy. Trainers will have to assume new roles (i) in programme design in dialogue with private sector managers, (ii) in the establishment of viable entrepreneurial units in TVET institutions, (iii) in new relationships with trainees, emphasising mentoring and on-the-job skills transfer, in place of traditional formal instruction, (iv) in undertaking applied research into methodologies of efficient and effective skills transfer, and (v) in ensuring that trainees acquire the broad generic workplace-oriented competencies demanded in the private sector of every employee in addition to specific technical or vocational skills requirements. MOEYS, through the NTB and OTVET (NTB's Office of TVET), will facilitate the development and delivery of the re-training necessitated for this 're-tooling of TVET trainers' in partnership with the private sector.

***TVET teacher accreditation.*** MOEYS will collaborate with the NTB to develop clearly articulated pathways for accreditation of TVET teachers. Accreditation will be based on workplace experience, training competencies and appropriate courses (which may be completed over a number of years, or made available in open/distance learning modalities). Accreditation opportunities will be available for trainers in a range of TVET specialisations, for both public sector and private sector employees. In the longer term, Government will require accredited TVET teachers to be associated with all training programmes offered.

***Training of trainers in specialised skills.*** Support from ILO, GTZ and NGOs such as APHEDA, for the training of trainers in specific skills areas will continue to be facilitated by MOEYS in conjunction with NTB, although greater emphasis will be placed on demand-driven course identification. In future, all trainer training courses will be compatible with the accreditation pathways determined. Government's role will be to facilitate the entry of new providers of training, including private sector providers, on cost sharing or cost recovery bases. MOEYS will therefore assume a stronger role in ensuring the quality of all TVET training courses delivered, aiming both to raise the standards of training provided (with subsequent benefit to post-secondary trainees), and to protect TVET trainees from unscrupulous or inappropriate privately-delivered training programmes. MOEYS officers will be trained in the quality assurance role that this new mission will involve.

***Disadvantaged and vulnerable groups.*** Government views women, ethnic minorities and vulnerable groups such as amputees (nearing 0.5% of the population) as repository of potentially productive resources to be harnessed through TVET. Amputees will be main-streamed into the workforce. Targets will be set for recruiting women and vulnerable populations into TVET programmes, not only as trainees, but

also as trainers and trainer-trainers. All TVET trainers will be sensitised to the needs of vulnerable groups and modify their training programmes to address vulnerability issues.

**In summary, the policy directions are:**

- TVET teacher training will be demand-driven and work-place oriented
- Accreditation pathways will be formulated for TVET teachers, and training programmes developed using a range of modalities to facilitate accreditation of all such teachers (public and private employees) in the medium term
- MOEYS TVET staff will assume new responsibilities for instructional quality assurance and TVET teaching service development encompassing both public and private providers.

## 2.9 Adult literacy development: policy directions

***Policies and strategies to be formulated.*** While Government places priority on the establishment of an effective and efficient formal education system, it also facilitates the mobilisation of resources for developing literacy skills for the large segment of the population who are illiterate. The 1996 *Demographic Survey* estimated adult illiteracy at 18% for men and 42% for women.

Government's rural development, population and preventive health care objectives cannot be met without improved literacy in the general population, and particularly for women. Government has signaled renewed interest in addressing the problem through the recruitment of 700 contract literacy teachers in 1997, but has not yet determined clear policies, objectives and targets for its literacy programme. MOEYS views the link between literacy training and work/employment opportunities as particularly crucial. This requires that detailed literacy campaigns must be formulated in the context of economic opportunities of the region, province and district, as nationally conceived programmes have less chances for success.

In the short term, Government will formulate policies and strategies for addressing the literacy issue. The necessary Policy Study & Review exercise will take a cross-sectoral, inter-ministerial approach, involving Social Affairs, Rural Development, Health, Women's Affairs as well as MOEYS, and will build on the Non-formal Education Master Plan developed with UNESCO assistance in 1996. The recruitment and training of literacy teachers will be a component of the strategic plan that will emerge from this process. Until priorities, modalities and investment levels are determined, targets for the

training of literacy trainers (including the re-orientation of primary teachers for adult literacy classes) cannot be estimated.

