

## PILOT DESIGN DOCUMENT: EDUCATION SECTOR

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### FUNCTIONS

The core functions that will be transferred to sub-national administrations participating in the pilot will be:

1. Management of primary school operating budgets by Commune Councils;
2. Annual health checks for primary grade 1 students by Health Centres.

### ACTIVITIES

#### Planning

#### **1. District Education Planning Exercise**

District education office together with the District Administration convene a five year planning exercise in order to gather data on current state of school properties, demographics, and draw up a basic development plan of projected needs for pre-school, primary, lower and upper secondary education in the district. This exercise is done jointly District Education office and commune councils.

The plan once completed is sent to the District Council for approval.

This exercise draws the district education and administrations and commune councils into a dialogue over sector development and helps pave the way for future responsibilities in resource mapping and service provision.

- Reviews numbers of schools, teachers at present
- Calculates overall enrolments, drop-outs, repeaters

- Scopes environmental health of schools, including water and sanitation
- Projects future human resource and buildings/infrastructure needs over next 5 years
- School operating budget items—profiles of numbers of schools with electricity; numbers of schools with deficient water and sanitation; number of schools with unfit buildings
- List size of grade 1 intake for health checks for schools in district

## **2. School directors and parent-teacher Committee Orientation**

Orientation meetings on school budget formulation are to be held. The objective is that school directors with parent-teacher committee members discuss the annual operating budget based on allocations per school and per student and plan accordingly on expenditures. Other needs of the school, including classrooms and teachers can be raised in order to be part of a larger picture of district planning in education. The orientation would include the following:

### **Basic Data at school level including:**

- School directors with parent teacher associations draw up an annual budget;
- Physical condition of primary schools including water and sanitation facilities;
- Investments needed in providing water and sanitation facilities to primary schools;
- NGO education/health (including water and sanitation) programmes active in the District

### **Coordination of school directors and commune council chiefs in the execution of the budget including:**

- Submission of budgets and approval procedures
- Expenditure requests
- Time lines for meeting expenditure requests
- Investments in water and sanitation

School budgets should reflect local needs and designed with some flexibility in line item changes. School operating budgets are to be sourced externally.

## **3. Health Centre Planning for Annual Health Checks**

Health Centre staff will need to draw up an annual plan for conducting health checks for students in grade 1 of primary school within their service provision areas. To do this they will:

- Consult with Provincial Health office on design of the health checks and types of interventions

- Calculate numbers of primary schools and grade 1 students within area
- Organize meetings with school directors and grade 1 teachers to plan schedule
- Hold briefings for grade 1 teachers on scope and purpose of health checks

### **Oversight of Primary School Operating Budgets**

The operation and management of primary school operation budgets will shift to Commune Councils. The District Council will receive the school budget from national levels and will have responsibility for ensuring the Commune Council receives it. The purpose of having the commune councils manage the school budgets is to improve overall efficiencies in management, including expenditures and timely disbursement of funds.

Commune Councils will have overall management responsibilities of the primary school operating budgets. The school operating budgets will be consolidated and put into the Commune Council budget. The technical details of how this is done needs to be carefully considered with advice from fiscal decentralization advisors.

Commune Council chiefs will ensure that the budget disbursement is timely and that school directors are promptly informed of upcoming disbursements. There will be flexibility in shifting line item amounts to meet local needs. Budget line items with no expenditures required can be shifted to meet other needs.

Commune Councils should make public the budget so that community members, including parents, teachers and school staff are aware of its contents and have some input through orientation meetings.

School directors will prepare the school operating budgets based on projected costs for their schools. They will submit the annual operating budgets to the Commune Council. The commune councils will act on expenditure requests from school directors against budgeted items. Should line item changes be required the school directors will put the request to the Commune Council for approval.

The school management committees will monitor the process of budget execution through quarterly meetings with school directors.

### **Health Checks for Primary Students**

Health professionals will provide primary school children in grade 1 with basic health checks. This activity is in line with the Ministry of Education Youth and Sports

School Health policy and Education Law (2007).<sup>1</sup> Schools within service area of the local Health Centre will be visited within the first semester of the school year.

The aim of the health checks is to ensure that every child in year 1 is generally healthy and fit for school and that any cases of malnutrition and other health problems are flagged and appropriate interventions are made.

The number of students is approximately 3500 per district enrolled in primary school in Grade 1. It is estimated that two health centre staff will need to spend about half a day at approximately 10 schools within their areas checking on average 35-40 students. Health centre staff will have a health check kit with stethoscope, eye and ear checking equipment, scales, tape measure, thermometer, and other instruments as needed.

