

KINGDOM OF CAMBODIA

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Sub-National Democratic Development (NCDD)

REPORT

ON

**Results of the Evaluation of the Management, Administration and
Implementation of Educational Function Transferred to the Municipal &
District/Khan Administration**

Prepared by Inter-Ministerial Working Group

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Head of Inter-Ministerial Technical Working Group

CHAN SOTHEA

Executive Summary

Based on the 2022 Annual Work Plan and Budget of the NCDD and Decision No. 031 D/NCDD, dated October 22, 2022 on the establishment of the Inter-Ministerial Technical Working Group, in order to study and evaluate the implementation of the functions which are transferred to the municipal and district/khan administrations, the NCDD Secretariat led and coordinated the Inter-Ministerial Technical Working Group, composed of the Ministry of Education, Youth and Sports, the Ministry of Economy and Finance, the Ministry of Interior, Ministry of Civil Service and the Association of Sub-National Administrative Council to study and evaluate the implementation of the educational functions transferred to the municipal and district/khan administrations, in accordance with to the procedures and received the results, as follows:

I. Objectives and Procedures of the Evaluation Study

This evaluation study focused on the effectiveness of the management, administration and implementation of educational functions transferred to the municipal and district/khan administrations, without focusing on the quality of educational services due to the fact that the transfer of educational functions happened when Cambodia encountered the Covid-19 crisis during which schools were temporarily closed and online teaching methods have to be introduced.

The Inter-Ministerial Technical Working Group made on site visit and evaluated 17 municipal and district/khan administrations in 5 provinces: 7 District Administrations in Battambang province, 3 municipal and district/khan administrations in Kratie province, 3 Municipal/District Administrations in Kampot province, 2 municipal and district/khan administrations in Kandal Province and 2 Khan Administrations in Phnom Penh. During this evaluation study, the Inter-Ministerial Technical Working Group interviewed the leaderships of the Municipalities, District/Khan Administrations, officials of the Office of Education, Youth and Sports, school principals, teachers, Chiefs of Commune/Sangkat, parents' representative, provincial leaderships, Department of Education, Youth and Sports, Department of Economy and Finance, Department of Civil Service and Provincial Treasury, a total of **more than 700 people**. At the interviews and discussions with the above stakeholders, the Inter-Ministerial Technical Working Group used two types of questionnaires: a list of questions for individual surveys and a list questions for group discussions, focusing on the following key points:

- Management of the Office of Education, Youth and Sports after integration into the structure of the municipal and district/khan administrations;
- School management after the transfer of educational functions to the municipal and district/khan administrations;
- Management of educational staff after transferred to be the staff of municipal and district/khan administrations;
- Use of funds for the implementation of educational functions transferred to the municipal and district/khan administrations;
- Use of assets for the implementation of educational functions transferred to municipal and district/khan administrations;
- Work relationship and accountability line of the municipal and district/khan administrations in the implementation of the transferred educational functions.

The information and data collected from the evaluation study visits at the target municipal and district/khan administrations were summarized in a draft preliminary report and submitted for review at a consultative workshop held on the 28th February 2023, with the participation of representatives from the relevant ministries, institutions, sub-national administrations, development partners and relevant civil society organizations, a total of 170 people. Based on the comments and inputs received from the consultative workshop, the Inter-Ministerial Technical Working Group has prepared a final draft report on the results of the evaluation study of the implementation on the educational functions transferred to the municipal and district/khan administrations.

II. Findings

Based on the information collected from the evaluation study visits at the municipal and district/khan administrations and consultative workshops, the Inter-Ministerial Technical Working Group evaluated the status of management, administration and implementation of educational functions transferred to the municipal and district/khan administrations with the following summary:

A. Management of the Office of Education, Youth and Sports

Positive points:

The integration of the Office of Education, Youth and Sports into the structure of the municipal and district/khan administrations have improved the work and responsibilities of this Office and encouraged the Council and the Board of Governors to be more responsible in their leadership, management and have closer working relationships with

officials of the Office of Education, Youth and Sports. Officials from the Office of Education, Youth and Sports regularly attend the council meetings and other relevant meetings of the municipal and district/khan administrations, while reporting on the educational situation and challenges to be addressed and the necessary support of the municipal and district/khan administrations. This has enabled the leaders of the municipal and district/khan administrations to manage the educational work and solve difficult problems in a timely and effective manner, and the officials of the Office of Education, Youth and Sports have become more accountable to the Council and the Board of Governors in performing their roles and duties as a staff for the municipal and district/khan administrations on the educational work.

