

# THE ROYAL GOVERNMENT OF CAMBODIA



Education Sector  
Review

1994

Volume 1

**Executive Summary**

Asian Development Bank, Manila  
Queensland Education Consortium, Australia

## Foreword

This education sector review report consists of three distinct but inter-related volumes: Executive Summary Report (Volume 1), Education Sector Strategy Report (Volumes 2A and 2B) and Investment Framework and Program (Volume 3). This second volume is an Education Sector Strategic Analysis (Volume 2A) and an associated Education Statistics Digest (Volume 2B). In addition, specialist companion volumes on education financing, systems analysis and management and teacher education have been prepared to complement the review report.

This review report is intended to assist government in undertaking a very critical analysis of current and alternative strategic options and phasing and scaling of their implementation in the medium term. It is worth emphasizing that this review is not intended merely to endorse existing policies and strategies nor to undertake a preliminary project identification, preparation and costing exercise. Nevertheless, it is hoped that the study will provide a framework for on-going program and investment planning.

It should be emphasized that this review report is the product of a team effort - Government and consultants. An intensive process of dialogue leading to the policy and strategic framework and its directions has helped forge a genuine partnership. This final report is a revision of the first draft (presented in June 1994) and was carried out in consultation with Government officials. Broad consensus and understanding has been reached on the findings and recommendations of this sector analysis. The phasing and scaling of implementation plans may require further refinement and adjustment by Government, taking account of the social and economic context and aid flows. A word of gratitude to His Excellency Ung Huot, Secretary of State Mom Chim Huy, Under-Secretaries Pou Darany and Kea Sahan and other officials for devoting many hours to the process.

The overall theme of the sector review was developed as a team to ensure the continuity of the argument. The team consisted of: Nick Bricknell (primary education specialist), Stephen Duggan (teacher educator/project leader), Man Malhotra (systems analyst), Ted Fiske (investigative researcher), Mike Ratcliffe (sector analyst), Howard Thomas (secondary education specialist) and Jandhyala Tilak (financial analyst). Other donor agency representatives, particularly Vin McNamara and Anne Dykstra, gave their time and documentation generously to assist the team.

This slim volume is aimed at busy policy makers and managers within government and aid agencies. The purpose is to present the main issues, suggest some medium term priorities and outline selected areas for action by government with assistance from the aid community.

The hope is that this report will constitute another incremental step in moving education development forward in Cambodia.

Mike Ratcliffe  
Leader/Sector Analyst, Education Sector Study  
August 1994

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# EXECUTIVE SUMMARY

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## Introduction

### *A Priority: Finalizing the Policy Framework*

The prime purpose of this education review is to assist government to devise effective and realistic education and training policies, strategies and financing mechanisms for the period 1994-2000 and beyond. The intention is to contribute to constructive dialogue within government and the aid community and particularly to help education ministry policy-makers and planners to finalize a set of medium term policy and strategic directions as a basis for prioritizing investments by government and aid agencies. Consequently, the report does not merely endorse existing education policies and plans and suggest ways of implementing them. In some instances, the report raises questions about current proposals and offers alternative strategies, including the phasing and scaling of current implementation plans.

*"Education finance planning should be used as an instrument for policy implementation - not simply as a means of system maintenance."*

Mission (1994)

An interim policy and strategic framework, a product of government-consultancy team discussions over six months, is provided in the second and third volumes of the report. Broad consensus and understanding has been reached on the findings and recommendations of the review, including the policy framework. The Asian Development Bank-government mid-term review (June, 1994) was an important step in this policy dialogue. Intensive follow-up discussion, including a series of seminars for senior education, finance and planning ministry staff, has helped to revise the report. Notwithstanding, this framework may need further refinement, especially establishing a clear set of priorities and a time-table for implementation. Early agreement on this overall framework and its targets, both within government and the aid community is essential. The proposed Education Round Table (scheduled for November/December 1994) could be the forum for finalizing the policy framework.

**Report Structure** This education sector review consists of three volumes: Executive Summary (Volume 1), Education Sector Strategic Analysis (Volume 2) and an indicative Investment Framework and Program (Volume 3). This volume provides a summary of the main issues and selected areas for action. Volume 2 examines the overall policy context and strategic considerations (including aid spending patterns), appraises existing management and financing structures and makes some proposals for adjustment. The second volume also analyses the current strengths and limitations of the primary, secondary and other sub-sectors and details alternative strategies for raising education standards, achieving selective and equitable expansion of access and making better use of resources.

At the end of each chapter in Volume 2, some selected areas of action are proposed. These are viewed as the medium term priorities for attention by government and donors. These priorities are translated into an indicative investment program over the next five to six years in Volume 3. An indicative cost is US\$152 million (US\$25-30 million per annum). These programs may require further appraisal of costs and implementation modalities by government and prospective donors. The overall message is that investment plans should reflect medium/long term priorities, not short term interests or aid availability.

