



ANNUAL REPORT FY 2009

Kampuchean Action for Primary Education (KAPE)

This year marks the 10th Anniversary of KAPE as a service provider to Cambodian children. The present annual report has been compiled to promote transparency and accountability in agency finances and implementation of technical initiatives during the 2009 fiscal year (Oct 2008 to September 2009). The report provides an overview of all receipts, expenditures, and progress towards stated objectives for all supported projects and research initiatives.



Development with a Human Face

Now Serving Cambodian Children for 10 Years

KAPE, c/o Provincial Teacher Training College, Kampong Cham Town
Kampong Cham Province, Cambodia; Mailing Address: PO Box 1621 Phnom
Penh (email: kape@kapekh.org/website: www.kapekh.org)

Table of Contents

1	OVERVIEW	1
1.1	<i>Programming Scope and Beneficiaries</i>	1
1.2	<i>Programming Content</i>	1
1.3	<i>New Programming</i>	1
1.4	<i>Agency Receipts and Donor Support</i>	2
1.5	<i>Financial Disbursements and Costs</i>	3
2	PROGRAM REPORTS	4
2.1	<i>Girls’ Education Initiative (GEI)</i>	4
	2.1.1 General Overview	
	2.1.2 Interventions and Outcomes	
	2.1.3 Issues in Implementation	
2.2	<i>Schools for Life (SfL)</i>	8
	2.2.1 General Overview	
	2.2.2 Interventions and Outcomes	
	2.2.3 Issues in Implementation	
2.3	<i>Child Friendly Schools Development Project (CFSD)</i>	13
	2.3.1 General Overview	
	2.3.2 Interventions and Outcomes	
	2.3.3 Issues in Implementation	
2.4	<i>School Feeding Program and Take Home Rations (SFP)</i>	16
	2.4.1 General Overview	
	2.4.2 Interventions and Outcomes	
	2.4.3 Issues in Implementation	
2.5	<i>Minority Outreach in Education (MORE)</i>	18
	2.5.1 General Overview	
	2.5.2 Scope and Outcomes	
	2.5.3 Issues in Implementation	
2.6	<i>Schools for Excellence (SfE)</i>	20
	2.6.1 General Overview	
	2.6.2 Scope and Outcomes	
	2.6.3 Issues in Implementation	
2.7	<i>Other New Programming</i>	22
2.8	<i>Agency Consultancies and Special Events</i>	23
3	CONCLUSIONS AND FUTURE DIRECTIONS	25
3.1	<i>General Observations</i>	25
3.2	<i>Future Directions</i>	25
3.3	<i>Challenges</i>	26

1. OVERVIEW

1.1 Programming Scope and Beneficiaries

The current year marks the 10th anniversary of KAPE as a service provider in the education sector. The present report, therefore, provides an especially useful opportunity to assess strategies and review past successes and challenges. In keeping with the idea that this year marks a watershed in KAPE’s history, there have been many momentous developments in the year just ending that portend a very positive future for the agency.

Agency Profile

- Date Established: 1999
- National Staff: 47
- Expatriate Advisers: 2
- Cash Receipts FY 09: \$769,670
- Primary Schools Served: 265
- Secondary Schools Served: 39
- Provinces Served: 5
- Districts Served: 18
- Number of Projects: 8

As in previous years, KAPE has compiled a general report of its operations to provide an overview of the agency’s technical programming and financial health. The report provides a description of the activities and achievements of the various programs supported by KAPE, the scope and size of these programs, and the financial health of the agency. The latter of these includes a summary of funding received by donor, disbursements, and the allocation of funds of funds during the fiscal year ending on 30 September 2009. This report will be distributed to agency donors and the KAPE Board of Advisers to promote accountability and transparency in the administration of agency programming.

In all, KAPE provided support to 265 primary schools and 39 secondary schools across five provinces during the 2009 Fiscal Year. This represents an increase from 187 primary schools and 21 secondary schools in the previous year. The number of provinces served is a new bright spot because it represents KAPE’s transformation from a one-province agency to one with a regional focus in multiple provinces. Although Kampong Cham continues to be KAPE’s core programming area, the agency now has operations in four other provinces **including Kratie, Monduliri, Prey Veng, and Svay Rieng**. All of these provinces are located in the eastern part of the country, ensuring that all programming continues to be contiguous.

During the year, the agency was able to raise \$769,670 in new funds to support these schools, which encompass over 150,000 children.

1.2 Programming Content

In FY08, KAPE was supporting five programs. The total number of supported programs has now increased to eight (see Box 1). *The Girls’ Education Initiative (GEI)* and *School Feeding Program (SFP)* remain among KAPE’s long-standing programs with start-dates in 2001. The *Child Friendly School Development Program (CFSD)*, which is the successor program to the earlier Child Friendly School Initiative under UNICEF, completed its third year.

Box 1: Supported Programs in FY09

1. Girls’ Education Initiative (GEI)
2. Child Friendly Schools Development Project (CFSD)
3. Schools for Life (SfL)
4. Minority Outreach in Education (MORE)
5. Rewrite the Future (RtF)
6. Children’s Empowerment through Educational Services (CHES)
7. School Feeding Program (SFP)
8. Schools for Excellence (SfE)

All other programs that came on line during the year are new and represent a positive outcome for intensive project development efforts that took place in FY2009. This includes the *Schools for Life Program (SfL)*, which is a bridging program between the Educational Support to Children in Underserved Populations Program (ESCUP/ended in September 2008) and a major new long-term program that USAID is planning to start in FY2010. SfL is indeed KAPE’s biggest project with about \$388,000 in annual funding in 2009. The *Minority Outreach to Education Program (MORE)* is a new project (start-date February 2009) that is supported by Save the Children/Sweden and represents a successful move for KAPE into the area of minority education, focusing mostly on the Cham Muslim population in Kampong Cham. The *Rewrite the Future Program (RtF)* just began at the end of the fiscal year (July 2009) and is evidence of a new and dynamic partnership with Save

the Children/Australia. Both the MORE and RtF programs represent the achievement of an agency goal to build a closer relationship with the Save the Children network, since KAPE shares a common interest in children’s rights. KAPE also won a successful bid to form a partnership with Winrock International, which is implementing the *Children’s Empowerment through Educational Services Project (CHES)*, funded by the US Department of Labor. CHES focuses on the prevention of child labor and withdrawal of children from hazardous forms of employment. Through CHES, KAPE has now established a branch office in Prey Veng. CHES also started late in the fiscal year (July 2009) and will not begin activities in schools until FY 2010. Finally, KAPE was able to procure a one-year grant from Irish Aid for the *Schools for Excellence Project (SfE)*, which is being implemented in eastern Kampong Cham and Svay Rieng Provinces. These funds were procured through the Cambodia Education Fund, Ireland – an Irish NGO that has been a strong advocate for KAPE in Europe.

1.3 New Programming

2009 has clearly been a very successful year for KAPE, having doubled its portfolio of programming in accordance with strategic planning goals (e.g., minority education, re-engaging in efforts to prevent child labor, provincial expansion, forming links with Save the Children). A number of new programs are also in development for FY2010 including the USAID-funded Improved Basic Education in Cambodia Project (IBEC), which will replace the Schools for Life Program. KAPE joined with World Education once again to bid for this program and was informed by USAID of a successful application in September 2009. Implementation of the project is to begin early in FY2010. IBEC is a \$10,000,000 project focusing on work place readiness skills for children completing the basic education cycle. Under the terms of its partnership, KAPE will receive \$3.4 million in funding for five years. This funding will ensure a stable funding flow for KAPE and ensure considerable expansion in its activities.

KAPE has also applied for a number of other smaller programs including a small community outreach project funded by NGO Education Partnership (NEP) and the World Bank as well as a civics education program that will be implemented in collaboration with the General Secretariat of the National Assembly and funded by UNDP. Both projects will also begin in FY2010.

1.4 Agency Receipts and Donor Support

The last fiscal year represented a considerable easing in KAPE’s funding difficulties and saw a reversal in a steady decline that had been evident since 2007. In this respect, FY 2009 saw a steep

Table 1.1: Breakdown of Receipts, FY 2009

1. World Education/USAID	\$388,772.36
2. Ciai/European Union	\$113,581.55
3. Winrock International/US Dept. of Labor	\$54,075.55
4. American Jewish World Service	\$44,750.00
5. Terre des Hommes	\$39,296.22
6. Irish Aid/Cambodia Education Fund, Ireland	\$27,778.75
7. Andy Hill Foundation	\$25,999.62
8. Save the Children/Sweden	\$21,508.24
9. Save the Children/Australia	\$26,944.00
10. Room to Read	\$10,017.00
11. Children’s Rights Foundation	\$9,000.00
12. The Asia Foundation	\$4,380.61
13. Global Fund for Children	\$1,000.00
14. World Food Program (in-kind support) ¹	\$1,200,969.60
15. VSO (in-kind support)	\$5,994.00
16. Unrestricted Donations/Retained Earnings	\$2,566.60
Total Receipts (Cash Receipts Only)	769,670.50
Balance Forward from Previous Year R2R	\$5,431.46
Balance Forward from Previous Year TDH	\$1,575.86
Balance Forward from Previous Year Global Fund for Children Sustainability Grant	\$7,470.13
Balance Forward from Previous Year CIAI	\$17,774.65
Subtotal for Balance Forward	\$32,252.10
Total Cash in Hand	801,922.60
In-Kind Support	\$1,206,963.60
Total Support of All Kinds	\$2,008,886.20

¹ Based on the calculation of 56,703 beneficiaries in the School Breakfast Program x \$14/child = \$793,842 plus 2,970 students receiving take-home rations valued at \$137.08 per person = \$407,127

increase in total receipts from \$625,067 in FY 2008 to \$769,670 or an increase of \$144,603. This represents an increase of 23% in donor funding (see Table 1.1). As noted earlier, this increase resulted mainly from a dramatic diversification in donor support as well as a major increase in funding from USAID through World Education. In all, KAPE was able to increase funding support from 12 major donors during the previous fiscal year to 16 donors this year. With \$32,252 in funds brought forward from the previous year, total cash on hand during the year amounted to \$801,922.