Challenges:

In the first year of integration, the Office of Education, Youth and Sports faced some difficulties in carrying out its work due to a lack of understanding of the new line of accountability, working relations, administration management procedures, letter forms, and flow of administrative documents of the Municipality, District/Khan, etc. However, so far, these problems have been solved and gradually improved from year to year.

B. School Management

Positive points:

After the transfer of education functions to the municipal and district/khan administrations, the situation of management and development in schools has improved, especially at the schools in the Municipality, Districts of Battambang province in relation to the provision of educational services, school development, security and public order, prevention of the spreading of Covid-19, hygiene, environment, food safety, student traffic, youth development activities, physical education and sports, etc., because the leaders of the municipal and district/khan administrations are willing to take responsibility and give priority mainly to provide supportive interventions and solve problems in schools quickly. Based on the survey of stakeholders of **370 peoples** in Battambang province, **69%** of them think that the management situation in schools is better than before.

Challenges:

School management and development still have some shortcomings because the leaders and relevant officials of the municipal and district/khan administrations have not been training to have a better understanding of the specific roles and responsibilities of the municipal and district/khan administrations in the implementation of educational work

and about the principles and procedures for the management and development of schools according to the standards set by the Ministry of Education, Youth and Sports, especially in the municipal and district/khan administrations outside of Battambang province.

C. Educational Staff Management

Positive points:

The management of educational staff transferred to the municipal and district/khan administrations is better than the management of non-transferred educational staff under the municipal and district/khan administrations. The educational staff works in the Office of Education, Youth and Sports and schools in Battambang province have expressed satisfaction with the management of the Municipal and district administrations, including the appointment, promotion, attendance management and other changes in the administrative status of the staff, which have been implemented effectively, transparently and timely in accordance with the principles and staff management procedures of the Municipality, District Administrations. Decisions on staff management shall be made by each municipal and district/khan administrations as soon as possible without waiting for a decision from the Provincial Administrations, Departments or from the Ministry of Education, Youth and Sports, which it does not take long time. This strengthens the efficiency and transparency of staff management and gives confidence to the management of municipal and district/khan administrations, as well as encourages employees to be more willing to perform their duties. Based on the survey of stakeholders of **320 people** in Battambang province, **68%** of the respondents felt that the management situation of the educational staff transferred to the Municipality, District Administrations was better.

Challenges:

The organization of educational worker in municipal and district/khan administrations has some challenges due to the shortage of staff, some municipal and district/khan administrations have moved their educational staff to work in other offices/units, which may affect the effectiveness of the implementation of the educational work. At some schools, there is a shortage of teachers for the provision of standardized educational services (this shortage of teachers occurs prior to the transfer of educational functions).

D. Use of Funds for the Implementation of Educational Functions

Positive points:

The management, administration and use of the operational support budget of the Office of Education, Youth and Sports have been implemented in accordance with the financial management procedures of the municipal and district/khan administrations, which have facilitated the management, monitoring and inspection. The transfer of funds for the operation of schools into the accounts of each school in Battambang province is faster because each Municipality, District Administrations has issued a mandate to transfer the budget to each school account within its jurisdiction directly and the use of funds in each school is improved from year to year through the participation of the school management committee and other stakeholders, as well as the support and monitoring of officials from the Office of Education, Youth and Sports and the leadership of the municipal and district administrations. Based on the survey of stakeholder of **390 people** in Battambang province, **62% of them** think that the use of school budgets is better than before.