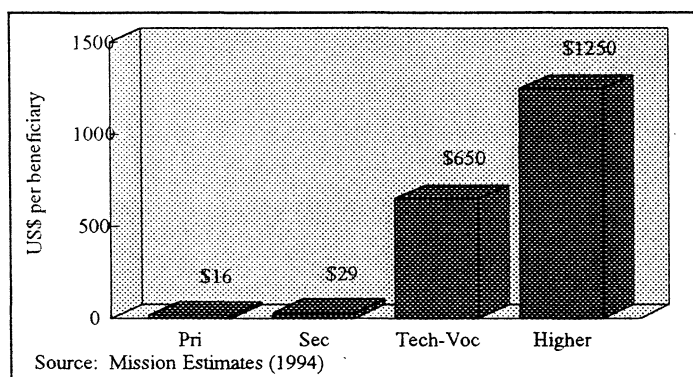
***The Policy-Based Aid Approach***

It is worth emphasizing that the investment plan is not intended as a project 'wish list'. Government and donors are urged to avoid simply 'picking off' discrete projects. It bears reemphasis that aid consultations should focus first on broader policy and strategic objectives and targets. The first priority of the Education Round Table should be to revisit policy and strategic issues, not to

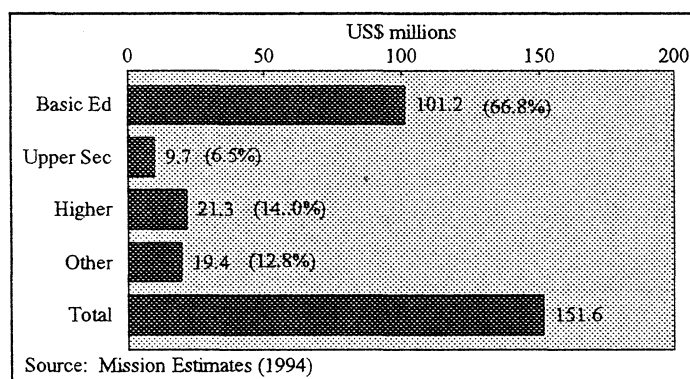
simply act as a 'donor-pledging' exercise. A 'project approach' could reinforce existing fragmentation, duplication and sometimes conflict in government/donor investment patterns. Several donors (ADB, World Bank, European Union, USAID) are presently exploring major investments in education. These agencies should take the lead in adopting a policy-oriented, program-based approach. The scheduled ADB assistance to prepare an overall Basic Education investment program is a welcome step. A key objective of the Round Table should be to explore ways of preparing similar policy-based programs for all sub-sectors.

The key message of the report and proposed investment program is a greater share of aid spending for 'basic education' and less in higher education. The current share for 'basic education' is roughly 30-35%; for higher education 40%. Present aid (and government) spending is inconsistent with government's stated priorities for improved access to and quality of 'basic education'. Government and donors need to keep these priorities

firmly in their sight. The report proposes a target of US\$100 million investment for 'basic education' in the next 5-6 years, representing 65-70% of total aid (see Figures 1 and 2).



**Figure 1 Scheduled Aid per Beneficiary, by Level 1994-96**



**Figure 2 Proposed Aid Investment by Level, 1994-2000**

## Policy and Strategic Directions: 1994-2000

***Government Education Policies: An Overview*** Government's stated education policies and priorities are broadly endorsed in the report. The long term objective of universal access to 9 years of 'basic education' is supported, alongside gradual phasing in of a 6+3+3 system to replace the existing 5+3+3 organization. The report endorses government policies to improve the degree of cost-sharing higher up the system (e.g. university preparatory year tuition fees), especially for technical-vocational and higher education. The report also endorses government's objective to improve the performance of the teaching service, through gradual salary rises and training. Notwithstanding, this will require a carefully phased approach, maintaining overall priorities and taking careful account of the fiscal outlook and aid prospects. The broad message is that quantitative gains should not be at cost to quality revitalization.

***Assuring Equitable Access*** Education planning needs to take account of various demographic, human resource and fiscal opportunities and constraints. Women represent 54% of the overall population and 57% of adults. Yet women are under-represented at all levels of education and training. High fertility rates (6.4 births per woman) and population growth (estimated 2.8% p.a.) means rapid expansion of the school age population and greater pressure on education budgets. Strategies to ensure equitable access for women, especially secondary schooling (where additional family planning and child health benefits accrue), are essential. Uneven patterns of access to basic schooling, especially in disadvantaged remote rural and minority areas, have to be addressed. A first step should be detailed situation analyses and school mapping exercises to help prepare effective strategies and plans. The proposed ADB-funded women in education study is timely.

***Repositioning the Education Service*** The future size and function of the schools education service needs to be reviewed and re-positioned for an emerging market economy. The report proposes a focus on 'general education' (numeracy and literacy), not 'vocalization', in order to make school graduates more flexible and trainable. Technical-vocational and higher education institutions need to be more responsive to the 'training market signal' through gradual introduction of a well-regulated 'enterprise culture'. Initial steps proposed include introduction of greater cost-sharing for post-basic education (e.g. tuition fees) and competitive 'training contracts' for public and new private providers. The ADB Skills Development Project is designed to help reposition technical-vocational education in some of these ways.

***Emphasizing Cost-Effectiveness*** Any proposed education expansion has to be viewed in a tight fiscal climate. Real per capita spending has declined by an estimated 35% in the past five years (see Figure 3). A first step should be to optimize the use of the current resources. Acute inefficiencies due to high repetition rates (average 25% in primary) are

costing government and parents roughly R7-8 billion and R60-70 billion respectively. The report argues for the introduction of automatic promotion, alongside quality improvement and assurance measures. Many schools and teachers only operate 4 hours per day. Strategies for making increased use of staff and buildings are critical. A greater share of spending needs to go towards key quality determinants (e.g. effective textbooks, working teacher training). Currently more than 90% of school spending is devoted to teacher salaries. Education expenditure (and aid) balances need urgent review.