KAPE's leading cash donor continued to be USAID/World Education at \$388,772, up from \$229,429 in FY2008. This is the largest single grant that KAPE has ever received in its ten-year history. KAPE's successful administration of this grant demonstrates a rapid development in the ability of the agency to effectively handle large amounts of donor funding. The next largest donor was the European Union/Ciai (\$113,581) and Winrock International (\$54,075). In terms of both cash and in-kind donors, World Food Program continues to be KAPE's largest donor with total support from WFP reaching approximately \$1,206,963 during the fiscal year. This support enables KAPE to provide food support to over 56,000 children each year. Though this represents a slight decrease of 61,000 last year due to a consolidation of programming, it is still considerable. Another key in-kind donor is Volunteers Serving Overseas (VSO), which provides technical assistance to KAPE in the form of experienced advisers who are placed with the agency for a period of one to two years. In 2008, VSO provided two full-time advisers to help KAPE build its management and technical capacity. One of these advisers was provided to the agency with full funding support from VSO.

1.5 Financial Disbursements and Costs

The agency's burn rate for the funding provided has slowed somewhat in comparison to the rate of disbursements in previous years. In this respect, total disbursements during the fiscal year registered \$670,461 (see Table 1.2) out of total receipts (and balance forward totals) of \$801,922. This indicates a burn rate of about 84% in comparison with 96% last year. This decline in disbursement rate mainly reflects the start-up of two major projects near the end of the fiscal year. In this regard, Save the Children-Australia and Winrock International both started their funding cycles in July 2009, with start-up in schools in August of that year. Thus, there was not time to make large disbursements for these new projects before the agency closed its books in September, thereby explaining the decline in disbursements as a proportion of total funds.

In keeping with an agency philosophy that puts beneficiaries first, Grants to Schools and Children continued to be the leading disbursement category at \$341,097 or 51% of all funding. These costs include scholarships, block grants to

schools, infrastructure upgrading, and other direct support. Personnel costs for national staff comprised 23% of all outlays, which is about the same as last year. Nevertheless, this still represents a larger proportion of total funds when compared to a historical average of 15%. This partly reflects the downside of having many smaller projects as opposed to a few big ones. For example, the Finance Department has reported that it increased its staffing from four persons to six during the year, or an increase of 50%. What appears to be happening is that as KAPE has diversified its programming from a few large programs in the past to a larger number of smaller ones, the agency is losing economies of scale, which is in turn pushing up staffing costs. As KAPE continues to add

Table 1.2: Breakdown of Disbursements, FY 2009

Expenditure Category	\$	%
Personnel (National Staff Only)	\$151,555.41	23%
Local Technical Support (Workshops)	\$29,384.87	4%
Fringe Costs	\$5,979.12	1%
Travel	\$53,440.35	8%
Equipment	\$8,309.00	1%
Operating Costs	\$20,152.85	3%
Grants to Schools and Children	\$341,097.68	51%
Consultants	\$1,514.00	0.2%
External Technical Assistance (TA)	\$12,819.79	2%
Other Costs (e.g., audits, subcontracts)	\$13,245.17	2%
Indirect Cost Recovery (ICR)/Overhead	\$30,952.97	5%
Total Disbursements	670,461.41	~100%

*Rounded

more and more small programs to its portfolio, these trends may continue, presenting a challenge to the agency to increase efficiencies in other ways.

Expenditures for direct operational costs were quite reasonable at \$20,152 or 3% of total outlays. Operational costs include rent, utilities, communication, and other administrative costs. This represents a decline of 1% over last year's outlays, reflecting cost cutting measures during the year. Costs for Technical Assistance and Consultants amounted to \$14,333 or 2% of outlays, which does not include in-kind support from VSO for the adviser who is assisting KAPE's Management Group to improve general management and administration as well as provide technical support to Child Friendly School programming. Indirect Cost Recovery, which was introduced in 2005 to build institutional sustainability of the agency, registered \$30,952 or 5% of the funds received. It should be noted in this regard that not all donors allow these charges, particularly among the smaller foundations providing support to the agency. Indirect Cost charges have helped to pay for salary costs for non-project personnel such as the Agency Director and Finance Manager, staff development, retreats, and project development (mainly project design costs).

2. PROGRAM REPORTS

2.1 Girls' Education Initiative

2.1.1 General Overview: The Girls' Education Initiative (GEI) promotes and enhances educational opportunities for Cambodian girls living in rural areas.² Interventions are holistic, and focus on long-term continuity. As a result, GEI has provided continuous support to nine cohorts of girls, three of which have completed the secondary education cycle (Grades 7 to 12).

GEI-supported interventions generally target girls with little hope of continuing their education after the completion of primary school, mainly due to financial reasons. The GEI program began as a local initiative in the year 2000. KAPE implements the program with support from many donors including Terre des Hommes, American Jewish World Service, private donors who are linked to The Asia Foundation and Give2Asia, Room to Read, and the Andy Hill Fund.

In its early stages, GEI focused primarily on assisting girls in the formal education system both at primary and lower secondary school level. In 2003, GEI's first cohort of girls finished lower secondary school (grades 7-9), which prompted the program to consider options for future study (i.e., Post Grade 9 Study Options). With support from donors, GEI expanded programming so that girls completing Grade 9 now have the option to continue their studies in upper secondary school level or at vocational training in centers within the host province (see Table 2.1). Since it began, GEI has provided scholarship assistance to 3,285 vulnerable children at the secondary school level.

2.1.2 Interventions and Outcomes: Interventions under this component focus mainly on scholarships at various levels of the educational cycle, life skills, counseling, Girls' Clubs, and tutoring (see Table 2.1). Because scholarships are often not enough to keep girls in school, GEI's other interventions (e.g., counseling) create a support system that helps girls stay in school. Life skills activities, in both upper primary and lower secondary, help keep at-risk students interested and enrolled in school. In secondary school, Girls' Clubs build on the Life Skills Program and create a peer support group for girls. The GEI program provides tutoring in Grade 9 and 12, to prepare students for the National *Diplome* Examination.

Box 2: GEI Profile

Donors: Terre des Hommes, American Jewish World Service, Room to Read, The Asia Foundation, Give2Asia (Keare-Hodge Fund, Andrew Horowitz), Andy Hill Fund
Direct Beneficiaries: 4,605
Budget: \$86,401 \$124,442
Unit Cost per Beneficiary: \$27
Sectors Targeted: Primary, Secondary, Vocational
Number of Districts Covered: 5
Target Schools: Primary (18); Secondary (21); Total (39)
Start Date: 2000
End Date: Open-ended

Table 2.1: Summary of Interventions at Different Educational Levels

Sector	Intervention
Upper Primary School	<ul style="list-style-type: none"> • Life Skills Program (Grades 5-6), targeting all children • Curriculum Enhancement (Grades 5-6), targeting girls • Counseling
Lower Secondary School	<ul style="list-style-type: none"> • Girls' Lower Secondary Scholarship Program, Grades 7-9 • Life Skills Program, targeting all children • Counseling • Girls' clubs • Tutoring grade 9
Upper Secondary School	<ul style="list-style-type: none"> • Girls' Upper Secondary Scholarship Program, Grades 10-12 • Counseling • Girls' clubs • Tutoring Grade 12
Post Grade 9 Study Options Non-Formal Education	<ul style="list-style-type: none"> • Vocational Training for Girls (who opt not to continue studying in high school)

² In response to requests from local communities, some number of vulnerable boys is also now receiving support through similar channels.

In implementing interventions, GEI works closely together with the Provincial Office of Education and the Provincial Office of Social Affairs. These offices help to identify children who are especially vulnerable due to family circumstances or crises. These efforts contribute to institution building and ownership of program interventions, which in turn promotes sustainability.

Table 2.2: Girls Education Initiative Beneficiary Summary 2008/2009

Sector/Program	Number of Schools/Beneficiaries		% Change
	2007-08	2008-09	
Primary Schools	18	18	0%
Lower Secondary Schools	21	11	-48%
Upper Secondary Schools	8	10	+25%
Curriculum Enhancement & General Life Skills Beneficiaries	2,287	3,789	+66%
Girls' Scholarship Subcomponent (LSS)	645	355	-45%
Girls' Scholarship Subcomponent (USS)	431	388	-10%
Vocational Training	50	26	-48%
Provincial Teacher Training College Scholarships	18	47	+161%
Total Beneficiaries	3,478	4,605	+32%

Although the total number of beneficiaries has increased due to streamlining life skills programming at primary level, beneficiary numbers among scholarship recipients at secondary school level have continued to decline (see Table 2.2). This reflects a hesitancy to expand intakes at Grade 7 when continuous funding is often in doubt. That is, GEI does not want to make a commitment of continuous support to families that it cannot keep. Overall, beneficiary numbers at lower secondary school level declined by 45% (as cohorts left the system and new intake was very limited), while upper secondary registered a decline of 10%. Nevertheless, GEI has started to expand its support of beneficiaries who graduated Grade 9 and begin to study to be teachers, health workers, and other professionals at the Provincial Training Colleges (see picture). Beneficiary numbers in this respect have more than doubled (from 18 to 47).