Health centre directors will make annual plans of the health checks by collaborating with school directors to choose appropriate days and time slots. The HCMCs will be notified and reports on the results of the school health checks will be reported.

Parents and guardians of the children are to be notified in advance of the health checks by the school directors and provided with reports.

Teachers should prepare the students by creating a lesson on general health, nutrition and wellbeing. In addition, teachers could share information about the basic activities that nurses/doctors will undertake to screen student health.

Basic checks will include:

#### Information collection

- Weight and height measured against standard growth indices for children in the respective age group
- Temperature
- Listen to the chest and back with a stethoscope
- Overall physical development and motor reflexes
- Eye and ear checks
- Immunization information updated

#### Assessment

The health check will include an assessment of the information obtained. A simple case sheet for each student will be compiled for future reference.

#### Interventions

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<sup>1</sup> Article 41 of the Education Law notes the "Right of learners and educational personnel to health checks". Guidelines for the health checks are to be tabled in a Joint-Prakas by the Ministry of Education, Youth and Sports and the Ministry of Health.

Where appropriate, health centre staff should undertake appropriate interventions to respond to health needs of students requiring immediate attention. School directors, teachers, and the parents/guardians of the student are to be notified.

Reports of the health checks should be tabled at the Health Centre Management Committee meetings. Basic sex-disaggregated analysis of the health checks should be reported to the HCMCs for feedback. Individual Case reports that require follow-up are to be noted, including interventions in cases of malnutrition. Health Centre staff will send acute cases to referral hospitals for treatment as required.

### Monitoring

Monitoring of the pilot activities will occur at each sub-national level over the course of the first year. An assessment of the processes and outcomes will be made by and advisor to the pilot based on the indicators and any baseline data that is to be collected.

### Commune Councils

The commune council chief monitors the overall expenditures against school operating budgets, and basic health checks of primary school children by Health Centres. The commune council reports to the district council and district administration on a quarterly basis. Monitoring will cover:

- Meetings of parent teacher committees on school operating budget oversight
- Basic sanitation upkeep and ongoing water and sanitation needs of the pre-schools
- Meetings with NGOs and collaborative arrangements on support for water and sanitation facilities
- Health checks at primary schools, coverage, total number of girls and boys checked, cases needing attention and overall health issues that surfaced during the health centre staff visits
- The health check reports will be amalgamated with summaries to be sent to the District Council with invoice

### School management committees (parent-teacher committees)

The school management committees will ensure that monitoring of the school-operating budget is included in their overall scope of work. This will entail:

- Reading the annual school operating budgets
- Checking the expenditures made against them
- Ensuring that the budget is fully expended
- Being apprised of any difficulties or delays encountered

## District Council

A district council education coordinator will be tasked with monitoring activities of the health checks for primary school children. They will:

- Attend meetings at the HCMC where school health checks are reported to acquire information on schools visited, numbers of children checked, and numbers and types of health cases requiring intervention and follow-up.

## District Administration

- Receives amalgamated health check reports from communes with invoices to be paid to the Health Centres
- Sends amalgamated health check reports to Provincial Health office
- Monitors the commune councils management of school operating budgets via quarterly reporting arrangements from commune councils

## Provincial Health Department

- Reviews amalgamated health check reports for review

## ROLES AND RESPONSIBILITIES

| Functional Assignments        | Commune Council   | District Administration  | District Council  | District Education  | Provincial Education   |
|-------------------------------|---|--|---|---|--|
| <b>Primary School Budgets</b> | <p>Manages and Disperses school budgets</p> <p>Reports on management/budget execution to district and to school parent-teacher management committees and to district administration</p> | <p>Appoints District Administration Education Coordinator</p> <p>Prepares 5 year district education plan with District Education</p> <p>Implements the education plan</p> <p>Assigns a district education advisor to the pilot</p> <p>Monitors the Commune Council execution of the school operating budgets</p> | <p>Receives school budgets and disperses funds to Commune Council</p> | <p>Prepares 5 year district education plan with District Administration</p> | <p>Provide capacity building as necessary to Commune Councils in management of school budget</p> <p>Provides advice/counsel on the district education plan</p> |

| Functional Assignments      | Commune Council  | Health Centers  | District Council                                       | District Health Office                             | District Education Department  | Provincial Health Department  |
|-----------------------------|--|---|--|--|--|---|
| <b>School Health Checks</b> | <p>Receives and responds to health check reports as part of HCMC activities</p> <p>Amalgamates health check reports with summary to be sent to the District Council with invoice</p> | <p>Prepares annual plan of school outreach to primary grade 1 students in collaboration with Commune Councils and school directors</p> <p>Prepares reports on health checks to HCMC and where necessary to parents for follow-up.</p> | Pays Health Centers for the costs of the health checks | Provides technical guidance to HC staff as needed. | Receives copies of aggregate reports on school health checks for information purposes. | Coordinates capacity building to Health Center staff on malnutrition and other areas of health checks for primary school children |

### **CAPACITY BUILDING PLAN**

During the initial phase of the pilot there will be a 3-4 days of training for the relevant sub national authorities on the pilot itself, the rationale, activities, processes and monitoring and evaluation.