Challenges:

Although the management and use of the budget to support the operation of the Office of Education, Youth and Sports has been implemented in accordance with the financial management procedures of the municipal and district/khan administrations, the actual implementation in each municipal and district/khan administrations is different. It is generally found that the Office of Education, Youth and Sports faces many difficulties, such as receiving less budget for missions and materials and slower because the municipal and district/khan administrations have to follow the joint material procurement procedures. Some municipal and district/khan administrations have distributed some materials to other units other than the Office of Education, Youth and Sports.

All in all, the annual budget to support the operation of the Office of Education, Youth and Sports of approximately 30 million Riels per year, which was transferred to each municipal and district/khan administrations, was reportedly not paid in full to support the Office of Education, Youth and Sports because this budget is included in the joint budget of the municipal and district administrations and is not clearly defined as a conditional budget only for the expenses to support the operation of the Office of Education, Youth and Sports; therefore, some municipal and district/khan administrations have shared this budget to cover the costs of supporting operations for other offices or entities.

E. Use of Assets

Positive points:

Assets, materials for the implementation on the educational functions were not found to be used for activities other than education. In addition, some Municipality, District Administrations, in cooperation with communes, have mobilized resources from donors, parents `students, and civil society organizations for the construction, renovation of schools, landfilling of school grounds, repair and construction of roads to schools, and purchase of additional materials to provide to the Office of Education, Youth and Sports and schools such as computers, desks, student chairs and other materials.

Challenges:

The assets to be transferred in connection with the educational function have not yet been officially transferred to the municipal and district/khan administrations. The delays in the transfer of these assets have made the municipal and district/khan administrations without the authority to manage and use these assets responsibly. At the same time, some Offices of Education, Youth and Sports still lack equipment and materials to perform their work because some equipment and materials have been using for many years, it has already damaged and no longer usable. Some municipal and district administrations do not have the budget to buy new equipment to replace the old ones that are broken.

F. Working Relations and Accountability

Work relationship and accountability between the municipal and district/khan administrations with the Provincial Department of Education, Youth and Sports have been gradually improved depending on the new responsibilities and lines of accountability in the management, administration and implementation of the educational functions transferred to the municipal and district/khan administrations.

As for the accountability to the people, after the transfer of educational functions to the municipal and district/khan administrations, especially the Municipality, District Administrations in Battambang province, the Municipality, District Councils have begun to take responsibility for the leadership and management of educational functions by raising the educational issues in their monthly meetings and take steps to support, monitor and address challenges. In public forums, the leaders of the municipal and district administrations often participate in disseminating and collecting requests from citizens and local communities on issues related to educational services. In general, most of the requests related to education are taken care of, coordinated and resolved by the Municipality, District Administrations quickly, responsibly and with a high esteem. Based on the survey of stakeholders of **246 people** in Battambang province, **68%** of them

think that the Municipality, District Administrations are more responsible and accountable for the educational work. Overall, the situation of work relations and accountability in the education of municipal and district administrations has been gradually improved without significant challenges.

III. Analysis and Evaluation

Based on the findings of the evaluation study visit in the target municipal and district/khan administrations, the Inter-Ministerial Technical Working Group is able to reflect and evaluate the following relevant aspects:

A. Transferring of Authority and Accountability

The transfer of full authority and responsibility within the framework of **assigning of educational functions to the municipal administration in Battambang province** has encouraged the municipal and district administrations to have full the authority, ownership to lead, manage, administer and implement the educational functions that have been given. The results of assigning educational functions to the Municipality, District Administrations in Battambang province **are better** than the management, administration and implementation of educational functions within **the framework of delegation** of education function to other municipal and district/khan administrations of capital and other provinces.

B. Structure for the Implementation of Educational Functions

The complete structure for the implementation of the educational functions assigned to the municipal and district administrations in Battambang province (integration of both the Educational Office and the school into the structure of the Municipal and District Administrations) has established a clear institutional mechanism and line of accountability between schools and the Office of Education, Youth and Sports, and the municipal/district administrations, and the Department and the Ministry of Education, Youth and Sports, which this promotes the implementation of the educational functions transferred to the municipal/district administrations in Battambang province that is convenient, has good working relationship, has a clear hierarchy and achieves better results than the implementation of educational functions of other municipal and district/khan administrations, which have integrated only the educational office into the structure of municipal and district/khan administrations by maintaining schools to be under the management of the Provincial Department of Education, Youth and Sports.

