CAMBODIA BOOK SECTOR STUDY

SPECIALIST REPORT ON

DONOR AGENCIES

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REVIEW OF DONOR AGENCIES

1. INTRODUCTION

1.1 This brief report consists of information collected as part of the Cambodia Book Sector Study (CBSS). The purpose of the report is to provide a cursory overview of the International Organizations (IO) and Non-Governmental Organizations (NGO) that are supporting education programs and specifically publishing activities in Cambodia and to give some indication of the future prospects for external assistance.

1.2 This report supplements the information and analyses contained in the main CBSS summary report.

2. EXTERNAL ASSISTANCE

A. General

2.1 Since 1979 Cambodia has relied extensively on external assistance initially in the form of humanitarian aid and subsequently to help rehabilitate, reconstruct and finance the operations of the country. In the period 1979-1981 it is probable about $US 375 million was spent by bilateral and multilateral agencies on emergency relief efforts within Cambodia.

2.2 Following this emergency period, Cambodia continued to be isolated. The limited amount of bilateral and multilateral assistance from Western countries was severely restricted. Of the UN agencies only UNICEF and UNHCR were permitted to provide (broadly defined) humanitarian aid. The large international lending institutions (eg: World Bank, Asian Development Bank, etc.) were prevented from investing in Cambodia. Also because of the political isolation, the only bilateral assistance from Western countries was routed through several non-governmental agencies (NGO). Most international support originated from other socialist countries. During the mid-1980s, it is estimated that about $US 100 million was received each year to support rehabilitation and development activities.

2.3 By the late 1980s, the level of external humanitarian and development assistance available through the international organizations (IO) and NGOs was estimated to be about $20 million

per year (1). More recent data from 1990/91 suggests that foreign assistance through the IOs/NGOs amounts to at least $US 40 million year (excluding actual or anticipated financing from UNESCO, UNDP, UNHCR and several smaller NGOs but presumably including both administrative and programming costs). Based on the requirements needed to rebuild a destroyed economy and compared to international standards for development assistance, Cambodia has received comparably little external support.

2.4 Until recently, socialist countries (particularly Vietnam and later the Soviet Union) have been the main source of foreign assistance providing inter alia most of Cambodia's essential imports (eg: fuel, fertilizer, machinery, etc.) through trade and barter agreements. The support was extremely important and helped to rebuilt, re-equip and staff many educational institutions. The precise magnitude of the support received from former socialist allies is difficult to determine but some insight is given by recognizing that the Soviet Union allocated Roubles 500 million as a trade credit during the period 1986-1990 (loc.cit.).

2.5 External financing through the IOs/NGOs has been limited but crucial. It has helped to construct, repair and equip (mainly) primary schools, provided foreign language training, printed textbooks and other learning materials, and supported various community development, agriculture and health programs. With the dramatic reduction in technical and financial assistance from former socialists countries and the dearth of significant financial commitments by most of the larger bilateral and multilateral agencies, assistance from the resident IOs/NGOs will be critically important during this interim period between the signing of the peace accord and holding free elections in 1993.

2.6 The number of IOs/NGOs in Cambodia has grown significantly since the late 1980s. Prior to this time there were approximately 20 foreign agencies. By late 1991, approximately 70 IOs/NGOs were established in Cambodia consisting of over 360 administrative and programming staff.

2.7 Some IOs/NGOs have targeted their support to specific provinces, districts and communities while others are national in scope. Similarly some have a sectoral focus (eg: agriculture, health), others take an integrated multidisciplinary approach and still others concentrate on certain segments of the population (eg: women, children).

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1 Cheriyan, K.C., FitzGerald, E.V.K. Development Planning in the State of Cambodia, NGO Forum in Cambodia, November 1989. per

B. External Support for Training and Education

2.8 A number of IOs/NGOs are supporting both formal and non-formal education efforts in Cambodia although relatively few are involved directly in the production and supply of print materials.

2.9 In formal education, the major source of foreign assistance has been former socialist countries and UNICEF. The Soviet Union and other socialist countries provided technical assistance and funds to construct and rehabilitate training institutions. In addition, printing supplies and equipment (including several presses) have been donated to a number of state firms that were involved in the production of school texts. In addition, several countries provided supplies of texts and other reading materials to a number of post-secondary educational institutions.

2.10 UNICEF has been involved a number of initiatives including school reconstruction, the supply of learning aids, upgrading educational planning and management capacity (in collaboration with Redd Barna), and enhancing primary teacher training. In addition, for a number of years UNICEF has supported textbook production through the Ministry of Education (MOE). Funds have been provided for the construction of buildings, the purchase of equipment and the supply of paper and other inputs for the MOE Print Shop.

2.11 The Overseas Services Bureau (Australia) has provided technical assistance to the MOE Print Shop. Since the mid-1980s, the Japanese NGO, 24 Hour Television, has supplied an assortment of printing equipment including several presses as well as short-term technical assistance to train Cambodians on the operation and maintenance of the supplied equipment. The Canada Fund has recently provided equipment and shelving for the MOE's textbook and paper warehouse.

2.12 In addition to the support provided to the MOE to improve national educational planning and management capacity, Redd Barna is also financing improvements to teacher training programs in the Municipality of Phnom Penh and in Kampong Cham. Furthermore Redd Barna is supporting a multi-year program to revise and upgrade the nurse and midwife training course at the Central Health Workers College. Writing skills will be developed and teaching and learning materials will be produced. A new proposal is under consideration that could see the publication of up to 500,000 copies of approximately 8 supplementary readers at the primary level.

2.13 Japan Sotoshu Relief Committee (JSRC) is supporting a new vocational training school with the Municipality of Phnom Penh. Although the school will eventually provide training in carpentry, mechanics/machine repair, electrical appliance repair, and sewing/embroidery, the first course to be offered will be on practical printing practices.

2.14 In the past World Vision has had relatively little involvement in the education sector, providing some support to the MOE Print Shop and to reconstruct 6 schools in Kandal and Kampong Speu. World Vision also publishes an agronomy bulletin and has produced health education materials at the National Paediatric Hospital. A small printing unit been established at the hospital which is managed and staffed by World Vision. Proposed initiatives for 1992 onwards include a vocational training program for the handicapped, upgrading of primary schools, a literacy/post-literacy project and the introduction of health education in schools in Kandal Province. The planned projects include a total allocation of approximately $US 200,000 for the production of print materials.

2.15 International Co-operation for Development and Solidarity (CIDSE) has supported the production of teaching aids, teacher training at Prey Veng and Stung Teng, training programs at the Agriculture Technical Institute, Prek Leap Agriculture College, Kampong Ampil Agriculture School and at provincial agricultural training colleges in Svay Rieng and Takeo, and fisheries training with the national and provincial fisheries departments. Only a limited amount of print materials have been produced as a result of these interventions.

2.16 Among other activities, Enfant du Cambodge has supported pre-primary education and has provided a small supply of nursing reference materials. The Groupe de Recherche et d'echanges Technologiques (GRET) has supported training at the Prek Leap Agriculture College and the Agriculture Technical Institute and is financing a scientific and technical documentation centre. GRET has supplied approximately 5 tons of new and used books to the Agriculture College.

2.17 Many NGOs are involved in providing foreign language training including Quaker Service Australia, American Friends Service Committee, Voluntary Services Overseas, Cambodia Development Research Institute, Enfant du Cambodge, World Concern, World Council of Churches, Assemblies of God, Australia Catholic Relief, Alliance Enter, Australian People for Health, Education and Development Abroad (COUNTER). Relatively small quantities of print materials have been supplied or produced in order to assist in teaching.

2.18 The International Rice Research Institute (IRRI) has provided a complete set of its agriculture publications to many agricultural institutes and departments in Cambodia and has translated, printed and distributed thousands of copies of several practical farming pamphlets. Training programs for rice research scientists and for provincial agriculturalists and researchers have also been financed.

2.19 Partnership for Development in Kampuchea (PADEK) has financed the translation, adaptation and printing of several agricultural

extension manuals as part of its rural development/sustainable agriculture program.

2.20 OXFAM has been instrumental in the rehabilitation of the Russey Keo Industrial Technical College, is providing technical assistance, has financed the translation, adaptation and printing of students materials and (along with JANGOO/COUNTER) is assisting in the reform of vocational training curriculum. COUNTER is supporting the technical training school in Battambang, the technical training workshop and the health worker training school in Kampot as well as Russey Keo Industrial Technical College.

2.21 Japanese International Volunteer Centre has supported the production of texts on truck repairs and has facilitated overseas training in India for midwives and nurses from Phnom Penh and Kandal Province. Lutheran World Service has fully equipped three workshops at the Battambang technical school and are expected to upgrade the skills of instructors. No information is available on the output of print materials.

2.22 Save the Children Fund Australia has helped to equip schools and teacher training colleges in Phnom Penh, Kampot, and Kompong Cham. The Red Cross (France) provides annual training programs for staff specializing in tuberculosis. Enfance Espoir has provided short-term specialist trainers to the Faculty of Medicine. Medecins Sans Frontieres provides a considerable amount of nonformal and on-the-job training to medical staff. The Mennonite Central Committee has supported the teacher training college, health worker training and the rehabilitation of numerous schools in Svay Rieng. The production and supply of print materials in all of these and other similar activities is very limited indeed.

2.23 The examples of IO/NGO programs given above indicates that a number of activities have been provided support to education and training activities although relatively few have been targeted explicitly at, or have added substantially to the supply of appropriate printed material. A number of agencies have financed a number of activities but the level of support is nowhere near meeting even the most basic needs. The shortage of texts and absolute absence of supplementary reading materials in primary and secondary schools and the total lack of appropriate teaching or learning materials in virtually all post-secondary education institutions must be kept in mind.

EXAMPLE: Over the past two years, the largest single donation of foreign language materials that has been received, in quantitative terms, is not sufficient to equip even one tertiary level training institute.

2.24 Furthermore, at the moment there is virtually no literacy program and no literacy learning materials being produced in Cambodia. The supply of post-literacy pamphlets and booklets is

extremely limited. Most other nonformal education activities are comparatively small and localized with little or no output of relevant teaching or learning materials.

2.25 The actual level of financing for all education efforts supported by all IOs/NGOs is difficult to determine but likely it accounts to little more than $US 1-2 million in any given year and is probably less than $US 1 million in most years. The amount that is allocated to publish, print and/or supply educational materials is only a fraction of this total, probably representing significantly less than $US 500,000 per year. The fact that the government has very few resources available to support education and training and is very dependent on IOs/NGOs bodes poorly for the future of education in Cambodia--especially until more substantive financing becomes available through the larger multilateral and bilateral donor agencies.

3. COORDINATION AMONG IOs/NGOs AND THE GOVERNMENT

3.1 Agency and sectoral working groups have been created by the IOs/NGOs to encourage coordination and the exchange of information. A directory of all agencies involved in humanitarian assistance has been published and since mid-1988 has been updated three times (excluding supplementary updates). The Cooperation Committee for Cambodia (CCC) was formally established in 1990 and became fully operational in 1991 to "help improve NGO assistance to the Cambodian people, through facilitating contacts and coordination among NGOs themselves, and helping links between NGOs and the Cambodian Government, international organizations and others supporting relief, reconstruction and development efforts." Hence, within the IO/NGO community there are mechanisms to foster more awareness and to facilitate cooperation and collaboration.

3.2 Even though coordinating structures have been created, some IOs/NGOs are not fully participating with the result that some are unaware of what other agencies are doing even within the same sectoral area or specialization.

> EXAMPLE: The Education Working Group consists of approximately 9 agencies which falls short of the number of organizations that are involved in some aspect of formal and nonformal education within the various sectors including the traditional education sector.

> EXAMPLE: According to the 1990 list of working groups, there is no forum for the approximately 12 IOs/NGOs that are involved in foreign language training. There appears to be little knowledge among the various agencies of the curricula, teaching materials or methodologies that are being used.

Opportunities to collaborate, to combine resources and to develop complementary programs are missed.

3.3 In the future, the number of IOs/NGOs in Cambodia will certainly increase and particularly with the signing of the peace accord. Consequently, the need for more and better consultation will expand. Clearly, it is impossible to legislate cooperation among 70 independent organizations but IOs/NGOs must pay more attention to each other in order to identify areas of mutual interest and complementarity and to learn from each others experiences.

3.4 Unfortunately there is no effective mechanism for the government to coordinate IO/NGO activities or for the government and the IOs/NGOs to consult with one another on a regular basis. Furthermore, in many cases there are only general guidelines or preferences but no clear official policies upon which to base IO/NGO programming decisions. The lack of broad based coordination has had a number of ramifications.

> EXAMPLE: The allocation of scarce resources among various sectors and institutions is not equitable. The Russey Keo Technical School has received significant support through OXFAM and APHEDA. In contrast the Khmer-Soviet Friendship Professional Training Centre has received relatively little assistance particularly since the withdrawal of Soviet aid.
>
> EXAMPLE: Many training institutions in the Provinces have been neglected. A disproportionate share of all international assistance has been provided to facilities in Phnom Penh.

3.5 As Cambodia's planning and priority-setting capacities evolve and improve and as other (including larger bilateral and multilateral) agencies begin to establish themselves, there are at least three important reasons to create a structure where IOs/NGOs and the government can discuss matters of mutual interest:

- With more organizations arriving in Cambodia, the government will become even more overburdened and will be less prepared to devote time to many small agencies.
- Collectively the IOs/NGOs can offer government and other planning and programming organizations a considerable amount of skill and experience.
- There has been a tendency for government ministries and departments and provinces to operate in isolation--often competing for support from the IOs/NGO. Until other structures are created, IOs/NGOs can help to create more awareness among state officials and to assist the government to effectively allocate scare resources.

4. ABSORPTIVE CAPACITY FOR DONOR FUNDS

4.1 Under present conditions, there is a limit to how much external assistance government ministries and departments can effectively absorb and utilize. Even with the modest amount of support that is offered by the existing IOs/NGOs, there have been examples where approved budgets have been underspent only because there was insufficient capacity in the recipient institution to use the available funds.

> EXAMPLE: At least two IOs/NGOs reported that their budget for producing educational booklets and pamphlets was not fully used despite the enormous need for print materials.

4.1 There are examples where programming proposals designed by the IOs/NGOs appear to be extremely ambitious. In other cases IO/NGO inspired projects are based on the amount of money available rather than on a realistic appreciation of management abilities and absorptive capacity in the recipient institution.

4.2 IOs/NGOs must evaluate the capacity of the recipient agency to sustain projects after donor money has been used. Project designers must realize that investment decisions taken today can have significant effects on future policy making and programming. It appears that some government ministries have agreed to IO/NGO projects where neither partner recognizes that the initiative dictates official policy and program specifications for years to come.

5. FUTURE FUNDING PROSPECTS

5.1 As prospects for a peace settlement became more likely, over the past 2 years donor agencies have convened and participated in several workshops and forums in order to identify future programming and funding priorities. An enormous array of draft proposals have been formulated. One should not make the erroneous conclusion that because project outlines have been prepared that funding is imminent.

A. Bilateral and Multilateral Agencies

5.2 Assuming that the larger bilateral and multilateral agencies follow traditional patterns, before any will commit funds, Cambodia will have to endure numerous broad needs analyses and more detailed sector studies. In a few instances, outstanding debts on loans negotiated before the Pol Pot era will have to be resolved before new credit arrangements can be considered. Also, some larger donor agencies will be reluctant to invest funds until more stringent laws and regulations are available to guide the flow and use of

capital. Obviously some will wait for the outcome of elections scheduled for 1993 before committing any support.

5.3 It is important to recognize that the changes that are occurring in Eastern and Central Europe, in the Soviet Union and in other former socialist states will likely have effects on the magnitude of financing that might be expected in Cambodia from the bilateral and multilateral agencies. Quite simply, Cambodia will be competing for resources with its former allies as well as with other developing countries. Furthermore, since Cambodia possesses relatively few strategic advantages, the portion of total global development assistance will be based, almost exclusively, on humanitarian rather than on trade or ideological criteria.

5.4 In order to facilitate the flow of foreign assistance, fortunately, some agencies have had the foresight to prepare basic background documents and several descriptive and analytical papers that will provide useful information to the larger donors and hence may help reduce the normal prolonged funding approval process. Others have already begun to field missions.

> EXAMPLE: In late 1991 a joint ADB/IMF mission was conducting a broad needs analysis in order to identify sectors where investments could be made.

5.5 Some agencies have identified modest amounts of money that can be released without the usual paperwork and referral to headquarters.

> EXAMPLE: Since late 1991, approximately $US 100 million has been made available through UNDP for the period 1992/95. While the necessary planning and project development activities are being completed, an initial sum of up to $US 12 million has been earmarked for rehabilitation and for human resource development initiatives.

5.6 Although more NGOs will likely become established in Cambodia in the near future, it is important to recognize that the amount of money that is available through such organizations is comparatively small. The combined budgets of 20-30 NGOs cannot match the potential funding that could be made available by one of the larger bilateral or multilateral agencies. Hence, for the more significant inputs of capital and technical assistance, the established lending and granting institutions will be the prime source.

B. Probable Funding Priorities and Constraints of the Larger Donor Agencies

5.7 The specific intentions of the larger funding agencies has not yet crystallized. A major donor conference is planned for June in

Tokyo during which tentative priorities and funding ceilings will be articulated. However, to date, much attention has been given to mobilizing and financing peace keeping efforts. Outside of such considerations, it is quite evident that most larger donor agencies will target their initial support to reconstruction and rehabilitation (including mine clearing) efforts, to the restoration of free elections, and to repatriating people from the border camps.

5.7 Furthermore, it is highly probable that many agencies will want to finance specific and well defined projects and programs and to target particular sectors or segments of the population.

> EXAMPLE: Most likely USAID will be interested in activities that develop democratic and free market institutions and skills.

5.8 Even though strong justification can be given to providing balance of payments and direct budgetary support and to financing operating costs, it is unlikely that significant amounts of money will be forthcoming for such purposes from the larger donor agencies. Such investments are viewed with a considerable degree of caution since they seem infinite and more difficult to control and evaluate.

5.9 It is still premature to predict actual levels of financing that might be expected from the bilateral and multilateral agencies. Although a significant amount of money will become available through UNDP, the intentions of the World Bank, IMF, ADB and other multilateral agencies is not known. No clear plan has emerged from the bilateral agencies.

> EXAMPLE: Britain has made a tentative and initial allocation of approximately $US 400,000. Future commitments are unknown and will likely not become evident until the June conference in Tokyo.

> EXAMPLE: Canada has already allocated approximately $US 7 million (over 5 years) to be administered by a consortium of Canadian NGOs under the Cambodia Canada Development Program. This amount is in addition to a small discretionary fund administered through the Canadian Embassy in Bangkok. It is unlikely that supplementary funding will be pledged at the June meeting in Tokyo other than that required for peacekeeping purposes.

C. Funding of Education and Print Materials

5.10 Although the government of Cambodia is receptive to either grants or loans to finance education, it is not certain which agencies may target education or the supply of printed materials

or how much money might be anticipated. However, it is probable that there will be modest increases in the level of support from the established IOs/NGOs and new NGOs but that significant investments from the bilateral and other multilateral agencies will not materialize in the near future.

5.11 In terms of education and educational materials production, a short term financing strategy must include the judicious use of cost recovery and income generating methods coupled with more effective and targeted allocation of existing IO/NGO support.

6. SUMMARY SUGGESTIONS

6.1 It seems quite apparent that most foreign assistance that might be expected in the near future probably will not be invested in education or in the production or supply of print materials. The emphasis will certainly be on peacekeeping, reconstruction, rehabilitation, repatriation and the election. Hence in the short term at least, required investments in education and publishing will be financed with the modest allocations from government and the IOs/NGOs with only modest levels of additional funding anticipated from newly arrived donor agencies.

6.2 Given the likely short-term financial environment, the challenge will be to maximize the effective use of available resources. Within this context, the following suggestions are provided even though some pertain to issues that are broader than the provision of (educational) print materials.

a. Given the limited resources that are available, it is essential that IOs/NGOs cooperate to the greatest extent possible. At all times, opportunities to collaborate and to develop complementary programs must be given high priority.

b. Unless it has already been done, membership in the Education Working Group should be expanded to include all agencies that are involved in formal and nonformal education (whether within the formal education or other sectors) including those that are providing foreign language training.

c. A mechanism should be created to permit the exchange of information, ideas and programming strategies between the government and IOs/NGOs. Depending on the ramifications of current reforms, in the future, it may be beneficial to extend invitations to key people in the private sector as well.

d. IOs/NGOs must be conscious of the implications that their programs may have in terms of:
   - o the capacity for Cambodian institutions to absorb and effectively use external resources,
   - o the ability of Cambodian institutions to sustain programs

after donor funds are withdrawn.

- o the effect that IO/NGO-designed programs can have on government policy formulation.

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SCHOOLS SURVEY

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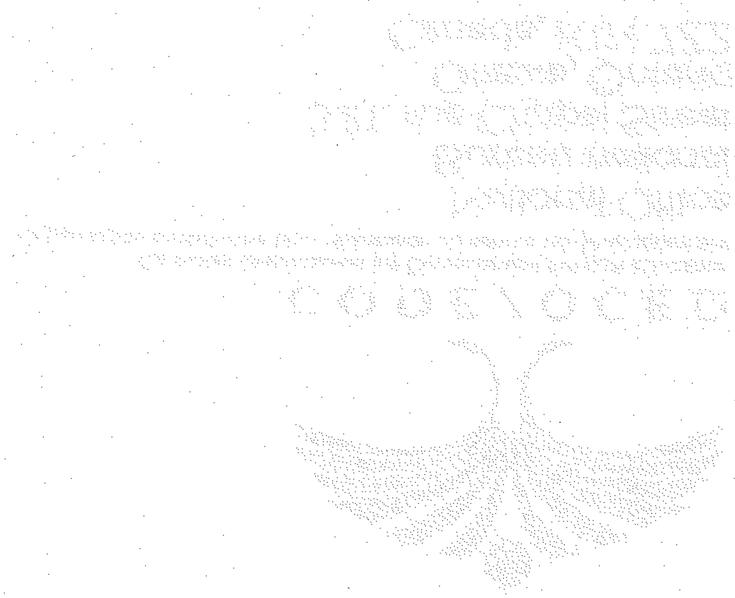

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1. TERMS OF REFERENCE

1.1 Within several provinces, manage a survey of schools and book storage facilities to determine the extent to which books and educational materials and supplies are reaching the intended destinations and users,

1.2 As part of the distribution survey, gather information pertaining to the adequacy of storage facilities, allocation mechanisms, and inventory control procedures within schools and Provincial storage depots.

1.3 As part of the distribution survey, gather information pertaining to the longevity of books under various usage patterns in the schools.

1.4 Examine the retail market for books and school stationery in Phnom Penh and in the provinces.

1.5 Assess the efficiency and effectiveness of transportation systems for books and educational materials that are being moved from Phnom Penh to the provinces by state and private mechanisms

1.6 Assess the adequacy of major warehousing facilities and operations in Phnom Penh and particularly the availability of suitably skilled human resources.

1.7. In conjunction with other team members examine the programs and plans of development agencies and comment on duplication, complementarity and potential areas for
co-operation and future investments.

1.8 Generally, propose strategies to improve the quality and quantity of book supply with specific emphasis on transportation, warehousing and distribution issues.

2. FULFILMENT OF TERMS OF REFERENCE

2.1 The survey was carried out by three teams, which between them visited 67 schools in ten provinces. 48 primary schools and nineteen secondary schools were covered in the visits. See Annexes 1, 2, 3 and 4.

2.2 Visits were made to eight Provincial Book Warehouses (Annex 5) and eleven District Book Stores (Annex 6). These stores were assessed and details of the information obtained are provided in Annexes 5 and 6.

2.3 Primary school books in the classrooms were found to have a book life of one year on average; secondary school books have an average life of 2 years.

The majority of students do not have books in classrooms. In primary schools, overall book provision was one book for every 4.3 boys and one book for every 3.6 girls, an overall result of one book for every 3.9 pupils.

In secondary schools, overall book provision was one book for every 7.0 boys and one book for every 7.8 girls, an overall result of one book for every 7.2 students.

2.4 A market survey of retail book stalls in Phnom Penh markets was carried out. The findings are reported in Section 6 of this report.

2.5 Transportation between Phnom Penh and the provincial headquarters and from the provinces to districts is problematical. Vehicles and fuel are in short supply and with many roads in poor condition, breakdowns and damage to vehicles occur.

2.6 The MOE Phnom Penh warehouse functions reasonably well, but there is a need for training of warehouse staff at Phnom Penh and the provinces, with a further need for steel or wooden racking for book storage in all MOE book stores.

2.7 The plans of development agencies do not appear to include training of warehouse employees or aid grants for the provision of equipment for book storage. This could be an area for investigation.

2.8 Recommendations for improvements to book distribution are included in Section 5 of this report.

3. CAMBODIA SCHOOLS SURVEY 11 NOVEMBER TO 4 DECEMBER 1992

Executive Summary

3.1 Schools visited

A total of 67 schools were visited in the course of the survey.