It is anticipated that representatives of the different levels of sub national administrations should attend together so that the full reach of activities is clear to them, including their respective roles and responsibilities in the functional assignments in relation to those of others.

In addition, specific trainings tailored to particular staffing levels will be designed to ensure that the functional assignment and activities to carry it out are well understood. A mentoring plan for additional support will provide the back up support that is anticipated through out the first year of the pilot. A district education coordinator will be assigned to oversee and monitor the implementation of the pilot, provide inputs as needed and respond to capacity building needs as they arise above and beyond those initially planned.

Training Program for Commune Chiefs and Council Staff

Commune councils under the pilot will have newly devolved responsibilities in education by having overall responsibility for execution of the primary school operating budgets.

Commune council chiefs, deputy chiefs and clerks will require intensive training in the first instance on the rationale and background of the pilots, their specific roles and responsibilities, and then the specific technical expertise required in management and oversight of the budget, their responsibilities vis-à-vis school directors and to the district authorities to whom they report. It is anticipated that the school-operating budget will require specialized training for the commune chiefs and their deputies with regular mentoring in the first year of the pilot by district advisor.

The new arrangements for school operating budgets will be the focus of a separate training for school directors and parent-teacher school management committees.

Training topics will include

- Budget line items and costing
- Budgeting for school environment and waste management (garden upkeep; reducing litter)
- Investing in water and sanitation, including toilet facilities
- Expenditure Request Procedure
- Budget reporting to Commune Council

Health Centre Staff

Health centre staff will need training on the objectives of the pilots with special reference to their role in conducting health checks for students in their first year of primary school. There may be a need for determining the content of the check ups, the recording of information and case files, and types of interventions that may be required. In addition, health centre staff should be briefed by the Provincial Health Office staff on the developmental state of children in the appropriate age group, the importance of positive behaviour, and addressing children's apprehensions.

Case file recording, equipment use and communication requirements with school directors, teachers and parents should also be covered.

Training topics will include:

- Tools for Annual Planning of Health Checks
- Developmental health of children 6-8 years old
- Case File Reports
- Communications to HCMCs, School Directors, Parents
- Interventions and Follow-up
- Kit equipment



## District Education and District Administrations

Training on situational analysis of education, gathering statistics, and planning guidelines (annual and five year) will be the main subjects to be taught to officials in the district education and district administrations. Inspection of buildings, waste management and water and sanitation may also be required and should follow the Ministry of Education, Youth and Sports guidelines as appropriate.

Topics of training:

- Planning Tools and Setting Objectives
- Data Collection and Analysis
- Projecting Growth Needs in Education
- Determining indicators and Targets
- Annual Action Plan
- Monitoring and Implementation

| Who  | Number | Training Need   | Trained by                                | How long/how often  |
|--|--------|---|---|---|
| District Education Director, Pre-School, Primary and Secondary Directors; District Administration and District Finance | 15     | Purpose of Pilots<br>Activities of Pilots<br>Situation Analysis<br>Education; Statistics and Data Collection; Planning Guidelines; Preparing Annual and 5 Year Plan with indicators and targets | Provincial Education and District Advisor | 5 day initial training; 2 days followup; backstopping district advisor                  |
| Commune Council (Chief, Deputy and clerks)   | 84     | Purpose of Pilots<br>Activities of Pilots<br>Roles and Responsibilities<br>Expected Outcomes<br>Monitoring Formats<br>Process<br>Financial Management<br>Procedures                             | District Adviser                          | 3 day initial training<br>1 day follow-up per 3 months<br>Backstopping district advisor |
| Commune Chiefs, District Finance   | 56     | Primary School Financial management procedures  | Provincial Education and District Advisor | 3 day initial training<br>2 days follow-up per 3 months                                 |
|  |        | Purpose of Pilots with  |   | 3 day initial   |

| Who                            | Number | Training Need  | Trained by                                   | How long/how often                   |
|--------------------------------|--------|--|--|--------------------------------------|
| Health Centre staff (2 per HC) | 40     | special attentions to Health Checks for primary students<br><br>Roles and Responsibilities<br><br>Reporting Formats<br>Intervention and Monitoring Formats | District Advisor with Provincial Health Dept | training<br><br>2 days follow-up for |