Starting a Career: Beneficiaries studying in training colleges attend a problem solving session before receiving their incentives



Nich is studying in upper secondary school at Kor High School in Prey Chor District, Kampong Cham Province

Case Study: OI Srey Nich

I am Ool Srey Nich, 16 years old. I have six siblings. I am the oldest among my siblings. I don't have enough time to learn because I spend so much time to work at home to increase income through harvesting or growing rice to support my sibling's study. Because of poverty, I was selected to be supported by KAPE's scholarship program. I have signed a contract for study in school. I want to become a teacher in the future – that's why I have a commitment to continue my studying. The scholarship package is very useful support for me and my family and it helps my family to change their thinking about continuing education. This fund is very virtuous to make my life better.

Key impacts for 2009 have shown some improvement since the previous year. In this respect, dropout among beneficiaries declined greatly from 18% to 4% and promotion rates increased from 69% to 89% (see Table 2.3). Failure rates have also dropped to 7% from 13%. Factory employment continues to be the leading cause of dropout and accounted for 30% of dropout at lower secondary school level and 27% at upper secondary school level. The decline in dropout among beneficiaries reflects contracting intakes and a screened population of remaining beneficiaries from previous years who are more motivated to persevere in their studies.

Table 2.3: Overall Promotion, Drop-out and Failure Rates at Secondary School, FY 08 & FY09

Category	Number of Beneficiaries	% FY09	% FY08
<i>Students at Beginning of Year</i>	743	100%	100%
Promoted	662	89%	69%
Dropped Out	26	4%	18%
Failed	55	7%	13%

2.1.3 Issues in Implementation: A key difficulty in the implementation of GEI is its structure as an umbrella program encompassing complementary programming funded by different donors with different reporting requirements. This structure has become increasingly complex as the number of smaller donors has increased in parallel with the loss of large institutional donors such as the US Department of Labor’s OPTIONS Program (ended in 2007). Some donors also require that funds are allocated to specific beneficiaries rather than pooling resources across all beneficiaries. This tends to increase the management intensiveness of programming at a time when resources for personnel are increasingly limited. To respond to these issues, KAPE is considering a restructuring of GEI in such a way so that the bigger programs such as Children’s Empowerment through Educational Services (CHES) will be hived out, as independent programs while the smaller ones will be regrouped in a way to realize increased efficiencies. This restructuring will take place in the next fiscal year.

Case Study: Supporting a Life’s Dream for Suy Chantha



Hello, I am Suy Chantha. I have been on scholarship support from KAPE since 2003. I attended Ponheakrek secondary school from grade 7 to 12. I graduated grade 12 in 2008. Since I was born, I have been staying with my family in a very poor situation until I went to secondary school. I was sometimes absent for many days to help my parents by working for income. I have a small rice field and we need to sell rice to pay for health expenses because my mother is often sick. I often wanted to stop learning in school and help to support my family but I thought that if I stopped learning now, how could I achieve my expectations? I always went to meet with my counselor to discuss this problem in order to find a way to stay in school. My counselor explained about the relevance of education to life. I remember she always used to say that If I have much more education, I will have a good job and more income, but if I stop learning now because of this problem, it may not be possible to help support my family well in the future in any case. My counselor said that if I want to reach my hope, I should be persistent, study hard, and stop thinking about dropping out of school. “You will be a role model in your community,” she said.

After I got advice from my counselor, I discussed with my parents and they agreed to keep me in school until I graduated. My father said he would take responsibility for both finding money and helping with the work at home. We improved chicken feeding and vegetable growing by using the experience from the life skill program that was provided by KAPE. Currently, I am studying in Kampong Cham town on a midwife course that has been my dream for a long time. In the picture above, I am standing on the right side. It shows a practice activity in hospital. My family is very happy about my new career and try to encourage their other children to study hard.

2.2 Schools for Life (SfL)

2.2.1 General Overview

Schools for Life was jointly designed and implemented by World Education and KAPE as a one-year ‘bridging’ project between earlier USAID programming, primarily the Educational Support to Children in Underserved Populations Project (ESCUP - 2005-08) and new programming that would focus heavily on life skills, youth engagement, and lower secondary education. New programming ideas were successfully piloted including more relevant life skills education, mainly in the area of work place readiness, as well as sustained IT access in lower secondary schools. The project was implemented in three eastern provinces of Cambodia (Kampong Cham, Kratie, and Monduliri) and encompassed 245 schools (220 primary schools and 25 secondary schools). Total enrolment in assisted schools was 92,039 children. SfL modified and improved the ESCUP design by expanding coverage while reducing earlier unit costs. This was achieved through the introduction of school classifications whereby assistance was modulated based on a school’s readiness to receive development assistance (linked mainly with management variables). Although start-up was late, the project was able to complete over 95% of activities and fully achieved 90% of stated performance targets (PMP). Four percent of targets were partially achieved while only 6% were not achieved. As of the end of the 4th Quarter, all OP performance standards for which targets had been set were achieved.

Box 3: Schools for Life

Donor: USAID/World Education
 Direct Beneficiaries: 66,668
 Budget: \$388,772
 Unit Cost per Beneficiary: \$5.83
 Sectors Targeted: Primary & Secondary
 Districts Covered: 11 Districts
 Target Schools: 220 Primary Schools, 25 Lower Secondary Schools
 Target Clusters: 31
 Program Start Date: Oct 2008
 Program End Date: Sept 2009

2.2.2 Interventions and Outcomes

Student Census: A detailed census of student services delivered by the program was completed at the end of the program for both primary and secondary school level. The census was difficult to carry out in that the counting of those receiving services took into account the need to avoid double counting children that are receiving multiple interventions at the same time. The high incidence of multiple interventions for vulnerable children is an intentional aspect of SfL programming as it was for ESCUP. The ability of the program to coordinate and target multiple interventions for the most needy is one of the main strategies that the program uses to maximize increases in educational efficiency, and especially reductions in school dropout. That is, the more interventions effectively delivered that a single child receives during the school year, the more likely it is that the child will stay enrolled in school.

According to census figures, 47,885 primary school children or 66% of the total enrolment in target schools received at least one direct intervention from among 17 possible interventions (see Table 2.4). Of this number, 17% had received two interven-

Table 2.4: Student Beneficiaries at Primary Level

Intervention	Number of Beneficiaries	
1. Primary Scholarships	5,479	
2. Village-based Remediation	3,895	
3. Civic Awareness Life Skills	452	
4. Community-based Life Skills (Practical Livelihoods)	2,574	
5. Cultural Life Skills	245	
6. Practical Livelihoods (IPM/Aquaculture)	1,415	
7. Economic Life Skills	540	
8. Community Life Skills Transfer	810	
9. CFS Classroom Environments	25,173	
10. Bilingual Classroom Assistants (BCA)	3,346	
11. Community Teacher Support	4,367	
12. Intermediate Classroom Support	920	
13. Health Referrals	398	
14. Peer Tutoring	537	
15. Homework Clubs	1,439	
16. Children’s Councils	12,713	
17. Field Trips	2,952	
Children Receiving at Least 1 Intervention	28,876	40%
Children Receiving at Least 2 Interventions	12,062	17%
Children Receiving at Least 3 Interventions	3,081	4%
Children Receiving at Least 4 Interventions	750	1%
Children Receiving at Least 5 Interventions	228	>1%
Children Receiving at Least 6 Interventions	2,888	4%
Children Receiving Direct Interventions	47,885	66%
Total Girls Receiving Direct Interventions	23,198	66%
Total Children Enrolled at Primary Level	73,099	100%
Total Girls Enrolled at Primary Level	34,963	100%

tions and 10% received three or more interventions. Thus, almost a third (or 27%) of those receiving special school-community mediated services were getting multiple interventions of one kind or another ranging from life skills, scholarships, remedial support, or health referrals. The most numerous interventions included children studying in CFS learning environments (24,369), followed by support from Children’s Councils (12,713), scholarships (4,678) and Community Teacher support (4,367).

Similarly, there were about 18,783 students or 63% at secondary level who were receiving at least one intervention, which meant that nearly all students were benefiting in some way from the program, as total enrolment in target schools was 18,940 (see Table 2.5). The incidence of multiple interventions was slightly higher than at primary level. In this respect, the census reported that 21% of students were receiving two interventions while 15% were receiving three or more interventions. Thus, about 36% of those receiving interventions were receiving multiple services compared to 27% at primary level. The most ubiquitous services were Student Councils where nearly all students were involved followed by access to IT facilities (3,453), CFSS classrooms (1,961) and remedial support (1,681).