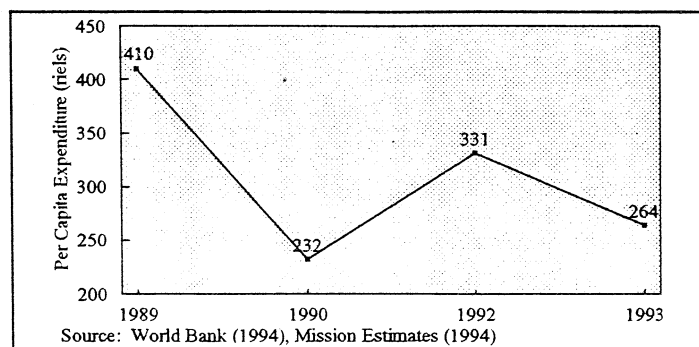


Figure 3 Real Budget Expenditure on Education per Capita, 1989-93 (in 1989 prices)

**Education Staff Rationalization** Education plans need to take account of plans for restructuring and down-sizing of the public service. Rationalization of the education service, with 75,000 employees (half the public service), is an essential part of this process. A carefully phased program of staff audit, redeployment and departure schemes is proposed. A key objective should be to reduce the proportion of administrative staff (currently 1 administrator per 3.5 teachers), alongside tighter regulation of pupil:teacher ratios. A second objective should be to link any pay rises to increases in teacher workloads and improved performance.

#### More Resources for Education

Additional spending on education is critical for achieving government's education development ambitions. The current share for education of 8.6%, and roughly 0.8% of GDP, is well below developing country norms (see Figure 4). The current expenditure balance (estimated 40% for primary education) needs to be reviewed.

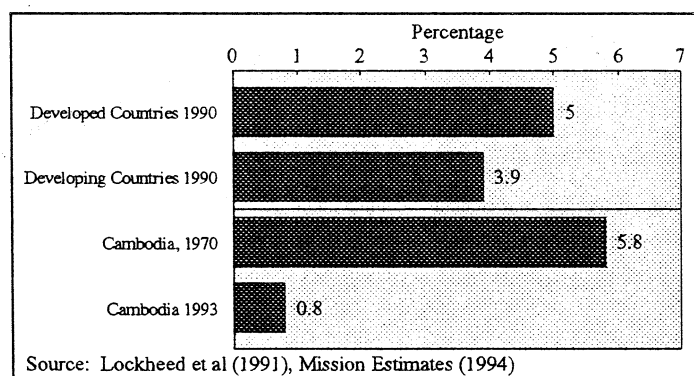


Figure 4 Share of Education in National Income

Parents' contributions to overall education costs are roughly 6 times those of government. These contributions need to be channelled towards the good of the school, not private individuals. Aid planning and management systems should be strengthened. An essential measure is to devote higher shares of aid to 'basic education' and quality-oriented measures. Another step should be to capture all education aid flows within the central budget. Presently an estimated 40% of education aid is 'off-budget'. These steps are critical for better aid planning and effectiveness.

**Overall Policy Objectives and Priorities** The report proposes a policy and strategic framework with five discrete, but inter-linked objectives: **quality revitalization, cost-efficiency, selective expansion of access, additional resource mobilization and institutional strengthening**. The top priority is to raise primary and secondary school standards of achievement. The next priority is to optimize the use of plant and staff resources before considering additional investment. Salaries and allowances make up over 90% of recurrent spending, leaving little for books, training and maintenance. Adjusting this expenditure balance is vital. Cautious expansion of services is warranted. The most important objective is to ensure all children complete 6 years of primary schooling. Equitable access for girls and minority groups are key concerns at all levels. Selective institution-building is key, especially senior management training at central, provincial and school levels. Immediate strengthening of aid coordination capacity (ahead of the Round Table) and field management capability are essential, especially with significant increases in education aid in prospect.

Achieving these objectives will require additional spending by government and the donor community in the medium term. An estimated R120 billion per annum by 2000 of recurrent spending is a minimum figure to assure sustainability of benefits once aid recedes. An estimated US\$30 million per annum of aid will be needed. The above balance of priorities needs to be reflected in both government and aid spending (see Figure 5).