### EXPECTED RESULTS

The results of the pilot activities are assessed in terms of process and outcomes. Process results are anticipated after the first year of the pilot. Outcomes are expected to take longer to manifest although some should be measurable after the first year.

| Activity   | Process   |   | Outcomes   |   |
|--|---|---|--|---|
|  | Expected Results  | Indicators  | Expected Results   | Indicators  |
| Primary school operating budget managed by commune council | Commune gains management experience over school operating budgets<br><br>Commune leadership and fulfills reporting requirements<br><br>Greater fiscal transparency as Commune makes public school budgets to commune population | School budgets are expended efficiently<br><br>Budget reports Submitted in timely manner<br><br>School budgets are posted at commune office | Improved responsiveness to local needs in school operations<br><br>Parent teacher school committees can discuss budget needs | Repairs done swiftly<br><br>Maintenance and sanitation improved |
| Health checks for primary students                         | Health center staff report on results to HCMCs and school directors promoting better  | Health records kept<br><br>Cases screened for malnutrition  | Reduced child malnutrition<br><br>Increase in referrals to health  | MUAC results/<br>Health Center records                          |

|  |  |                         |         |  |
|--|--|-------------------------|---------|--|
|  | awareness of health issues of student population | and other health issues | centers |  |
|--|--|-------------------------|---------|--|

## UNIT COSTS

### DISTRICT COMMUNITY EDUCATION PILOT: APPROXIMATE UNIT COSTS

| ACTIVITY DESCRIPTION  | Unit   | Unit Cost Per Year | Qty         | Cost              |
|---|--|--------------------|-------------|-------------------|
| <b>A PLANNING COSTS</b>   |  |                    |             |                   |
| 1   | Prepare District Education Plan                    |                    |             |                   |
| with baseline data collection and (3) Drafting Workshop at District (50 participants) |  |                    |             |                   |
| 1   | Orientation Workshop                               | District           | \$ 210.00   | 3 \$ 630.00       |
| 1   | Commune Participatory Meetings per commune cost    | Commune            | \$ 40.50    | 28 \$ 1,134.00    |
| 1   | Drafting Workshop                                  | District           | \$ 210.00   | 3 \$ 630.00       |
| <b>B School Operating Budgets</b>   |  |                    |             |                   |
|   |  | School Budget      | \$ 750      | 163 \$ 122,250.00 |
| <b>C</b>  |  |                    |             |                   |
| 2   |  |                    |             |                   |
|   | School Director and Mgmt Committee Meeting Costs   | District           | \$ 50.00    | 4 \$ 200.00       |
| 2   | Investment Water and Sanitation at Primary Schools | District           | \$ 5000.00  | 3 \$ 15,000       |
| <b>3 Health Checks of Primary School Children</b>                                     |  |                    |             |                   |
|   | Travel Costs per Health Center Team to Schools     | School             | \$ 2.00     | 163 \$ 326.00     |
| 3   | Health Check Equipment per Health Center           | Set                | \$ 50.00    | 20 \$ 1,000.00    |
|   | Reporting Costs                                    | Health Center      | \$ 10.00    | 20 \$ 200.00      |
|   |  |                    |             | \$                |
| <b>D CAPACITY BUILDING COSTS</b>  |  |                    |             |                   |
| 4   | Capacity building of Commune Councils              |                    |             |                   |
| 4   | Training Course on Financial Mgmt School Budgets   | Commune            | \$ 200      | 15 \$ 3000        |
|   |  |                    |             | \$ 3,000.00       |
| 5   |  |                    |             |                   |
|   | Mentor to support District and Commune Councils    |                    |             |                   |
| 5   | Salary   | Pilot              | \$ 24,000   | 1 \$ 24,000.00    |
| 5   | Travel Costs                                       | Pilot              | \$ 1,200.00 | 1 \$ 1,200.00     |
| <b>TOTAL COSTS OF PILOT IN 3 DISTRICTS</b>  |  |                    |             | <b>\$169,570</b>  |

## UNIT COSTS and BUDGET FLOWS

The costs of the pilot include planning, capacity building and service delivery. Overall monitoring and evaluation costs are not included. Activities and costing are premised on the pilot being conducted in three districts in one province: Memot, Ou Reang Ou and Suong in Kompong Cham.

The school operating budgets use the MoEYS calculation of 8000 Riel per student and 700,000 Riel per primary school with EMIS data for numbers of students.