Table 2.5: Student Beneficiaries at Secondary Level

Intervention	Number of Beneficiaries	
1. Lower Secondary School Scholarships	465	
2. Remedial Support	1,681	
3. Practical Livelihoods (non-agricultural)	974	
4. Practical Livelihoods (IPM/Aquaculture)	970	
5. Cultural Life Skills	76	
6. Civic Awareness Life Skills	464	
7. Economic Life Skills	805	
8. Community Life Skills Transfer	106	
9. CFSS Classroom Support	1,961	
10. Health Referrals	43	
11. Student Councils	18,720	
12. Subject Clubs	329	
13. IT Lab Beneficiaries	6,697	
14. Student Field Trips	624	
Children Receiving at Least 1 Intervention	11,939	63%
Children Receiving at Least 2 Interventions	3,945	21%
Children Receiving at Least 3 Interventions	1,506	8%
Children Receiving at Least 4 Interventions	812	4%
Children Receiving at Least 5 Interventions	382	2%
Children Receiving at Least 6 Interventions or More	199	1%
Children Receiving Direct Interventions	18,783	99%
Total Girls Receiving Direct Interventions	9,021	100%
Total Children Enrolled at Secondary Level	18,940	100%
Total Girls Enrolled at Secondary Level	9,021	100%

Improvements in School Efficiency: The most dramatic declines in school inefficiency rates occurred in the case of primary school level repetition rates and secondary school level dropout. In this respect, the number of children who dropped out in the aggregate declined by 1,326 or about 1% in total (see Table 2.6). At secondary school level, the number of children dropping out in the aggregate declined by 1,014 or a decline of 3% in total and 4% for girls (see Table 2.7). When using schools as the reporting unit, results are even more dramatic. In this respect, 61% of primary schools reported a decline in repetition of some magnitude while 68% of secondary schools reported a decline in dropout. Results for dropout at primary school level and repetition at secondary school level were less impressive in the aggregate, but nevertheless demonstrated progress when reporting the number of schools that registered a decline of a magnitude of 1% or more. Interventions that contributed to dropout reduction included scholarships and life skills interventions linked to school attendance. In the case of repetition, interventions focusing on remedial support for failing students and general improvements in classroom instruction are thought to have had the most dramatic impact.

Table 2.6: Changes in School Efficiency (Primary Level), 2008/9 (N=220 Schools)

Province	Baseline Year				Current Year				Change				% of Schools Reporting Decline
	Total	%	Female	%	Total	%	Female	%	Total	%	Female	%	
Dropout Data													
Total	2,813	4%	1,389	4%	2,872	4%	1,303	4%	-59	0%	-86	0%	60%
Repetition Data													
Total	7,703	10%	3,318	13%	6,377	9%	2,821	13%	-1,326	-1%	-497	0%	61%

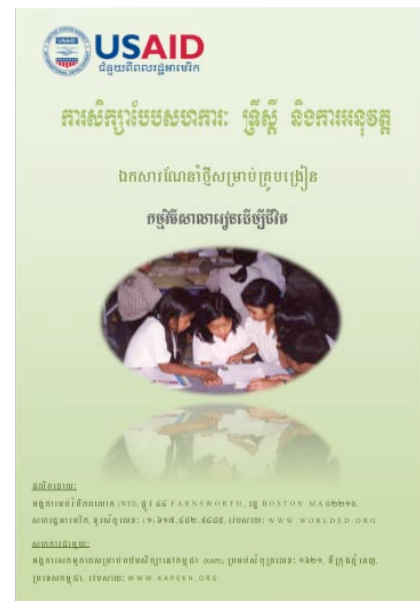
Table 2.7: Changes in Student Repetition (Secondary Level), 2008/9

Province	Baseline Year				Current Year				Change				% of Schools Reporting Decline
	Total	%	Fe-male	%	Total	%	Female	%	Total	%	Fe-male	%	
Dropout Data													
Total	2,918	18%	1,261	16%	1,904	12%	915	12%	-1,014	-3%	-346	-4%	68%
Repetition Data													
Total	765	4%	276	3%	977	5%	326	2%	222	+1%	56	-1%	46%

N=25 Schools

Other Achievements: The Schools for Life Program generated many other numerous achievements during the year including the following:

Development of New Curricula in Work Place Readiness and Cooperative Learning: Program personnel completed the publication of six manuals in Economic Life Skills covering three topics. These topics include *My Marketing Skills*, *My Future*, and *Money Management*. The program developed a student book and teacher guide for each topic. Each manual was successfully field-tested at both primary and secondary school level and then subsequently revised. Another manual developed by the program is a Cooperative Learning training manual entitled, *Cooperative Learning: Theory & Practice – A New Guide for Teachers*. This manual is based on a document earlier developed by KAPE under its Child Friendly School Initiative³ but which has been greatly improved with a set of seven modules that will guide facilitators to provide training in this area. The manual also broke new ground by including examples of Cooperative Learning applications at secondary school level, which has never before been attempted in Cambodia. The manual comes with a DVD documenting specific techniques in Cooperative Learning in multiple classroom contexts (Grades 2, 5, & 8).



Khmer Version of the New Cooperative Learning Manual

Development of a Sustainable Model for IT Access: In an effort to make access to information technology more cost-effective and sustainable, Sfl successfully piloted a cutting-edge computer lab configuration that uses “thin clients.” These labs were piloted in ten locations across the three provinces, including some in very remote schools. Rather than stocking a computer lab with 10-15 individual computers, a thin client lab is a set of networked workstations that run off of one central computer, which acts as the server. Most of the cost-savings resulting from the operation of a thin client lab come from reduced equipment costs, low maintenance requirements, and reduced energy consumption. Other factors, such as environmental ruggedness, slim profile, and the decreased likelihood of viruses make this model an attractive alternative to traditional computer labs. KAPE and World Education hope to convince other agencies to adopt this model to further leverage the investment already made.

Successful Efforts to Create a Two-Way Flow of Assistance Between Schools and Communities: Survey activities during the program found that efforts to transfer practical livelihoods skills to local communities have been meeting with dramatic success. There are several rationales behind program support for this initiative. The most obvious reason is to bolster the economic status of vulnerable families so that their children can more easily stay in school. It is for this reason that there is a selection process built into these activities that focuses on the families of scholarship recipients who by merit of this assistance are deemed to be the most vulnerable. Another aspect of success for this inter-

³ CFSI was a tripartite program supported by KAPE, UNICEF, and MoEYS that ran from 2002 to 2007.

vention refers to the observation that it raises the profile of the school in the community as an important resource, thereby establishing the importance of education as a relevant aspect of daily life. So often in the past, the relationship between schools and communities has been characterized by a one-way movement of resources from community to school. Current efforts have greatly changed that characterization so that communities now derive a great deal of benefit from their schools, making for a stronger relationship between the two. Survey activities reported that nearly 300 families in target areas had adopted some form of livelihoods leading to increased food self-sufficiency. This augurs very well for future efforts to promote practical livelihoods transfer.

Extended Role of Students’ Councils to Enhance Children’s Capacity and Sustainability: Student Councils received extensive support in 84 schools at both primary and secondary school level (see Case Study). Student Councils (called Children’s Councils at primary level) seek to involve students in the management of the school, partly for practical purposes (e.g., to lessen the administrative burden on school managers and teachers) but also as a preparation for civic involvement later in life. In order to meet this expectation of engagement in school management, program personnel provided especially intensive technical support in the area of planning, budget management, and monitoring. This input has had great effect as monitors report that students now generally lead their own meetings. For the teachers involved, this represents a great evolution in their own thinking about their own role in learning and the capability of students.



Building Sustainability through Life Skills: Some examples of practical livelihoods at community level such as intensive aquaculture and pig raising. It is hoped that income generation activities such as this at family level will help keep vulnerable children in school

Outreach to Children Out-of-School: One of the key activities to occur during the year was technical and financial support to primary schools (particularly new schools) to carry out school mapping activities (also known as Child-seeking Schools). In all, schools reportedly identified 1,080 children who were out of school in local catchment areas. About 47% of these children were girls. Through scholarships, ICR construction, and other interventions mediated by the schools themselves, the program was able to integrate 553 of these children or about 52% of the total into the school system.

2.2.3 Issues in Implementation

Limitations in Cluster School Capacity to Manage Program Funds: Under SfL, more funds were channeled through schools as part of a greater effort to shift responsibility for programming to local stakeholders. Programmers learned that the above approach has created somewhat of an administrative bottleneck as cluster school directors struggle to manage the regular activities under the SfL grant as well as their other responsibilities such as Ministry reporting, etc. As a result, life skills activities were slower in their implementation under SfL than was true under ESCUP, even in Tier 1 schools.

The Sisyphus Syndrome and Teacher Shortages in Cambodia: KAPE has sought to address teacher shortages through a systematic approach that couples the recruitment and training of Community Teachers in parallel with local teacher recruitment for PTTC entry, scholarship support for recruited candidates, and close cooperation with MoEYS in posting of new teachers to communes targeted by

the government as a high priority. While this strategy is sound, it has recently been undermined by the expansion in secondary school provision that is part of the government’s drive to ensure a 50% net enrolment rate at lower secondary school level (currently, the rate is 33%) by 2010.

Expanding IT Programming and the Limits Imposed by Governance Concerns: The Ministry has indicated that it would like to see IT access by all lower secondary schools in Cambodia by 2015. While this lofty goal is highly desirable, it is at odds with the governance conditions that exist in many lower secondary schools.