1	Primary schools	48
2	Lower secondary schools	10
3	High schools	9
		67

3.2 Location Accessibility

1	Urban schools	25
2	Rural roadside schools	29
3	Rural schools - remote from road	13
		67

3.3 Transportation

The methods used to transport supplies to schools from District Offices are set out below in Table 1.

TABLE 1

METHODS	SCHOOLS	% OF SCHOOL REPLIES
Foot	4	6%
Truck	1	1%
Animal	6	9%
Bicycle	38	58%
Remorque (bicycle & cart)	15	22%
Other	3	4%
TOTAL	67	100%

3.4 Time Taken

The national mean time taken in minutes to transport supplies to school from District Offices is 79.55 minutes. The mean time for urban schools is 28.40 minutes; rural roadside schools 80.52 minutes; rural remote schools 183.75 minutes.

3.4.1 97% of books are collected from book stores by schools. 1.5% were delivered to schools close to offices, and 1.5% of schools provided no response to this question.

3.5 Costs

86.57% of schools reported that costs were incurred in collecting books from stores, 4.48% of schools said that no costs were involved and 8.96% of schools provided no response.

The mean cost to schools of collecting books from stores was 28,466 riels. Breakdown by locations indicates the following mean costs:

37,910 riels for urban schools
26,060 riels for rural schools
16,538 riels for rural remote schools.

A possible explanation is that payments for labour are highest in urban areas and the rural remote schools pay very low rates for labour used in collecting books.

3.6 School Management Committees

88% of schools have management committees and 12% of schools do not have management committees. Breakdown of schools with management committees: urban 88%; rural roadside 90%; rural remote 85%.

3.6.1 Functions performed

The survey indicates that the principal activities of school committees are concentrated in repairs and construction of new buildings at schools. The survey indicated that 20.90% of school committees were concerned with repairs and 50.75% of school committees are mainly concerned with construction work at schools. 28.36% of schools provided no response to this question.

In fact, it is likely that the main, if not sole function of school committees is to see that the school is maintained in as good a state of repair as possible, providing for new construction where necessary. The "no response" rate of 28.36% may indicate no more than a failure to ask the question, perhaps because the interviewer was running short of time.

3.7 Storage

The survey indicated that schools store textbooks as follows:

		% of Total	% of Responses
a)	In the headmaster's office;	39%	46%
b)	In the library;	36%	45%
c)	In the store room	23%	30%

Some schools store books in two places, accounting for 73 positive responses from the 67 schools providing the above results.

Breakdown of schools' storage of textbooks:

	URBAN	RURAL ROADSIDE	RURAL REMOTE
Headmaster's office	48%	31%	42%
Library	52%	34%	8%
Store Room	32%	17%	17%

3.7.1 Acceptable quality of storage

The majority of schools have acceptable storage facilities. 80% of school stores were secure; 59% were found to be tidy; 43.9% of schools provided enough space for storing books and almost 80% of schools provided stock control methods.

71% of schools stored books in shelving or cupboards and the worst problem appeared to be weatherproofing, with only 38% of schools claiming that their school storage was weatherproof.

Breakdown of the quality of storage facilities:

	URBAN	RURAL ROADSIDE	RURAL REMOTE
Secure	96%	69%	75%
Tidy	56%	59%	67%
Stock control in use	88%	79%	58%

Details of conditions on different locations:

	URBAN	RURAL ROADSIDE	RURAL REMOTE
Schools with weatherproof storage	52%	31%	25%
Schools with enough storage space	44%	41%	50%
Schools with bookshelves in cupboards	76%	69%	68%

3.8 Community Library

88% of schools visited reported that they have no community library which can be used, and when a further 6% of no-responses are added, possibly 94% of schools have no access to a community library. There is no community library in 88% of urban locations; 83% of rural roadside locations; and 100% of rural remote locations.

Only four schools out of the 67 visited reported that they had access to a community library. 3 out of these 4 libraries are used by teachers, pupils and parents.

3.9 School Inspections

The findings of the survey indicate that the average time since the date of the last inspection at schools visited is eight months. This average time was reported by schools in all three types of location.

3.10 Curriculum

None of the schools visited stated that the official curriculum was not available at the school, and no schools reported that the official curriculum was not used. This indicates a satisfactory availability of the national curriculum, but the survey did not attempt to obtain the views of teachers on the curriculum or if it was being partially followed or otherwise adapted for a particular school.

3.11 School libraries

55% of the schools visited had a library which was used by students, and 60% of schools visited had a library for use by teachers. Only 11% of schools with libraries allowed the members of the nearby community to use the library.

Revealingly, only 35% of schools with libraries indicated that the library was regularly used, although with 38% of schools stating that the library was not used by students, 41% of no responses makes it difficult to obtain an accurate response.

The mean number of books in a school library is 1,664. This figure is heavily weighted by the secondary schools included in the survey.

The breakdown of provision and use of school libraries is as follows:

	URBAN	RURAL ROADSIDE	RURAL REMOTE
Schools with a library used by students	68%	58%	31%
Schools with a library used by teachers	71%	62%	38%
Schools with libraries allowing use by nearby community	12%	15%	0%

3.11.1 Language of Library Books

As 54% of schools visited failed to respond to this enquiry, it is difficult to assess the language of library books in use. Of schools where the language of books was recorded, 16% had books in Khmer and 30% had books in other languages (mainly French, English and Russian).

The breakdown of the language of library books as recorded by school location is:

	URBAN	RURAL ROADSIDE	RURAL REMOTE
Books in Khmer	12%	12%	31%
Books in other languages	46%	31%	0%
No response	42%	57%	69%

3.11.2 Damage

21% of books in school libraries overall were found to be damaged. Percentage breakdown of damaged books by location: urban 18%; rural roadside 15%; rural remote 37%.

3.11.3 Special Library Room

33% of schools had a special library room; 40% had no special library room and 21% failed to provide a response to this question.

The condition of the storage for library books was found to be 16% good condition, 14% satisfactory, 22% bad conditions and 48% no response.

Breakdown of schools by location, showing the provision of a special library room, is as follows:

	URBAN	RURAL ROADSIDE	RURAL REMOTE
Schools with a special library room	46%	35%	8%
Schools with no special library room	42%	38%	69%
No response	12%	27%	23%

CONDITION OF STORAGE FOR LIBRARY BOOKS BY LOCATION

	URBAN	RURAL ROADSIDE	RURAL REMOTE
Good	25%	15%	0%
Satisfactory	8%	15%	23%
Bad	38%	12%	15%
No response	29%	58%	62%

3.11.4 Storage of Library books

In cases of schools where there is no special library room, 29 schools were counted. By combining the various descriptions of locations, the results indicate that ten schools store library books in the office or house of the Director (Head Teacher); 6 schools use a store room; the other 5 schools store library books in the school office.

3.12 Teachers

All 67 schools visited employed permanent male teachers; the mean number 20 per school. 66 schools employed permanent female teachers, the mean number being 17 per school.

The breakdown of permanent and temporary, male and female teachers, by type of school location, is as follows:

	URBAN	RURAL ROADSIDE	RURAL REMOTE
Permanent male	27%	18%	13%
Permanent female	29%	10%	8%
Temporary male	0%	0%	0%
Temporary female	0%	0%	0%

3.12.1 Type of training

The largest single group of teachers by training is for those with eight years of education plus one year of teacher training (8 + 1) with male teachers in this category counted in 50 schools and female teachers counted in 48 schools.

Only six schools visited had male teachers with 7 plus 3 years training and six schools also had female teachers with 7 plus 3 years training.

A very large number of schools have teachers with other, non-specified, types of training: 61 schools with male teachers in these categories and 58 with female teachers in these categories.

Only 11 schools visited had untrained male teachers and 10 had untrained female teachers.

Breakdown of number of teachers by type of training per school in different types of school location:

MEAN FIGURES

	URBAN	RURAL ROADSIDE	RURAL REMOTE
Eight years + one year			
Male	6.78%	4.05%	3.18%
Female	13.67%	3.95%	4.00%
Seven years + three years			
Male	16.33%	16.33%	-
Female	9.67%	6.67%	-
Eleven years + four years			
Male	15.75%	5.33%	-
Female	9.00%	0.0%	-
Other training			
Male	13.19%	12.48%	6.23%
Female	12.73%	8.72%	7.36%
Untrained			
Male	2.67%	7.25%	5.50%
Female	3.67%	2.25%	2.00%

3.13 Student Data

Taking the mean figures for enrolment at the beginning of the school year and the current day's attendance at each school, the results are as set out in Table 2 below.

TABLE 2

	BOYS		GIRLS	
	Enrolment	Attendance	Enrolment	Attendance
Grade 1	196	203+	160	169+
Grade 2	143	157+	116	123+
Grade 3	120	122+	99	105+
Grade 4	93	93	79	82+
Grade 5	76	77	72	46
Grade 6	153	136	90	82
Grade 7	128	122	72	72
Grade 8	156	135	48	64+
Grade 9	215	171	44	62+
Grade 10	197	178	82	41
Grade 11	209	205	43	42

In Grades 1-3, the mean current day's attendance figure for both boys and girls is higher than the enrolment figure, indicating that extra students have been enrolled at these grades since the start of the school year.

Grade 4 for boys and girls reflected approximately the same level of attendance as enrolment.

In Grade 5, boys mean attendance was consistent with the enrolment, but girls attendance appeared to be significantly lower than the enrolment.

Grade 6 revealed a mean decline in attendance for both boys and girls. Grade 7 showed a mean decline in boys' attendance whilst girls' attendance equalled the enrolment.

Grades 8 and 9 showed a mean decline in boys' attendance, but an increase in girls' attendance.

Grades 10 and 11 showed a decline in boys mean attendance, with girls being sharply lower at Grade 10 and only slightly down at Grade 11.

Breakdown of mean enrolment and current attendance figures for boys and girls,broken down by Grade and type of school location.

GRADE	URBAN				RURAL ROADSIDE				RURAL REMOTE			
	BOYS		GIRLS		BOYS		GIRLS		BOYS		GIRLS	
	ENR	ATT	ENR	ATT	ENR	ATT	ENR	ATT	ENR	ATT	ENR	ATT
1	361	364	276	289	115	102	102	92	116	134	104	121
		+		+		-		-		+		+
2	269	284	218	219	90	9	72	71	69	74	58	62
		+		+		+		-		+		+
3	239	241	196	207	69	62	56	53	51	50	44	43
		+		+		-		-		-		-
4	188	188	163	169	50	44	42	36	41	39	32	30
				+		-		-		-		-
5	151	152	161	91	38	31	30	26	36	38	19	17
		+		-		-		-		+		-
6	184	166	123	110	139	121	72	68	92	92	41	37
		-		-		-		-				-
7	145	129	89	104	117	119	62	47	92	92	22	22
		-		+		+		-				
8	174	136	56	89	143	134	44	40	120	120	22	22
		-		+		-		-				
9	223	162	55	83	193	189	20	19	-	-	-	-
		-		+		-		-				
10	208	178	101	44	157	173	12	15	-	-	-	-
		-		-		+		+				
11	238	235	51	50	108	100	14	12	-	-	-	-
		-		-		-		-				

MEAN CURRENT ATTENDANCE ENROLMENT AT START OF SCHOOL YEAR

URBAN

GRADE	BOYS	GIRLS
1	+0.83%	+4.71%
2	+5.57%	+0.45%
3	+0.83%	+5.61%
4	N/C	+3.68%
5	+0.66%	-43.47%
6	-9.78%	-10.56%
7	-11.03%	+16.85%
8	-21.83%	+58.92%
9	-27.35%	+50.90%
10	-14.42%	-56.43%
11	-1.26%	-1.96%

RURAL ROADSIDE

GRADE	BOYS	GIRLS
1	-11.30%	-9.80%
2	+1.11%	-1.38%
3	-10.14%	-5.35%
4	-12.00%	-14.28%
5	-18.42%	-13.33%
6	-12.94%	-5.55%
7	+1.70%	-24.19%
8	-6.29%	-9.09%
9	-2.07%	-5.00%
10	-10.19%	+25.00%
11	-7.40%	-14.28%

MEAN CURRENT ATTENDANCE ENROLMENT AT START OF SCHOOL YEAR

RURAL REMOTE

GRADE	BOYS	GIRLS
1	+15.51%	+16.34%
2	+7.24%	+6.89%
3	-1.96%	-2.27%
4	-4.87%	-6.25%
5	+5.55%	-10.52%
6	N/C	-9.75%
7	N/C	N/C
8	N/C	N/C
9	-	-
10	-	-
11	-	-

URBAN

In Grades 1, 2 and 3, both boys' and girls' current attendances as at November 1991 showed an increase on the enrolment figures at the start of the school year. Boys' attendances were also marginally increased at Grade 5. Girls' attendances had increased at Grades 3, 7, 8 and 9.

RURAL ROADSIDE

A widespread drop in attendances was apparent in rural roadside schools, with boys' attendances being maintained only at Grades 2 and 7 and girls' attendances showing an increase at Grade 10 but a decline at all other grades.

RURAL REMOTE

Boys' attendances showed increases at Grades 1, 2 and 5, and girls' at Grades 1 and 2. The other grades showed some decline in attendances, except for boys at Grades 6, 7 and 8 and girls' 7 and 8, which were unchanged.

3.13.1 Time Taken to Reach School

The mean time it takes students to reach school is reported to be 43 minutes, with the maximum time 120 minutes.

61% of students travel to school on foot, and 36% use bicycles. Only one school out of 67 visited quoted the boat as a means of transport.

The mean times taken for children to reach school in each of the location types are:

Urban	38 minutes
Rural roadside	45 minutes
Rural remote	45 minutes

48% of urban school children travel to school on foot; 52% use bicycles.

65% of rural roadside school children travel to school on foot; 31% use bicycles.

77% of rural remote school children travel to school on foot; 15% use bicycles and 8% travel by boat.

3.13.2 National Mean Student Fees charged by Schools

	MEAN ENROLMENT FEE	MEAN EXAMINATION FEE
Grade	Riel	Riel
1	596	-
2	304	-
3	305	-
4	305	-
5	311	718
6	1,476	-
7	985	-
8	985	1,297
9	2,964	-
10	969	-
11	969	1,622

Enrolment fees are charged at each grade level, with the highest enrolment fee charged at Grades 1, 6 and 9.

Examination fees are charged only at Grades 5, 8 and 11.

Wide variations between maximum and minimum fees were reported for both enrolment and examination fees.

Breakdown by location of schools is as follows:

GRADE	MEAN ENROLMENT FEE (RIELS)			MEAN EXAMINATION FEE (RIELS)		
	URBAN	RURAL ROADSIDE	RURAL REMOTE	URBAN	RURAL ROADSIDE	RURAL REMOTE
1	1,213	306	278	0	0	0
2	440	249	220	0	0	0
3	440	249	225	0	0	0
4	440	249	225	0	0	0
5	440	249	248	656	660	930
6	1440	1690	750	0	0	0
7	907	1057	950	0	0	0
8	907	1057	950	783	1693	1200
9	1348	6733	-	0	0	-
10	881	1275	-	0	0	-
11	881	1275	-	778	4575	-

NOTES

Primary school covers Grades 1-5. Grade 1 charges a higher enrolment fee than the other grades. An examination fee is charged only at Grade 5.

Junior Secondary school covers Grades 6-8. Grade 6 charges a higher enrolment fee in Urban and Rural Roadside schools, but apparently a lower enrolment fee in Rural Remote schools. The latter figure can be investigated. An examination fee is charged only at Grade 8.

High school covers Grades 9-11. Grade 9 charges a higher enrolment fee than Grades 10 and 11. An examination fee is charged only at Grade 11.

The survey did not cover any schools with Grades 9-11 in Rural Remote locations.

3.13.3 Other Student Fees

In Grades 1 to 5, 13 different types of "other" fees were listed.

In Grades 6 to 11, 7 different types of "other" types of fees were recorded. However, the number of schools quoting these fees was a very small proportion of the total, so the survey indicates that it may be assumed that only a minority of schools apply such fees.

3.14 Book Conservation

88% of schools visited reported that they provide instruction to pupils on the care of books, but only 21% of schools provide any materials for this purpose.

It is likely that improved results in book conservation could be achieved

a) if all schools were required to give proper instruction and

b) if this instruction were followed by schools making the necessary materials available to students.

BREAKDOWN BY SCHOOL LOCATION

	URBAN	RURAL ROADSIDE	RURAL REMOTE
% of schools claiming to provide instruction in book conservation	80%	97%	88%
% of schools providing materials for book conservation	24%	24%	21%

3.15 Costs of Copy Books

The national mean prices of copy books in use were:

Copy Book	A	132 riels
Copy Book	B	99 riels
Copy Book	C	137 riels

However, the questionnaire form did not define the number of pages or size of copy book represented by A, B or C, and therefore it is possible that interviewers were not consistent in applying the same definitions at each school.

The only conclusion emerging from the survey on this point is that the mean prices of three types of copy books in use are within the range 99 riels to 137 riels.

BREAKDOWN BY SCHOOL LOCATION

Mean prices in Riels

	URBAN	RURAL ROADSIDE	RURAL REMOTE
Copy Book A	154	126	98
Copy Book B	121	86	80
Copy Book C	132	-	145

The price of Copy Book C in Rural Remote locations may be the result of some misunderstanding by surveyors.

3.16 Costs of other Pupils' Supplies

The national mean price of pencils in use is 57 riels, whilst that for ball-pens is 138 riels and for maths sets, 1,418 riels.

BREAKDOWN OF COSTS BY SCHOOL LOCATION

Mean prices in Riels

	URBAN	RURAL ROADSIDE	RURAL REMOTE
Pencil	61	54	57
Pen	173	119	113
Maths set	1,597	1,347	1,128

3.17 Costs of Stationery and Other Pupils' Supplies

BREAKDOWN OF COSTS BY SCHOOL LOCATION

Mean prices in Riels

	URBAN	RURAL ROADSIDE	RURAL REMOTE
Chalk (per box)	1,727	1,132	886
Chemistry Exercise Book	257	-	-
Compass	600	-	-
Duster	1,000	235	-
Maths Exercise Book	431	-	-
Physics Exercise Book	600	-	-
Protractor	600	-	-
Rubber	150	150	78
Ruler	47	64	20
Slate	362	46	139

NOTES

It is clear that a variety of qualities of stationery items are in use. Chalk appears to cost more in urban areas, but it is possible that packing quantities may be different in rural areas. Duster quoted in urban areas is likely to be a blackboard duster with wooden grip; that in rural areas may be a cloth item. Ruler can either be a standard wooden ruler with measurements or a plain piece of wood with a straight edge. Slates in urban areas are usually imported (from China); the cheaper versions used in rural areas are in some cases no more than a small piece of hardboard.

3.17.1 Grades 1-5

Main Items of Stationery

The mean costs of the total annual requirements of four standard items of stationery requirements show the following results.

TABLE 4: NATIONAL MEAN COSTS OF TOTAL ANNUAL REQUIREMENTS

GRADE	COPY BOOK A RIEL	PENS RIEL	PENCILS RIEL	MATHS SETS: RIEL
1	3	1	4	-
2	9	5	3	-
3	12	7	2	0.32
4	17	8	2	0.81
5	19	9	2	0.94

Note: The mean prices for copy books, pens and pencils reflect the variation in quantities of these items required in each grade. The price for "maths sets" in grades 3, 4 and 5, bears no relation to the mean price of 1,418 riels resulting from question B.16. It is likely that some misunderstanding existed about what could be regarded as a maths set, and probably only components of a maths set were counted.

BREAKDOWN OF MEAN COSTS OF ANNUAL STATIONERY REQUIREMENTS BY SCHOOL LOCATION

Mean prices in riels

	COPY BOOK A			COPY BOOK B			COPY BOOK C			PENS			PENCILS			MATHS SET		
GRADE	U	R. RD	R. REM	U	R. RD	R. REM	U	R. RD	R. REM	U	R. RD	R. REM	U	R. RD	R. REM	U	R. RD	R. REM
1	4	3	3	6	4	2	5	-	-	-	1	1	6	4	3	-	-	-
2	8	11	7	10	9	3	6	-	-	6	5	4	4	3	3	-	-	-
3	14	13	11	6	9	6	-	-	1	7	7	6	2	3	2	-	-	-
4	20	17	12	5	9	9	-	-	1	10	8	7	2	2	2	1	1	1
5	25	17	17	1	10	9	-	-	1	11	9	8	2	2	2	1	1	1

(U = URBAN; R.RD. = RURAL ROADSIDE; R.REM = RURAL REMOTE)

NOTES

Copy Books A, B, C - The costs vary because of the different quantities required in each grade.

Pens & Pencils - Again, the costs vary because of the different requirements in each grade.

Maths Set - The costs quoted are for individual protractors or set squares only, not complete maths sets. In many classrooms, children possess only one item.

Other Stationery Items

BREAKDOWN OF MEAN COSTS OF ANNUAL REQUIREMENTS IN OTHER STATIONERY ITEMS

Mean prices in riels

	SCHOOL BAG			CHALK BOX			RUBBER			RULER		
GRADE	URBAN	R. RD	R. REM	URBAN	R. RD	R. REM	URBAN	R. RD	R. REM	URBAN	R. RD	R. REM
1	1	1	1	8	5	4	3	1	1	2	1	1
2	1	1	1	5	5	4	3	1	1	2	1	1
3	1	1	1	4	3	3	1	1	1	1	1	1
4	1	1	1	4	3	2	1	1	1	1	1	1
5	1	1	1	3	2	2	1	1	1	1	1	1

(U = URBAN; R.RD. = RURAL ROADSIDE; R.REM = RURAL REMOTE)

NOTES

Slates - cost has been omitted because of inaccurate recording.

All above prices are irreconcilable with the prices quoted in 3.16. It appears that the survey failed to gather accurate information in response to Question B.17.

3.17.2 Grades 6 to 11

Main Items of Stationery

The mean costs of the total requirements in the same four items for these grades were found to be as set out in Table 5 below.

TABLE 5: NATIONAL MEAN COSTS OF TOTAL ANNUAL REQUIREMENTS

GRADE	COPY BOOK 'A' (RIELS)	PENS (RIELS)	PENCILS (RIELS)	*MATHS SET (RIELS)
6	19	13	3	1
7	21	15	3	1
8	24	15	3	1
9	23	16	2	1
10	23	16	2	1
11	26	18	2	1

NOTE: The collection of prices data for other items of stationery in use suffered from the very low count of several items. In some cases the mean price is the same as the maximum and minimum prices; in other cases the price results show faults in the recording.

3.18 Percentage of Students with Adequate Supplies

3.18.1 Grades 1-5

The national percentage of students with adequate supplies of stationery in Grades 1 to 5 are set out in Table 6 below.

TABLE 6 : STUDENTS WITH ADEQUATE SUPPLIES OF STATIONERY MAIN ITEMS, IN GRADES 1-5

GRADE	COPY BOOK A	COPY BOOK B	PENS	PENCILS	MATHS SET
1	48%	46%	11%	71%	-
2	68%	45%	62%	71%	-
3	66%	47%	86%	59%	7%
4	68%	37%	94%	63%	10%
5	66%	35%	93%	59%	9%

STUDENTS WITH ADEQUATE SUPPLIES OF STATIONERY MAIN ITEMS IN GRADES 1-5

Breakdown by School Location

	COPY BOOK 'A'			COPY BOOK 'B'			PENS			PENCILS			MATHS SETS		
GRADE	U	R. RD	R. REM	U	R. RD	R. REM	U	R. RD	R. REM	U	R. RD	R. REM	U	R. RD	R. REM
	%	%	%	%	%	%	%	%	%	%	%	%	%	%	%
1	47	55	37	55	42	39	-	19	17	88	71	48	-	-	-
2	59	72	73	51	47	32	68	54	66	82	73	53	-	-	-
3	61	75	61	43	53	45	87	86	85	66	59	48	13	2	2
4	62	81	55	15	65	37	93	92	96	77	58	51	4	10	20
5	63	74	58	22	49	34	93	90	98	82	54	35	5	19	6

(U = URBAN; R.RD. = RURAL ROADSIDE; R.REM = RURAL REMOTE)

NOTE

Pens were not in use in Grade 1 in urban schools.

Maths Sets are not used in Grades 1 and 2.

Copy Book 'C' - omitted from survey results because the evidence of usage is insignificant.

THE PERCENTAGE OF STUDENTS WITH ADEQUATE SUPPLIES OF OTHER STATIONERY ITEMS IN GRADES 1-5

Breakdown by school location

	SCHOOLBAG			CHALK			RUBBER			RULER			SLATE		
GRADE	U	R. RD	R. REM	U	R. RD	R. REM	U	R. RD	R. REM	U	R. RD	R. REM	U	R. RD	R. REM
	%	%	%	%	%	%	%	%	%	%	%	%	%	%	%
1	81	92	7	84	91	94	67	80	10	38	26	13	99	100	93
2	81	73	19	90	77	95	55	100	-7	65	55	49	93	99	80
3	90	74	38	72	68	86	43	70	10	75	48	52	87	81	88
4	90	81	41	84	62	88	100	-	100	86	64	71	76	76	84
5	90	68	42	71	66	72	75	10	100	87	61	62	76	74	84

(U = URBAN; R.RD. = RURAL ROADSIDE; R.REM = RURAL REMOTE)

NOTE

The counting of rubbers was based on a very small sample, of 1-3 students in all three school locations.