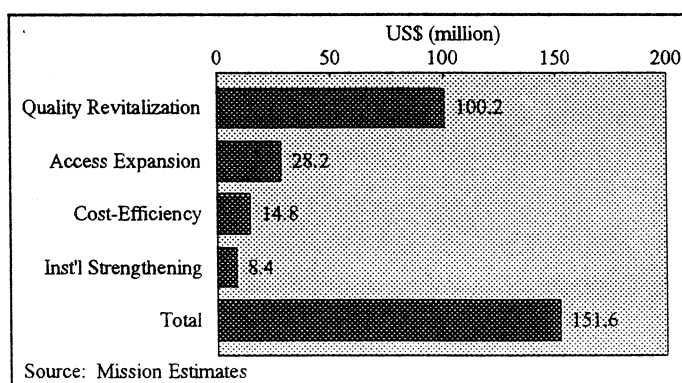


Figure 5 Proposed Aid Investment: by Objective, 1994-2000

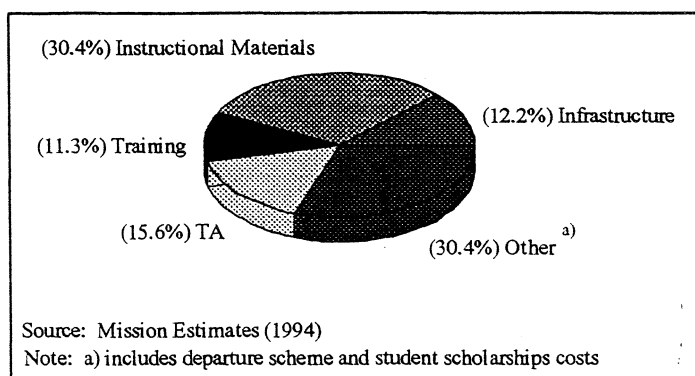
## Quality Revitalization: Areas for Action

**Increasing Hours of Instruction** A series of measures is proposed to raise the standards of student achievement. Instructional hours need to be increased from roughly 450-500 annum to international norms of 900. Proposed strategies include extension of school hours and the overall school year, linked to stricter regulation of staff work practices. Such measures would need to be linked to adjustments in teachers' conditions of service and tight monitoring of classroom utilization rates. In the medium term, this may mean the continuation of 'double-shift' schools which has the advantage of reducing additional classroom requirements. Teacher utilization rates could be improved by introducing longer or 'flexi-shift' systems. An early internal efficiency study is proposed, possibly with TA support, to examine alternative strategies and prepare implementation plans.

### *More Instructional Materials*

Increasing the number of textbooks for students is vital. Primary schools have 1 book per 4-5 students; in secondary schools 1 per 7-8. Medium term donor assistance for textbook production, linked to new curriculum frameworks is crucial. This will build upon UNICEF efforts. A target of 1 book per student by 2000 is feasible, using a combination of public and commercial publishers. At university

level, development of Khmer-language textbooks, linked to affirmation of Khmer as the language of instruction is proposed. Book production would need to be preceded by an intensive curriculum development exercise. A study of possible ways to accelerate the curriculum development process, while still assuring effectiveness, is urgently needed. Other urgent measures include production of quality teachers' guides and competency-based primary readers which are virtually non-existent in schools. An overall aid package of around US\$45 million (30% of total) is proposed, linked to improved book management and distribution (Figure 6). This illustrates the priority accorded to this area. Simultaneously, government needs to devote more of its own resources to textbooks and teaching aids. Government presently spends less than R50 p.a. per student (2 US cents). A greater share of government spending on textbooks and other teaching aids over the period will be crucial for sustaining supplies when aid flows recede.



**Figure 6 Proposed Aid Investments: by Type 1994-2000**

**Improved Teacher Effectiveness** Teachers' salaries represent most of government's education investment. To optimize this investment, expansion of working teachers training programs is key. The report proposes establishing a network of district and 'cluster' resource centers, linked to development of a cadre of peripatetic trainer-trainers and teacher-trainers. USAID are reportedly considering a major investment in this area, which is welcome. The report highlights the need to focus on vacation-time training - 55,000 teachers per annum out of school for 60 days per annum would mean a loss of 15-20 million pupil-teacher hours at a time when more instructional time is vital. A balanced approach, including extensive use of teacher guides and focusing training on the use of new textbooks and test booklets, is proposed. Many of the current pilot working teacher programs incur high per student costs and may not be sustainable in their present form. The report welcomes the proposed ADB-financed 'cost-efficient working teacher program' study of alternative delivery strategies and costs. This study will help inform final program designs.



Simultaneously, a number of measures are proposed for better efficiency and effectiveness of pre-service teacher training. A first step should be to strengthen teacher supply-demand projections, through a new human resource planning unit within the education ministry. Proposed AIDAB support is timely. In the near term, concentrating pre-service provision in the six regional teacher training colleges, linked to a moratorium on provincial teachers colleges enrollment is proposed. The ADB-financed buildings and staff audits will inform detailed planning, including selective conversion of some colleges into 'model secondary schools'. Technical assistance is proposed for a curriculum and staff development program within teachers colleges.

### ***Better Standards Monitoring***

Early efforts to strengthen examination and school inspection/supervisory services are suggested. Near-term measures include introduction of nationally-moderated grade 5, 8 and 11 examinations. Support for the expansion of the UNICEF competence testing programs is a priority. In the

medium term, the development of a semi-autonomous National Schools Examinations Unit (or Board) and Inspection/Supervisory Service is recommended. Similar quality assurance units are proposed for technical education (e.g. National Training Board) and teacher and higher education (Teacher and Higher Education Councils). Technical assistance is proposed for organizational planning and development. The proposed support for the National Training Board under the ADB Skills Development Project is timely. Selection on the basis of 'academic merit' is crucial as an incentive for achieving excellence. The report proposes the development of secondary level 'model schools' for 1% of the age-cohort, selected purely on high academic performance. Renovating and equipping these schools is a priority for aid to the upper secondary level. The report welcomes recent efforts to eradicate 'under the table' payments to 'buy a pass' at all levels. Talk of quality will be meaningless until the practice is stamped out (Box 1).