Continuing Issues with Variability in Teacher Professionalism: At the request of the MoEYS, World Education and KAPE were asked to train all teachers in Child Friendly School and other new teaching methodologies, in keeping with the upgrading of CFS programming from a pilot to a national policy. In its efforts to comply with this request, SfL encountered many difficulties with high levels of variability between teachers with respect to their professionalism, motivation, and interest in participating in scheduled workshops. Thus, the issue of low accountability and poor governance in schools continues to be a drag in development work in the state education system despite the best of efforts.

Case Study: Spectacular Learning Outcomes as a Result of Student Councils



Rural students doing their own Power Point presentations at the Student Council Fair

On 2 June 2009, students from six secondary schools across Kratie, Mondulkiri, and Kampong Cham Provinces came together for the first Student Council Fair ever organized in Cambodia. The purpose of the fair was to allow council leaders to exchange experiences, learn from each other, and get to know one another. The day’s activities began with Power Point presentations that each council had prepared in their own IT labs (with training support received from program personnel). These presentations summarized activities carried out during the year; what the successes were and the continuing challenges. This was one of the most spectacular aspects of the fair - to see 15 and 16-year old students from rural schools making their own Power Point presentations that they had made themselves. This truly demonstrated some of the stunning learning outcomes that the program is generating. During the presentations, students asked questions to one another, offered congratulations to colleagues from other schools, and established what will hopefully be long-term relationships.



Students offer differing views to their teacher

The rest of the day was spent in looking at exhibitions that each council had prepared during the school year. These ranged from history projects where students had gathered clothing from different periods of history or had learned about ancient lettering, anthologies of poems and creative writing, and travel posters in English. Many of these materials had been developed at computer workstations in their own schools, demonstrating the growing link between the availability of IT facilities and the teaching-learning process. Towards the end of the day, an opportunity was provided for the entire school to enjoy the various exhibitions that had been organized. There were also some plays on social topics of relevance as well as dance events that were organized by the Theatre Clubs from each school.



Very Creative: A council exhibition

The development of student councils appears now to be well established in target schools and has sown the seeds for high expectations from students of their schools and education.

2.3 Child Friendly School Development Project (CFSD)

2.3.1 General Overview:

The CFSD Project is implemented jointly in two provinces with a partner agency called *Centro Italiano d'aiuti Infanzia* or Ciai. KAPE is responsible for implementation in four districts in Kampong Cham Province while Ciai is responsible for implementation in Phnom Penh. CFSD is supported through funding from the European Commission, which provides funds directly to Ciai. Implementation in Kampong Cham is done through a sub-contracting arrangement between KAPE and Ciai. This report focuses mainly on the use of funds received by KAPE for implementation in Kampong Cham only. In all, Ciai disbursed \$113,581 to KAPE for this purpose.

Box 4: CFSD Profile

Donor: European Union/Ciai
 Direct Beneficiaries: 24,596
 Budget: \$113,581
 Unit Cost per Beneficiary: \$4.62
 Sectors Targeted: Primary Level
 Districts Covered: 4 Districts
 Target Schools: 50 Primary Schools
 Start Date: July 2007
 End Date: December 2010

The CFSD Project is the follow-on of the original CFS pilot that KAPE had developed in collaboration with MoEYS and UNICEF. CFSD focuses on putting all target schools on a three-year development cycle, leading to sustained inputs at the conclusion of assistance. KAPE has divided schools into two development streams, based on the number of years of earlier support. Stream 2 schools had already been receiving support under UNICEF funding for one year when they entered the program. Stream 3 schools are completely new to the program. Stream 2 schools ended their funding support at the end of the 2008/9 academic year while Stream 3 schools will finish at the end of the 2009/10 academic year.⁴

The total numbers of final beneficiaries vary according to the School Year, the number of Streams receiving support, and the current level of support. The figures Table 2.8 were valid up to July 2009 when Stream 2 schools completed their cycle. Table 2.9 shows the total number of beneficiaries as of August 2009 after Stream 2 left the Project. That is, Table 2.9 refers to beneficiaries still remaining in Stream 3 schools that will finish at the end of the coming school year. Other beneficiaries supported by CFSD include MoEYS officials from three Districts in Phnom Penh Municipality and four Districts in Kampong Cham Province, as well as Municipal/Provincial officials in each location.

Table 2.8: Beneficiary Numbers in CFSD (All Streams: 2008/9)

Beneficiaries	Reported Numbers
Schools	50
Total Teachers/Female	760/360
Total Students/Female	24,596/11,486

Table 2.9: Beneficiary Numbers in CFSD (Stream 3: 2009/10)

Beneficiaries	Reported Numbers
Schools	30
Total Teachers/Female	369/152
Total Students/Female	11,770/5,500

2.3.2 Interventions and Outcomes

CFSD seeks to improve the quality of education through the Child Friendly School policy framework developed by the MoEYS. Under this framework, there are several dimensions that need to be addressed to promote child friendly learning environments. Activities implemented through these specific dimensions are summarized below:

Dimension 1- Access & Dimension 4: Gender Sensitivity: Key access and gender-focused interventions included school mapping to identify vulnerable children and scholarships for these children once they are identified. During 2008-09 under the CFSD program KAPE distributed scholar-

⁴ Stream 1 schools refer to schools that were supported earlier by Ciai in Phnom Penh. KAPE is not supporting any Stream 1 schools.

ships to 1,165 students (658 female), a majority of whom were female. This scholarship support consists of two uniforms, shoes, a backpack for carrying books, and stationery provided periodically throughout the school year.

Dimension 2 - Education Quality: During the year a number of workshops took place on a variety of topics including child centered teaching approaches and co-operative learning, using Resources, Games, using Effective Questions, Developing Reading, Developing Writing and Student Portfolios. Altogether, 645 (346 female) teachers, School Directors, School Support Teams (SSTs) and other stakeholders participated in this training. In order to facilitate the application of target methodologies, teachers received resource kits of materials to promote group learning and student activities.

Another important activity to promote Dimension 2 goals related to remedial support for children with special learning needs. Altogether, 1,243 children received special remedial support in village learning groups for a period of 12 weeks in the second semester. A final intervention to promote effective learning environments in classrooms refers to *Low-cost infrastructure improvements*. These improvements are designed to make the classroom a secure and suitable place for Child-Friendly teaching. They thus include repairs to the structure of classrooms and ensuring that classrooms contain blackboards, a minimum of suitable furniture, etc. Playgrounds are also provided to schools using these funds. In all, 23 classrooms were provided with grant funds for physical enhancements such as those described.

Dimension 3 - Health Awareness: In order to promote awareness of health and hygiene, all Child-Friendly classrooms contain a "maturation corner" where children can be weighed and measured at regular intervals and where their height and weight is recorded on a chart. Parents and visitors can see the progress of children's physical development. There is also a "hygiene corner" with water, soap, combs and a mirror. Children are encouraged to wash their hands and tidy themselves up whenever necessary, especially after playing at break time. They also learn about topical health issues. During training, teachers are shown how to incorporate these issues into their normal classes. In addition, during calendar 2009 CFSDP has begun to survey height and weight data for children. This information will continue to be collected and will be analyzed towards the end of the project with a view to improving teacher management of the classroom maturation corner.

During 2009 the core group that monitor the project has observed a considerable improvement in schools' approach to health issues. 90% of classes have a hygiene corner and the school environment outside the classroom is better maintained. There has been an increased understanding of clean eating and drinking and a subsequent increase in the number of children bringing drinking water from home in their own container. The majority of schools now

Box 5: Summary of CFSD Inputs

- Scholarships Provided: 1,165
- Remediated Children: 1,243
- Classrooms Repaired: 23
- Teachers Trained: 645
- Teachers Receiving Learning Kits: 645
- Classrooms with Hygiene Corners: 90%
- Students Receiving Life Skills Instruction: 668



Support for Improved Practice: Teachers receive resource kits to use in their everyday teaching

have rotations for student cleaning of toilets.

Dimension 5 - Community and Parental Engagement: In 2009, there has been an increased understanding by communities of the value of education and a greater involvement by them in activities. In particular, they often contribute to school improvements by offering labor. Where a school needed a new classroom floor KAPE provided the funds but the community did the work without payment. Another important community-focused activity refers to the recruitment of Community Teachers to meet teacher shortages in selected schools. The recruitment of "Community Teachers" is an action carried out when there are not enough formally-trained, official teachers assigned to a school. In this case, willing persons are recruited from the Community and given a brief training. They earn a small stipend to ensure their continued contribution during what is a temporary situation. In all, 12 Community Teachers are currently being supported by the project while advocacy occurs at central level to increase the assignment of teachers to these schools.

Communities also assisted in the delivery of life skills activities, focusing on prevocational topics such as haircutting, cooking, sewing, traditional music, etc. Members from the Community with these skills volunteered to teach such classes. In all, there were 26 groups of students supported by communities in this way involving 668 children (591 female).

2.4.3 Issues in Implementation

Interagency Joint Sustainability Component Activities: Now that Stream 2 schools have left the project, both agencies are considering how schools may maintain their Child-Friendly status without further external financial support. While Child-Friendly support to schools consists to a large extent of initial "start-up" costs for relatively expensive items, such as learning materials for classrooms, construction and repair to buildings, there are still costs involved in maintaining these initiatives. Many of these costs can, and should be covered by the MoEYS Program Budget: other forms of support may need to come from the community in which each individual school operates. Stream 2 School Directors, SSTs and the Provincial and District officers who support them have met together in both locations to discuss how sustainability may be achieved.