3.18.2 Grades 6-11

Main Items of Stationery

The percentage of students with adequate supplies of stationery in Grades 6 to 11 is set out in Table 7 below.

GRADE	COPY BOOK A %	COPY BOOK B %	PENS %	PENCILS %	MATHS SET %
6	65%	36%	81%	70%	5%
7	61%	39%	76%	74%	15%
8	67%	36%	90%	62%	11%
9	66%	51%	86%	76%	10%
10	64%	44%	88%	79%	14%
11	66%	46%	86%	71%	12%

Note: In Grades 6 to 11, most pupils had adequate supplies of copy books, A + B combined) and about 80% of pupils have enough pens, with 70% having enough pencils. Only 10% - 15% of students in Grades 7 to 11 have a maths set.

THE PERCENTAGE OF STUDENTS WITH ADEQUATE SUPPLIES OF STATIONERY MAIN ITEMS IN GRADES 6-11

Breakdown by school location

	COPY BOOK 'A'			COPY BOOK 'B'			PENS			PENCILS			MATHS SET		
GRADE	U	R. RD	R. REM	U	R. RD	R. REM	U	R. RD	R. REM	U	R. RD	R. REM	U	R. RD	R. REM
	%	%	%	%	%	%	%	%	%	%	%	%	%	%	%
6	74	55	66	13	87	-	97	61	-	64	73	-	6	5	-
7	74	48	54	27	82	-	86	62	-	70	80	-	20	4	-
8	83	55	39	33	80	-	98	80	-	59	65	-	5	12	-
9	68	60	-	45	75	-	97	97	-	69	66	-	12	12	-
10	67	67	-	33	33	-	97	97	-	65	65	-	16	16	-
11	70	70	-	33	33	-	96	96	-	66	66	-	12	15	-

(U = URBAN; R.RD. = RURAL ROADSIDE; R.REM = RURAL REMOTE)

NOTE

Blank spaces mean that no information was gathered for these areas.

Only one High School (Grades 9,10, 11) in a Rural Remote location was visited in the survey. The above information for these grades is therefore based on a sample of one.

3.18.3 Other Items of Stationery

Data in these items was not sufficiently provided by the survey to allow for meaningful analysis.

It must be assumed that surveyors felt that secondary school students would possess adequate supplies of basic stationery items.

3.19 Distance in Minutes of Nearest Stationery Supplier

The national mean distance for pupils to travel to the nearest stationery supplier is 31 minutes.

The mean time taken for students in urban schools to reach the nearest stationery supplier is 17.32 minutes; for rural roadside schools 30,86 minutes; and for rural remote schools, 57.15 minutes.

3.20 Schools purchasing Stationery in Bulk

40% of schools nationally are reported to purchase stationery in bulk for re-sale for pupils.

The breakdown by school location is:

Schools	% of schools which purchase in bulk
Urban	48%
Rural roadside	31%
Rural remote	46%

3.21 Use of Slates

Slates are used in 93% of all schools visited by the survey teams. Only four schools did not use slates.

In Grades 1 to 5, more than 67% of children used slates. In Grades 6 to 8, less than 20% use slates. In Grades 9 to 11, only four schools were reported to use slates.

Schools	% of schools using slates
Urban	88%
Rural roadside	93%
Rural remote	100%

Breakdown of mean cost of slates by school location:

	Riels
Urban	192
Rural roadside	145
Rural remote	132

Note: Urban schools use imported slates; schools in rural areas tend to use cheaper "slates", some made of hardboard.

3.21.1 The cost of slates

The mean price of slates was 159 riels.

3.21.2 Supplier of slates

In all cases, slates are purchased by students from the nearest market.

3.22 General Operational Budgets

73% of schools nationally have a general operational budget; 27% of schools said specifically that they did not have an operational budget.

The 46 schools giving details of the source of budget funds provided the following breakdown:

Enrolment and examination fees	37 schools
General fundraising	4 schools
Parents' contributions	4 schools
Temple contribution	1 school
	46 schools

Breakdown of schools with operating budgets, by school location:

Urban	62%
Rural roadside	76%
Rural remote	75%

Mean amount of annual budget:

	Riels
Urban	765,578
Rural roadside	232,892
Rural remote	112,671

3.22.1 Annual Budgets

The mean annual school budget is reported to be 368,971 riels, with a maximum 2,137,800 riels and a minimum of 5,465 riels.

3.22.2 Spending

Schools spend their budgets on a wide range of items, of which the following were reported most frequently in the survey:

	Schools
Construction and repairs to buildings & furniture	36
Textbooks	18
Reference & supplementary books	13
Daily expenses	11
Stationery	6
Chalk	5

3.23 Materials supplied Free of Charge

Materials were reported to be supplied free to schools by a number of different agencies or institutions, listed below:

Ministry of Education
CIDSE
UNICEF
MCC
Municipality
Australian NGO
WCC
QSA
Mairie de France
Alliance Francaise
Khmer Red Cross
JRS

Details of the items supplied are marked in the computer report (Section B.23)

3.24 Textbook Supply

At the time of the School Survey (11 November - 4 December 1991), books were reported to have been delivered since the start of the school year by 76% of school visited.

The mean time for delivery of books following the start of the school year was eight weeks. The mean number of visits necessary to collect books was 1.43 visits.

76% of schools reported that they did not receive sufficient books for their requirements and this may perhaps be added to the 14% of schools which did not provide a response.

When asked to indicate the quantities they were short-supplied or in surplus by subject and Grade, schools listed the quantities short-supplied and the quantity received. This latter does not indicate if a surplus was received.

The details of books supplied in each subject are provided in Section B.24 of the computer report.

Breakdown of textbook supply information by school location:

	Urban	Rural Roadside	Rural Remote
Mean number of days for delivery of books after the start of school year	6	7	15
Mean number of visits necessary to collect books	1.56	1.40	1.27
Were there sufficient books for school requirements?			
YES	0%	0%	8%
NO	77%	79%	69%
No response	23%	21%	23%

Details of the shortages or surplus quantities supplied, broken down by school location, are provided in the computer analysis attached to this report.

The report also provides details of the number of books supplied to schools, by subject and by school location.

3.24.1 Condition of Books

97% of books were reported to be in good condition when collected from the District Store, with 3% being, "mostly good".

There were no reported instances of substantial damage at time of collection and no damage was sustained during transportation of books from the District Store to the school.

3.24.2 Books Supplied

The mean number of books supplied to schools was 479, with the maximum to one school being 4,396.

3.24.3 Total received

A total of 26,725 books in all subjects were listed as being received by schools in the school year up to the date of the survey visit.

3.24.4 Books sold to Students : Grades 1-5

A total of 4,099 books in all subjects were reported as having been sold by schools to boys and 2,387 in all subjects were reported as being sold to girls in the same period.

Only 7% of books were sold to students at the price printed on the outside cover of the book; 93% of books were sold at higher prices.

Details of the 4,099 books sold to students, broken down by school location, are:

Boys grades 1-5

Urban	2,812
Rural roadside	1,093
Rural remote	194
	4,099

Girls grades 1-5

Urban	1,339
Rural roadside	697
Rural remote	351
	2,387

Prices at which books were sold to students:

	At Price Printed on cover	At Higher Prices
Urban	7%	93%
Rural roadside	10%	90%
Rural remote	0%	100%

The mark-up in price is intended to cover cost of collection and transport.

3.24.5 Books Rented from School

A grand total of 4,556 books were rented to boys and 1,986 books were rented to girls in the same period above.

The mean period of rental was reported to be nine months and the mean rental paid was 24 riels.

3.24.6 Borrowed Books

The survey revealed that when books are borrowed they are kept for a mean period of nine months.

26 schools visited reported that students are permitted to take borrowed books homes, whilst only 4 schools do not permit this. 29 schools did not respond.

19 schools reported that students have to pay for lost books, whilst 10 schools do not charge for lost books. 30 schools did not respond.

3.25 Homework

3.25.1 Type of Homework

The percentage of students doing homework in Grades 1 to 5 is listed below as reported by subject.

TABLE 8

PERCENTAGE OF STUDENTS DOING HOMEWORK IN GRADE 1-5 LISTED BY SUBJECT

	GRADE				
PERCENT	1	2	3	4	5
Copying	37	41	42	41	46
Handwriting	47	36	46	44	49
Language/maths	49	66	63	56	63
Memorisation	8	29	59	47	56
Free composition	2	8	19	17	25
Project work	10	12	19	14	22
Handicraft	10	24	39	34	44

3.25.2 Hours of Homework per week

The mean total of hours of homework per week was reported to be :-

Grade	Number of hours per week
1	2.92
2	3.59
3	3.74
4	4.78
5	5.46

3.26 Teachers Guides

The number of teachers guides in use in all subjects, for Grades 1-11, indicated a serious under-provision, with one teachers guide for every 3 teachers at Grades 1-5 and only 1 teachers guide for every 4 teachers at Grades 6-8. And one teachers guide for every 5 teachers at Grade 9 and one for every 8 teachers at Grades 10 and 11.

3.26.1 Book Usage and Condition

The usage and condition of books in use at Grades 1-5 is set out below in Table 9.

TABLE 9

BOOK USAGE AND CONDITION BY GRADE

	BOYS					GIRLS				
Mean Numbers	1	2	3	4	5	1	2	3	4	5
Mean number of students present	28	25	24	25	23	23	22	21	23	18
Number of students with bag	18	17	18	16	16	16	17	16	16	4
Number with books	5	5	4	8	7	4	6	5	7	8
Number of uncovered books	2	4	3	4	4	3	4	4	4	4
Number of second hand books	3	1	2	3	4	2	1	2	3	3
Number of repaired books	-	-	-	2	-	1	-	-	1	1
Number of acceptable books	4	4	3	6	4	3	4	3	5	4
Number of books with covers detached	1	1	2	3	3	2	1	3	3	3
Number of books with broken spine	1	1	1	2	2	2	1	1	2	1
Number of books with torn pages	1	1	1	2	1	1	1	1	2	1
Number of marked books	-	-	-	-	-	-	-	-	-	-
Number of damaged books	-	-	-	-	-	-	-	-	-	-

3.26.2 Book Usage and Condition

The use and condition of books in use in Grades 6-11 is set out below in Table 10.

TABLE 10

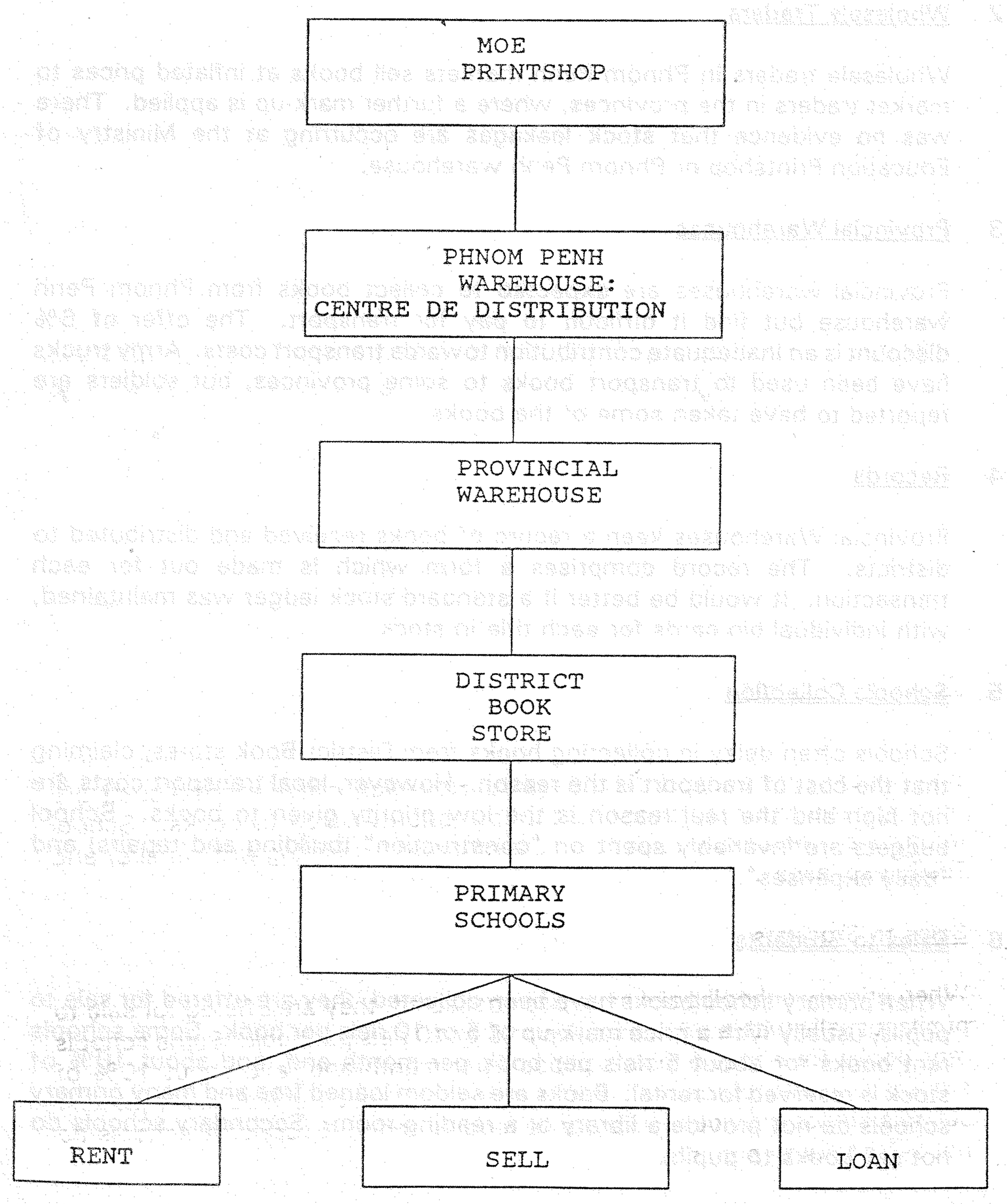
BOOK USAGE AND CONDITION BY GRADE

	BOYS						GIRLS					
MEAN NUMBERS	6	7	8	9	10	11	6	7	8	9	10	11
Mean no. of students present	33	31	31	40	38	39	19	13	10	6	7	
No. of students with bag	24	19	20	33	26	25	16	10	8	5	6	
Number with books	6	6	7	3	3	5	4	1	2	-	-	
No. of uncovered books	1	2	1	1	-	1	2	-	1	-	-	
No. of second hand books	3	2	4	1	-	-	3	1	1	-	-	
No. of repaired books	-	-	-	-	-	-	-	-	-	-	-	
Number of acceptable books	7	8	8	4	4	6	4	1	2	-	1	
Number of books with covers detached	-	-	-	1	-	-	-	-	-	-	-	
Number of books with broken spine	-	-	-	1	-	-	-	-	-	-	-	
Number of books with torn pages	-	-	-	-	-	-	-	-	-	-	-	
No. of marked books	-	-	-	-	-	-	-	-	-	-	-	
No. of damaged books	-	-	-	-	-	-	-	-	-	-	-	

4. BOOK DISTRIBUTION

The system of textbook distribution is as follows:-

TABLE 11



(TO STUDENTS)

4.1 Deliveries

Books are delivered by the Ministry of Education Print Shop to Phnom Penh Warehouse, where manual workers are not available to unload books and place books into storage. It will be necessary to check goods received records to verify if stock losses are occurring during transit.

4.2 Wholesale Traders

Wholesale traders in Phnom Penh markets sell books at inflated prices to market traders in the provinces, where a further mark-up is applied. There was no evidence that stock leakages are occurring at the Ministry of Education Printshop or Phnom Penh warehouse.

4.3 Provincial Warehouses

Provincial warehouses are expected to collect books from Phnom Penh warehouse but find it difficult to pay for transport. The offer of 6% discount is an inadequate contribution towards transport costs. Army trucks have been used to transport books to some provinces, but soldiers are reported to have taken some of the books.

4.4 Records

Provincial Warehouses keep a record of books received and distributed to districts. The record comprises a form which is made out for each transaction. It would be better if a standard stock ledger was maintained, with individual bin cards for each title in stock.

4.5 Schools Collection

Schools often delay in collecting books from District Book stores, claiming that the cost of transport is the reason. However, local transport costs are not high and the real reason is the low priority given to books. School budgets are invariably spent on "construction" (building and repairs) and "daily expenses".

4.6 Sales to Students

When primary schoolbooks have been collected, they are offered for sale to pupils, usually with a price mark-up of 5 or 10 riels per book. Some schools rent books for about 5 riels per book per month and, and about 10% of stock is reserved for rental. Books are seldom loaned free and many primary schools do not provide a library or a reading room. Secondary schools do not sell books to pupils.

5. RECOMMENDATIONS

5.1 Training Programme

Improved methods of book storage and record keeping are needed at all levels. A training programme for storekeepers is necessary if standards are to be improved.

5.2 School Libraries

School librarians should be trained to accept responsibility for book sales to pupils and should be required to provide up to 50% of books received on a rental or loan basis.

5.3 Distribution Warehouse

The book distribution warehouse at Phnom Penh could be privatised and allowed to make a profit on books sold to provinces. The warehouse would then be required to pay for the cost of transport to each provincial warehouse.

5.4 Teacher Training

Teachers should be trained to teach from textbooks. At present many regard the blackboard as the best means of teaching and do not recognise the value of textbooks as teaching tools.

6. MARKET RESEARCH

6.1 Prices of MOE Textbooks in Phnom Penh markets Research carried out on 4 December 1991

6.2 Comments of traders interviewed

6.2.1 Trader A - Chabaa Ampou market

Men and women bring many books and offer them for sale to stall holders. They ask the market trader to pay a variety of prices - sometimes high, sometimes cheap. The trader expects to make a profit of 20 riels or 30 riels on each book. Sometimes people offer the trader between 20 and 50 copies of one title; sometimes they bring an assortment of books.

6.2.2 Trader B - Chabaa Ampou Market

District Book stores find it difficult to sell their stocks to schools so they sell them to the markets. Books are offered to her by book store keepers, not by teachers. If traders approach her to purchase in quantity, she charges lower prices. She aims to make a profit of at least 10 riels per book. Sometimes when people have books to sell, they come to ask how many copies are required. They show her one sample of each book available. When she orders, they bring the quantity required. Most books are brought to Phnom Penh for sale from the provinces. They seem to come from District Book stores. Many provinces are involved.

6.2.3 Trader A: Oresai Market

A trader from Pursat was present at this stall, in the process of purchasing books for resale. Trader A told us that if we require bulk quantities of any MOE books, she can get them for us by purchasing from other traders in Oresai Market.

6.2.4 Trader A: Central Market

When people sell books to her they sometimes bring multiple copies of the same book. We would need to place a firm order if we require large quantities. She could supply large quantities within 1-2 days by purchasing from other traders in Central Market. She sells books to traders from the provinces. They bring a list of books required. She collects their books and charges 20-30 riels less than normal selling price per book. This is the wholesale discount margin allowed to retail traders by wholesalers in Phnom Penh.

6.2.5 Trader B: Central Market

People come to her and offer to sell her books. They bring one sample copy of each book available and she places her order. Sometimes she collects books from other traders and sells them retail.

6.2.6 Trader A: Kandal Market

People call to her stall at the beginning of the school year and offer books for sale. At the beginning of the year you can buy as many books as you need, according to this trader. At the end of the school year, there are limited stocks in District Book stores, so no books come on to the market.

6.2.7 Trader B: Kandal Market

She gets her books from pupils who call to the stall offering books for sale. She sells most books directly to students, not to other traders, as Kandal is not really a wholesaling market.

6.3 Analysis of Market Selling Prices

Please refer to the following tables nos 12 and 13.

TABLE 12

TITLE/GRADE	PRINT DATE	MOE CURRENT PRICE RIEL	CHABAA AMPOU RIEL		ORESAI RIEL		CENTRAL RIEL		KANDAL RIEL	
			A	B	A	B	A	B	A	B
HISTORY 8	'86	11.00	-	-	-	-	-	-	-	280
" 9	'88	19.00	-	-	-	-	-	-	-	350
" 10	'88	42.00	-	-	-	-	-	-	-	250
BIOLOGY 5	'84	6.40	-	-	-	-	-	300	-	-
" 6	'85	5.90	300	-	-	-	300	-	-	-
" 7	'88	8.00	-	-	-	-	-	300	-	250
" 8	'87	12.00	-	-	-	-	-	300	-	350
" 10	'88	10.30	-	-	-	180	-	-	-	-
" 11	'91	174.00	-	-	-	500	-	2000	-	350
CHEMISTRY 7	'84	9.70	-	-	-	-	-	300	-	-
" 9	'88	8.00	-	-	-	-	-	-	-	300
" 10	'84	16.90	-	-	-	-	-	-	-	350
PHYSICS 8	'87	15.00	-	-	-	-	450	-	-	-
" 10.1	'87	12.00	-	-	-	-	300	-	-	300
" 10.2	'87	8.80	-	-	-	-	400	-	-	-
SCIENCE 5	'90	12.00	250	-	-	-	-	-	-	-
FRENCH 6	?	FREE	-	-	500	-	-	500	-	-

TABLE 13

TITLE/GRADE	PRINT DATE RIEL	MOE CURRENT PRICE RIEL	CHABAA AMPOU RIEL		ORESAI RIEL		CENTRAL RIEL		KANDAL RIEL	
			A	B	A	B	A	B	A	B
KHMER 1	'91	225.00	350	300	350	350	500	500	450	350
" 2	'90	54.00	150	150	-	150	-	-	300	-
" 3			-	-	-	-	-	-	300	
" 4.1	'80	4.70	-	150	-	-	-	-	-	-
" 4.2	'88	11.50	-	100	-	-	-	-	-	-
" 5.1	'88	13.00	300	300	-	-	-	-	-	-
" 6	'84	8.700	300	-	-	-	-	500	-	-
MATHS 1	'89	55.00	80	-	-	-	-	-	300	250
" 2	'90	74.000	150	-	-	-	300	-	-	-
" 3	'82	8.20	-	-	-	-	-	-	-	220
" 4	'84	7.00	-	-	-	-	-	-	200	-
" 5	'84	5.700	200	-	-	-	-	-	-	-
" 6	'87	9.800	-	-	-	180	-	300	-	-
" 7	'87	12.00	-	-	-	180	-	500	-	-
" 8	'85	16.90	-	-	-	180	-	550	-	-
" 9	'85	18.00	350	-	-	200	-	-	500	-
" 10	'87	14.70	350	-	-	-	-	-	-	-
" 11	'86	16.00	-	-	-	-	-	-	550	-
MORALE 1	'88	5.00	80	-	-	-	-	-	-	-
" 3	'89	22.00	-	-	-	-	200	-	-	-
" 5	'83	5.90	200	-	-	-	-	-	-	-
GEOGRAPHY 3	'90	50.00	-	200	-	-	-	-	-	-
" 5	'90	42.00	-	250	-	-	-	-	-	-
" 6	'84	9.10	-	-	-	-	300	-	-	-
" 7	'84	4.50	-	100	-	-	-	300	-	-
" 8	'84	10.30	-	-	-	-	-	350	-	-
" 10.1	'88	11.40	-	-	-	180	350	-	-	350
" 10.2	'88	8.70	-	-	-	-	350	-	-	-
" 11	'87	12.30	-	-	-	-	-	-	850	-

7. SUMMARY OF THE BOOK SURVEY

This is based on general impressions from 4 weeks of surveying primary and secondary schools in Cambodia. At best it can only be approximate but we believe that it represents a reasonable picture of current practice and problems. A full computer analysis of the data accompanies this report. A debriefing meeting for the three survey teams was held on Thursday 5th December 1991 and the discussions that took place at this meeting have been incorporated in this note wherever relevant.

1. MOE Policy on Books

There appears to be no stated policy on book pupil ratios. Textbooks life is assumed to be 3 years for primary schools and 5 years for lower secondary and high schools. Current indications are that actual book life is no more than 1 year for primary and 2 years for secondary (see Condition, below).

2. Book Availability

There are considerable variations between provinces, districts and individual schools and between different subjects and different levels. The survey reveals considerable inequity in textbook provision - but a working average of 1 book to 5 children is indicated.

Book availability is seriously affected by varying combinations of the following factors:-

a) Books are not lasting as long as the MOE assumes. Production specifications are not good enough for the expected book life.

b) MOEPH is not meeting its own production schedules. In 1991 it only printed 35% of its planned output from MOE printing house and there has been virtually no sub contracting. Detailed calculations are not available yet but it is likely that textbook production in total is less than 20% of planned production.

c) Some provinces (eg: Stung Treng) do not collect their full allocation of books from the Centre de Distribution and therefore cannot supply all districts and schools. Cost of transportation is reported to be the problem.

d) A number of provinces visited are not achieving distribution to the districts efficiently.

e) A number of districts are not achieving distribution to schools.

f) Supplies are bleeding out of the official system into the private market. No school visited out of 67 did not have a private textbook market within easy distance. (See Private Markets, below).

g) Storage conditions for books in schools, districts and provinces are extremely poor and there is great damage and loss of books as a result. We cannot yet give a percentage estimate.

h) Packing for delivery from MOE Centre de Distribution to provinces and from provinces to districts is very primitive and damage results. Schools deny that damage occurs between districts and schools and damaged books in schools stores are the result of inadequate storage facilities.