### **Box 1 Paying for a Place**

"University admission is said to cost between US\$2,000 to US\$5,000 depending on the program"

World Bank (1994), p.115

***Improving Physical Plant and Maintenance*** The report supports the recommendation (World Bank, 1994) to focus on rehabilitation of existing buildings and not new construction. The first step should be a reliable buildings audit, taking account of overall development plans. The ADB-financed school mapping exercise and building conditions audit are essential for targeting and planning any building renovation programs. Lavish buildings and equipment bring minimal quality gains. 'Minimum needs' criteria should be established. A program for renovation of an estimated 20,000 school classrooms and university buildings is proposed. Where possible, a community cost-sharing modality (e.g. CARERE-type) is proposed. This approach provides a parental-school contribution of around 35-40%. A medium term objective should be to establish a specialist semi-autonomous unit (e.g. School Improvement Board) as the focus for planning and managing school rehabilitation projects. This Board

could act as a channel for the World Bank-financed Social Fund for school building rehabilitation. Any aid assistance should be underpinned by costed maintenance plans by government and community groups.

## Equitable, Selective Expansion: Areas for Action

### *Focus on 'Basic Education'*

Cautious and gradual expansion is proposed. Quantitative gains must not be at cost to quality. Top priority is to assure full enrollment in grades 1-6 and some expansion of lower secondary schooling. The report proposes an increased primary school enrollment from 1.6 to 1.9 million over the period. At secondary level a growth from 0.29 million to 0.44 million is projected.

This would represent a significant achievement, matching government's 'basic education' expansion ambitions. Grade 1-9 enrollment would rise by 5% p.a. from 1.8 million to 2.3 million. 'Basic education' enrollment rates would rise from 73% to 85% which is comparable with neighboring countries (Figure 7).

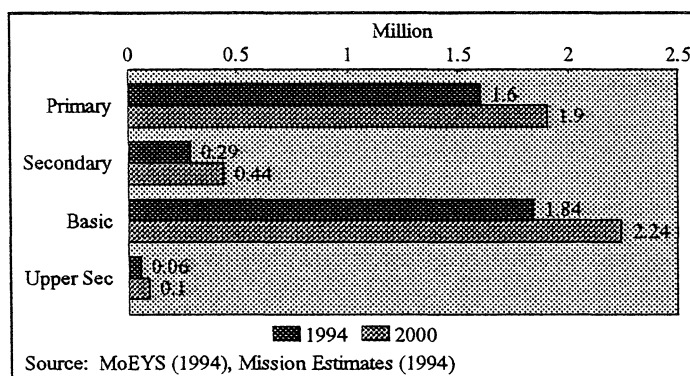


Figure 7 Projected Enrollment Growth to 2000

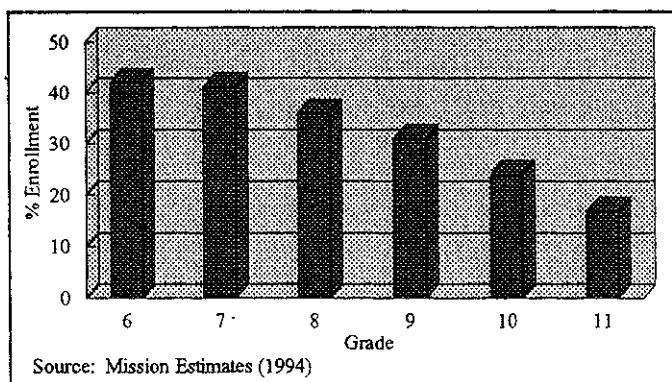
**Note of Caution: Phasing of 6+3+3** A gradual approach to introducing six years of primary schooling is imperative; starting a grade 6 class around the year 2000. Any acceleration of the reorganization (a 1996 start for grade 6 is rumored) would leave insufficient time to finalize new curriculum frameworks, textbooks and staff training programs. In addition, a 1996 start would not allow time for effective reorganization and rationalization of grade 7-9 provision, especially ensuring optimum use of secondary school staff and plant. The likely outcome of an accelerated approach would be demand for additional classrooms and teachers. An opportunity to improve staff and plant utilization rates would be missed. The key objective -ensuring quantitative gains do not sacrifice quality revitalization - would be in serious jeopardy.

**Equity Targeting** Strategies for expansion of access should focus on disadvantaged groups, especially females and minorities. Initial steps should be detailed studies of potential barriers (including socio-cultural factors) to school enrollment amongst these groups, followed by public education and awareness campaigns. In rural areas, the report proposes the introduction of commune/village-based grade 1-9 'basic schools' in 'low enrollment' areas. An early task is to rationalize the use of existing primary and secondary schools and other buildings. Early school mapping exercises, on a district by district basis, are essential. Technical assistance for provincial reorganization plans is suggested. The scope for