C. Transfer of Human Resource

The management of educational staff who transferred to become staff of the municipal/district administrations (14 Municipals/districts in Battambang province) is better than the management of educational staff who are not transferred to be under the management of the municipal, district/khan Administrations directly (in cases of municipal, districts outside of Battambang). It is encouraged the educational staff transferred to the municipal and district administrations in Battambang province, to have confidence in the leadership and management of the municipal and district administrations and to be more willing to do their jobs, teachers come to teach regularly and respect the discipline and ethics of teachers in accordance with the determined standards.

D. Transfer of financial resources and assets

The Management, and use of funds to support the operation of the school, which has been transferred a package to the municipal and district administrations in Battambang province, is in a better situation through the participation, reviewing, advising and monitoring from the school management committee and stakeholders, as well as the support, monitoring, reviewing of officials of the Office of Education, Youth and Sports and the leaders of the Municipal and district administrations. However, the management and use of the operational support budget of the Office of Education, Youth and Sports, which has been implemented in accordance with the financial management procedures of the municipal and district/khan administrations, are facing some key challenges that need to be addressed and resolved.

E. Preparation of Regulation Instrument for the Implementation of Educational Functions

The delays in the preparation and training of technical guidelines on the implementation of educational functions transferred to the municipal, district/khan administrations are one of the main reasons, why municipal, district/khan administrations have difficulty or lack of clear understanding in management, assignment, and implementation of transferred educational functions. This needs to be prepared and provided urgent training to the municipal, district/khan administrations on the technical guideline on the procedures for performing the educational functions that have been transferred to the municipal, district/khan administrations.

F. Establishment of support, monitoring and evaluation mechanisms

The situation of providing technical support, monitoring and evaluation of the implementation of educational functions provided to the municipal and district administrations in Battambang province is more active and better than technical support and monitoring the implementation of educational functions delegated to the municipal, district/khan administrations in other provincial capitals. This is made the implementation of the educational functions assigned to the municipal, district/khan administrations in Battambang province better.

Delays in setting up specific support mechanisms at both the national and provincial levels due to the Covid-19 crisis have exacerbated some of the challenges faced by municipal, district/khan administrations in the implementation of education functions have been delayed so far, especially the challenges related to the use of funds to support the operation of the Office of Education, Youth and Sports.

IV. Recommendations

To ensure the effectiveness of the management, administration and implementation of functions of education transferred to the municipal, district/khan administrations and to expand the transfer through assigning of these functions to other municipal, district/khan administrations, inter-ministerial technical working group outlined some of the following recommendations:

- Organize an emergency meeting to provide the guidance and urge the municipal, district/khan administrations to continue to pay more attention to the management, assignment and implementation of educational functions transferred to the municipal and district/khan administrations effectively;
- Continue to promote the finalization of technical guidelines on the procedures for the implementation of educational functions transferred to the municipal, district/khan administrations and train the management and staff of the municipal, district/khan administrations and stakeholders on this technical instruction as soon as possible in this 2023;
- Examine and adjust the budget allocation to support the operation of the Office of Education, Youth and Sports in accordance with the workload and situation of each municipal, district/khan administrations, as well as review and adjust the principles and procedures for managing, assigning and using this budget, especially the budget for supporting the operation of the Office of Education,

Youth and Sports to ensure that the Office of Education, Youth and Sports has sufficient resources to perform its duties effectively;

- Continue to promote the formal transfer of assets for the performance of educational functions to the municipal and district/khan administrations to ensure that each municipal and district/khan administration has the responsibility of having the authority to manage and use those assets effectively;
- Continue to disseminate and train the leaders and officials of the municipal, district/khan administrations on the principles and procedures of personnel management to ensure that the municipal, district/khan administration has a clearer understanding and appropriate capacity to organize and manage educational staff more effectively, transparently and accountably;
- Strengthen and establish clear support mechanisms at both national and provincial levels to provide technical support, capacity development, and monitoring and evaluation of the management, administration, and performance of education functions transferred to the municipal, district/khan administrations;
- Expand the assigning of functions of education as currently implemented in the 14 municipal and district administrations in Battambang province to being implemented in municipal, district/khan administrations throughout the country.