Funds for school operating budgets are to go through their regular channels through Treasury at the Ministry of Economy and Finance to the District Level Administration. The District Administration releases the budgets to Commune Councils for their management. The Ministry of Education, Youth and Sports would be required to hold their regular school operating budgets in the participating pilot areas while funds to cover these would come from donor funds.

## Annexes

ToRs for District Administration Education Coordinator

Contents of District Education Plan

ToRs for School Management Committees

## **Terms of Reference**

### **District Administration Education Coordinator**

#### **General Duties**

The District Administration Education coordinator is responsible for overseeing and monitoring the education activities of the pilot and ensuring smooth communications and reporting on the pilot among the district, commune and school levels.

#### **Specific Tasks**

The specific tasks of the district administration education coordinator are as follows:

- assists in the coordination of initial pilot workshops;
- co-ordinates and assists in the delivery of suitable training to district, commune and school management committees;
- facilitates the development of the district education plan;
- monitors the implementation of the district education plan;
- attends meetings of the District Education, District Administration and District Council and coordinates actions among them;
- liaise and coordinate with Provincial and Commune agencies and with non-government organizations implementing education promotion activities in the District;
- provide backstopping and mentoring to the district education and district administration staff as required;
- other tasks assigned by the District / Municipal Director of Administration.

#### **Supervision**

The District / Municipal Education Coordinator works under the supervision of the Provincial Office of Education.

#### **Qualifications**

The District/Municipal Education Coordinator is a civil servant who is either a permanent official of the staff of the District/Municipal Administration or an official of the Ministry of Education who is seconded to the District/Municipal Administration.

The District / Municipal Education Coordinator must be a high school graduate with at least three years working experience in the field of education, with specialized skills in planning, monitoring and evaluation.

## **District Education Plan Contents**

1. District Education Plan Objectives
2. Policy Context
  - 2.1 MoEYS Education for All
  - 2.2 Decentralization and Functional Assignments Subdecree
3. Roles and Responsibilities of Districts and Communes
4. Situation Analysis of Pre-schools and Primary Schools
  - 4.1 Coverage of pre-schools (community and state)
    - Identification of villages with access/no access to pre-schools
    - Number of preschools, students and teachers (state and community)
    - Number of preschools with/without water and sanitation
  - 4.2 Primary Schools
    - Number of primary schools, students and teachers
    - Number of grade 1 intake projected for health check planning
  - 4.3 Access Issues
    - Drop-outs and repeaters per grade
    - Gender equity
    - Differences in enrolments and access state and community pre-schools
  - 4.4 Projected growth of student population and need for teachers, buildings, maintenance
    - Preschool (state and community)
    - Primary schools
  - 4.5 Infrastructure maintenance and investment projections for upgrades in water and sanitation
    - Number of Schools with Electricity/no electricity
    - Buildings in need of repair per school
    - Water and sanitation facilities functioning, not functioning per school
    - Toilet facilities for girls/boys per school
    - Hand washing stations with soap per school
5. Indicators and Targets for Growth over five years



6. Costs of Implementation
7. Implementation Plan and Reporting Procedures
8. Monitoring and Evaluation

## Terms of Reference

### **Roles and Responsibilities of School Management Committees**

School management committees, also known as parent-teacher committees have an important role to play in providing a connection between the larger community and the schools that serve it. The committees generally serve to underscore the importance of community involvement in all aspects of education and to determine specific local issues that need to be addressed.

School management committees are comprised of 7-10 members, coming from within the school including the school director and teachers, and from the wider community, including religious leaders, lay priests, NGO professionals, and any interested member of the public with an interest in education. Chairs of the management committees can be nominated and rotate annually if committees prefer.

School management committees meet quarterly or as needed. Meeting minutes should be recorded and submitted to the school director.

In particular, the school management committees consult and provide support to the school directors on:

- School enrolments
- Addressing drop outs and repeaters
- Ensuring equity between boys and girls
- Environmental campaigns, cleaning school grounds
- Security Issues
- Health outreach available for students

The roles and responsibilities of the committees will be expanded under the pilot to include participation in the drafting of the school operating budget with the school directors and pushing for greater investments in water and sanitation facilities to address the dire needs of health and hygiene of the school's population.

School management committees will nominate two members to participate in the drafting of the school budget with the school director. The school director will be responsible for the execution of the budget, including the submission of expenditure requests. He/She will report to the school management committee quarterly on the overall state of the budget.

The school management committee will consult on investments in water and sanitation facilities and assist with assurances for their upkeep through the assignment of cleaning teams.