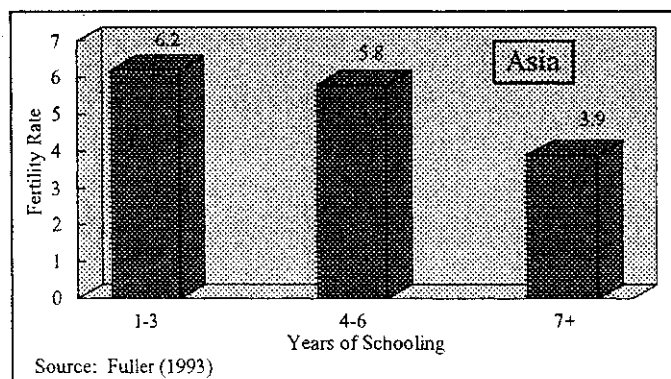
conversion of some schools and colleges into 'model secondary schools' should be examined. The basic principle of locating schools as 'close to home' as possible should be adopted. This will help girls' enrollment. In minority areas, which experience seasonal population migration, selective use of boarding and floating schools is proposed. An overall new building program of 5-6,000 classrooms is envisaged, focused in over-crowded urban and disadvantaged rural areas, at an estimated cost of US\$15-20 million.

### ***Expanding Female Enrollment***

The report highlights the under-representation of females at all levels of education. A key policy objective should be equitable access by gender. The village-based 'basic school' is a key step in reducing travel distances for girls. Increased female enrollment at secondary level is vital (Figure 8). Strategies to encourage girls to stay at secondary school bring significant long term benefits for family planning and child health (see Figure 9). This has been the experience in other Asian countries. Several measures are proposed. Firstly, a massive public education campaign, including efforts to encourage girls to return to complementary primary schooling is advanced. A series of merit-driven Female Scholarships Programs, running through secondary schooling, teachers colleges and university studies, is suggested. Selective provision of dormitory facilities (especially for females) at secondary and university level should be supported. In the medium/long term, the gender dimension should be an intrinsic part of education program planning. The institutional strengthening of the Secretariat of Women's Affairs, with ADB assistance, will help to establish this gender planning capability. An estimated US\$10-12 million investment is proposed to enhance female participation in education.



**Figure 8 Enrollment of Girls: by Grade, 1994**



**Figure 9 Secondary Education and Women's Fertility Rates (Asia)**

***Selective Expansion: Other Programs*** The drop-out and repetition rates mean many pupils leave school unable to read and write (Figure 10). A 'guesstimate' is 2-3 million female and 1 million male illiterates in Cambodia. Overall literacy rates are estimated at 35% (UNDP, 1992). Low literacy levels are an obstacle to effective family planning, hygiene practices and generating a trained work force. A massive expansion of adult literacy and

complementary primary/secondary schooling is proposed over 1995-2000. Measures include creation of a network of literacy centers, using school buildings in the afternoons and a regular supply of post-course reading materials. Building on the UNICEF literacy training model is proposed. An indicative investment of US\$11 million is recommended.

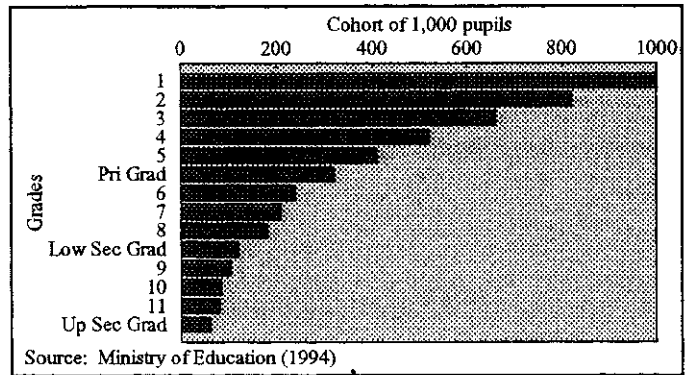


Figure 10 Cohort Progression, 1992/93

The report suggests the expansion of part-time programs for secondary schooling and higher and technical-vocational education. A series of feasibility studies is proposed. There is potential for correspondence schooling (via distance learning) for grade 9-11 and university students. The report proposes the introduction of grade 12 in secondary schools, replacing the Phnom Penh-based university preparatory year. Such programs have proved cost-effective elsewhere. Expansion of apprenticeship and on-the-job training is urged. Selective encouragement of private providers in 'high demand' fields (e.g. English, business studies) should be investigated. A gradual move to a more 'market-driven' approach, linked to greater management autonomy for institutions, should be adopted. Technical assistance is proposed to help government establish various quality assurance and regulatory frameworks, including preparation of financial legislation and accounting and audit procedures.

### Cost-Efficiency: Selected Areas for Action

**Rationalization of Education Services** Salaries absorb over 80% of education spending; at primary school level, this figure rises to around 95%. Rationalization of staffing levels and deployment policies are crucial if money is to be found for critical 'services'. A target of a reduction in the wage:services ratio to 67:33 by 2000 (currently 80:20) is proposed. The report sees significant scope for down-sizing administrative staffing, which constitutes roughly 20% of the education service. Down-sizing and redeployment could save an estimated US\$18-20 million in teacher qualifications upgrading costs. A gradual down-sizing would also release funds for raising teachers' salaries. Several scenarios are presented in the second volume of the report, including a staff departure, redeployment and retraining package. The proposed phasing and scaling of this rationalization exercise will require further consideration, within the context of overall public sector reform programs. Specialist technical assistance for the education ministry rationalization program, complementing broader UNDP support, is proposed. A first step should be a comprehensive education ministry staff audit.