It seems obvious that as the economic situation deteriorates the supply of books to schools will worsen rapidly.

3. Book Condition in the Classroom

The majority of students do not have books in the classroom and a high % of books in current use are in very poor physical condition. Primary school books last on average only 1 year and secondary books only 2 years. The major cause of damage is weak covers and bindings. An improvement in book durability is indicated. This will certainly increase unit production costs but the benefit in increased book life will outweigh the additional expenditure. At present the books are simply not lasting for the period assumed by the MOE and book pupil ratios are higher than they should be as a result and educational quality is obviously suffering.

4. Book Conservation

There is little evidence of book covering or book repairs. Teachers claim that they instruct in book conservation but nothing seen in the field visits supports this. A number of the survey teams have commented that children and parents do not take care of their books. Better book conservation would reduce losses and increase book availability at reduced annual cost.

5. Affordability of Textbooks

There is considerable debate on this issue. One point of view is that schools can normally sell all the books that they get from the district stores. Affordability in this scenario is not a problem except in remote areas. Short supplies mean that many pupils have to buy at inflated prices from the private market which is an indication that parents are prepared to pay more. The subsidised prices create a gap between supply price and market acceptable price which is being exploited by the market and which leads to malpractice. Where schools sell books they mark-up prices by around R10 per book to cover the cost of transportation from the districts and to create

a small surplus for the school. A number of members of the survey teams felt however that for many parents in remote areas the cost of textbooks was unaffordable and that these schools did not collect books from the district store. This in turn caused the district store to undersell its books which in turn encouraged the non-collection of stock held in provincial stores. More work needs to be done on market research into affordability but there is a general impression that price affordability is not a major problem.

6. Teachers' Guides

There is a serious under-provision of teacher's guides. This is a serious issue in terms of methodology and teaching effectiveness. The lack of teachers books also encourages teachers not to issue textbooks in case the pupils learn faster than the teachers.

7. Renting and Loan Schemes

The current policy is that primary schools are permitted to sell up to 60% of books received with 30% being kept back for renting to pupils and 10% for keeping in the school library for free loan to poor students. Only a minority of schools are operating rent or loan. There are many causes. Where books are maintained in school libraries or stores they are often not issued to pupils because there are not enough to go around or because teachers actually prefer pupils not to have textbooks. Many schools are not aware that there is a loan/hire scheme and lack of information is a contributory factor. In some cases the mechanics of loan/hire schemes are either too complex or too time consuming for underpaid teachers to administer. Whatever the causes - the simple fact is that loan/hire schemes are not widely in practice. Indeed in most primary schools there are no reading rooms in which to keep the books. Some schools will not lend books because they are afraid of losses. In other cases books for loan have been destroyed in raids. Secondary schools and high schools are not permitted to sell textbooks. All books allocated to them are for loan or rental. Many pupils wish to own their own books and this creates a demand which is fulfilled by market traders and encourages malpractice.

8. Book Usage

Many teachers do not issue books to pupils. There is an obvious need for teacher education in the use of books. Basic methodology is to copy the textbook onto the blackboard and then get pupils to copy from the blackboard into copybooks. The process is often repeated again for homework. The copied material is then memorised. Many textbooks are regarded by pupils and teachers as too dull and difficult. Many books contain too much work. Khmer Book 1 (A4 format) is too large for desks and pupils' bags and contains far too much material.

9. Teachers

Most primary schools had adequate numbers of teachers. The majority were 8 + 1 trained. There were relatively few untrained teachers. The quality of training is however very low and there are serious gaps in content knowledge and methodology.

10. Copybooks

All pupils at all levels in all schools had copybooks. At primary level usage was consistently as follows:

Grade 1	5 copies
Grade 2	10 copies
Grade 3	15 copies
Grade 4	20 copies
Grade 5	25 copies

Pupils varied from 80 - 120 riels for a 96 page copybook.

11. Other Pupil requirements

The data analysis provides a detailed breakdown. However most pupils had pens (pencils seem in short supply), slates (in primary grades 1 to 5) chalk, rulers and bags. Average pupil expenditure p.a. on these items plus copybooks is around R1,000. All items are easily available locally. Maths sets are relatively rare.

12. Attendance to Enrolment ratios

These are everywhere high - never less than 90% and often over 100%.

13. Fees

The basic fees are enrolment fees paid once a year and averaging around R600 per pupil (although there are great variations with one school recording R10,000). Exam fees in primary schools are charged only at the end of Grade 5 and average around R700 per pupil.

14. School Uniforms

Information still awaited.

15. Cost of Attending School

On average this seems to be around 2,500 - 4,000 riels per primary pupil depending on grade level. The data analysis provides accurate data.

16. Cash Flow for Books

The current situation seems to be that pupils pay schools in cash. Schools collect from districts on 60 days credit. No school bad debt problems are reported. Districts buy from provinces on a credit basis. Provincial stores transfer money to a Provincial account rather than remit back to the Centre de Distribution. 90% of books supplied to provinces since 1987 are unpaid for. The main problem seems to be that schools and districts are required to pay in full for what they take rather than for what they sell ie supply is on a firm sale basis even though credit is provided. Schools and districts are wary of incurring debt and under-order. This creates shortages in many areas. A simple solution to this problem is to supply schools and districts on a consignment basis ie to pay only for what they sell. This protects the schools and districts and encourages them to take the correct quantities of stock. There are dangers in this policy however since it could lead to careless ordering and an unwillingness to actively "sell". This system therefore needs a proper system of inventory control (the current system is cumbersome and unworkable) at provincial, district and school level and annual auditing and supervision. The Centre de Distribution has neither the funds nor the facilities to undertake this role at present. Training will also be necessary. The system described above is not universal. In Stung Treng the districts must pay for books in advance of collection from provincial offices and this is a great disincentive to the maintenance of adequate book supplies in district offices. Three districts failed to collect books from the district offices at all as a result. Obviously schools in these districts could only get books from market traders. Minority areas were commented on as being particularly resistant to textbooks in Khmer.

Losses in transportation have also been recorded. In 1990 20% of books were lost in transportation from Phnom Penh to Batambang - largely as a result of selling to market traders.

The 40% free book allocation also causes considerable complexity in accounting.

17. Stock Flow

Details of book in stock at warehouses visited and sold in the current year are provided in Annexes 5 and 6.

18. Supplementary Readers

There are no supplementary materials for pupil or teachers use in any school visited. Even where libraries or reading rooms exist (less than 10% of schools) the only materials are multiple copies of text books.

19. Inspectorate

Although there is no central inspectorate all schools visited are regularly inspected by local education officials. However this inspection appears to be mostly concerned with curriculum and methodological issues and rarely touches on book availability, condition, suitability and usage.

20. Private Market

A survey of book availability in private markets is included as section 6 of this report. It indicates widespread availability of books for sale in markets in all subjects at 11 levels. Prices vary quite widely but represent a very large mark-up on official prices sometimes by a factor of 10 for current printings and by very much larger factors (as a result of price inflation) for older printings. Market traders get their supplies from illegal run ons by sub-contracted printers and by buying direct from official stores. There is a clear loop in the system in which books are sold by district stores to traders in Phnom Penh who then sell the books back to market traders in the districts.

8. CONCLUSIONS

a) Book availability is not good on average and is declining rapidly.

b) There is considerable inequity in the system

c) The distribution system is not working well for a wide variety of reasons and is in urgent need of complete redesign.

d) Storage, packing and transportation are particularly weak.

e) Conservation is poor.

f) Production specifications are inadequate for expected book life.

g) MOE financing is inadequate to maintain planned levels of provision.

h) There is considerable waste in the system.

i) There is an urgent need for rapid training and upgrading of teachers, librarians and storemen.

j) The weakness of the whole system plus the very low salary levels has created a powerful parallel market which is encouraged by the subsidy system. This parallel market is exploitative and increases costs to parents considerably.

ANNEX

LOCATIONS OF SCHOOLS VISITED

	PRIMARY SCHOOL LOCATIONS			SECONDARY SCHOOL LOCATIONS			
	1	2	3	1	2	3	TOTAL
TEAM 1	6	7	3	6	2	0	24
TEAM 2	2	8	4	2	3	0	19
TEAM 3	7	6	5	2	3	1	24
TOTALS	15	21	12	10	8	1	67
	URBAN	RURAL ROADSIDE	REMOTE	URBAN	RURAL ROADSIDE	REMOTE	
	48			19			

URBAN LOCATIONS	25	37%
RURAL ROADSIDE LOCATIONS	29	43%
REMOTE LOCATIONS	13	20%

SCHOOLS VISITED BY TEAM 1.

	SCHOOL	DISTRICT	PROVINCE
1	BAKTOUK PRIMARY	7 JANDARY	PHNOM PENH MUNIC.
2	CHUM POU ONE PRIMARY	DOKOR	PHNOM PENH MUNIC.
3	SEREI PHEAP HIGH SCHOOL	KANDAL	KANDAL
4	THNAL TOTUNG PRIMARY	PHNOM PENH	KANDAL
	PREK DUCH PRIMARY	LOEUK DEK	KANDAL
	KHSUM PRIMARY	KIEN SVAY	KANDAL
	KEP PRIMARY	KAMPOT	KAMPOT
5	MOHASAMAKI PRIMARY	KAMPOT TOWN	KAMPOT
	MUOY MAKKARA PRIMARY	KAMPOT TOWN	KAMPOT
	BOEUNG TUK PRIMARY	KAMPOT	KAMPOT
1	KAMPOT HIGH SCHOOL	KAMPOT TOWN	KAMPOT
	ANG-CHHUK SECONDARY	CHHUK	KAMPOT
	TUOL SVAY PREY PRIMARY	CHAMKAR MON	PHNOM PENH MUNIC.
4	PREY VENG HIGH SCHOOL	PREY VENG	PREY VENG
	SNAY POL PRIMARY	PEARENG	PREY VENG
	KDEY KANVAL PRIMARY	PREY VENG	PREY VENG
7	KOMPONG TRABEK HIGH SCHOOL	KOMPONG TRABEK	PREY VENG
	SVAY RIENG HIGH SCHOOL	SVAY RIENG	SVAY RIENG
	CHI CHIPHOU PRIMARY	SVAY TEAP	SVAY RIENG
0	CHI PHUO LOWER SECONDARY	SVAY TEAP	SVAY RIENG
	OKOKI PRIMARY	ORAL	KAMPONG SPOEU
	VOR SA PRIMARY	SAMRONG TONG	KAMPONG SPOEU
3	CHRANG CHAMRES II PRIMARY	RUSSEY KEO	PHNOM PENH MUNIC.
	RUSSEY KEO HIGH SCHOOL	RUSSEY KEO	PHNOM PENH MUNIC.

SCHOOLS VISITED BY TEAM 2.

	SCHOOL	DISTRICT	PROVINCE
	GOKI THOM PRIMARY	KIENG SVEI.	KANDAL
2	KBAL CHROV PRIMARY	LEUK DAIK	KANDAL
	THONAL TOHTUNG SECONDARY	PHNOM PENH	KANDAL
	PHNOM PROS SECONDARY	KOMPONG SIAM	KOMPONG CHAM
	TA MEANG PRIMARY	KOMPONG SIAM	KOMPONG CHAM
	ANGKANRAME PRIMARY	TBAUNG KHMUM	KOMPONG CHAM
	PRA SREI KROM PRIMARY	TBAUNG KHMUM	KOMPONG CHAM
	MEAN PRIMARY	PREY CHHOR	KOMPONG CHAM
	CHBAR AM PAU PRIMARY 1.	MEAN CHHEY	PHNOM PENH MUNIC.
	10 MAKARA HIGH SCHOOL	TIRUOM KHET	SEAM REAP
	DOUN-TRO PRIMARY	POUK	SEAM REAP
	KOMROV POUK PRIMARY	POUK	SEAM REAP
	KHNAT PRIMARY	POUK	SEAM REAP
4	WAHT SVAY SECONDARY	TIROUM KHET	SEAM REAP
	SANKAT 4 SECONDARY	TIROUM KHET	SEAM REAP
	SRIT PRIMARY	SEAM REAP	SEAM REAP
	RLOUS PRIMARY	SEAM REAP	SEAM REAP
	ROLOUS PRIMARY	TIRUM KHET	KAMPONG SPOEU
7	CHAMBAK PRIMARY	SAMRONG TONG	KAMPONG SPOEU

SCHOOLS VISITED BY TEAM 3.

No.	SCHOOL	DISTRICT	PROVINCE
1	GRAPERTA PRIMARY	TAKMOA	KANDAL
2	ANGSNOUL PRIMARY	PHNOM PENH	KANDAL
3	COLLEGE KOKI THOM	KIEAN SVAY	KANDAL
4	LYCEE KAMPONG PHNOM	LOEUK DEK	KANDAL
5	KORK BANTEAY PRIMARY	ROLEAR PAIR	KAMPONG CHHNANG
6	SOUTH ROLEAR PAIR SECY.	ROLEAR PAIR	KAMPONG CHHNANG
7	SAMRONG PRIMARY	TIRUOM KHET	KAMPONG CHHNANG
8	ECOLE MODELE	TIRUOM KHET	KAMPONG CHHNANG
9	TAING-KRASAING PRIMARY	TUK-THOS.	KAMPONG CHHNANG
10	SAMBO MEAS PRIMARY	ROLEAR PAIR	KAMPONG CHHNANG
11	ANDONG SNAY PRIMARY	ROLEAR PAIR	KAMPONG CHHNANG
12	MEAN CHEY PRIMARY	STING MEANCHEY	PHNOM PENH MUNIC.
13	KRAENG KAEK PRIMARY	PREY VENG	PREY VENG
14	PEARENG HIGH SCHOOL	PEARENG	PREY VENG
15	RONG DAMREY PRIMARY	PREY VENG	PREY VENG
16	7 JANVIER PRIMARY	SVAY TEAP	SVAY RIENG
17	PREY ANGKUNH PRIMARY	CHANTREA	SVAY RIENG
18	KROLKO PRIMARY	SVAY RIENG	SVAY RIENG
19	SAMBOUR PRIMARY	TIRUOM KHET	KOMPONG SPOEU
20	KOMPONG SPOEU HIGH SCH.	TIRUOM KHET	KOMPONG SPOEU
21	SVAY PAK PRIMARY	ROELIS SET KAO	PHNOM PENH MUNIC.
22	ROEUS SEI KEO	ROEUS SEI KEO	PHNOM PENH MUNIC.
23	4 JANVIER PRIMARY	TIRUOM KHET	STUNG TRENG
24	19 MAI HIGH SCHOOL	TIRUOM KHET	STUNG TRENG

ANNEX 5.

PROVINCE	KANDAL	KAMPOT	KOMPONG CHAM	PREY VENG	SVAY RIENG	SEAM REAP	KOMPONG SPOEU	STONG TRENG
NUMBER OF BOOKS IN STOCK	450	26,050	19,931	57,420	1,450	27,751	3,710	3,500
STOCK RECORD SYSTEM IN USE?	YES	YES	YES	YES	YES	YES	YES	YES
HOW MANY DISTRICTS SUPPLIED?	11	8	17	12	7	14	8	5
HOW BOOKS ARE DISTRIBUTED TO DISTRICTS	DISTRICTS COLLECT ALLOCATIONS	DISTRICTS COLLECT	DISTRICTS COLLECT	DISTRICTS COLLECT	DISTRICTS COLLECT	DISTRICTS COLLECT	DISTRICTS COLLECT	DISTRICTS COLLECT
SIZE OF BOOK STORE	24x7x3m. HEIGHT	12x8x3m. HEIGHT	6x6m	7x8x4m HEIGHT	4x8m	7x5m	8x8x2m HEIGHT	8x4x3m HEIGHT
NAME OF PERSON IN CHARGE	LAK HAK	ROS THAN	SI NOV	THON PUN	SOK SOEUR	CHIEP SOKHA	AENG SAL	—
REPORTING TO WHOM	PLANNING DEPARTMENT M.O.E.	PROVINCIAL DIRECTOR OF EDUCATION	PROVINCIAL DIRECTOR OF EDUCATION	PROVINCIAL DIRECTOR OF EDUCATION	PROVINCIAL DIRECTOR OF EDUCATION	PROVINCIAL DIRECTOR OF EDUCATION	PROVINCIAL DIRECTOR OF EDUCATION	PROVINCIAL DIRECTOR OF EDUCATION
NUMBER OF BOOKS SOLD THIS YEAR	77,456	20,262	50,194	28,400	41,000	71,318	17,721	1,000
PAYMENT/ BANKING RECORDS	LOCAL BANK	PROVINCIAL BANK ACCOUNT	LOCAL BANK	LOCAL BANK	PROVINCIAL DIRECTOR OF EDUCATION	LOCAL BANK	PROVINCIAL DIRECTOR OF EDUCATION	PROVINCIAL DIRECTOR OF EDUCATION
CONDITION OF STORE AND BOOKS	NO SHELVES. FLOOR STACKING	FLOOR STACKS. VERY DIRTY	GOOD STORE. TRAINING NEEDED	FLOOR STACKS BOOKS SOILED	SECURE. BOOKS TIDY	STORE IN BAD CONDITION	UNTIDY. BOOKS SOILED	?
NUMBER OF BOOKS COLLECTED	?	11,839	190,804	?	42,400	72,849	?	3,591
NUMBER OF BOOKS RECEIVED	?	11,794	190,784	?	42,400	72,744	?	3,500

DISTRICT STORES 1991-1992

ANNEX 6

DISTRICT—	PHNOM PENH	LOEUK DEK	CHHUK	TBAUNG KHMOM	ROLEA PAIR	TIRUOM KHET	PEARENG	SVAY TEAP	SEAM REAP	POUK	TIRUOM KHET	
PROVINCE—	KANDAL	KANDAL	KAMPOT	KOMPONG CHAM	KOMPONG CHHNANG	KOMPONG CHHNANG	PREY VENG	SVAY RIENG	SEAM REAP			
NUMBER OF BOOKS IN STOCK	980	960	3,618	5,870	233	402	5,695	10,110	3,087	2,430	309	
STOCK SYSTEM IN USE ?	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	
HOW MANY SCHOOLS SUPPLIED	31 SCHOOLS	ALL SCHOOLS	12 COMMUNES	16 COMMUNES	13 COMMUNES	5 SCHOOLS	66 SCHOOLS	21 COMMUNES	9 COMMUNES	20 COMMUNES	10 COMMUNES	
HOW BOOKS ARE DISTRIBUTED	SCHOOLS COLLECT	SCHOOLS COLLECT	COMMUNES COLLECT	COMMUNES COLLECT	SCHOOLS COLLECT	SCHOOLS COLLECT	SCHOOLS COLLECT	SCHOOLS COLLECT	SCHOOLS COLLECT	SCHOOLS COLLECT	SCHOOLS COLLECT	
SIZE OF BOOK STORE (M.)	4X4X5 HEIGHT	3X4 X5 HEIGHT	4X4 X2 HEIGHT	6X4	3X5	4X4	3X3 X4 HEIGHT	3X4 X5 HEIGHT	3X4	10X5	4X3	
NAME OF PERSON IN CHARGE	UN PANHA	?	POK CHANSAR	HAK SRORN	SAM SOPHORN	SOU PUTHEAVY	LOS LENG	SUOS SOEURN	THONG LON	KHY THYP	PHLONG KONG	
REPORTING TO WHOM	DEO/PEO	DEO/PEO	DEO/PEO	CEO	DEO/PEO	—	DEO/PEO	DEO/PEO	PEO	PEO	PEO	
NUMBER OF BOOKS SOLD THIS YEAR	5,224	—	NIL	13,849	11,431	1,186	563	5,525	6,660	450	2,290	
PAYMENT/BANKING RECORDS	PEO BANK	—	PEO BANK	PEO BANK	—	—	PEO BANK	—	PEO BANK	PEO BANK	PEO BANK	
CONDITION OF STORE AND BOOKS	POOR	POOR	POOR	POOR	POOR	GOOD	POOR	—	GOOD	GOOD	GOOD	
NUMBER OF BOOKS COLLECTED	—	—	2,575	5,670	11,531	1,557	5,745	10,110	3,087	2,962	2,290	
NUMBER OF BOOKS RECEIVED	—	—	2,575	5,670	11,531	1,557	5,695	10,110	3,087	2,962	2,290	

SPECIMEN COPY

CAMBODIA BOOK SECTOR STUDY

SPECIALIST REPORT ON

THE EDUCATION SYSTEM, AUTHORSHIP COPYRIGHT AND PUBLISHING INDUSTRY

Tony Read
May, 1992

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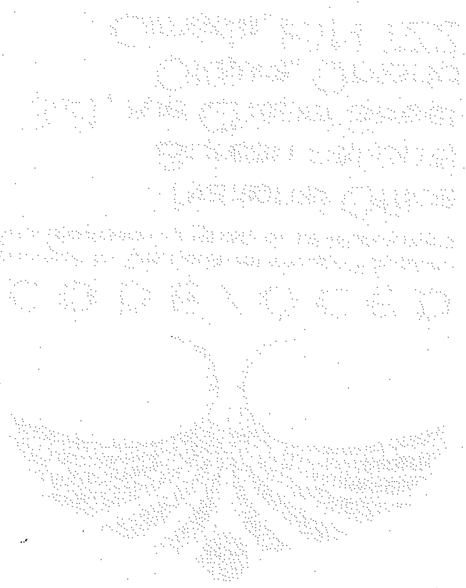

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1 Publishing Law 1986
2 Textbook Price Setting Law 1986
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4 Authors Remuneration Law 1989
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1 *INTRODUCTION*

This report is based on a three week visit to Cambodia in November/December 1991 and a follow-up visit in March 1992 where the overall results of the Book Sector Study were presented to a conference of Ministry of Education and Culture officials, representatives from other interested ministries (Ministry of Planning, Ministry of Finance etc) and to representatives of all parts of the Cambodian book trade and interested donor agencies.

Much of the ground work for this report was provided by a preliminary visit to Cambodia undertaken by Paul Eastman (CODE) and Amanda Buchan (International Book Development Limited) in April 1991. A number of publishing companies, and particularly the Ministry of Culture Publishing House (Vappator) and the Ministry of Education Publishing House (MOEPH), provided complete access to their files and accounts and answered all questions frankly and in detail. A large proportion of the conclusions on the publishing industry are directly attributed to the information and assistance provided by these two publishing houses. Other publishing houses such as the Youth Publishing House and Revolutionary Light Publishing House were also extremely helpful and cooperative but less time was spent with these two companies.

The educational section of this report is essentially a summary of the large number of reports on various aspects of education which have been produced by the Ministry of Education and a wide variety of donor agencies. A complete bibliography of reports consulted is included in the Final Summary Report of the Book Sector Study. Grateful thanks is offered to all agencies who provided such generous access to their reports and documentation.

Much of the information on authorship and copyright was derived from the publishing houses but the consultant also had access to the various laws which have affected authorship and publishing in the last seven years. The five most important of these laws are provided as annexes 1-5. The consultant would like to extend his thanks and gratitude to Redd Barna for their assistance in accomplishing the translations of these essential documents.

There is no doubt at all that authorship in Cambodia is currently in a very depressed state and that the future wellbeing of the fledgling publishing industry is under severe threat. This is largely the result of financial circumstances which are completely beyond the control of both the writers and the publishers of Cambodia. It would be impossible to overstate the level of commitment found in all of the publishing houses visited and it is the key message of this report that urgent action should be taken as soon as possible to provide the support necessary to maintain some kind of publishing industry in Cambodia both as an investment in the future of education, culture and literacy and also as an essential prerequisite of educational and thus economic and political reform.

At the time of the mission in November and December an exchange rate of approximately 850 riels to the US dollar prevailed. By February 1992 this had fallen to 350 riels to the US dollar. By March 1992 it had recovered once again to 850 riels. Wherever conversions have been necessary between riels and the US dollar in this report an average figure of 850 riels to the US dollar has been used. These conversions may need adjustment in the future in the light of further changes to the exchange rate.

TONY READ
MAY 1992

Much has been written about education in Cambodia and a list of reports consulted by the mission is attached in Annex 6 as a bibliography. This section is intended to summarise the salient points emerging from the work of many other agencies and individuals in the education sector. The intention is to provide an organisational and policy context for the many book issues that are covered later in this report.

It should be noted that this study does not cover the pre-school/kindergarten area. Technical and Vocational Education and Non Formal and Adult Education are covered as a seperate specialist study.

2.1 *Primary and Secondary*

2.1.1 A Brief History of Educational Development in Cambodia

Immediately following independence in 1954, Cambodia embarked on a programme of extending the elite French educational system to the wider population. The extension of primary education from 1950 to 1960 was followed by a rapid expansion of secondary education between 1950 and 1970. By 1970, there had been a significant increase in enrolment at both primary and secondary level but qualitatively there were still many problems. At the secondary level in particular there was far too much concentration on the production of generalists and not enough attention paid to technical and vocational education.