V. Conclusion

Although the transfer of educational functions to the municipal, district/khan administrations at a time of difficult situation for the spread of Covid-19 disease, the management and implementation of those transferred educational functions did not pose a serious risk. On the contrary, the situation of management and development in schools, especially schools under the jurisdiction of the 14 Municipal and district administrations in Battambang province, have improved.

However, the management, administration and implementation of educational functions transferred to the municipal, district/khan administrations still have some key of challenges that need to be addressed. These challenges involve the ambiguity of authority and responsibility for the management, administration and implementation of educational functions within the framework of delegation, management, assignment and

use of financial and human resources that required reviewing and revision together with the strengthening of support mechanisms for capacity development, monitoring and supervision to the municipal, district/khan administrations to ensure the smooth management, assignment and implementation of educational functions transferred to the municipal, district/khan administrations effectively and efficiency, especially to ensure a consistent quality of education.

1. Introduction

Transferring functions to sub-national administrations is an important and necessary part of decentralization and deconcentration reform efforts. The transfer of the functions to the sub-national administrations is moving decision-making related to public service management, administration and delivery even closer to the people to promote quick and correct public service delivery, corresponding to the actual needs of each local area with efficiency, transparency, accountability, inclusiveness and social equity. In principle, the transferring functions to the sub-national administrations must be accompanied by the transfer of financial resources, human resources, authority and responsibility for the management, administration and implementation of the transferring functions. To ensure the achievement of these principles of transferring of function, close supporting and cooperation are needed along with other reform efforts of the Royal Government, in particular, the public administration reform and public financial management reform. Currently, public administration reform has been focusing on strengthening institutional efficiency, improving the efficiency of human resource management at both national and sub-national to ensure equitable, fair and inclusive public service delivery and social development by focusing on promoting innovation and use of telecommunication and information technology in public administration and promoting the implementation of performance-based management systems, establishing public institutions' accountability mechanisms and promoting public participation in the evaluation of public service delivery. At the same time, in line with the Public Financial Management Reform Program in Phase 4 "Performance Accountability", Cambodia's budgeting system has been modified with an aim at improving the management of public financial resources and in line with the fundamental goals of towards the adoption of "performance-informed budgeting" in line with the strategic direction of policy-budget linkages and performance accountability by 2025. In this regard, the allocation and transfer of financial resources to the sub-national administrations, as well as the development and improvement of policies and procedures for the budget management, administration and use by the sub-national administrations to implement the transferred functions more effectively, transparently and accountably is one of the priorities of the Public Financial Management Reform Program.

Education is one of the priority sectors which the Law on the Administrative Management of Capital, Provinces, Municipalities, Districts and Khans requires the transfer of its

functions to the sub-national administrations. Under the coordination and technical support from the National Committee for Sub-National Democratic Development (NCDD), since 2014, the Ministry of Education, Youth and Sports has begun transferring functions to the sub-national administrations, in accordance with the required principles and processing, including the development of functional mapping analysis' checklists, the review of functions, identification of functions and resources to be transferred to the sub-national administrations, as well as the determination of pattern for the transfer (delegation or handover) of those functions and resources to the sub-national administrations. In 2016, through NCDD, the Ministry of Education, Youth and Sports proposed the transfer of 3 functions within education sector to the municipal, district and khan administrations, and those functions included early childhood education management, primary education management and non-formal education management. In response to the request by the Ministry of Education, Youth and Sports, the Royal Government has decided to issue a Sub-Decree No. 191ANKR/BK dated 14 September 2016 on the transfer of early childhood education management, primary education management and non-formal education management functions to the municipal and district administrations in Battambang province for the first-phase implementation from 2016 to get lessons-learnt and experience before handing over these functions to other municipal, district and Khan administrations step by step. However, the Sub-Decree No. 191 was not fully implemented due to concerns about some technical and political risks which could eventually hinder the implementation of decentralization policies within the education sector, which were being implemented in each primary school.