Specific sub-sectoral rationalization exercises are also proposed. A new master plan for pre-service teacher education is proposed. A master plan to reorganize higher education as a base for future growth is required. The ADB Skills Development TA is assisting government with rationalizing technical-vocational provision. A target date for completion of these plans is end of 1995. The report emphasizes that these sub-sectoral reforms should be informed by overall education development plans and not be carried out in isolation. The need for comprehensive staff and buildings audits across all levels of education bears reemphasis.

**More Intensive Use of Teachers** The report views with concern the reported 10,000 projected increase in teacher numbers from 1995. The mission's judgement is that the first step should be better use of existing staff. Pupil : teachers ratios are 42 and 21 at primary and secondary levels respectively. Ratios fall to a low 36 and 14 respectively if school administrators are included. The report proposes a series of measures including redeployment of some secondary staff to primary schools and salary 'top-ups' for teachers linked to longer working hours and better performance. The report proposes a series of studies to facilitate acceptable strategies for improved staff utilization. A review of the use of the 'prime pédagogique (a teacher salary supplement) is proposed. The absence of clear targeting criteria (all education ministry staff receive it) has done little to address the urgent need to relate salary rises to enhanced teacher workloads and performance. This salary supplement (and the proposed European Union support) could be used to reward the most able educators and/or be linked to teachers' willingness to work longer or flexi-shifts.

**Introducing Automatic Student Promotion** The report urges abolition of repetition, linked to quality improvement/assurance measures. Repetition rates of 25% and 9% in primary and secondary schools respectively have enormous cost consequences for government and parents. Repetition creates over-crowding, requires more teachers, leads to fewer education supplies per student and denies places for new intakes (see Box 2). It is a serious barrier for 'basic education' expansion. In the mission's judgement, repetition is more a reflection of management and organization concerns than quality matters. Government should set a timetable for very early implementation of automatic promotion.

**Box 2 Consequences of Primary School Repetition**

- 0.42 million additional school places
- R 7-8 billion cost to government
- R60-70 billion cost to parents
- 10,000 extra teachers
- 2.1 million extra books
- 9,000 extra classrooms
- 15 yrs costs to complete primary school
- hinders 'basic education' expansion

Source: Mission Estimates (1994)

***More Intensive Use of Plant*** Measures to maximize the use of existing education buildings are vital at all levels. A situation analysis is provided in each sub-sectoral report. Many primary schools are only open in the mornings. The incidence of 'double-shifts' is over-stated. Mission estimates suggest only 30% overall, concentrated mostly in a few urban areas. Opening schools for 8-10 hours per day would provide a 'quantum leap' in classroom utilization rates. Longer opening hours could accommodate expansion of 'basic education', part-time complementary studies and literacy programs. The same situation applies at post-secondary levels. Many university buildings are half empty (e.g. agriculture, law, pedagogy), as enrollment has fallen. The near term objective should be a full buildings audit and national school mapping exercise. A second step is to set classroom utilization norms. The overall message is to make better use of what is available before building new facilities.

## **Institutional Development: Areas for Action**

***Education Ministry Organizational Restructuring*** The education ministry requires urgent restructuring. The report proposes that central HQ should focus on policy, national planning and monitoring functions. The number of directorates and specialist units should be reduced from 16 to 7, focussing on strategic planning, finance and administration, provincial education services planning, inspection services and aid planning/coordination. Early strengthening of management information systems is essential. The proposed UNDP/UNESCO assistance is welcomed. Management should be decentralized to provincial levels with strengthened implementation capacity at district and school levels. A preliminary organogram is shown in Volume 2 (Figure 3.3) of the report, including indicative directorate functions. Very selective use of technical assistance to assist with restructuring is proposed, focusing on preparation of operational guidelines for directorates, definition of job descriptions and on-the-job organizational development and training. Assistance at school level (including establishment of effective School-Parents Committees) could begin quickly and need not await central and provincial organizational reform.

***Management Development*** A top medium-term priority is to create a cadre of effective managers at each level. An intensive program of senior and middle management training, including school principals and inspectors/supervisors is proposed. Conversion of the Faculty of Pedagogy into a staff college is proposed. A near-term priority is to produce a series of operational guides and management handbooks at each level. These activities should include preparation of School-Parents Committees (SPCs) financial handbooks for managing community-raised school funds effectively. The planning of any program needs to be preceded by a detailed staff audit which will assist with training needs assessment for the various target groups. A series of technical assistance programs is suggested (in Volume 3) to provide support for program design, delivery and impact monitoring.

***Strengthening Education Support Agencies*** The report proposes the establishment of a number of semi-autonomous units or agencies to act as the planning and management arm for various education activities. Near term priorities include units for examinations, curriculum and textbook production and school construction. A second phase would consist of agencies for teacher education planning and accreditation and higher and technical-vocational education accreditation. The report suggests that these agencies could act as the 'channel' for managing particular types of aid. This would provide economies of scale and reduce aid management duplication and overlap. The report also proposes the establishment of a School Improvement Board to manage 'demand-driven', community-run schools improvement projects and funds. These proposed agencies are detailed in Volume 2, including priorities for technical assistance.