During the Pol Pot era (1975-79), the formal education system was virtually destroyed. Schools were closed, teachers either fled or died, the educational adminstration collapsed and was closed down. Books, teaching aids, educational publishing houses and print shops were destroyed. ***By the end of the Pol Pot regime, the formal educational system had virtually ceased to exist. An entire generation of school-aged children had missed out on education and there were virtually no trained teachers left in the country.***

From 1979 onwards, a priority of government was the reconstruction of the educational system. The level of success achieved is evident from the statistics provided in Table 1.

TABLE 1

Development of Basic Education 1979 - 1991

	PRIMARY EDUCATION			LOWER SECONDARY			HIGHER SECONDARY		
School Year	Number of Pupils	Number of Schools	Number of Teachers	Number of Pupils	Number of Schools	Number of Teachers	Number of Pupils	Number of Schools	Number of Teachers
1979-80	950,517	4,000	13,619	1,723	14	205	322	1	20
1980-81	1,339,900	4,000	30,316	5,800	62	671	518	2	28
1981-82	1,563,565	3,521	31,884	15,992	96	1,586	626	5	65
1982-83	1,648,981	3,114	32,859	37,480	173	3,300	2,232	7	158
1983-84	1,568,844	3,005	33,479	76,539	200	4,494	5,642	13	271
1984-85	1,477,506	3,133	35,878	129,634	222	6,116	11,232	19	468
1985-86	1,433,931	4,294	35,080	184,990	278	7,416	16,808	28	617
1986-87	1,294,227	4,282	36,754	327,049	304	8,967	18,799	33	858
1987-88	1,279,053	4,780	37,292	326,403	337	10,866	26,176	40	1,064
1988-89	1,313,689	4,730	36,930	289,064	373	11,702	35,125	49	1,403
1989-90	1,276,960	4,773	42,254	244,892	394	12,203	43,561	61	1,626
1990-91	1,322,743	4,665	40,614						

Source : UNESCO

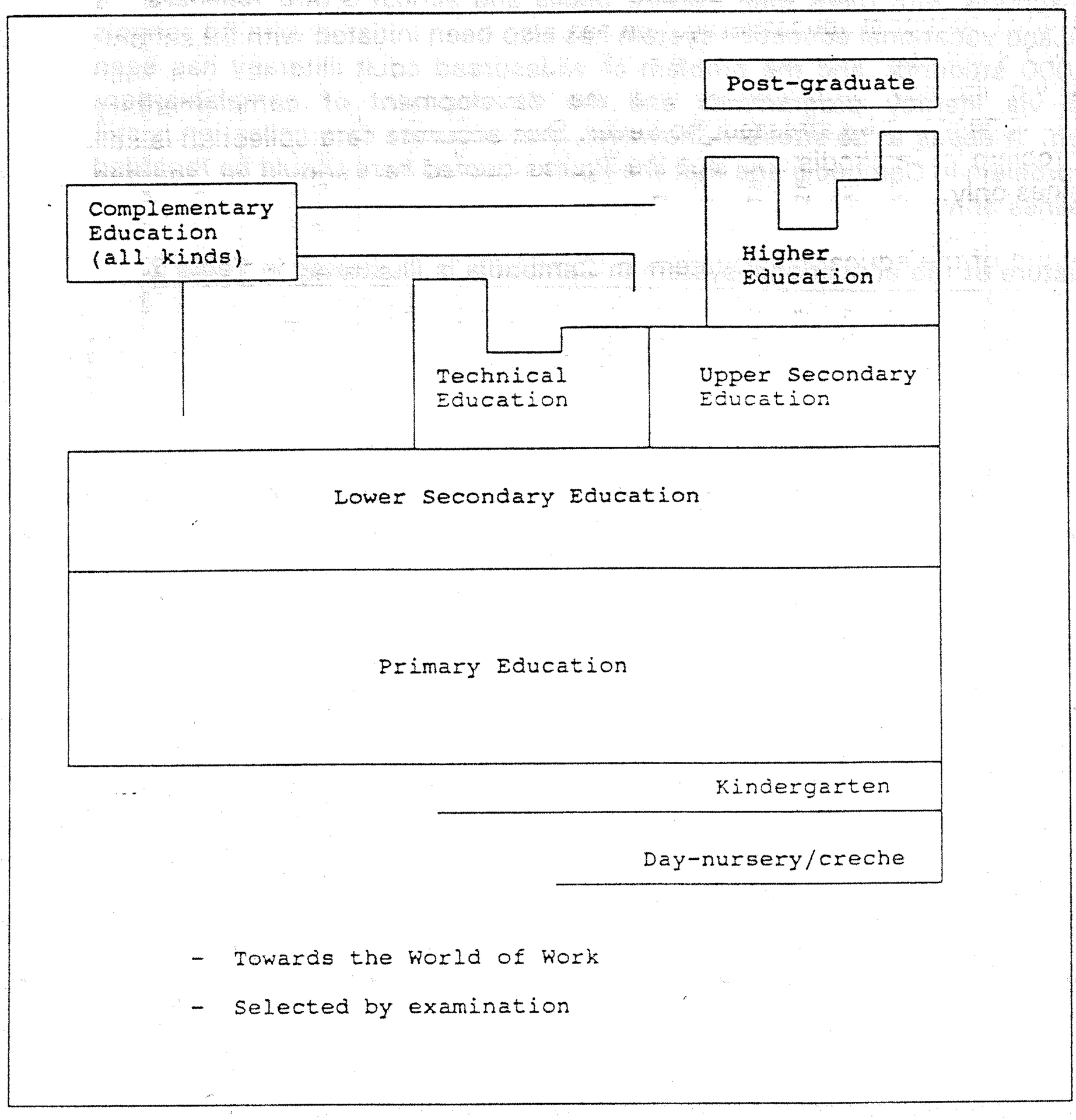
In 12 years, government efforts have created over 4,500 primary schools with more than 1.3 million pupils enrolled, almost 400 lower secondary schools with 250,000 pupils enrolled, and 61 higher secondary schools with almost 45,000 children enrolled. There are now more than 40,000 primary school teachers, 12,000 lower secondary school teachers and 1,500 higher secondary teachers.

In addition, a start has been made on pre-school education, and in 1991 there were 264 pre-schools with more than 50,000 pupils and almost 3,000 teachers. A technical and vocational education system has also been initiated with 59 schools and 37,000 students, and the problem of widespread adult illiteracy has been attacked via literacy programmes and the development of complementary education. It needs to be stressed, however, that accurate data collection is still a major problem in Cambodia and that the figures quoted here should be regarded as guidelines only.

The structure of the educational system in Cambodia is illustrated in Table 2.

TABLE 2

Educational System of the State of Cambodia



Source: UNESCO

The primary school network currently covers the whole country. Every commune has at least one school, except in the north-east where the physical environment makes school provision much more difficult. The overall enrolment rate is reported by the Ministry of Education to be 82% but with substantial variations between Phnom Penh (90% and 95% enrolment), provincial centres with an average of 70% enrolment, and isolated rural areas where enrolment can be as low as 30% of the school age population.

The enrolment variations are mirrored by variations in the quality of education offered. There are reported to be considerable variations in the quality of school buildings, class sizes and in the quality of instruction offered - largely a function of the availability of trained teachers and adequate educational support materials. The detailed school survey, which visited almost 70 schools in 12 districts in Cambodia in urban, rural, and relatively remote areas, found a level of school building and basic equipment (desks, chairs and blackboards) which was surprisingly high in comparison with many other developing countries. It also found that most school committees had some money, raised from parental contributions, to spend on education and that the overwhelming target of expenditure was the improvement in school buildings.

The *lower secondary network* has trebled in the past eight years. The number of schools has increased from 200 to 394, and the pupil population has grown from 76,000 to almost 250,000. The number of teachers in lower secondary schools has also trebled over the same period. Inevitably there are regional variations in quality and in the standard of provision of lower secondary education. There is a great demand for secondary education from parents, particularly in urban areas, and school facilities have not been able to keep pace with demand. The participation of girls in lower and upper secondary education is reported to be low.

Upper secondary schools doubled in number as well as enrolment between 1986 and 1990. Upper secondary schools were originally situated only in the larger towns but now there is at least one upper secondary school in every province except in the north-east region. The demand for upper secondary education is also intense but government policies are at present restricting investment in this area. Inevitably, under the current economic circumstances, there could be a growth of private upper secondary education to cope with this demand.

2.1.2 Current Policies Toward Education

a) UPE

The government and the Ministry of Education originally targeted the achievement of universal primary education (UPE) by 1991. In the light of the current economic circumstances, this is unlikely to be achieved by the end of the decade at the earliest. The stated policy of the government is that eight years of basic compulsory education (primary in grades 1-5 and lower secondary in grades 6-8) should be instituted by 1994.

b) Cost of Education

The government concedes that basic education should be free to all who attend. In practice, tuition is currently free but charges have been introduced to cover textbooks. All pupils must buy their own basic stationery (notebooks, pens, pencils and maths sets etc) and most parents are required to make a non-compulsory contribution towards the school fund administered by a school committee which is largely used for improvements in the physical fabric of the school or the upgrading of furniture. The school survey provides comprehensive information on the nature of the fees required of parents and estimates the basic costs of education to parents in the primary school system.

c) Additional Tuition

Another charge on students is additional tuition. The basic level of schooling offered in most primary schools is low and many pupils (all those who can afford it) attend private tuition and coaching to enable them to pass their examinations. This tuition has to be paid for and is both an additional cost to parents and a source of supplementary income to teachers. Sometimes this additional tuition is organised by provincial or district education authorities. The Kandal province education report for 1991-2 refers to the organisation of additional tuition for pupils who have failed their primary school leaving exam. More often the additional tuition is organised privately by individual teachers. Additional tuition is encouraged by low school opening hours - generally only 4-5 hours per day.

d) Restrictions on Investment in Upper Secondary Education

It is also a policy of the current government that investment in upper secondary education should be restricted to enable existing government funds to be concentrated on upgrading the primary and lower secondary sector. Combined with recent government policy decisions both to allow and to encourage the development of private education, this policy decision would seem to open the way for a growth of private upper secondary education.

e) Technical Education at Lower Secondary Level

The pressure for upper secondary and technical and vocational education is such that these institutions are now starting to require much higher level qualifications for entry. As a result, a subsidiary government policy is to increase the provision of vocational education in lower secondary schools. The generally low quality of teachers in the system is a matter of serious concern for government and there are ambitious plans for a major upgrading in teacher training (see below).

f) Curriculum Reform

Substantial curriculum reform was started in 1985 (see below) and is underway. The low relevance and ineffectiveness of much of the school curriculum is widely recognised within the Ministry of Education and strenuous efforts have been made to amend the current curricula. Nevertheless, the government sees that in the present circumstances a major curriculum review is probably not practicable and is engaged in transitional policies, planning for a complete overhaul starting in 1994 or 1995. This is considered to be a sensible and pragmatic approach to the problem.

g) Upgrading of School Buildings

The need for more school building and the unsuitability of many existing buildings is also recognised, and considerable investment is planned in construction activities. The Ministry of Education has developed a model school building plan which communities are required to use in the construction and extension of existing facilities. The Kandal Province Educational Report from 1991-2 refers to the repair of 13 buildings with 38 classrooms at a cost of 4 million riels, the building of 12 new schools with 42 classrooms at a cost of 26.5 million riels, and the repair and provision of furniture to other schools at a cost of 10.2 million riels. The total expenditure was almost 41 million riels, out of which 30 million were funded by donations from overseas Khmer. These figures do not include the substantial building activities of local communities which probably account for the majority of school construction, extension and maintenance at present.

All of the above policy initiatives have to be seen in the light of falling government revenue and decreasing Ministry of Education budgets. It is extremely unlikely that the finance will be available in the short and mid term from government budgets to fund even these priority development plans.

2.1.3 Enrolment, Attendance, Drop-Out and Repetition

Table 3 shows enrolment by level from 1979 to 1990. In 1979, primary enrolment represented approximately 97% of the total educational population in Cambodia; by 1990, primary education had increased by 40% in enrolment but now represented only 80% of the population. In 1990, more than 1.7 million people, approximately 20% of the total population, were participating directly in education.

TABLE 3

Enrolment by Level 1979-1990

LEVEL OF EDUCATION	1979-80	1985-86	1990-91
Pre-School	8,229	56,165	49,277
Primary	947,317	1,315,531	1,329,573
Lower Secondary	4,803	297,775	201,496
Upper Secondary	281	14,020	47,472
Secondary Technical	378	2,859	11,234
Teacher-Training			
Higher Education	702	2,213	6,659
Adult Education	7,459	246,341	79,787
TOTAL	969,169	1,934,904	1,725,498

Source: Bulletins de statistiques de l'education de l'Etat du Cambodge 1979-1980 to 1989-1990 and 1990-1991.

It is noticeable however that enrolment has decreased significantly from a high point of 1.65 million at primary school in 1982-3. From that year, enrolment fell steadily to a low point of 1.28 million in 1987-8. Thereafter, it has stabilised at about 1.3 million. Broadly the same phenomenon is noticeable in lower secondary education, where the high point of 327,000 pupils enroled was reached in 1986-7, since when enrolment has dropped to 245,000 in 1989-90; the growth rate in upper secondary education has continued to increase steadily throughout the same period. The enrolment decline is most striking in lower secondary where it has decreased by almost a third since 1986.

This fall in enrolments is causing serious concern, particularly in the light of the government's policy priority of achieving universal primary education by 1995. Demographic indicators show that the under-14-year-old population is still increasing rapidly.

The cause for the enrolment decline is not easy to ascertain. Various reports indicate that it could be a drop in demand for education related to perceived low quality, the lack of employment opportunities as a result of education, and the economic demands of poorer families who need to have their children working in the fields. Other interpretations are that the drop in enrolment represents the passing through of the bulge of over-aged children who entered the educational system after the fall of the Khmer Rouge. In this context, it is interesting to see the spread of age groups in one provincial education service. The Kandal Province Education Report 1991-2 (see Table 4) shows the spread of pupils per grade. In grade 1, the age spread runs from 6 to 13 years; in grade 2, it runs from 6 to 14 years; in grade 3, it runs from 7 to 15; in grade 4, it runs from 7 to 15, and in grade 5, it runs from 9 to 16+. Although the numbers of severely over-aged children in the system are small, this table does indicate that the age mix per grade is still wide and that this remains a notable pedagogic issue in the Cambodian educational system. Kandal is a relatively rich province and it could be assumed that the age structure revealed here would be more pronounced and extreme in rural and isolated areas.

TABLE 4

Provincial Educational Service

Pupil age analysis according to their grade

AGE	GRADE 1		GRADE 2		GRADE 3		GRADE 4		GRADE 5		TOTAL	
	Pupil		Pupil		Pupil		Pupil		Pupil		Total	Girl
	Sub-Total	Girl	Sub-Total	Girl	Sub-Total	Girl	Sub-Total	Girl	Sub-Total	Girl		
6 yrs	27,504	12,845	117	69	-	-	-	-	-	-	27,621	12,914
7 yrs	18,156	7,329	14,941	6,683	11	5	2	1	-	-	33,110	14,018
8 yrs	3,663	2,525	11,149	4,890	10,686	4,752	8	3	-	-	25,506	12,170
9 yrs	749	266	7,754	3,517	7,127	3,224	7,433	3,338	36	21	23,099	10,366
10 yrs	123	47	2,637	1,273	4,752	2,143	5,269	2,290	5,703	2,497	18,484	8,250
11 yrs	41	9	695	284	4,670	2,131	4,148	1,689	3,812	1,660	13,366	5,773
12 yrs	20	2	210	75	819	459	3,728	1,593	3,043	1,268	7,820	3,397
13 yrs	1	1	31	7	341	110	714	357	2,983	1,161	4,070	1,636
14 yrs	-	-	12	3	21	10	103	32	546	254	682	299
15 yrs	-	-	-	-	1	1	13	3	42	21	56	25
over 15 yrs	-	-	-	-	-	-	-	-	5	-	5	-
	50,257	23,024	37,546	16,801	28,428	12,835	21,418	9,306	16,170	6,882	153,819	68,848

Source: Provincial Educational Service, Kandal, November 1991

e) The break-up of the policy of equality of access to the system which currently is most striking at the post-secondary level where entry now often depends either on influence or on illegal payments.

f) The considerable regional variation in the quality of education offered - particularly at primary and lower secondary level.

g) The very rapid growth in post-secondary education and the likelihood of increasing consumer demand in this area. This issue needs to be viewed in the light of apparent low government priority for upper-secondary and higher education.

h) The falling enrolments in primary and lower secondary school which are, perhaps, indicative of low levels of parental satisfaction with the education offered.

i) The perceived low quality of a majority of teachers and lecturers and the urgent need for both in-service and pre-service training at all levels.

j) The absence of any kind of effective inspectorate or supervisory capacity.

k) Very low teacher/lecturer salaries creating a disincentive to enter the teaching profession and a dependence on alternative services of income.

l) The obvious need for curricula reform at all levels of the system.

m) The need for a language policy - particularly at post-secondary level.

n) Generally low levels of western foreign languages which will inhibit training, cause development, access to knowledge and information and the effectiveness of technical assistance.

o) Very low levels of affordability by parents/students in the majority of the country which severely limits the level of parental contributions which can be made to the education system.

p) The urgent need for higher level management skills in the education system.

q) The confused policy forming and financial management arrangements which exist between a number of different Ministries at the higher education level and between the Ministry of Education and provincial education authorities in primary and secondary education.

Attendance to enrolment ratios have been referred to as a problem in numerous reports produced on education in Cambodia. The detailed school survey undertaken by the mission indicates however that, in general, attendance rates were high on the day of school visiting and averaged over 90% as a proportion of school population enrolled at the beginning of the school year. These figures will need careful analysis in the light of the drop-out and repetition rates reported for the system by other reports. If correct they are high attendance to enrolment ratios in comparison with many other developing countries in South and East Asia.

Figures provided by the Ministry of Education in December 1991 indicated the following national drop-out rates by grade.

Between Grade 1 & 2	-	28.93%
Between Grade 2 & 3	-	28.60%
Between Grade 3 & 4	-	30.88%
Between Grade 4 & 5	-	21.42%

These figures are broadly in line with those quoted in other reports. As an indicator of internal efficiency, it would appear on average to take more than ten years to produce a primary school graduate who ideally should have taken only five years to transit through the system.

Table 5 provides information on repetition rates in six provinces. The repetition rates show considerable variation according to province but are uniformly far higher than the drop-out rates. The combination of high levels of repetition and relatively high levels of drop-out are indicative of a cost-inefficient system. Major savings could obviously be achieved for government if the overall efficiency of the system could be significantly improved. For this to be achieved, a clear understanding of the causes of drop-out and repetition from amidst the myriad of factors that could apply is essential. It is interesting to note that most reports on drop-out and repetition indicate that there is not a significant difference in factors applying to boys or girls.

TABLE 5

Internal Efficiency of Primary Education in Six Provinces 1989-1990

PROVINCE	GRADE-WISE REPETITION RATE (%)					YEARS INPUT PER GRADUATE	COEFFICIENT OF EFFICIENCY
	1	2	3	4	5		
Kandal	41.6	32.4	29.6	24.7	19.3	10.9	46%
Battambang	25.0	21.9	17.7	19.2	11.1	8.9	57%
Pursat	39.7	27.2	24.0	30.3	22.0	10.4	48%
Svey Rieng	29.5	30.5	28.3	28.2	24.6	11.4	44%
KG. Thom	33.5	20.2	23.3	22.8	19.0	22.1	23%
KG. Chhnang	53.5	47.7	39.6	30.2	31.6	17.7	28%

Source: Provincial statistical reports 1990-91 and Bulletin of Education Statistics 1989-90. Ministry of Education.

2.1.4 Other Factors in the Educational System

These can be summarised as follows:-

a) The low level of pupil achievement, even for those who graduate from primary school at grade 5. It is reported by the Ministry of Education that those who pass at this stage into work are ill-prepared, and that those who continue into lower secondary school will not have been provided with the necessary prerequisites for effective further study.

b) The low level of teacher competency, both in terms of basic knowledge and of outdated methodology. Table 6 provides information on the current level of training for teachers in primary school.

c) High pupil/teacher ratios. These are calculated at 47+ on average in primary and 25+ in secondary. Regional variations indicate that much higher ratios are found in some urban areas.

d) Insufficient or poor school buildings.

e) Short school day. The official schooling is for four hours a day, five days a week in two semesters running from September to June.

Problems on educational materials will be covered in detail below.

TABLE 6

Teacher Qualifications in Primary School

5.22%	of Primary Teachers have not completed Primary school
5.28%	of Primary Teachers completed Primary school only
23.51%	of Primary Teachers completed but did not complete Lower school
60.20%	of Primary Teachers completed Lower school
4.95%	of Primary Teachers entered but did not complete Upper school
0.87%	of Primary Teachers graduated Upper school

Source: MOE (NCEFA Conference Paper)

2.1.5 Curriculum Development

The existing curriculum used throughout the primary and secondary system was developed from 1979 to 1985 as part of the process of re-establishing schooling in Cambodia. At that time, the structure of primary and secondary education was a four-year primary course, a three-year lower secondary course and a three- year upper secondary course. Vietnamese consultants provided assistance in developing a curriculum for the first two years of primary education, but the rest of the curriculum for other grades was largely based on adapting the pre-Pol Pot curriculum. None of the staff involved in curriculum development had had any training; the curriculum was constructed as part of an exercise of "learning by doing".

In 1985 it was realised that, despite the progress made, much remained to be done if the curriculum of the schools was to be more appropriate to the needs of the children, more relevant to their environment and more responsive to the claims of the community. It was recognised in particular that the early years of primary school were heavily over-loaded and inappropriate, and that this circumstance was aggravated by the very wide age range of the children attending school. A curriculum review was therefore initiated in 1985 at the same time that the school cycle was changed from 10 to 11 years (5 years of primary, 3 years of lower secondary and 3 years of upper secondary). The curriculum review also coincided with the opening of the Ministry of Education Publishing House (MOEPH) which was made responsible for textbook design and production.

The objectives of the 1985 curriculum review were:-

a) Eliminating any vestiges of Pol Pot indoctrination.

b) Focusing on immediate manpower needs.

c) The development of concepts of citizenship.

d) Generating the knowledge and skills necessary for functional productivity in society.

e) Encouraging good health, hygiene, nutrition and family care.

f) To provide the basis for further education beyond the primary stage.

The new curriculum work resulted in a number of new books being written and produced from 1988 to the present day. These cover Khmer langauge and maths in the first three grades (plus teachers guides), history, geography and applied science in grade 3, geography in grade 4 and moral education in grades 1, 2 and 3. All the other textbooks in the system are those produced between 1979 and 1985 as part of the initial curriculum re-creation exercise.

The Ministry of Education considers that the current curriculum has the following problems:-

a) The lack of continuity and inter-relationship within the curricula, particularly between grades and between different subjects within grades.

b) The lack of balance in the curricula where, for instance, 14 hours is devoted to language and 3 hours to maths.

c) The basic lack of hours given to primary schooling.

The current Ministry policy is that between 1991 and 1995 there should be a continuation of the process of improvement rather than an attempt at radical curriculum reform. The MOE would wish to see the introduction of improved supervision, the development of learning modules, improved teacher training and improved management capabilities in the system. During the period of transition, the MOE would like to start the preparation for radical curriculum reform that it currently plans should take place post-1995. To this end, it has proposed the introduction of a consultative body, together with a consultative system, inter-sectoral dialogue and cooperation, an approach to advisory and executive international agencies for assistance, and the convening of an appropriate national conference with the support and full authority of the national assembly and the Council of Ministers.

The existing curriculum, even with the new elements introduced post-1985, is widely considered to be old, ideologically biased, too formal for the needs of Cambodian children, demanding too much work, is too difficult and is irrelevant to the needs of the country - particularly in rural areas. There is obviously an urgent need for a major curriculum overhaul at primary and secondary level. However, there is no experience of curriculum development within the MOE or within the teaching profession as a whole. In particular there is no experience at developing curriculum models from direct experience within the classroom. ***Substantial technical assistance is needed to set up a curriculum development organisation, to establish priorities and to provide detailed assistance in a coordinated way subject by subject and grade by grade.*** Bearing in mind the lack of curriculum development skills and experience, a large curriculum development exercise will take a long time to complete. How long should the education system be expected to wait until new curricula materials are made available? The MOE's policy of creating an interim programme of short-term reform and revision to rid the system of the worst aspects of current practice (eg: length, difficulty, relevance to current need, ideological unacceptability) seems sensible and practical. The consideration of adaptation and translation possibilities of existing texts in use in other countries could provide fast upgrading and would assist in the training of a generation of curriculum developers and educational publishers.

Curriculum development, authorship and publishing are currently undertaken by the same people within the Ministry of Education Publishing House (MOEPH). ***The separate and different skills of each activity are not recognised and therefore not developed, and quality suffers as a result.*** Organisational reform is required within the MOE to separate out the different elements and to develop each. This reform would also place emphasis on the need for strong cooperative links between the different elements.