However, based on the progress of decentralization and deconcentration reforms, which have reached a deeper stage, it is required to review and revise the functions and structures of the municipal, district, and Khan administrations in order that these administrations become local administrations in line with the principles of unified administrations which possess appropriate capacity for public service delivery and local development which meet the needs of the people within each locality with effectiveness, transparency, accountability and social equity. In response, at the end of 2019, the Royal Government decided to issue three sub-decrees, including Sub-decree No. 182 on the functions and structure of the municipal administrations, Sub-decree No. 183 on the functions and structure of the district administrations and Sub-Decree No. 184 on the functions and structure of district administrations. These sub-decrees required

integration of all specialized offices of ministries and institutions at the municipal, district and khan levels into the administrative structure of municipalities, districts and Khans, and transferred 55 functions of 20 sectors to these municipal, district and khan administrations as well. Among those specialized line offices, the offices of Education, Youth and Sports at the municipal, district and khan levels, which are the line offices of the Ministry of Education, Youth and Sports, have also been integrated into the structure of the municipal, district and khan administrations.

At the same time, six of educational functions have been transferred in the form of assigning (decentralization) and delegation (deconcentration) to the municipal, district and khan administrations, and those functions included:

1. Early childhood educational management function
2. Primary educational function
3. Non-formal educational function
4. Administrative work to support secondary education institutions
5. Youth development
6. Education of Physical and sports

In general, the integration of the offices of Education, Youth and Sports and transferring educational functions to the municipal, district, Khan administrations, including the transfer of **about 2,500 staff members** who is working in the offices of Education, Youth and Sports to be under the management of the municipal, district and khan administrations throughout the country; the transfer of **approximately 6,500 teachers who** working in public primary schools, public kindergartens and all community learning centers in Battambang province to be under direct supervision of each of the 14 district administrations in Battambang province. At the same time, financial resources including salaries of educational staff, budget for supporting the operation of the office of Education, Youth and Sports, and budget for supporting the operation of primary schools, kindergartens and community learning centers which have been transferred to be under the supervision of the municipal, district and Khan administrations, have also been transferred to the municipal, district, and khan administrations within the framework of the jurisdiction of the respective municipal, district, and khan administrations for management, administration, and use for implementing the transferred functions.

The transfer of educational functions to the municipal, district and Khan administrations as outlined above has been implemented for about three years now since the beginning of 2020. Therefore, there should be an evaluation to examine the status and results of the management, administration and implementation of education functions which have been transferred to the municipal, district and Khan administrations.

2. Objectives

The purpose of this evaluation is to review on progress, challenges and status of the management, administration and implementation of the educational functions which have been transferred to the municipal, district and Khan administrations and to serve as a basis for enhancing the effectiveness of the management, administration and implementation of those functions and as a basis for scaling up the transfer of those functions to the municipal, district, Khan administrations in other capital and provinces in addition to the Battambang province.

3. Limitation

This evaluation focuses only on the status of management, administration and implementation of the educational functions which have been transferred to the municipal, district and Khan administrations, and is yet to focus on the quality of education services by the municipal, district and Khan administrations.

The following are reasons why this assessment's evaluation is not yet to focus on the quality of education service:

- This evaluation is designed on a necessary and urgent basis to ensure that challenges are addressed after Covid-19 crisis has eased and to provide a basis for political decision-making related to the scale-up of the transfer of education functions to the municipal, district and Khan administrations other than the municipal and district administrations of Battambang province.
- The evaluation of education service quality related to the functions transferred to the municipal, district and Khan administrations will take a long time and is based on the baseline data, and at the present, specific baseline data has not yet been compiled.
- The Covid-19 crisis during the implementation of the educational functions transferred to the municipal, district and Khan administrations (2020-2022) was an external factor which had an adverse impact on the quality of education service in general. Therefore, the evaluation on the quality of education functions

transferred to the municipal, district and khan administrations should be conducted within two or three years after the ease of the Covid-19 crisis.