A number of workshops have occurred during the fiscal year to promote sustainability discussions. The purpose of these workshops is to look at ways of ensuring sustainability after financial support from the project finishes. A third workshop is planned for the end of January, in which School Directors and SSTs will report on how they plan to use their Program Budget funds, and on other activities to raise funds or support that could be carried out in their particular school and community.



A Child Friendly Classroom supported by CFSD

2.4 School Feeding and Take-Home Ration Program

2.4.1 General Overview

After GEL, the School Feeding Program cum Take-Home Rations is KAPE's oldest program. The program is now in its ninth year of operation with negotiations in progress for a five-year extension. In an *aide memoire* between MoEYS and the World Food Program in 2001, KAPE was named as one of three partner agencies (along with EQIP/World Bank⁵ and UNICEF) to assist the World Food Program in pilot testing breakfast programs in Cambodia. Since the completion of the pilot phase of the School Breakfast Program at that time (2003), KAPE has helped WFP to expand this program in Kampong Cham Province where it is now reaching about 56,000 children in 140 primary schools. Although the program has contracted somewhat since its height in 2006 (when 84,000 children were being served), it still remains very popular with local education officials and communities (see Table 2.10). The contraction largely reflects diminishing resources and the effects of the financial crisis that started at the end of 2008. This School Feeding Program serves a variety of purposes including improving children's nutrition, stopping morning hunger, and increasing attendance rates. Food provided by the World Food Program (WFP) is prepared in the form of hot meals that consist of rice soup and fish each morning. The menu has increased in recent years as well to include beans. School vegetable gardens cultivated by schools and communities help to ensure that vegetables are also included in the mix.

In more recent years, WFP has used the means-tested scholarship program implemented by KAPE as a mechanism through which to distribute take home rations to vulnerable children, particularly girls. These rations consist of rice, oil, and other important foodstuffs needed by poor families. Scholarship beneficiaries under KAPE's other programming are selected under rigorous conditions to determine levels of income, debt, and need. During the current year, such assistance was extended to 2,968 children (72% of whom are girls) who are the poorest of the poor. These rations help to supplement scholarship benefits that focus mainly on the direct costs of study (e.g., uniforms, stationery, etc.). SFP, therefore, dovetails nicely with other education development programs supported (through KAPE) by USAID (Schools for Life), the European Commission (CFSD), and others.

2.4.2 Scope and Outcomes

Programming continued to follow a pattern of contraction, reflecting more limited availability of resources as well as a strategic decision to focus support on schools that are located in the province's hinterland (rather than on the main highway). The number of supported schools this year declined from 157 last year to the current 140 or a reduction of 11%. However, the number of supported students benefitting from food support declined by only 8%. In spite of the contraction in

Box 6: School Feeding and Take Home Ration Program Profile

Donor: World Food Program
 Direct Beneficiaries (SFP): 56,703/Girls: 27,008
 Direct Beneficiaries (Take Home Rations): 2,968/
 Girls: 2,135
 SFP Budget: In kind (rice, canned fish, cooking oil, and salt); Cash Value estimated at \$1,200,969
 Unit Cost per Beneficiary: \$21.80
 Sectors Targeted: Primary
 Districts Covered: 6 Districts/46 Communes
 Target Schools: 140 Primary Schools
 Start Date: 2001
 End Date: Open-ended



Distribution of Take-home rations to poor students

⁵ The EQIP program is no longer in operation.

programming, food deliveries this year were stable and there were few interruptions in supplies, as happened during earlier years when food prices spiked greatly.

Table 2.10: Change in Coverage in the School Feeding Program, 2004/5 to 2008/9⁶

School Year	Number of Schools	Number of Students	Food (Metric Tons)
2004/5	154	55,000	1,458.45
2005/6	160	64,000	2,257.93
2006/7	180	83,400	2,008.50
2007/8	157	61,400	2,464.07
2008/9	140	56,703	1,524.12

The provision of take-home rations has also been affected by limited resources. In this respect beneficiary numbers have dropped from 4,500 in 2008 to 2,968 during the current fiscal year. This reflects a decline of 34% in beneficiary numbers, which is much more severe than was seen in SFP. Nevertheless, impacts on dropout in WFP supported schools have been impressive. Among those receiving take-home rations, none are reported to have left school while overall dropout rates in SFP affiliated schools is about 1%. This compares with a provincial dropout rate of 12%.

In a move to increase ownership of the program, WFP has begun to issue formal agreements to implementing partners including KAPE and the Government. Under the most recent agreements signed, WFP has asked the Government to assume more responsibility for reporting and monitoring, shifting a role once performed by KAPE to the Government. Current agreements are scheduled to expire at the end of the current fiscal year but negotiations are currently under way for an extension.

2.4.3 Issues in Implementation

Governance Issues and Monitoring Capability: As is true of previous years, major concerns continue to focus on proper utilization of food grants and the prevention of corruption. Because the implementation of SFP is governed by high expectations for cost sharing, KAPE has agreed to cover all costs for staffing, travel, and equipment, as these pertain to its mandate for oversight. Unfortunately, KAPE has only been able raise funding for one program monitor to oversee all schools. By shifting the responsibility of data entry and reporting to the Provincial Office of Education, WFP had hoped to ease the burden on KAPE to some degree. Although KAPE personnel reported 80 school visits during the school year, there were a number of reported incidents of corruption and misuse of WFP foodstuffs.

POE Ability to Meet Its Mandate: As noted above, WFP has shifted responsibility for reporting and data entry with respect to food use to the Provincial Office of Education. Unfortunately, the POE has not fulfilled this expectation and has shifted the responsibility for reporting back to KAPE. This issue is still being discussed with WFP and Government to find a satisfactory resolution.



Building a Commitment to Honest Administration: School officials organize a recent food shipment for local children

⁶ Does not include pilot years of operation 2001 to 2003.

2.5 Minority Outreach In Education

2.5.1 General Overview:

Minority Outreach in Education (MORE) is a new program in KAPE that started implementation in Kampong Cham in February 2009, funded by Save the Children Sweden. The MORE program will span a total of four years and was developed following preliminary discussions with Save the Children Sweden (SCS) and the completion of a research paper on the situation of Cham children in the province that KAPE was commissioned to undertake by SCS.⁷ MORE seeks to ensure that Cham Muslim children enjoy the same access to educational provision as Khmer children through approaches that enhance the quality of education for children of all ethnic groups, particularly in respect to life skills programming that focuses on culture and civic engagement and increased cultural sensitivity at provincial as well as local level. The program seeks to develop sustainable models for replication that promote 'language and culture-friendly environments' characterized by (i) extra-curricular, community mediated, multi-cultural education programming, (ii) greater representation of Cham among state teachers, and (iii) and the establishment of formal links between independent Islamic schools (*or sarao schools*) and the state school system.

The primary minority groups who benefit from these interventions are known as the Cham. The Cham population in Kampong Cham is the largest minority group in the province, as indeed it is the largest minority group in the country. It is estimated that the Chams comprise about 5% of Cambodia's population and are concentrated in a handful of provinces. Kampong Cham has the largest Cham population of any province, where they comprise about 8% of the population. In some districts, however, this proportion can range as high as one-third of the local population.

There are currently a total of 12 schools (six Islamic schools and six State schools) that are receiving direct support from the MORE project. The schools were selected from Tbong Khmum and Kroch Chmar Districts, Kompong Cham Province.

2.5.2 Interventions and Outcomes:

MORE had only been operating for nine months when the fiscal year ended. Thus far, the program appears to be off to a very good start. Program start-up activities were completed on schedule and an implementation framework was designed and put into place in a consensual manner. In addition, a key intervention relating to outreach to Islamic schools has picked up great speed during this period. This is a ground-breaking intervention in which officials of the state education system are now in a position of providing direct assistance to Islamic schools with significant promises of reciprocation such as encouraging children to learn Khmer and attend state schools regularly. During stakeholder orientation workshops, there was a dramatic transformation in the attitude of dis-

Box 7: MORE Profile

Donor: Save the Children/Sweden

Direct Beneficiaries: 2,890 (state

schools; 688 in Islamic Schools;

Total Beneficiaries – 3,578

Budget: \$21,508

Unit Cost per Beneficiary: \$6.01

Sectors Targeted: Primary; Islamic Schools

Districts Covered: 2

Targeted Schools: 6 State Schools;

6 Islamic Schools

Start Date: 2009

End Date: 2013



Building Bridges: A tuan (Islamic Teacher) compares Khmer and Cham language at an Islamic School supported by KAPE

⁷ See, KAPE (2007), *Educational Needs Assessment of Cham and Migrant Children in Kampong Cham*, Kampong Cham: Save the Children/Sweden.