No financial framework exists within government or within the MOE to determine the size and scope of state finance for education. No decisions have been taken on a new balance between state and parental contributions. Existing levels of subsidy and support may not be sustainable and this will affect the whole range of needed inputs to the system. This is a very complex and difficult issue. ***Educational planning must be placed within a context of sustainable funding. Support must be provided to government and the MOE to get sustainable financial provision parameters as soon as possible.***

2.2 *Teacher Training*

2.2.1 Historical background

In 1979, almost two-thirds of the teaching force had been killed or had fled the country during the Pol Pot regime. In rebuilding the education system, the MOE had the major task of training a large number of new teachers in the shortest possible time. During the period the vast majority of recruited primary school teachers received an initial training course of 45 days only - irrespective of their educational background; in many cases, this did not extend to the completion of the primary school leaving certificate. The success of the programme of upgrading, bearing in mind the problems, has been great. Between 1979 and 1989 about 65,000 teachers have been trained in different pre-service education programmes. Of these, 3,400 were trained as pre-school teachers, 44,000 as primary teachers, almost 16,000 as lower secondary teachers and almost 2,000 as upper secondary teachers. Despite this massive effort, only approximately 25% of primary school teachers currently in the system have been trained in formal teacher training courses, and only 40% of secondary school teachers. The rest of the teacher population is either untrained or has received short intensive courses, many of these in the early 1980s.

The pre-service training programme that has emerged over the past 12 years is supplemented by special in-service courses designed for the teachers who, at the time they were recruited, received only crash course training and lacked the necessary educational background.

2.2.2 The organisation of teacher training

Primary pre-service training is now decentralised and takes place in 21 primary teacher-training colleges - one in each province. Since 1983 the formal requirement to qualify primary teachers has been eight years of general education (ie: up to lower secondary level) plus one year of pre-service training. In 1991, an additional year of pre-service training was introduced.

Lower secondary teachers are trained in seven regional teacher-training colleges. The curriculum since 1985 has required that trained lower secondary teachers should have received eight years of general education and three years of pre-service training. Some teacher-training colleges now require eleven years of general education and two years of pre-service training.

The training of upper secondary school teachers takes place only in the University of Phnom Penh. Upper secondary school teachers are now required to have a university degree and thus require eleven years of general education and four years of university education.

Acceptance into teachers' training courses is decided by examination. Once accepted, the teachers receive a scholarship to assist with their costs through university education. The value of these scholarships has been seriously eroded in recent years as a result of currency devaluation and the prevailing economic problems.

2.2.3 Policy Issues

The MOE perceives the low quality of existing teachers and a high proportion of untrained teachers in the system (particularly at primary level) as one of the major inhibiting factors in the development of quality education. Accordingly, it sets a high priority on increasing the flow of trained teachers and upgrading the quality of those already in the system. A number of donor agencies have combined with the MOE to provide detailed and ambitious plans for teacher training over the next ten years. The extent to which these plans can be realistically achieved depends upon a number of factors - particularly the availability of government and/or donor finance to support development. The crushing problem of very low teacher salaries, and the lack of any kind of incentive payments related to performance or promotion has created a situation where teaching is not regarded highly as a profession and where, in consequence, it is difficult to attract good candidates. Current MOE policy is to improve teacher training by the continuation and intensification of in-service courses, the upgrading of the academic background required to enter pre-service training and the increasing centralisation and upgrading of the facilities of teacher training generally.

The MOE has set a deadline for the granting of the required certificate to all primary school teachers. In principle, after 1995, all teachers who have not obtained this certificate will have to stop teaching or be assigned to other services. This policy target is widely regarded as being unrealistic in the light of current pressure on ministry budgets and a lack of suitably qualified and interested candidates to replace teachers who are not certificated. Similarly, the enhancement of the in-service training programme requires major resources of money, staff and books and didactic materials. ***Neither the MOE nor provincial governments are currently in a position to support such a programme***. The mobility of teachers is conditioned by the poor salaries. Potential candidates for teacher training from the major cities are also unlikely to want to teach in rural and isolated areas. The past practice of the government in granting a house to teachers in rural areas has recently been affected by the shift towards privatisation and the lack of government finance to purchase land or rent houses.

2.3 *Higher Education*

2.3.1 Organisation and Finance

The Ministry of Education is responsible for eight educational institutes - the University of Phnom Penh, the Tuk Thla Technical Training School, the Khmer-Soviet Friendship Higher Technical Institute (now dealing only with Engineering degrees), the Ecole Superior, the Cadre de Gestion de L'Education, the Economic Sciences Institute and two Institutes of Teacher Training in Battambang and Kampong Chan. In addition to these institutes, the Ministry of Health is responsible for the Faculty of Medicine, Pharmacy and the Central Nursing School, the Ministry of Agriculture for the Chamcar Dong Agricultural Institute, and the Ministry of Industry is responsible for the Russey Keo Technical Training College. The Ministry of Culture is responsible for the University of Fine Arts. All of these higher education institutes report to their sponsoring ministries who in turn depend upon the Ministry of Finance for funding.

The Ministry of Education is estimated to be the seventh largest ministry in terms of allocated government budget. Although there is no official priority given to education, all the signs are that primary education is still regarded as the priority sector within the Ministry of Education. ***Higher education therefore has a low priority in only a medium priority Ministry.***

Government budgets to the tertiary educational institutes now cover only staff salaries and student grants. The Ministry of Education is required to pay direct operational costs such as electricity and water bills, but their failure to pay these bills has led to many of the institutions being deprived of water, electricity and sewage facilities for long periods. Some institutions have invested in generators but usually they can afford sufficient fuel for emergency needs only. Books and equipment are low priority items and no tertiary institution even dreams of a book budget.

As a result of budget cuts in recent years, the physical infrastructure is in very poor condition. Buildings are old, dirty and unrepaired with broken windows and leaking roofs. The classrooms are too small to cope with the dramatic increase in enrolment and there is a critical shortage in furniture, particularly chairs. There are few audio-visual aids available and few operational computers. Even blackboards are sub-standard.

As higher education budgets and support decrease sharply under the current economic conditions, many universities and institutes of higher education are developing income-earning activities, generally on a very small scale. In the University of Phnom Penh there is an attempt to make the print shop earn some money for the university by undertaking printing work for NGOs. In 1990-1991, after the cost of materials had been subtracted, the university had made a profit of between US$ 200-300. The university also runs Khmer language classes for foreign students at the university. The students learning English pay US$ 50 a month, half of which goes to the teacher as overtime payments and the other half to the university. This currently is earning the university about US$ 200 extra a month.

The University of Fine Arts in the Visual Arts Faculty attempts to earn some extra money by the sale of students' work. Outside the university there is a cooperative shop which sells a selection of students' work, mostly to tourists. The disadvantage of this is that the work has to appeal to tourists and is not creative or experimental. The cooperative retains only 10% of the sales. The total income from the shop to the university is only about 100,000 riels per year (US$100) and this amount is spent on adminstration, equipment for the plastic arts and maintenance.

2.3.2 Enrolments

Table 7 provides enrolment figures for seven institutes of higher education in Phnom Penh for the period 1987-91. In this 4-year period, enrolments increased by approximately 50%. Between 1991 and 1992, the intake in most tertiary institutions has approximately doubled again. Thus the University of Phnom Penh, which had 2,221 students in 1990-91, now has 5,200 in 1991-92. The main cause of this has been the introduction of a new pre-university fee-paying year which has been imposed on all tertiary level institutions. This has brought extreme pressure to bear on classrooms, equipment, facilities and funding. Apart from the entrance fee for the new year (20,000 riels per student), there is not only no extra funding to cover the new intake but the total student grant has dropped 30% on the 1990 level. *In the absence of any other financial resource, the tertiary education system, already under severe strain, is in danger of collapse if this pressure continues.*

More than one third of all students in the higher education sector study at the University of Phnom Penh. About one half of the students study sciences and about one quarter study foreign languages. The foreign language faculty is the most sought after faculty. Vietnamese and Russian were the dominant foreign languages until 1990 when French and particularly English became popular. At the time of the visit in November/December 1991, there were eleven teachers of Russian language leaving at the end of the year. There were nine English teachers and six French teachers.

TABLE 7

Development of Higher Education 1987-1990

	NUMBER OF STUDENTS				NUMBER OF GRADUATES			
	1987-1989	1988-1989	1989-1990	1990-1991	1987-1988	1988-1989	1989-1990	1990-1991
University of Phnom Penh	1,324	1,567	1,836	2,221	244	373	215	310
Khmero-Soviet Higher Technical Institute	582	648	709	602	89	63	110	150
Economic Sciences Institute	700	830	831	972	149	101	142	155
Ecole de cadres de gestion de l'education	63	52	101	37	23	23	67	0
Agricultural Institute								
Universite des Beaux Arts	424	534	470	466	0	59	125	119
Medical Faculty	0	0	213	417	0	0	0	0
	868	1,143	1,253	1,411	106	67	134	154
TOTAL	3,961	4,774	5,413	6,126	611	686	793	888

Until 1991, all students at Phnom Penh University had to study for four years and the majority were required to become teachers. Since 1991, the students now have to pass an entrance exam to the university but not all are required to be teachers. They spend four years over their degree and then graduate; if they want to teach, they must pass another exam to become accepted into the teacher training college. If they wish not to teach, they can go directly into the employment market and the university is no longer responsible for their training or subsistence. The exception to this rule is for foreign languages. Students have to do five years of study and then have to teach, although it is questionable how much this is adhered to since many tend to go straight into private business and privately into teaching. Nevertheless, they have to sign a contract with the university agreeing to be a foreign language teacher for ten years after graduation. The rule is waived for interpreters who have not contracted.

2.3.3 Teaching Staff

Teaching staff at the higher education institutes have to have a university degree or equivalent diploma. The most highly qualified staff in the higher education sector are generally those who studied in France. Those teachers who graduated after 1979 have not only a much narrower experience but generally lower level qualifications.

The teaching profession at the higher education level, as elsewhere, is not recruiting the most highly trained and marketable graduates since these are more likely to go into the private sector or into ministry jobs than remain in the teaching profession, which is very poorly paid and holds little prospect for advancement. Professors' salaries range from 10,000 riels to 16,000 riels a month. At the time of the mission, salaries were approximately 2-3 months in arrears. Those students who trained either in Vietnam or in the Soviet Union or Central and Eastern European countries have, of course, received overseas training but, in almost every case, their knowledge of Russian, Vietnamese, or Eastern European languages is of limited benefit now, and their lack of knowledge of French or English is a severe handicap. In a great number of cases in the last 12 months, students have been sent back from the Soviet Bloc countries to Cambodia with only part of their studies completed and these students find themselves in a most unfortunate position since they are not yet qualified, have irrelevant langauge skills and are virtually unemployable.

There are very few administrative or technical staff with any practical training in the higher education sector. This is a product of the lack of training in machine-operating, computers, word processor management, administration and in almost any skills connected with librarianship.

2.3.4 Language Policy

The lack of any clear language policy from the government pervades the entire education system and, particularly at the higher education level, results in total confusion. There is no guide for the provision of materials or for library acquisition. Russian and Vietnamese texts still exist in large quantities. Outdated French and English and recent French and English texts appear scarcely throughout the system. Very few students can read Russian, French, Vietnamese or English to the required level.

Policy now differs from one institution to another. The School of Medicine is dominated by French but the professors recognise that, although most of the staff teaching there now were trained under French professors, the long-term policy is likely to be English. The Khmer-Soviet Institute which offers the engineering degree is still dominated entirely by Russian in spite of the fact that all Russian teachers will have to leave at the end of June 1992 when their UNDP extension contracts run out. Students in any case overwhelmingly wish to study English. The Institute of Economic Studies (IES) was dominated by the Vietnamese language until 1991 when it opted for Khmer study in the first three years and half-English, half-French for the final two years. There are now 3 NGO funded English teachers at the IES. The Agricultural College, with no guide on language policy at all, took a unilateral decision to opt for English with the support of all the students at the college. The University of Phnom Penh is split between English and French. English is more in demand; French is more available - at least for the present. The result of this confusion is that the effort to upgrade foreign language skills, which is essential to the tertiary sector, is being inefficiently divided.

For the future of Cambodian education the ability to read and study in English or French is recognised as essential at the tertiary level. No reference works or basic textbooks, particularly in science and technical subjects, can be studied without adequate English or French skills. Emergency English language and French language teaching to upgrade the reading and comprehension skills for teachers is essential, even for those who have fair levels of skills in communication. ***Without access to the knowledge carried in French and English reference materials, university teachers cannot hope to offer tertiary level education to their students let alone write textbooks for them.*** The level of communicative language skills is in many cases acceptable in French although rarely in English but the need is for academic language skills and increasingly the overwhelming requirement is for English. It is widely recognised that English will be the language of the future - particularly in all commercial and scientific fields but at the academic level it is still rare in Cambodia. *Almost every university teacher requires urgent training in English and French for academic purposes. All science and technical students at least will also need language training.*

2.3.5 Policy Issues

It was difficult during the period of the study to identify a clearly articulated policy by the Ministry of Education on higher education. However, a number of issues can be implied from current developments. These are:-

a) *The great emphasis placed on teacher training* within the higher education system. This policy is however undermined by the very low salaries paid to teachers at all levels of the system which act as disincentives to graduates who wish to enter education.

b) *The strong trend towards the introduction of Khmer as the basic language at higher education*. This is an understandable policy bearing in mind the fractured language policy of the past 10 years in which Russian, Vietnamese, French and a number of Eastern European languages have played dominant roles in different educational institutions. The realisation of this policy however is undermined by the complete lack of any adequate teaching materials in Khmer. *The low levels of affordability of the student population combined with the small market size in higher education mean that the development of basic course texts in Khmer will have to depend upon heavy levels of subsidy*. In the current economic conditions it is extremely unlikely that the Ministry of Education will be able to meet this requirement. Donor agencies may well wish to ask whether heavy investment in the origination costs of material in Khmer are really worth it when all supplementary and reference materials will inevitably have to be consulted in either French or English. The higher education system demands good knowledge of one or other of these languages if further study, wider reading and access to foreign research information is to be achieved. *Nevertheless, it seems obvious that with the current low level of western foreign languages some form of basic text support in Khmer is necessary - and this is likely to be expensive.*

c) *The very diverse nature of responsibility for higher education*. The Ministry of Education has financial responsibility for eight key institutions. However, other Ministries, such as the Ministry of Health, the Ministry of Industry, the Ministry of Culture and the Ministry of Agriculture also have financial responsibility for different educational insititutions. This splintering of responsibility for higher education makes the formation of a national policy toward higher education extremely difficult.

d) *The very strong emphasis on quantative growth which is currently evident in the system*. The rapid expansion of post-secondary education in the past few years and particularly in the last year has placed almost unbearable strain on the operation of higher education. Student enrolment has been placed ahead of any kind of qualitative improvement. In part, the insistence on enrolment growth is a response to the strong demand of students and parents for continuing education; in part, it is a recognition of the need to generate an increasing level of trained manpower. However, quantative

growth cannot continue indefinitely if financial resources are not provided to cope with it. At present maintenance budgets are static or declining, student grants are declining sharply and yet student enrolment is increasing sharply. ***There are already signs of declining applications for places from provincial areas and the disintegration of the policy of equality of access.*** During this study it became obvious that a majority of students could only afford to attend higher education if their parents picked up the bulk of the maintenance costs. There are also signs of substantial inducements being paid to secure entry.

In summary, the higher education system appears to be in a state of chaos not far short of collapse. The main policy requirements articulated by the Ministry of Education almost certainly cannot be delivered (ie: a concentration on teacher training and the move toward Khmerization) without substantial outside assistance. A clear policy toward higher education is frustrated both by the lack of financial resources and the number of different Ministries involved, the key issue of language policy remains unresolved and the rapidly increasing enrolment without matching financial resources seems to be a recipe for disaster.

Some hard decisions have got to be taken about higher education in the near future.

2.4 *Key Issues*

The purpose of this summary is to identify the most important problems and policy questions. These are:

a) The urgent need to upgrade the quality of the education offered at every level and in every part of the system. The overwhelming policy requirement for quantitative growth has sacrificed quality to a very great degree. This is in large part a direct result of the very low base from which the education system started after the Khmer-Rouge era, the withdrawal of financial support from Comecon countries in 1989, and the 12 year isolation of the current government from the rest of the world.

b) The urgent need to prioritise educational requirements to act as a focus for donor assistance.

c) The rapidly declining educational budgets which are now insufficient to support even the existing system.

d) The need to precisely articulate and develop privatisation, income generation and cost recovery policies within the educational system to provide additional financial support.

3 AUTHORSHIP AND COPYRIGHT

3.1 Authorship and Authorship Remuneration

Current standards of educational authorship are very low. There is little or no tradition of local educational authorship and the available pool has been decimated by war and the atrocities of the past. This issue is relevant to authorship at technical, vocational and higher education levels as well. Historically, educational authorship has been dominated by foreign texts either in original languages or in translation and there has been little opportunity or encouragement for Cambodian writing in any field. Price restrictions on educational textbooks indirectly hold down authorship reward. MOEPH reports extreme difficulties in identifying potential authors who are willing to write and who deliver on time. Details of textbook price limitation legislation are provided in Annexes 2 and 3. One of the most striking features of the current research is the very low level of Cambodian publishing output in the past 15 years. The formal Cambodian publishing industry has probably averaged between 50 and 70 titles per year at the maximum for the past ten years, and in many years the output has been much lower.

Training in educational writing skills is urgently needed - particularly for primary and secondary textbooks but also for tech/voc and key tertiary texts. Of even greater importance is the active encouragement of local authorship of quality by creating markets and thus rewards for authors (see below).

Authorship remuneration for both educational and general works is determined by government decrees (see Annex 4) which severely limit the payment that authors can receive for their work. Different sections of the regulations apply to educational and general authors but both provide for very meagre returns. The current remuneration scales (1989) are closely modelled on Soviet principles in which authorship payments are related to length of the work rather than sales or print runs. This leads to a tendency to write at greater than necessary length to earn more. The result is a lack of incentive to write well or at all and the extreme difficulty in identifying authors which is reported by all publishers. The Ministry of Planning reports (December 1991) that all limits on authorship payments have been removed as of October 1991 but this is not yet known by the publishing houses interviewed for this report which in any case do not have the cash resources to improve payment rates significantly.

Existing remuneration legislation should be rescinded at once and the MOEPH should be provided with funds (probably via an external agency) to enable authors to receive reasonable rewards which would provide an incentive for writing. Staff authorship in MOEPH should be discontinued as soon as possible and competition for textbook authorship encouraged.

3.2 *Copyright*

There is no copyright legislation in Cambodia. Government decrees require registration of published works - presumably originally based on censorship requirements. The current law governing publishing and printing was introduced in 1991 to replace an earlier 1986 law. Both are attached as Annexes 1 and 5 for reference. The decrees also require deposit copies to be lodged at the National Library and the Ministry of Information and publishers, printers and booksellers are required to seek permission before establishment. There is an implication (which is not clear from the translations) that printing, publishing and bookselling companies or organisations must be owned by Cambodian nationals.

At this stage in the rehabilitation of Cambodia, there are obviously more urgent priorities than the drafting of an adequate copyright law up to Western standards. Nevertheless, it is recommended that restrictions on authors' earning power should be removed immediately and that decrees confirming the authors moral and commercial rights should be promulgated, and protection offered to local and foreign authors and publishers against piracy. Both these actions would encourage authorship and investment by publishers (both local and foreign) in new materials.

Unauthorised reprinting (both imported from Thailand and Vietnam and originating locally as well) is growing fast. It mostly affects foreign language learning books and some reference works (dictionaries and medical titles) but also covers overprinting of MOE textbooks sub-contracted out to state or semi-state printers. Popular, original publishing, or even alternative texts, are unlikely to develop while investment money is scarce and that investment remains unprotected against unauthorised copying.

4 PUBLISHING CAPACITY

4.1 Publishing in Cambodia

The formal Cambodian publishing industry is very small - probably employing fewer than 100 people in total and most of these in administrative and financial jobs. The publishing industry in Cambodia is new. It was recreated after the Pol Pot era when all publishing houses were closed down. Until recently, the publishing industry was entirely state-owned. The main state publishing houses are:-

- *The Ministry of Education Publishing House* (MOEPH) responsible to the Ministry of Education.
- *Vappator Publishing House*, responsible to the Ministry of Culture.
- *Revolutionary Light Publishing House*, responsible to the Party.
- *Youth Publishing House*, responsible to the Central Committee of Youth Associations.
- *The Military Publishing House*, responsible to the Ministry of Defence.

In addition, there are small printing/publishing units in the Ministries of Health, Industry and Agriculture. All of these publishing houses are based in Phnom Penh. There is no publishing house based in the provinces.

The publishing output since 1979 has been very small. Apart from basic textbooks produced by the Ministry of Education prior to the formation of MOEPH in 1985, few other books were published. The publishing industry has probably produced fewer than 100 books per year at the maximum in any year since 1979. In 1992, the state publishing sector is predicting an output of 41 titles of which 30 are textbooks produced by MOEPH. Neither Vappator nor the Military Publishing House is planning to produce any titles, and Youth Publishing House has one title scheduled. Revolutionary Light has plans to produce 10 titles - all popular novels.

There is a more-or-less informal publishing sector which surrounds these formal publishing houses. The Women's Association, for example publishes booklets for non formal education as do a number of institutions - many of them supported by foreign NGO assistance. There is a substantial output of "cours" from a number of higher education institutions. In some cases, NGOs have provided some basic training on writing and editing but, in general, this level of "alternative" publishing does not constitute either a major body of professional expertise or an organised commercial structure capable of creating surplus for reinvestment in publishable materials.

There is a vigorous private sector developing but no private sector company amounts to a recognizable publishing house. All appear to be small family businesses involved in comics and novels published without the application of any particular professional skills. The level of illustration, editing, design, layout and production control is minimal. There is also a developing sector based upon unauthorised reprinting (piracy) of foreign-originated ELT and FLT reference works.

The economic problems discussed elsewhere in this paper and the government's policy reactions have had a significant impact on the small publishing sector. With the exception of the MOEPH (still heavily subsidised by the MOE) and Revolutionary Light Publishing House (still subsidised by the Party), the other formal publishing houses are in serious financial trouble. The Military Publishing House has already closed, and Vappator and Youth Publishing House have serious cash shortages which could mean collapse within a few months. In all three cases, this situation has been created by the withdrawal of government subsidies and raw materials allocations, and the requirement to operate on a financially self-sufficient basis, for which the companies have no skills or aptitude. The growing (apparently) government cash shortage could well mean the reduction or withdrawal of subsidies from MOEPH and Revolutionary Light as well in the near future. ***All formal publishing could cease to exist in Cambodia in the next year or so unless external assistance is provided.***

Market conditions for publishers are severe. Subsidies are being withdrawn and many parts of the educational market cannot afford even subsidised prices. Any reversion to market-priced educational books could have a serious impact on textbook availability and educational quality in the reform process. It is difficult to see how, under present circumstances, any publisher (formal or private) could be able to invest in educational publishing without external or government assistance. The emergence of the private sector as a publishing force, concerned almost entirely with fast-moving popular titles, exactly mirrors the situation which has occurred in Eastern Europe where educational publishing has suffered because of lack of investment money, a shrinking market unable to afford market-related prices and the long investment cycle required in educational publishing. The development of a new generation of educational material is threatened by such a situation and requires positive action from government and from aid agencies if a local educational publishing industry is to be maintained.

There is an almost complete lack of the most basic publishing skills. Editing, design and layout, internal management systems, publishers' production control and financial management are absolutely non-existent. There are no market-related skills such as sales and marketing, basic distribution, financial control etc. Without state subsidies, there is little or no working capital for investment, particularly in educational materials. The sudden shift to financial self-sufficiency was not accompanied by any cash resources to invest in publishing, which in turn could have generated income. Thus at least one publishing house recognises that its small remaining cash reserves should be spent on producing one or two books which might earn money to pay staff, rather than paying staff salaries now. Unfortunately, they cannot get hold of paper to produce their books. Faced with

the inability to publish through lack of raw materials, they feel that they have no alternative except to pay staff salaries as long as they can and then close.

Despite the move to financial self-sufficiency, there is still overwhelming state control over the most basic management decisions such as pricing, staffing, purchasing and operational policy. All publications still require government approval. This is widely ignored by the emerging private sector but is still a requirement for ministry-run publishing houses. Most of the state publishing houses, faced with a need for financial self-sufficiency, recognise the need to reduce staff but are often prevented by their sponsoring Ministries from doing so. Attracting authors and getting them to produce on time is extremely difficult with the very low rates of remuneration allowed by the various publishing decrees. Continued pricing controls make it difficult to price to cover costs when sponsoring Ministries are still concerned to keep prices down without apparent concern for the financial problems this causes the publishing house. Despite the fact that government has taken policy decisions to remove restrictions on pricing for the market and to allow authors to be paid realistic rates, these decisions do not appear to have percolated down to the level of individual publishing houses.

Government allocations of raw materials are disappearing and, although there are some raw materials still available in the free market, the formal sector cannot get them because of state controls, lack of finance and incentives. Staffing levels are high but there is a high level of absenteeism and low professional standards. Productivity is therefore very low in the formal sector.