The Study will also re-assess the role of continuing non-formal education for maintaining and improving literacy in the young adult population, linked with skills development.

***Institutional and programme development.*** Existing institutional arrangements within MOEYS will need re-structuring if literacy training services are to be delivered effectively on a wider scale. MOEYS will need capacities to recruit and maintain class size at an efficient level, monitor the effectiveness of delivery of literacy programmes in collaboration with PEOs and DEOs, and DNFE officers, and develop instructional strategies to meet the needs of different sub-sets within the illiterate target group (young adult school drop outs, women, men, non-Khmer speaking ethnic minorities).

In summary, the policy directions are:

- Increased preparation of literacy teachers consistent with policies, strategies and targets to be determined in the Literacy Improvement Plan
- Reformed curriculum for training literacy teachers to incorporate sensitivity to various trainee sub-sets, especially women and their needs, and build on lessons learnt from previous literacy campaigns.

## 2.10 Foreign language teaching: policy directions

***English language acquisition.*** Long term Government policy favours the acquisition of a foreign language by the entire school population, with instruction commencing in the upper grades of primary schooling. In the short to medium term, however, resource constraints necessitate focussing language teaching at selected levels and schools. Anticipated ASEAN membership, a community in which English is the common language for regional communication, heightens the urgency for quality language skills in English. A Master Plan for training English language teachers is being developed by a special Task Force.

***Upper primary teaching of English.*** Government policy direction favours the introduction of English language training from grade 5. This will be achieved through the training of specialist primary English teachers (who will move from class to class, and possibly school to school) and the training of grade-level teachers (who will include English teaching in their broad cross-subject instructional responsibilities). Although MOEYS will, in the long term, introduce English language teaching nation-wide at the

primary level, in the shorter term resource constraints necessitate a narrower pilot programme.

Over the period to 2002, therefore, selected urban primary schools will, in concert with feeder secondary schools, develop and implement pilot English language programmes from grade 5, continuously monitored by MOEYS supervisory staff. Decisions will be taken on the longer term expansion of the programme on the basis of the pilot experience. For pilot schools, a revised and expanded English curriculum from grade 5 to 12 will be fashioned from the MOEYS grades 7 to 12 curriculum and primary school teachers with basic English language competencies trained to deliver the pilot curriculum. The lead time necessitated by these tasks predicated against start up of foreign language teaching in selected primary schools until the 1999-2000 school year, with teacher training beginning in 1998-99.

**Teaching of French in general education.** The French language will also be taught as a school-level foreign language in schools where demand for French is strong and competent teachers are available. MOEYS will formulate a master plan for future investment in training of teachers of French for primary and secondary levels.

Government has invested, with assistance from the Government of France, in the development of a curriculum and textbooks for the introduction of French at the upper primary level. Selected teacher trainees in TTCs in three provinces are currently being prepared for primary level French teaching with SIPAR assistance. The new curriculum and associated textbooks will be introduced into selected (indicatively 50) primary schools from the 1997 -98 school year. Further investment in the preparation of teachers of French at the primary level will be determined by the outcome of piloting and an assessment of relative demand for English and French at this level.

**Training foreign language teachers.** Government recognises the need to establish the relative demand for the two principal foreign languages, French and English, in order to make teacher training investment decisions. Teacher training to date has been project-led with emphasis on supply (based on donor resources made available). In the future, Government will assess the relative demand for English and French language instruction at the school level (grades 5 through 12), and in the employment marketplace, in order to project teacher training requirements for the medium to long term. Follow up studies will be required intermittently to track demand so long as an open foreign language policy remains in effect, and teacher training plans modified to match demand trends. One recent survey suggests that the demand for English language training far exceeds French, although teacher training investments over the last five years have been far larger for French than for English. In view of the urgency of determining the balance of future investment, a *Foreign Language Teaching Policy Study* will be undertaken in 1998.