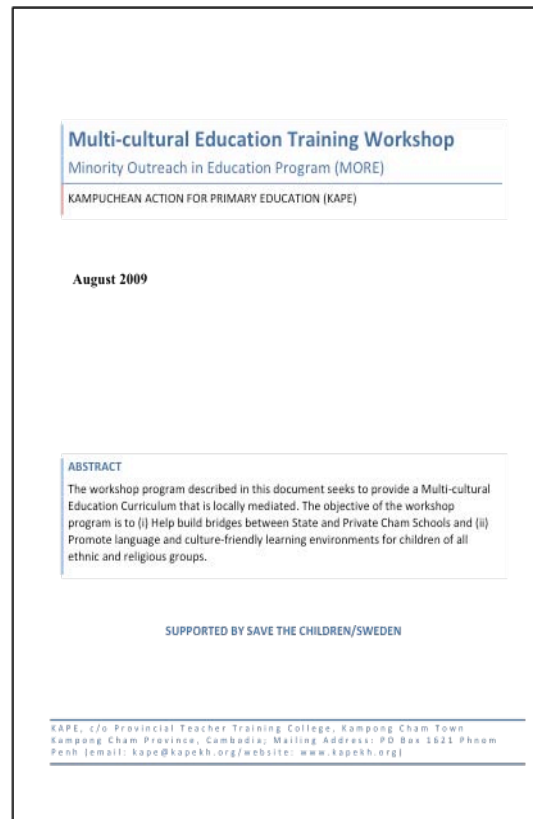
strict education officials who were initially very hostile to the idea of state involvement in the Islamic schools. Basically, the attitude was, ‘why should we encourage these institutions at all since they are competing with the state schools. What the workshops proved, however, was that it was much easier to have this attitude when the Islamic schools were a ‘faceless’ adversary; it became much more difficult after meeting them in the flesh and encountering such an accommodating attitude. The DOE Director in Tbong Khmum in particular demonstrated a remarkable change in attitude after participating in the orientation workshop and realized that the MORE project could be instrumental in bringing about not only peaceful co-existence with the Islamic Schools but also a relationship that was mutually beneficial. Thus, the program has begun very positively and has great promise.

Program personnel were also able to develop a training manual to promote Multi-cultural Education in state schools. The manual was completed in August 2009 and was field-tested in September. Revisions are currently planned for the next fiscal year based on the results of the field test. This manual is the first to be developed in the context of the Cham minority in Cambodia.

2.5.6 Issues in Implementation

As grant disbursements from state authorities began their historic beginning, it was apparent that the Islamic Schools are in a development mode where there is excessive focus on hardware inputs such as infrastructure repairs and furniture. This is not an uncommon mind set in rural areas where physical needs tend to be great. Nevertheless, it will be a challenge to slowly wean communities and *sarao* committees away from a uni-dimensional approach to development to one where there is greater focus on how children learn and the psychosocial dynamics of the classroom. This will require a major change in attitude, but KAPE’s experience in its work in the state schools is that such change is possible through perseverance and consensual guidance.

Similarly, it will be important for the project to begin a dialogue with local Cham communities regarding attitudes towards gender and equity. In this respect, it is likely that there will be resistance to the idea of a more prominent role for women in education or even situations where there is direct interaction between men and women. This attitude is very evident in the seating arrangement of children in *sarao* schools where the sexes are strictly segregated, unlike the state schools where a more liberal attitude has finally taken root.



A First: The Multi-cultural Education Training Manual developed under MORE



Strict Separation: A class in an Islamic School where girls and boys sit separately

2.6 Schools for Excellence (SfE)

2.6.1 General Overview

The Schools for Excellence Program was funded by Irish Aid through the Irish NGO Cambodia Education Fund, Ireland and implemented by KAPE during the period January-December 2009. Although Irish Aid comprised the largest component of funding, about €2,000 was also provided through the generosity of individual contributors in the Irish Republic. SfE was designed as a one-year program, though a continuation of funding in the future is still possible. Project funds have been put towards block grants that support (i) classroom upgrading, (ii) increased educational relevance through life skills provisions, teacher training, and library development; and (iii) child to child help networks. Funds for each of these subsets of activities were provided as part of the school improvement planning process that stakeholders conduct at the beginning of each school year with technical support and financial oversight provided by agency staff. Proposed interventions under each of these activity subsets seek to improve rates of retention, participation, and generally improve physical learning environments and educational relevance. SfE's *purpose-level objective* was to develop child friendly school models that are truly excellent in several dimensions including educational quality, inclusiveness, and local stakeholder (i.e., parents, community, and local government) engagement.

2.6.2 Interventions and Outcomes

The project ran well throughout the year and the early difficulties in the start up phase were quickly overcome. The project has been well received by school Directors and staff and has taught valuable lessons. The project reported excellent progress against each of the six standard indicators that were identified for the project.

These qualitative improvements registered in standard indicators were also reflected in educational efficiency indicators. For example, 80% of schools reported reductions in rates of student repetition. Overall, repetition rates declined by 43% from baseline levels. Similarly, all schools except one reported that overall enrolment had increased year on year. In this respect, project personnel reported that enrolment across all schools had increased by 5.35% from the baseline year. All in all, these outcomes demonstrate very high impact and outcomes given the short time period for implementation.

Progress against agreed indicators set out in the funding proposal are described in Table 2.11 below.

Table 2.11: Progress Against Agreed Indicators in Log Frame

Agreed Standard of Performance	Results
<ul style="list-style-type: none"> At least 60% of assisted schools demonstrate reduced rates of student repetition in relation to a baseline by the end of the school year. 	<ul style="list-style-type: none"> Achieved: 80% of schools reported reductions in rates of student repetition from the baseline year
<ul style="list-style-type: none"> A majority of schools demonstrate more relevant educational provision according to a standardized instrument designed for the purpose. 	<ul style="list-style-type: none"> Achieved: 90% of schools were able to organize special educational provisions such as life skills programming as part of

Box 8: SfE Profile

Donor: Irish Aid; Private Donations
Direct Beneficiaries: 1,240
Budget: \$27,778
Unit Cost per Beneficiary: \$26.71
Sectors Targeted: Primary Level
Districts Covered: 2 Districts
Target Schools: 10 Primary Schools
Start Date: January 2009
End Date: December 2010



Learning Compassion: A child-to-child help network provides tutoring to younger children

Agreed Standard of Performance	Results
<ul style="list-style-type: none"> A majority of schools demonstrate more appropriate physical learning environments as a result of investments made in infrastructure and equipment (based on a standardized instrument) 	<p>their regular service provision.</p> <ul style="list-style-type: none"> Achieved: 90% of schools visited by project staff reported substantial improvements to learning environments such as enhanced classroom learning environments, library provision, life skills provision, and child to child support networks. These assessments were made based on a standardized instrument designed for the purpose.
<ul style="list-style-type: none"> A majority of schools have functioning libraries that meet a fixed standard of performance according to an instrument designed for the purpose. 	<ul style="list-style-type: none"> Achieved: all school received materials and training to set up libraries and subsequent assessments indicate that these libraries are all functional. Libraries reported that children used the libraries a total of 46,942 times
<ul style="list-style-type: none"> Child Help Networks are effective in promoting improved participation rates among at least 250 marginalized children and those who are physically challenged. 	<ul style="list-style-type: none"> Achieved: 130 children (38 girls) with serious chronic illnesses or disabilities received health care referrals that have resulted in an improved ability to attend school. In addition, another 779 children (326 girls) benefited from child to child help networks for a total of 909 children (364 girls)

2.6.3 Issues in Implementation

Nearly all of the schools that participated in this program demonstrated dramatic results with respect to improvements in school efficiency indicators such as repetition rate, enrollment, and dropout – save one. This school (especially the school director who sets the tone for the development work undertaken) consistently underperformed the others. This underperformance is attributed to the low level of motivation evidenced by the school director, which tended to depress enthusiasm from teachers working at the school and from local community members. This experience demonstrates the importance of motivation levels to ensure proper utilization of investment funds and also the continuing the problem that exists in Cambodia relating to low accountability for performance among government officials. In this respect, concerns for the underperformance of the school in question were reported to district officials. Although sympathetic, district officials felt powerless to make any changes in personnel or affect behavior due to the nature of patronage within the educational system. These experiences suggest that schools should be screened for motivational levels of school directors and teachers as a precondition for development assistance.



Increasing Educational Relevance: A student inspects a fishpond. Increased knowledge of intensive aquaculture enhances real life skills that will help students survive in the world of work

2.7 Other New Programming

General: As a result of intensive efforts to further expand programming, KAPE was successful in adding two new programs to its portfolio. These programs, however, did not start until very late in the fiscal year (July) and so had only just completed their formal start-up procedures when the year ended in September 2009. Nevertheless, a short report on goals, scope, and activities is provided below.

Children’s Empowerment through Educational Services (CHES): This program is funded by the US Department of Labor through Winrock International. CHES is a successor program to OPTIONS, which had been implemented by World Education in partnership with KAPE during the period 2003-2007. The CHES program seeks to prevent and/or withdraw children from worst forms of child labor (WFCL), particularly in the agricultural sector such as tobacco cultivation. The program focuses on four provinces including Pursat, Siem Reap, Prey Veng, and Kampong Cham. KAPE is responsible for program implementation in both Prey Veng (three districts) and Kampong Cham (two districts), the latter of which is the newest province to join the program. Activities include a range of interventions in both the formal and non-formal education sector such as scholarships at both primary and secondary school level, life skills, vocational training, and school re-entry. The program has a very strong community engagement component and uses what are known as Child Labor Monitoring Committees (CLMC) at the commune level to help identify children engaged in worst forms of child labor. KAPE joined the CHES program at the beginning of its third year of operation and will receive funding support for two full implementation cycles, ending in June 2011.