A major issue for most publishers is distribution. In the past, publishers supplied their entire print-runs to a state distribution house - either the Centre de Diffusion des Livres for trade books or to the Distribution Centre of the Ministry of Education for educational materials. The Centre de Diffusion de Livres paid for the books quickly and, even when consignment was involved, the non-payment from the Distribution Centre was a paper debt which was covered by the sponsoring Ministries concerned. Now state publishers have to distribute books through a state distribution chain which itself has been made financially self-sufficient, is owed money by retailers and has no cash to pay in advance. As a result, a number of publishers are creating their own distribution channels (eg: Revolutionary Light Publishing House). In reality all distribution channels dominantly serve Phnom Penh and there is comparatively little sale or distribution of materials into the provinces - except for relatively rich provinces such as Kandal or Battambang. Thus, even if publishing houses manage to get the money to publish books they have considerable problems in distributing them and in being paid for them and it seems obvious that a significant proportion of the country is not being served in terms of title availability.

There is little doubt that private sector publishing is managing rather better. It is, however, producing very popular materials which are purchased in cash by market traders, who in turn sell them on to other market traders operating in provincial and district areas. It should be stressed, however, that this kind of operation is particularly suited to popular materials where the demand is considerable and certainly does not apply to the development of educational materials or cultural materials needed to support education (supplementary readers) or extension materials for secondary school libraries, technical and vocational education and higher education.

4.2 *Financial Problems*

These are best illustrated by examining the accounts of one publishing house. The information provided below came from Vappator, the Ministry of Culture Publishing House.

TABLE 8

FY 1990

EXPENDITURE	*RIELS*	*INCOME*	*RIELS*
Salaries (1)	545,747	MOC Subsidy (2)	2,482,597
Print/paper/authors	9,867,359	Sales Revenue	7,627,977
Electricity/utilities	97,895	C/F from 1989 (3)	269,778
Travel/subsistence	41,245	MOC Capital (4)	24,079
Equipment (5)	703,429	Distribution (6)	1,339,772
Staff subsidy (7)	1,059,853	Gratis Copies (8)	623,397
Miscellaneous (9)	1,995,824	Unsold stock	2,189,414
TOTAL	14,311,352	TOTAL	14,557,014

Profit for year = R245,662

Notes to Table 8

The accounts provided above are reproduced here in exactly the form that they are maintained by the MOCPH (Vappator).

1) Salaries are paid direct by the Ministry of Finance to the Finance Department of the MOC and thence direct to MOCPH. They are not (until recently) paid out of revenue and thus do not come from company funds. They should therefore be shown as both income and expenditure.

2) This is an annual subsidy meant to cover operational losses and to provide a modest profit for working capital. It appears to be credited to the company accounts in arrears, ie: after the annual outcome is known.

3) This is the accumulated surplus carried forward from previous financial years. It should not be included in the revenue account but should be added to the profit below the line as an accumulated surplus.

4) This is a capital grant (non repayable) from MOC to cover annual costs of furniture, equipment etc. It is therefore another form of subsidy.

5) Equipment covers furniture, office machinery, stationery, film and plates and artwork. Both pre-press first costs and overheads are included in this category.

6) This figure represents the discount on book sales to Librarie de l'Etat. It is an entirely notional figure that does not represent any real income to the company. It is the difference between the retail price value of the books sold to Librarie de l'Etat and the cash received by MOCPH after deducation of 20% discount (normally referred to as net line value). It is not earned income and does not represent a subsidy since it is never paid. It appears to be no more than an accounting convention. It should not appear in any normal P&L a/c.

7) This is the cost of providing rice and other subsidies related to the cost of living for the staff. It represents a salary support.

8) Gratis copies is the value of free books provided by the company to other government organisations. The company is supposed to receive compensatory subsidy from the MOC but it is no longer paid although recorded as income. It is in fact an unrecoverable debt to the company and should be written off, not recorded as income.

9) This includes, among other items, additional staff bonuses - although it is not clear how or why these bonuses are paid.

TABLE 9

FY 1991

EXPENDITURE	*RIELS*	*INCOME*	*RIELS*
Salaries	1,663,399	MOC Subsidy	8.592,237
Production Cost	21,343,762	Sales Revenue	13,444,878
Electricity	641,335	C/F from 1990	2,021,642
Travel & Subsistence	36,860	Distribution	1,110,922
Staff Subsidy	962,435	Gratis Books	961,983
Miscellaneous	111,250		
TOTAL	24,759,042	TOTAL	26,131,662

Profit for the Year = R1,372,620

The profit figures for the two years shown in Tables 8 and 9 are illusory in a number of ways. *First*, the profit is achieved only by substantial government subsidy. *Second*, many of the government subsidies are not paid which means that the company is operating at an actual cash loss. At present the company has no working capital to invest in book publishing and has only sufficient cash to pay salaries for another four months. Unless government assistance is received by then the company will collapse. *Thirdly*, there are anomalies in accounting practices which distort the true performance of the company. *Fourthly*, print was until recently purchased from other subsidised companies so that production costs were also likely to be on the low side. Since 1990, Vappator has been allowed to purchase from any printer after approval by the MOC. In theory, this allowed the MOCPH to select cheaper, better quality or more reliable printers. In practice, very little outside printing has been undertaken because the MOC-controlled printers provide credit until sales revenue is achieved, whereas outside printers demand payment in advance. The critical cash position of the MOCPH makes the advance payment demanded from non MOC printers an impossible requirement. In principle, the MOCPH could also buy paper from the open market. In practice, this never happens because it requires special permission and a special budget allocation from the MOC. At present, required paper is supplied by the MOC and the cost is debitted from the company account so that no physical cash transaction takes place. Privately imported paper is available in Cambodia. A private company in Kompangson City supplies a private paper market but the lines of supply are unknown.

If the accounts were presented in a western style (allowance needs to be made for some lack of clarity in some of the entries) they would show a rather different picture.

Accounts represented in Western format

FY 1990 TABLE 10

Sales	7,627,977	
Less Returns		2,189,414
Cost of Sales		9,867,359
		12,056,773
Gross Profit (Loss)	(4,428,796)	
Less Operational Expenses		
Salaries		545,787
Staff Subsidies		1,059,853
Electricity		97,895
Travel etc		41,245
Equipment/Materials		703,429
Miscellaneous		1,995,824
		4,444,033
Operational Loss for 1990	(8,872,829)	
Plus Subsidies Applied		
MOC Operational Loss	2,482,597	
MOF Salary Subvention	545,787	
Capital Investment Grant	24,079	
*Distribution Subsidy	1,339,772	
*Gratis Copy Subsidy	623,397	
*Returned Stock Subsidy	2,189,414	
	7,205,046	
Loss after subsidies applied	(1,667,783)	
Loss with unpaid subsidies (*)	(5,820,366)	

NB: C/F has been omitted from this P&L since the figure is dubious and represents a 'paper' rather than an actual C/F.

FY 1991 **TABLE 11**

Sales	13,444,878	
Less Cost of Sales		21,343,762
Gross Profit (Loss)	(7,898,884)	
Less Operational Expenses		
Salaries		1,663,399
Staff Subsidies		962,435
Electricity		641,335
Travel etc		36,860
Miscellaneous		111,250
		3,415,279
Operational Loss for 1991	(11,314,163)	
Plus Subsidies Applied		
MOC Operational Loss	2,482,597	
MOF Salary Subvention	1,663,399	
Distribution Subsidy*	1,110,922	
Gratis Copy Subsidy*	961,983	
	6,218,901	
Loss after subsidies applied	(5,095,262)	
Loss with unpaid subsidies (*)	(7,168,167)	

NB: The accumulated surplus carried forward from 1990 is recorded in the accounts as 2,021,642. There was no possibility of checking cash books etc and bank accounts to verify this figure. The company financial position in terms of realisable working capital is however desperate with only four months of salaries left in cash in the bank if all new book production is cancelled.

The above analysis of the financial position of one publishing company illustrates the complex nature of the financial problems. Confused accounting styles and the complex application of subsidies plus inter company and inter Ministerial "paper" transactions have provided a notional profit in each of the past two years. A more realistic position of substantial losses emerges when normal western accounting practices are applied as in Tables 10 and 11. The sudden introduction of financial self-sufficiency without adequate working capital and preparation or training requires Vappator to make a major adjustment in management, financial controls and operational policy in order to accommodate market conditions. It is still required to refer most policy and operational decisions back to its sponsoring Ministry and so has no freedom of action. Even if this freedom existed, it probably does not have sufficient trained staff to make the changes. This bleak example is probably applicable to any state publishing house - including MOEPH.

4.3 *Case Studies*

4.3.1 Ministry of Education Publishing House (MOEPH).

The MOEPH was established in 1985 as a printing and publishing house with the specific objective of producing a new generation of textbooks developed out of the 1985 Curriculum Review for primary and secondary schools in Cambodia. It has also produced other literacy material and a small range of other miscellaneous titles.

It is a department of the Ministry of Education. It is not a state company or an autonomous organisation. Its expenditure is fully funded by the Ministry of Education via an annual budget. The income from the sale of its books goes through the Distribution Centre and is supposed to return to the Ministry of Education and then presumably to the Ministry of Finance. It has, therefore, no specific income generation function and has no right to retain surpluses for reinvestment.

The MOEPH has a number of functions which go beyond those of a normal educational publishing house. For example, it is also responsible, in association with other organisations, for curriculum development, for the authorship of the majority of the books and for the maintenance and management of a printing house. It is also responsible for sub-contracting certain titles to commercial printing houses and for supervising their on-time delivery, within cost, up to established production standards. All of these activities are included within the MOE annual budget and, as a result, it is difficult, if not impossible, to break out those costs which relate specifically to its publishing activities.

The current organisational chart of the MOEPH is attached in Table 12. There are 23 staff concerned with curriculum, authorship and editorial work broken into four departments - Social Studies, Science, Technical and Humanities. There are eight staff concerned with the sub-contracting of printing to other state printers and its quality control, 13 staff concerned with finance and accounting and 26 permanent staff in the printery with 21 temporary staff. The total staff numbers are 70 with 21 temporary staff.

Table 13 shows the proposed new structure of the MOEPH. No staff lists are attached to this since there is no indication as yet of the impact of demanning. The new structure includes a distribution department, and a teaching aids section (currently part of the Distribution Centre) is now included in the new MOEPH. Apart from these changes, there is no significant difference between the two. There is a clear implication in this structure that the printing, publishing and distribution functions are to be combined.

TABLE 12 CURRENT STRUCTURE OF MOEPH

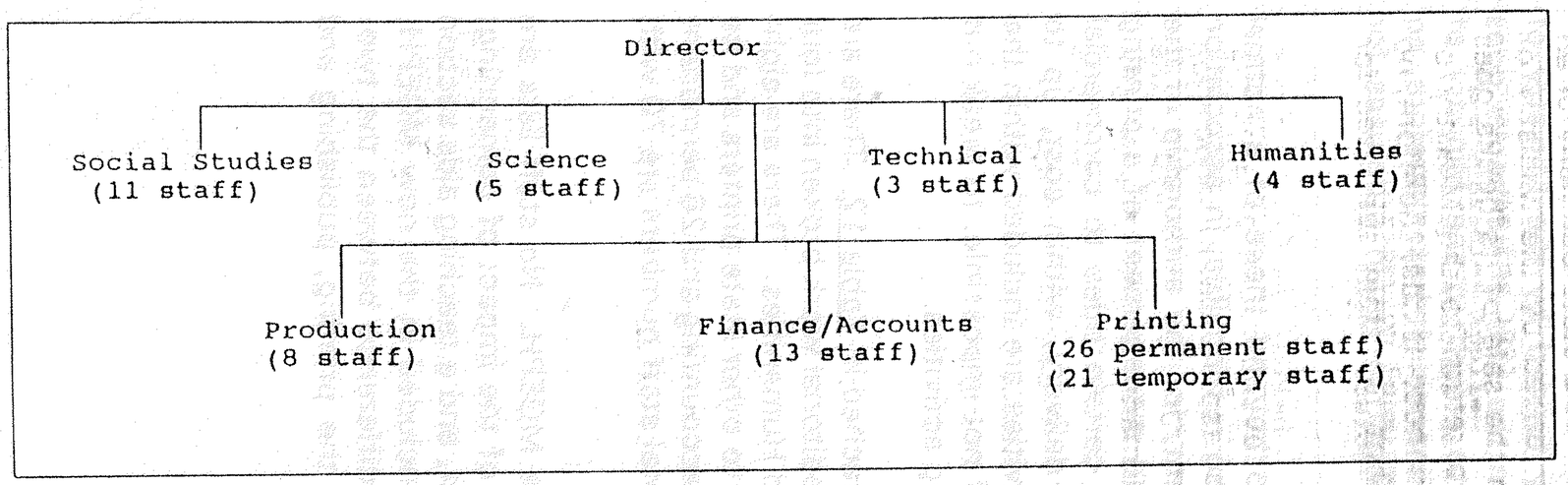
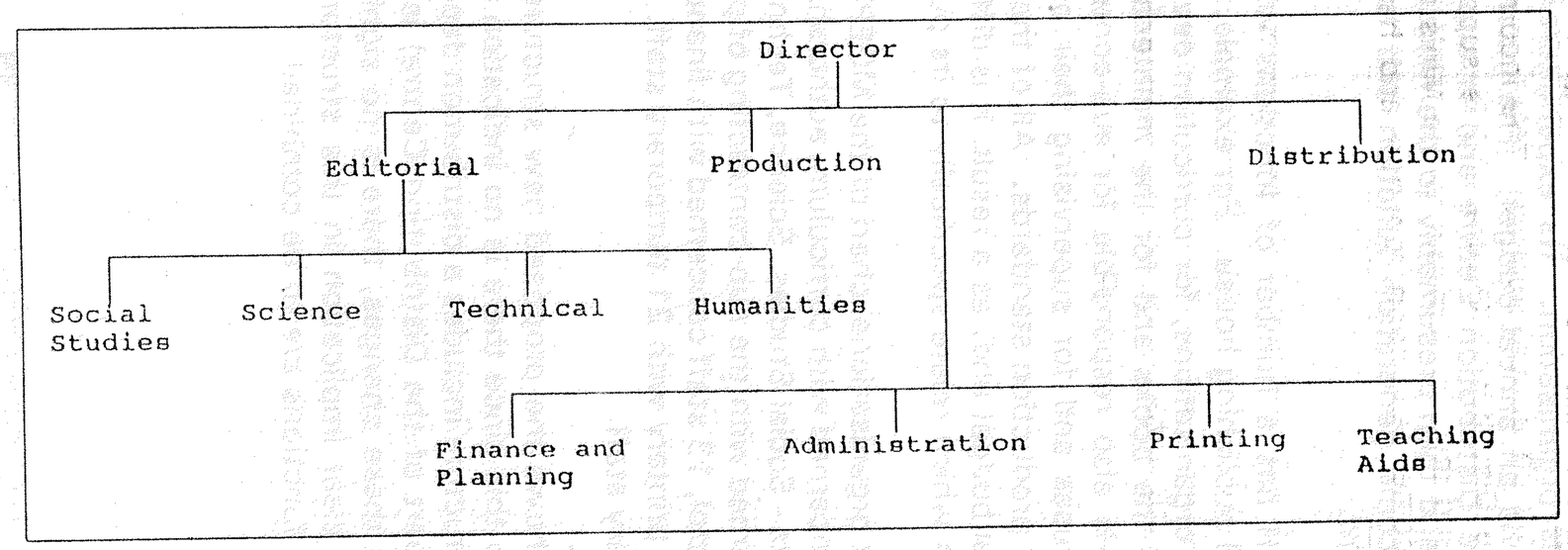


TABLE 28 PROPOSED NEW STRUCTURE OF MOEPH



4.3.2 Youth Publishing House

This publishing house was established in 1984. Until early 1991, all expenditure was funded by government. Early in 1991, YPH was an autonomous state company and all government funding was cut off. The sponsoring Ministry is the Central Committee of Youth Associations of Cambodia which was independent of the Party but fully funded by government. The CCYAC is now also autonomous and receives no government funding.

The objective of the publishing house is specifically children's publishing in both books and magazines. It has published science and technology for children, books on social issues, literature, novels, illustrated books and comics. Its target audience is children and youths aged 7 to 30. From 1984 to 1988, it published almost 100 titles; in 1990 it published 10 titles; at the end of 1991 it had published one book and two monthly magazines. It has one possible book to publish for 1992 if money can be found.

Its problems are essentially that it has no money to purchase printing or paper. There is no printing house associated with the company and therefore no hope of getting working capital from this kind of source. It has permits from the Ministry of Culture to buy paper but no cash to buy it on the open market and no allocations from the MOC.

It has had a little contact with the Ministry of Education and recently produced an illustrated novel in association with the MOE.

They estimate that prices have increased by 600% between 1988 and 1991. They have no idea what prices will be in 1992 when operating on an unsubsidised basis. The market is very difficult. A book printed in 1988 in 6,000 copies at highly subsidised prices had still not sold out three years later.

They have great difficulty in attracting suitable authors because of the low rates of remuneration permitted.

They originally had ten staff divided into production, copy preparation, publishing and sales departments. The staff has now had to be reduced to seven.

They sell via the Compagnie de Diffusion des Livres. They are no longer paid regularly by CDL and, as a result, have severe cash flow problems. They have recently started selling some of their books direct to bookshops and stalls in the city for cash. They also sell to provincial outlets direct for cash and the provincial shops have to arrange collection. The requirement of collection inhibits provincial sales.

They estimate that their market breakdown is as follows:

Phnom Penh	50-60%
Batambang	20%
Kandal	5%
Kompong Chang	5%

In 1991 their income was one million riels. Their salary budget alone is 840,000 riels. They are thus operating at a very substantial loss. If they manage to sell all of their existing stock immediately it will produce sufficient cash to produce only two or three more books, and the income from these books would not be sufficient to cover even the low level of salary costs that they have at present. They are not optimistic that they can sell existing stock even at highly subsidised prices. Their only hope is that the CCYAC will provide financial assistance.

Although they are now officially financially self-sufficient, they still have to get approval from the CCYAC for basic policy decisions. They are now allowed to set their own prices but need to apply to CCYAC for approval for any bank borrowing or for any demanning. The company has attempted to adjust to create more revenue but does not know what to do and has nowhere to turn to for help. It has appealed to charities, international agencies, foreign investors for financial assistance with no success. It has sufficient money to maintain salaries for a few more months and then it will close if no help is forthcoming.

4.3.3 The Revolutionary Light Publishing House

RLPH is a category two company, ie: subsidised by the party. It has no problems with the payment of subsidies from the party which are reported to be regular. The current subsidy level on books is about 70%. Privatisation has been agreed in principle although no negotiations have taken place as yet. There is a probable foreign investment element. Demanning has already started in an attempt to reduce overheads. It is planned to reduce staff from 200 to 100 in the next few months. At present there is a great deal of absenteeism amongst the staff and very few, even on the printing side, have professional qualifications.

Its decision-making capacity is far greater than that of other state publishing houses. It is allowed to dismiss, hire, and set prices without Party approval. It can also buy paper from the open market without Party approval. However, it does need approval to borrow from the bank and all new titles must be submitted to the Ministry of Culture for approval.

They consider their own distribution operation to be successful, and as a result, they buy other publishers' books as well - largely from Youth Publishing House, from the Women's Association, and textbooks from MOEPH. They also buy dictionaries from Vappator.

All sales are on a cash basis only with no recommended retail price; the purchaser decides at what price to sell the book on to the final customer. They have a vehicle which distributes in Phmon Penh and Kandal. All other customers come to collect. Provincial booksellers and market traders have to pay their own transportation costs.

The profit margin on books is very low. The market is small and books have a low priority, except for students and those who are learning English. The Director believed that the majority of the population likes to listen to storytellers and readers and to look at pictures. As a result, illustrated and comic books sell best. There is strong visual tradition in Cambodia.

Revolutionary Light is fortunate in that the Karl Marx Printing House is also part of the company. This has recently been re-equipped with $2 million worth of new printing plant (including a computer type-setting operation). Revolutionary Light is confident that the printing business will generate sufficient cash income to provide the publishing side with adequate working capital. This will only occur if paper and print raw materials continue to be available.

The publishing side of the company has 21 staff and the printing side 80. There is one set of accounts for both parts so that it is impossible to unravel the specific financial position of the publishing house.

At present, the publisher and printer are still supported by the Party but the Director would like to privatise and believes that this will happen in the next year. In the past year the publishing house has diversified away from ideological publishing and is now concentrating on popular fiction where it believes demand is great.

4.3.4 Vappator

Vappator (the Ministry of Culture Publishing House) is probably the nearest to a commercial publishing house with basic publishing skills that exists in Cambodia. The director, Mr Ye Thon, has received overseas training in the Soviet Union and has been working for the company for approximately 16 years.

The company publishes novels, art, fine art, music, some dictionaries (including an English/Khmer dictionary), calendars and postcards. The organisational structure of the company is provided in Table 14.

The director reports to an Advisory Board of the Ministry of Culture which in turn reports direct to the Minister.

The average book is approximately 150 pages long and the company tries to standardise on a basic 130 x 140 mm format. All publishing programmes and specifications have to be submitted to the Minister of Culture for the approval of the annual publishing programme. The director estimates that his publications were subsidised by at least 50% of true cost in the past. However this true cost was based upon artificial raw material and printing costs so the true levels of subsidy were probably very much higher than this.

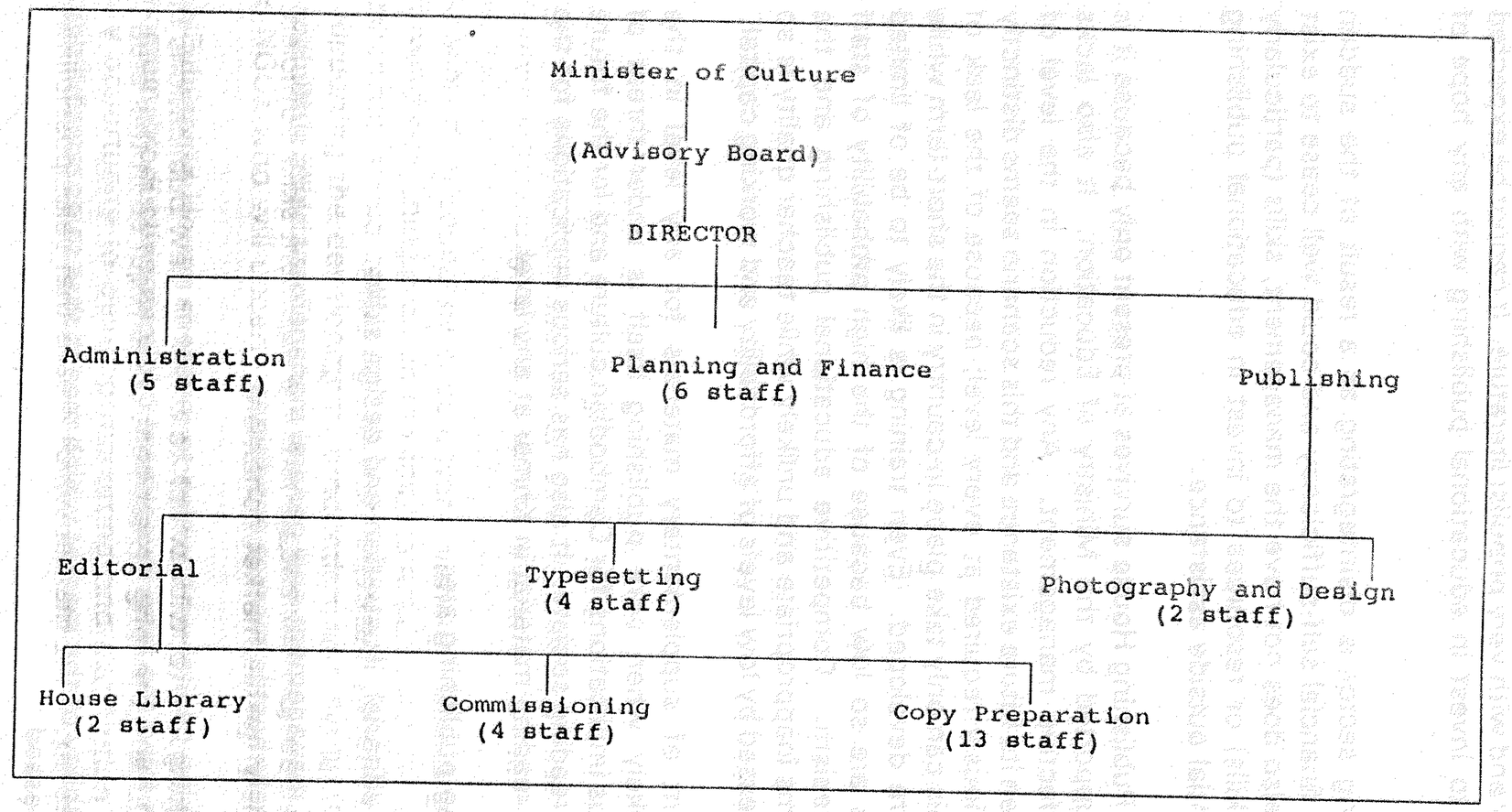
In the past three years the annual publishing programme has remained constant but the output has decreased. Thus in 1989 18 titles were programmed but only 12 were produced. In 1990 18 titles were programmed again but only 10 were produced. In 1991 16 titles were programmed but only 4 were produced. The short fall between programme and production has been accounted for by the lack of paper, the lack of working capital to invest in new books and by declining printing capacity. The director currently has books which have been waiting for production for over three years. For 1992 no titles are programmed, once again because of lack of money, raw materials and printing capacity.