***Aid Management and Coordination*** The report proposes the early establishment of an aid coordination unit within the education ministry. The mission's view is this function should be separate from strategic and project planning operations. Experience elsewhere shows that combining them relegates strategic planning to routine project administration. An early task for such a unit could be organization and management of the scheduled Education Round Table. Another early task should be a review/evaluation of aid-financed education activities, including those which remain 'off-budget'. A second priority is to strengthen aid management capacity at provincial level through setting up units in provincial HQ. Proposals for technical assistance are detailed in Volumes 2 and 3.

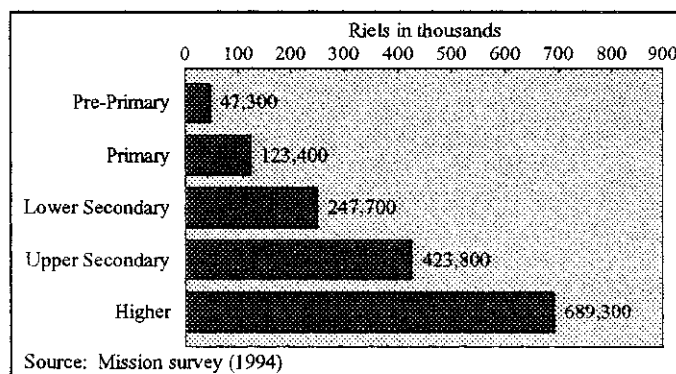
## **Additional Resource Mobilization: Areas for Action**

***Increased Government Spending for Education*** Government spends only 7-8% of its recurrent budget on education. Least developing countries' average is 14-15%. To achieve the medium term plan and targets will require a significant increase in education expenditure by government. A target of 15% minimum by 2000 is suggested. Rough estimates suggest that, by 2000 recurrent spending of R120 billion p.a. will be needed to cover proposed programs, provide a 'quality dividend' and assure sustainability of operations. Within this overall figure, government needs to devote a greater share to 'services' and less to salaries. A target of a wages/services ratio of 67:33 by 2000 is proposed. This would increase spending per student (excluding salaries) from US\$2 (1994) to US\$6 by 2000. Within overall education budgets, a higher share for primary education is critical. A guideline is 65-70% (primary), 20-25% (secondary) and 10% (other). At all levels, a greater share for instructional materials, training and maintenance is essential. Short term TA is required to assist government with 1995/96 budget preparation. Proposed AIDAB assistance would be timely.

**Consideration of Fees: Arguments** Currently schools charge 'unofficial' entrance fees of between R2,000-12,000 p.a. at primary level, higher at secondary levels. At primary and lower secondary level particularly, the report proposes discontinuation. Fees represent a potential access barrier for children from less well-off families. For post-basic education (initially technical and higher education), phased introduction of fees is proposed, linked to development of strict accounting and financial management procedures. Fees should go for use by the institution not to private individuals. University and technical-vocational institutions should be encouraged to be more entrepreneurial. Broad-based governance, increased management autonomy and being allowed to retain additional revenues raised are key ingredients of this process. A series of education finance-related studies are proposed, including examination of demand- and income-linked tuition fee structures and discriminatory scholarships programs for less well-off students. Allowing institutions to raise and retain additional revenues would need to be underpinned by a study of appropriate legislation. A study of the scope for gradual introduction of cost-recovery into upper secondary schooling is also proposed.

**Establishing School-Parents Committee Funds**

Parents already make significant voluntary contributions to education costs. Recent surveys suggest that parents pay around R120,000 per annum per primary student for uniforms, private tuition and books (Figure 11). Private costs are reported to be even higher at secondary and higher education levels. These contributions need to be regularized and channelled into consolidated SPC school funds. The proposed measures are worth re-emphasizing. A key step is to provide a handbook and training to SPCs in managing these funds. This approach should be linked to expansion of community cost-sharing and management of schools renovation programs. Short term TA to help set up these school funds is proposed.



**Figure 11 Household Expenditure on Education per Student, 1994**

**Actioning the Development Program**

**The Next Steps** Government needs to take early action on moving its development program forward. The first step is to finalize the policy and strategic framework, including objectives and targets, within the next two months. Government should ensure that pipeline and future assistance programs fit within this framework, requesting changes where necessary. The ADB 'Basic Education' PPTA and Skills Development TA will assist in preparing the respective investment frameworks for primary/lower secondary schooling and technical-



vocational education. Subsequent steps include finalizing action plans, organization of an Education Round Table and preparing program documents over the next few months. These exercises need to be action-oriented not another donor-pledging exercise. Government should aim to have a high level steering group and various implementation teams in place by the end of the year. Further technical assistance may be required to assist these processes.

### Box 3 Indicative Mobilization Schedule

<b>Action</b>	<b>Target Date</b>
Review of sector studies and investment documents	July '94
Consideration by MoEYS Secretariat	July-Aug '94
Pre-Project Preparation Activity	Aug-Sept '94
Skills Development PPTA	May-Aug '94
'Basic Education' PPTA	Oct-Nov '94
Preparation of Education Round Table documents	Nov '94
Education Round Table meeting	Dec '94
Establishment of High Level Program Monitoring Group	Dec '94
Finalize Sub-Sectoral Plans	Jan-Dec '95
Source: Mission (1994)	