Rewrite the Future (RtF): At the beginning of 2009, KAPE was engaged by Save the Children/Australia to help do a baseline for a new education program in Kampong Cham called *Rewrite the Future*. The baseline survey took place in Dambae District where SCA had negotiated the target area with the Provincial Office of Education/Kampong Cham. The completion of the baseline survey led to the development of a Situation Analysis and a Project Design Document. During the course of the collaboration with SCA in developing the Design Document, a very strong partnership developed, leading to SCA’s decision to engage KAPE as a local partner to implement the RtF Program jointly with SCA staff. The RtF design is similar in its broad outlines to KAPE’s general approach to use holistic programming, stakeholder-driven development models, and school grants. The program has started working in seven target schools in Dambae District and plans to eventually expand into a new district in Year 2. Altogether, SCA believes that it will be able to procure continuous funding for the project for the next three years.

Box 9: Brief Profile of New Programming

Children’s Empowerment through Educational Services (CHES)

Donor: US Dept of Labor/Winrock Int’l
Funding: \$450,000 (2 years)
Sectors Targeted: Non-formal, Primary, Secondary School
Provinces: 2 (Kg Cham & Prey Veng)
Districts: 5
Start Date: July 2009
End Date: June 2011

Rewrite the Future (RtF)

Donor: Save the Children/Australia
Funding: \$276,721 (3 years)
Sectors Targeted: Primary School
Provinces: 1 (Kg Cham)
Districts: 2
Start Date: July 2009
End Date: June 2012



Children’s Input: Students state their vision of a good school during baseline data collection

2.8 Agency Consultancies and Special Events

Research Studies: KAPE did not undertake many consultancies during 2009. The baseline survey contracted by *Save the Children Australia* was one intensive research project that occurred at the beginning of the fiscal year. Another more topical research activity included a brief investigation of the effectiveness of Children’s Councils. This research project was commissioned by the *Children’s Rights Foundation* with funding from Plan International. CRF engaged KAPE in March 2009 to assist in carrying out a fact-finding assessment of Children’s Councils across several provinces. KAPE had an interest in undertaking this assessment for several reasons. First, KAPE has been involved in the development of Children’s Councils since the pre-policy period when there were few guidelines to assist in the development of such councils. At that time, KAPE called such councils Student Associations and included this intervention in its general Child Friendly School programming framework developed in collaboration with the MoEYS and UNICEF. It was in this way that CCs first developed their natural connection with child friendly schools as the Child Friendly School Initiative (CFSI) was a national pilot with broad support and engagement from the MoEYS. Secondly, KAPE believes that the findings of this study and its recommendations will be of great use in improving its current programming and fostering improved methods for on-going assessments of the councils.

In general, the Children’s Council study found that there is wide variation between schools in how well existing councils function. Making sweeping generalizations in this regard is somewhat complicated, however, by the fact that there is not yet a clear consensus on what a good council should look like. Researchers found shortcomings in both stakeholders’ understanding as well as external factors over which stakeholders had little control (e.g., access to resources). Implementation of the councils has also been quite uneven due to a number of structural features in the education sector. These include inadequate resourcing of the councils both in terms of technical support as well as in terms of financial assistance. A large number of schools reported that it was difficult to use school operating budgets for the councils (although some apparently had anyway) and that they had little access to the technical documents that had been produced by the Ministry. The study’s findings were presented to Ministry towards the end of the school year and will hopefully inform future efforts to develop the councils.

Student Field Trip to Cambodian Parliament: The last school year also saw a new area of activity that involved working the General Secretariat of the Cambodian Parliament to foster better understanding of how the nation’s government works among youth. This activity was undertaken in collaboration with the Legislative Assistance Program (LEAP), which is an outreach program supported by the UN Development Program (UNDP). LEAP has been looking for potential partners to form an educational outreach link between Parliament and the education system. Negotiations with LEAP began



Children’s Councils in Cambodia: A Brief Assessment

PREPARED BY: Kampuchean Action for Primary Education

WITH SUPPORT FROM:

- The Child Rights Foundation (CRF)
- Plan International

KAPE, c/o Provincial Teacher Training College, Kampong Cham Town
Kampong Cham Province, Cambodia; Mailing Address: PO Box 1621 Phnom
Penh (email: kape@kapekh.org/website: www.kapekh.org)

in June and quickly led to a firm schedule to organize a one-day field trip on 1 July 2009. Three secondary schools participated in the field trip involving about 40 students and several teachers and school directors. Students represented a demographic mix of individuals and included Phnong students (from Mondulkiri), students from rural and remote backgrounds, as well as a balance of boys and girls. Provincial Offices of Education were also included in the planning for the visit, leading to an orientation for all visitors on the day before the departure for Phnom Penh.

Snapshots of Students during Parliamentary Field Trip



During the actual visit, students met with the General Secretariat of Parliament and were brought on a tour of the Parliamentary compound. They saw the Senate, the General Assembly, the Parliamentary Library/Museum, and several other facilities. Students had a chance to meet with several parliamentarians including the head of the Women’s Caucus, which provided a very strong role model for young girls on the visit. Feedback from the visit was highly positive and members of the Secretariat were very impressed with all the questions that students asked while they were there, demonstrating the leadership skills that they are acquiring as leaders in their Student Councils at school. LEAP officials were also very pleased with the visit and have asked KAPE and World Education to consider future collaboration. One can not help but wonder what impact this visit will have on students and whether any will one day become future legislative leaders of Cambodia.

KAPE 10-Year Anniversary Observance: In observance of its 10-year anniversary, KAPE organized a special dinner and celebration for its staff and close collaborators from the Provincial Office of Education at the end of July. The event took place at the house of the Senior Adviser in Kampong Cham and provided a good opportunity for the KAPE Director to reflect on past efforts and future directions.

3. CONCLUSIONS AND FUTURE DIRECTIONS

3.1 General Observations

The current fiscal year has been a watershed year for KAPE in many respects. The year not only marks the 10th Anniversary for the agency, but also a dramatic expansion in programming prospects. The effects of this could already be seen by the 23% increase in revenues during the 2009 fiscal year, which reverses a two-year period of declines. Based on projections and donor commitments, KAPE will double in size next year with over \$1 million in funding. Staffing numbers will increase from 40+ to over 70 individuals on payroll. In addition, KAPE has begun to realize a number of important strategic goals. These goals include:

- Becoming a **regional agency** with field offices currently in operation in Kratie, Mondulkiri, and Prey Veng Provinces as well as Kampong Cham. A new office is currently projected to be opened in FY2010 in Siem Reap as well.
- Realizing **long-term commitments** from donors with approximately \$5.23 million in financial commitments from various donors for the next five years. This does not include in-kind support from other partners such as WFP and VSO.
- Establishing expertise in **minority education**. KAPE is currently the only agency providing educational development support for the Cham community in Kampong Cham.
- Establishing a **network of development partners** that KAPE funds. In 2009, KAPE began funding a local partner called Buddhist Social Development Association (BSDA). With additional USAID funding, KAPE will begin funding several other LNGOs to help implement agency programming.

3.2 Future Directions

While many strategic goals have been or are being realized, KAPE still has a number of areas where it seeks change. One of these refers to a diversification of its funding base to include more unrestricted funding. While much of the donor funding currently received demonstrates high convergence with KAPE's own development agenda, the agency seeks to identify additional resources that will promote innovation in areas where most donors have not currently expressed much interest. This includes investments in (i) privatizing educational services for the rural poor and (ii) developing local supply chains for learning materials in order to provide more sustainability in the provision of educational supplies to target schools. Both of these strategies will help to enhance educational quality for poor rural schools where KAPE works. A key strategy that KAPE is considering in order to realize these goals refers to the establishment of a *social enterprise* that will develop teaching aids for schools. Such an enterprise could both address supply chain concerns and realize modest profits, which could be re-invested in innovative programming. KAPE is currently exploring possibilities for realizing these goals. This includes a request for technical assistance to VSO to provide an adviser who can assist KAPE in developing concrete plans along these lines.

Another important direction for the agency in the future relates to the need to upgrade management practices. As KAPE prepares to double in size, these needs have become urgent. While the agency has already been focusing on capacity-building within its management structure, these needs need to be redoubled. USAID is currently supporting the development of a special capacity-building unit within its proposed programming that will work with KAPE to review its internal management practices and make the necessary changes. These efforts have already led to a complete re-vamping of the agency's administration and finance manuals, regular audits for all programs, and a self-assessment process with clear benchmarks for improvement. These efforts will be key in order to prevent KAPE from being overwhelmed by the increasing complexity in its programming as new programs come on line.

3.3 Challenges

Based on the above observations, KAPE seems poised to begin a whole new chapter in educational development on a scale that it has never before attempted. The future now looks considerably brighter than it did in previous years and the uncertainties of the past seem to have greatly diminished. Nevertheless, there are considerable challenges that attach to the new funding environment that need to be addressed. These include the following areas:

- Ensuring that KAPE can **maintain the ‘quality’** of its brand as the scope of its programming increases dramatically. There is considerable danger that the quality of the KAPE brand may suffer as the complexity and size of programming becomes bigger unless improvements in capacity can improve efficiency.
- Related to the above is the challenge of **maintaining a dual focus** on capacity building while at the same time expanding programming.
- **Improving communication** between sections and departments as a means to increase efficiency. The earlier management structure within the agency with a small senior management group overseeing all staff will likely not be sufficient to the new context of a more complex programming environment. KAPE will need to review its management structure and perhaps introduce an intermediate management level to reduce the likelihood of bottlenecks in communication.

These needs will be reviewed frequently in the coming year as capacity-building activities become more systematic and comprehensive in their reach.