In 1990 the 16 titles programmed included two music books, ten popular novels, one historical novel and two books of poetry. In reality only the four novels were published.

The director considers that Vappator is over-staffed and despite considerable staff committment absenteeism is growing and productivity is falling fast. There is currently sufficient cash left in the company to provide approximately four months salary. The director has appealed for assistance to government, to the Ministry of Culture, to aid agencies and to potential overseas investors. No help has been forthcoming to date and unless there is some assistance the director cannot see how the company can continue to operate beyond the middle of 1992.

TABLE 14

ORGANOGRAM OF VAPPATOR (MOCPH)



4.4 *Conclusions*

The private publishing sector has few professional skills and is overwhelmingly concerned with fast money and with very populist literature. It cannot be expected in the foreseeable future to invest in educational publishing with any hope of quality outcomes.

The formal state publishing sector is disintegrating as a result of the sudden introduction of policies on financial self-sufficiency and could well cease to exist in the next year or so. It also does not have the management, skills (particularly financial and publishing skills) or resources to invest in educational publishing efficiently without substantial outside assistance.

The Ministry of Education Publishing House survives at present only because it is heavily subsidised and supported by the Ministry of Education. It also lacks professional skills and effective management. Any reduction in the level of subsidies could well threaten its future existence and this scenario seems distinctly possible. Training is obviously required at every level; because of the lack of western language skills, this can only take place in-country in the short-term while western language skills are developed. Even training is likely to be of limited benefit while wage levels are so low because of the high probability of staff departures and/or absenteeism. Competitive educational publishing and the introduction of choice seems inappropriate and unlikely while teacher quality is so low and the market is depressed by low levels of affordability and working capital.

The effective development of supplementary materials for any level in the education system is unlikely when core publishing itself is under threat of extinction. This has serious implications for Cambodian culture and for the future development of a literate, reading society. It also has serious implications for the development of a body of reading material in Khmer at any level.

The crucial problems facing publishing are:

- the lack of genuine editorial, illustration and design skills
- the lack of financial management and general management skills sufficient to survive in extremely hostile market conditions
- the lack of any working capital with which to invest in new publications in education bearing in mind the long investment cycle required in this area
- the low level affordability of the market which means that sales possibilities are likely to be depressed
- the lack of an efficient distribution channel through which to reach the market

- the continued existence of restrictive legislation on prices and authorship remuneration

- the continued management control imposed on financially self sufficient companies by the sponsoring ministries.

Under these circumstances, and even bearing in mind the requirements of the market economy in terms of choice of textbooks to individual schools and the need for competitive educational publishing, it seems impossible to conceive of a situation in which a steady flow of new educational materials can be generated without the maintenance of very large subsidies or heavy external assistance for many years to come.

4.5 *Recommendations*

i) The Ministry of Education Publishing House should be organised as an autonomous state-owned company responsible to the Ministry of Education but not part of its structure. This will lay the basis for the development of internal management skills and structure which will enable it to operate to maximum efficiency within the confines of heavy subsidy.

ii) The company should receive intensive early training in basic publishing skills including management, financial management of accounts, production control, editorial and design skills etc.

iii) The Publishing House should be separated from the Printing House to enable both organisations to reorganise efficiently.

iv) The curriculum development responsibilities of the Publishing House should be taken back and absorbed within the Ministry of Education.

v) The Ministry of Education should work with the Publishing House to identify a forward publishing programme and the full costs of that programme. This programme should be developed with a group of NGOs who are interested in supporting the development, production and distribution costs of core educational materials. The forward programme should be approved by MOE and NGOs who will undertake to provide the funding for it.

vi) The Publishing House should be organised and encouraged to operate to maximum productive capacity and cost- efficiency, and should be given every opportunity to develop marketing and distribution skills which will enable it to reach the market and to generate additional income for itself.

This strategy will enable the core structure of the Publishing House to be developed based on operational principles of efficiency and productivity and will also enable the continued development and provision of core educational materials. At some point in the future, when distribution and marketing skills have developed and the company is generating income sufficient to cover its costs, such a company could be a candidate for privatisation if so desired.

The development of a subsidised university publishing house to provide tertiary, technical and vocational texts is also recommended and a fuller description of this proposal is contained in the Summary Report.

The development of commercial and private sector publishing interests in the educational market will depend eventually upon the creation of an interesting education market in itself. With the current low level of affordability in the country, this will have to develop via a combination of parental contribution and organised government subsidies to the consumer end-user. The long-term continuation of producer subsidies will lead to the perpetuation of monopolistic publishing companies and inevitably to lower efficiency and productivity.

The future of the existing state Publishing Houses looks very uncertain. With no market to sell into, no working capital, no effective independence of decision-making, no financial, marketing or distribution skills and no highly developed editorial skills, it is difficult to see how they can survive. The private sector is interested only in the popular market; the demise of the state publishing sector will obviously have serious consequences for the publication of quality children's books and Khmer literature.

The companies might get some chance of survival if they are provided with crash courses in publishing, management and finance, some training in editorial and design skills, marketing and sales, and are each provided with some working capital to enable them to invest in new publications. However, the absence of a well-developed distribution system is a significant hindrance and the chronic lack of a reading culture and purchasing power will not be easily overcome.

With the current low level of public interest in reading and very low levels of affordability it seems unlikely that Cambodian publishing of good quality original materials will survive in the short term on the basis of the general market. It is worth bearing in mind that the publishing industry is new, is small in terms of staff and the number of titles published, is concentrated in Phnom Penh, has very little access to good authorship and has a market concentrated in Phnom Penh and one or two other provincial cities. The removal of subsidies, the requirement for financial self-sufficiency, the lack of working capital, the lack of paper, poor sales records even at subsidised prices and a crumbling distribution chain appear to offer little hope for the future. However the advent of aid subsidised inputs into Khmer language translations of core technical, vocational and agricultural textbooks and perhaps the development of supplementary reader programmes for primary and secondary schools could offer some hope if aid agencies and NGOs directed the publication of these materials through local companies. Obviously a considerable

injection of publishing skills training will be needed at the same time. This could perhaps be provided by technical assistance staff on site or by joint venture arrangements with foreign publishing companies interested in the area. Unless some of the aid funded textbook and supplementary material production is channelled through these companies it is difficult to see how they will survive even until the end of 1992.

A detailed proposal for supplementary materials development via local publishing companies has already been provided to an interested donor agency.

Council of Ministers
Decree: 03 Aw No Khraw

Decree on the Supervision of Publishing, Printing and Dissemination

Council of Ministers

- According to the Constitution of the People's Republic of Cambodia,
- According to the rules of organisation and activity of the Council of Ministers, by Decree # 03 Khraw dated 10.02.82,
- According to Decree # 07 Khraw dated 13.07.82,
- According to the proposal of the Ministry of Information and Culture,

It is Decreed:

Part I : General Description

Article 1: The State must supervise and control the publishing area, printing and dissemination of documents in order to prevent disruption of society and activities that do not serve the Revolution.

Article 2: All publication, printing and dissemination must be authorised and controlled by the relevant authorities.

Part II : Supervision and Business

Article 3: The Ministry of Information and Culture must supervise publishing, printing and dissemination of documents, and authorise the establishment of libraries.

The Ministry can authorise some entities to establish publishing houses or distribution in their own offices, if these entities are capable of this, but they will be under the control of the Ministry.

Article 4: The import and export of publishing equipment and materials is under the control of the State.

The Ministry of Culture and Information has the right to control distribution and publishing equipment and production. The Ministry shall determine objectives and economics and techniques of the publication and production.

Article 5: State organisations, groups or private entities wishing to publish books or other material must be authorised by the respective Ministries with which they are associated. Next, the topics must be approved by the Ministry of Information and Culture (for all central print shops and state organisations) or by the provincial Office of Information and Culture (for provincial print shops and State organisations).

Article 6: Copies of all published material must be sent to the Ministry of Information and Culture according to the numbers determined by the Ministry. For documents or publications of a confidential nature, the relevant Ministries or the Ministry of Information and Culture shall determine whether deposit of copies is required.

Part III : Control (Inspection?)

Article 7: The control of publishing, printing and production is the right of the Ministry of Information and Culture.

To carry out this duty, the Ministry has the following rights:

a) To enter print shops, workshops and libraries to inspect publication and dissemination.

b) To inspect publishing equipment and materials.

c) To record results of this inspection and determine whether there is a case of violation.

Part IV : Violations

Article 8: Anyone who acts contrary to the articles in this decree will be warned that their businesses could be closed forever in the country.

In case of danger to national security, politics or economy, violators will be punished according to law, and all publishing equipment and material seized.

Article 9: The Ministry and the Offices of Information and Culture have the right to proclaim the decision to warn violators, stop them and retain all proof of their wrongdoing, and report them to the relevant organisations.

Part V : Conclusion

Article 10: The Minister responsible for the Cabinet of the Council of Ministers, the Minister of Information and Culture, the relevant Ministries and the provincial People's Committees are charged with carrying out this Decree.

The Ministry of Information and Culture has the duty of making this Decree known.

Article 11: This Decree is valid from the date of proclamation:

17.02.1986

Council of Ministers

Chairman
Signed: Hun Sen

cc. Central Party Committee
Cabinet of Council of Ministers (for information)

Council of Ministers
Planning Ministry
No. 65

People's Republic of Kampuchea
Independence Peace Freedom Happiness
Phnom Penh, August 11 1986

The decision on educational book price

Minister of Planning Ministry

- Following is the decision of the Council of Ministers No. 127 signed on November 11, 1981, about the duty and set up of the head of Planning Ministry.

- According to the message of Planning Ministry No. 1659 signed on June 5, 1986, is about suggestion to discuss price.

- According to the result of the meeting at Planning Ministry on August 5, 1986.

Decisions

Article 1: The average unit price, 100 page book with cover, the size of the book is 14.5 cm x 20.5 cm:

- Primary and secondary level: 5 riel each
- High school: 6 riel each

Article 2: Following the main price that is described in the first article, the Educational Ministry agreed with the Planning Ministry to set up the real price following the size of book and each subject.

Order and carry out responsibly for the State and the Party policy.

Article 3: The exchanged price between the Educational Ministry and every educational provincial and city department is equal to 6 per cent lower than the unit price for educational provincial or town that provide books from the province to schools and to students.

This exchanged price has to be carried out in all the provinces and towns.

Article 4: The Ministry of Education have to make up a plan to pay yearly for published groups and providing groups, asking the Financial Ministry for funds to pay and responsibility for the permanent action of these two groups.

Article 5: The disposition, that has a different meaning from this decision, is called abrogation. This decision will be efficiently carried out from the signed date for ever.

Minister
First Vice Minister
signature and seal
Chea Chanto

Getting Place
- Minister Council Cabinet
- Central Announcement Office
- Educational Ministry
- Financial Ministry
- Announcement and Cultural Ministry
- Provincial and Town People Revolutionary Committee
- Provincial and Town Committee
- Documents

No. 134

Copy perfectly from original and send to:

- Publishing establishment
- Dividing centre
- Library (to carry out)
- Educational office branch (to get information)

Phnom Penh, August 27, 1986
Vice Minister
Hang Chourn

State of Cambodia
Independent Peace Liberal Happiness

The Ministry of Plan no.71 Phnom Penh, November 14, 1990

Decision

Book Selling Price of Educational Ministry

Ministry of Plan

- Following the decision of the Ministers Council No. 127 signed on November 11, 1981, setting up the head and operating of planning ministry

- According to the decision of Ministers Council No. 174 signed on November 17, 1989, on arrangement of position according to rank price control.

Article 1: The average selling price of an educational book, of 100 pages, with cover, 14.50 cm x 20.50 cm, is 60 riels each.

Article 2: Due to the main price that is described in the Article 1 above, the Educational Ministry could set up the real price according to the size of book and subject.

Article 3: The exchange price between the Educational Ministry and every educational province or town department is equalled to the unit price less 6 per cent. This exchange price has to be carried out in all of the provinces and towns:-

Article 4: Price 6 per cent lower than unit price will be used for all educational province or town department to provide books from province to school and student.

Article 5: This decision will be efficiently carried out from November 15, 1990.

Place

- Central Party Cabinet
- Minister Council Cabinet
  "for getting the information"
- Financial Ministry
- Announcement and Cultural Ministry
- People's Provincial Committee
- Planning Provincial and City Committee
- Total Planning Department
- Educational Ministry

State of Cambodia
Independence Peace Liberty Happiness

Joint Communiqué

Minister of Information and Culture, Minister of Finance,

- Considering the Constitution of the State of Cambodia
- Considering law on the organisation and activities of the Council of Ministers authorised in the Kret (decree) No. 03 dated February 10, 1982
- Considering law decree No. 07 dated July 13, 1982, on competence and legislation
- Considering the Decision No. 8680 dated May 9, 1980 of the People's Revolutionary Council of Kampuchea on the role and organisation of the Ministry of News, Information and Culture
- Considering the sub-decree No. 17 dated March 22, 1989 on allowances to cultural work producers

With a view to guaranteeing the successful and unique implementation of the sub-decree on allowances to cultural work producers.

Hereafter decide:

Article 1: Allowances shall be given to the following types of cultural work:

a) Literature work, research work, technical and scientific work, compiling of school books, translation, other works carried in newspapers, magazines, bulletins, or broadcast on radio and TV.

b) Art performance, music, songs, photographs, film and video production, plastic art, architecture etc.

Article 2: Allowances given to work stated in Article 1 shall be paid as follows:

a) Literature work, all types of research work, technical and scientific work, school books, translation, articles to be carried in newspapers, magazines, bulletins, broadcast on radio, TV, articles to be expressed in film, video cassettes will be valued:

in statement - one page consisting of 1,000 syllables
in verse - one page consisting of 250 syllables

I Printing Work

DESCRIPTIONS	*UNIT*	*ALLOWANCES*
1 New Work: - on literature - on art, culture, technics, science - dictionary, research articles and other similar articles	1 page	220-280 riels
2 Work copying from the old one: - Editing a new school book	1 page	160-210 riels
3 Translation: - From Khmer to foreign languages - From foreign languages to Khmer	1 page 1 page	180-220 riels 140-180 riels
4 Music Book: music	1 piece	150-190 riels
5 Work for printing and art decoration - Art painting - Painting for publication - Painting for book front cover - Drawing in black and white - Colourful drawing illuminated in book - Stage decoration - A model of sculpture	1 piece 1 piece 1 piece 13x19 (one) 13x19 (one page) less than 1:20 1:30 mm and up Om20 - 1m 20 1m21-1m 80	1,200-2,100R 410-1,200 riels 410-1,100 riels 120-110 riels 180-280 riels 1,400-2,200R 2,100-2,100R 1,400-2,900R 2,500-4,800R
6 Photographs: for separate publication: - black and white - colour - slice	1 sheet 1 sheet 1 sheet	120-180 riels 180-280 riels 250-410 riels
for printing in books: - black and white - colour - slice	1 sheet 1 sheet 1 sheet	70-110 riels 80-140 riels 110-160 riels

II Articles carried in papers, magazines, bulletins, broadcast on radio and TV

	DESCRIPTIONS	UNIT	ALLOWANCES
1	Editorial, commentary, research articles, articles of cultural, technical and scientific contents or similar articles	1 article	220-330 riels
2	Document, interview, follow-up news round-up	1 article	120-180 riels
3	Small production, drawing illustrated articles	1 drawing for 1 article	110-210 riels
4	News items	1 item	35- 80 riels
5	Brief news item, short comic story	1 item	25- 50 riels
6	Recorded amount with sound/picture Reportage with sound/picture	1 item	170-210 riels
7	Interview with sound/picture Talk with sound/picture	1 item	110-160 riels
8	Drawing for separate publication ---	1	210-340 riels
9	Black and white photo	1	25- 50 riels
10	Black and white photo of art and thoughtful contents	1 sheet	150-270 riels
11	Collection of photos/drawings	6-12 drawings	130-240 riels
		13-22 drawings	240-420 riels

b Art performance, music, song: .

1 Drama, classical drama: Basak, Yiké, Ayai

- Performance duration of 45 minutes to 60 minutes will be 33% of 100 pages of literary writing
- Performance duration of 60 mins to 1hr 45 mins = 58% of 100 pages of literary writing
- Performance duration of 1hr 45 mins and up = 83% of 100 pages of literary writing
- Drama, poem are to be added by 15%
- Renovated drama of higher quality than the origin will get 70% of that of the initial writer
- Renovated drama will get 40% of that of the initial writer
- Translated drama will get 30% of that of 100 pages of new writing
- A drama manager who re-superintends already-set play for another art group will get 60% of the initially-given allowance
- A drama manager who re-superintends other's already set-play will get 60% of that of the initial drama manager.

2 Dances

- Non-dramatic dance show programme - a dance is equal to 30% of 100 pages of literary writing
- Literary drama dance lasting from 5 to 15 minutes will get 30% of 100 pages of literary writing
- Series of dances from 20 mins to 1 hour will get 30% of 100 pages of literary writing
- Series of dances from 1 hour to 1½ hours will get 58% of 100 pages of literary writing
- Series of dances from 1½ hours up will be 83% of 100 pages of literary writing
- Short dramatic dance from 20 minutes to 1 hour will get 44% of 100 pages of literary writing
- Medium dramatic dance from 1 hour to 1hr 30 mins will get 75% of 100 pages of literary writing
- Long dramatic dance will get 85% of 100 pages of literary writing
- Dance show to be inserted in other art show, in drama, singing drama, poetic drama, in film, in cartoon drama will get 1% of 100 pages of literary writing

3 Circus Show

- Show programme of 3 to 6 acts lasting from 2 to 4 minutes will get 8% of 100 pages of literary writing
- Show programme of 7 to 10 acts lasting from 5 to 7 minutes will get 12% of 100 pages of literary writing
- Show programme of 11 to 15 acts lasting from 8 to 15 minutes will get 16% of 100 pages of literary writing

Clown Show

- At intervals and lasting from 2 to 4 minutes will get 4% of 100 pages of literary writing
- Separately and lasting from 5 to 15 minutes will get 8% of 100 pages of literary writing

Magic Performance

- Ranging from 3 to 5 acts and lasting from 3 to 5 minutes, will get 2% of 100 pages of literary writing
- Ranging from 6 to 9 acts and lasting from 5 to 9 minutes, will get 4% of 100 pages of literary writing
- Lasting from 10 to 25 minutes will get 13% of 100 pages of literary writing

Programs of Circus, Clown and Magic Performance

- When extended will get 50% of 100 pages of literary writing
- When renovated will get 40% of 100 pages of literary writing
- When revised will get 20% of 100 pages of literary writing
- Circus stager will get 40% of 100 pages of literary writing
- Any stager who resets circus programme for other's troup will get 60% of that of the initial stager

4 Music

-	Song	1 piece	380-740 riels
-	Music arrangement	1 piece	320-720 riels
-	Music version	1 piece	80-180 riels
-	Tape, disc recording for sale	1 piece	1,100-1,800 riels
-	Music arrangement	1 piece	1,100-1,800 riels
-	Entertainment	1 minute	140-190 riels

5	<u>Film and Video Production</u>		
-	Realisation		
-	Realisation for film and video:	1 minute of projection	170-240 riels
	short, medium, long		
-	Realisation adapted to the old one, renovated, extracted from some main parts, rewritten anew from romantic story/drama into the one for film and video: short, medium long	1 minute of projection	110-130 riels
-	Realisation for film and video, on documentary, generalisation, science, cartroon	1 minute of projection	120-190 riels
-	Realisation for film and video on eduction	1 minute of projection	80-110 riels
	<u>Director</u>		
-	of long-hour film and video on story	1 minute of projection	140-190 riels
-	of documentary film and video	1 minute of projection	110-140 riels
-	cameraman of an already-short film/video on story	1 minute of projection	80-110 riels
-	cameraman of film and video on documentary, actuality, generalisation, science, education	1 minute of projection	110-140 riels
	<u>Designer</u>		
-	on art, of film, video, on the stage, of costumes, in special occasion	1 minute	70-90 riels
-	of cartoon film, puppet show, drawing, painter, especially cartoonist	1 minute	120-170 riels

6 Cultural architecture

- Founder of cultural architecture will get 5% of the total cost of cultural project

Article 3: Organisation which puts into use the created work is to be in charge of giving this allowance. But if its use is in different form, the creator shall get an extra allowance. In mass media, the created work will get the allowance once from any media organisation which uses it first.

On the published work, if many editions are made, the producer will get 30% at the 2nd and 3rd editions, 50% at the 4th and 100% at the 5th, and at the 6th and so on the allowance will be started again like at the 2nd edition.

For drama, if it is performed publicly on more than 20 occasions, the producer will get 2% of the total income additionally.

The evaluation commission will be given 10% of the allowance paid to the producer by any organisation which takes the created work.

Article 4: State employees who produce their work during their extra work hours will get 100%. State employees who produce the work during their work hours, but beyond their duty, will get 50%. If the work is within their duty, they will get 30%.

Work done on the dangerous spot will be given 100%.

Article 5: Regulations which are different from this communiqué will be considered null and void.

Article 6: The communiqué comes into force as from the date this document is made public.

Article 7: Heads of the office, the departments and the services of the Ministry of Culture and Information and the Ministry of Finance shall be in charge of implementing this communiqué according to each duty.

Phnom Penh, June 22, 1989

Council of Ministers

Decree on Supervision of Printing, Publishing, Production of Books and Other Publications

The Council of Ministers:

- According to the Constitution, etc:

Decrees that:

Part I : General

Article 1: Publishing, publications shall be under the control of the State of Cambodia. This will include the content of the publications, to preserve the national culture.

Article 2: The Ministry of Information and Culture is the organ that shall control all publications.

Part II : Publishing Domain

Article 3: Publishing, including printshop activity, news organisations, magazines and bulletins are permitted by the Ministry of Culture through publishing houses if they ask for authorisation. This authorisation must be requested from the chief of each printing establishment, confirming the aims of the publication. All publications must be authorised by the Ministry.

Article 4: Non-governmental organisations, associations, semi-State enterprises, private companies and individuals are welcome to ask permission to publish, submitting their manuscripts to the Ministry of Information and Culture for authorisation.

Article 5: To establish news magazines and bulletins and newspapers, there is a separate declaration.

Article 6: All advertisements concerning culture must be authorised by the Ministry. Books published before 1979 can be reprinted if permission is asked from the Ministry. If the writer is no longer living, the work is the property of the Ministry.

Article 7: All publishing, production and dissemination must bear the name of the author, artist, publisher, print shop, and printing certificate, document #, date and number of publication. Before dissemination of the document, publishers living in Phnom Penh must deposit:

- 2 copies at Ministry of Information and Culture
- 6 copies at the National Library.

Publishers outside Phnom Penh must deposit:

- 10 copies at the Office of Information and Culture of the province
- 6 copies at the National Library in Phnom Penh

Part III : Printing

Article 8: This area includes print shops, printing equipment, photocopiers, computers, roneo machines, typewriters, printers and simple printing equipment, or other artisans' equipment and photographic equipment.

Article 9: The Ministry of Information and Culture can permit semi-statal enterprises, private companies or other organisations to establish print shops if their work is controlled by a Cambodian.

For printing, with the following equipment - photocopiers, computers, roneos, typewriters and other simple machinery - permission must be granted by the People's Committee at provincial and municipal levels through the Office of Information and Culture. The Ministry of Information and Culture will determine rules for establishing print shops according to its decree.

Part IV:Dissemination and Propaganda through Posters

Article 10: This area includes sale, production and copying by publishers, libraries, bookstalls, exporters, importers, and poster production and advertising with pictures.

Article 11: The Ministry of Information and Culture will control and authorise import and export of publications.

Article 12: State offices, mass organisations and associations can establish libraries or bookstores with permission from the provincial People's Committee through the Office of Information and Culture.

Article 13: Signs on bookstores, labels on goods, and pictures, both local and imported must be authorised by the Ministry of Information and Culture through the Office of Information and Culture of the province.

Part V : Violations of the Law

Article 14: Anyone violating Articles # 4, 5, 6, 7, 9, 11, 12, 13 will be fined 2,000 riels minimum and 30,000 riels maximum. Violations endanger security, politics, and national economy, and must be punished by the law.

Part VI

Article 15: The Ministers responsible for the cabinet of the Council of Ministers, for the Ministry of Information and Culture, and all other relevant ministries, and the provincial and municipal People's Committees, must carry out this decree according to their duty. The Ministry of Information and Culture is charged with dissemination of this decree.

Article 16: Decree # 03 dated 17 February 1982 is replaced by this decree.

Article 17: This decree must be carried out since it has been publicly proclaimed.

1991

Part V : Violations of the Law

Article 14: Anyone violating Articles # 4, 5, 6, 7, 9, 11, 12, 13 will be fined 2,000 riels minimum and 30,000 riels maximum. Violations endanger security, politics, and national economy, and must be punished by the law.

Part VI

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1991

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