4. Evaluation coordination mechanisms

This evaluation was organized accordance with the direction from **Samdech Kralahom, Deputy Prime Minister, Minister of Interior and also the Chairman of NCDD** by laying out a concept paper on the assessment's evaluation of the implementation of educational functions transferred to the municipal, district and khan administrations and Decision No. 031SSR/NCDD, dated 25 October, 2022 on the establishment of an inter-ministerial technical working group to evaluate the implementation of educational functions transferred to the municipal, district and khan administrations. The Decision on establishment of this inter-ministerial technical working group is available in Annex 01 of this report.

The concept paper on the assessment's evaluation of the implementation of educational functions transferred to the municipal, district and khan administrations serves as a roadmap to organize and implement of this evaluation for effective, transparent and unbiased development and execution of the evaluation processes with active involvement from relevant stakeholders.

This inter-ministerial technical working group is a mechanism for leading the coordination of the evaluation process on the implementation of functions transferred to the municipal, district and khan administrations and it comprises of **32** members who are representatives of NCDD Secretariat, Ministry of Education, Youth and Sports, Ministry of Interior, Ministry of Civil Service, Ministry of Economy and Finance and Association of Sub-National Administration Councils. This evaluation has the technical support from the "Improving Service Delivery the People of Cambodia (ISD/GIZ)" program, funded by the German and Swiss governments.

5. Methodology

Key methodologies adopted during the evaluation included:

- **Legal instrument study:** The inter-ministerial technical working group studied key legal instruments related to the transfer of educational functions to the municipal, district and khan administrations to determine necessary aspects and requirements which the basis of monitoring, evaluation and analysis on the status of actual implementation within each target municipal, district and Khan administration. Key legal instruments which the inter-ministerial technical working

group studied included Sub-decree No. 182 on the functions and structure of the municipal administrations, Sub-decree No. 183 on the functions and structure of the Khan administrations and Sub-Decree No. 184 on the functions and structure of district administrations and other legal instruments related to administrative, financial, and staffing tasks which were transferred to the municipal, district and khan administrations as well as relevant evaluation reports.

- **Information collection:** The inter-ministerial technical working group visited target provincial, municipal, and district administrations to gather the important information related to the management, administration and implementation of educational functions, which were transferred to the municipal, district, and khan administrations to form a basis for analyzing, assessment and evaluation their status in comparison with the objectives and requirements defined in relevant legal instruments. To gather this information, the inter-ministerial technical working group has developed and used two types of questionnaires:
 - Questionnaire for personal input and opinion
 - Questionnaire for discussion with relevant key informants

The questionnaires developed and used to collect the information in this evaluation is available in Annex 2 of this report.

- **Target municipal and district administrations:** The inter-ministerial technical working group has selected a total of **17** municipal and district administrations of Phnom Penh and **4** provinces for this assessment's evaluation. The selection of those municipal and district administrations was based on certain criteria:
 - The municipal and district administrations which are executing the transferred education functions
 - The municipal, district and Khan administrations in the capital and provinces which are executing the delegated education functions
 - The district administrations of the downtown areas and the district administrations of the rural areas.

The target capital/provincial administrations and municipal, district, Khan administrations selected and evaluated by the inter-ministerial technical working group are listed in Annex 03 of this report.

- **Key informants:** To ensure collection of comprehensive information related to the management, administration and implementation of the educational functions

transferred to the municipal, district and khan administrations, the inter-ministerial technical working group has identified and has discussed directly with 5 different groups of key informants in each target provincial and municipal administrations. The working group met with a total of 700 key informants who were the officials within the leadership of provincial administrations and relevant specialized departments, officials within the leadership of municipal and district administrations; officials within the leadership of relevant offices, officials within the leadership and officials at the offices of Education, Youth and Sports, principals of primary schools and kindergartens, commune/sangkat chiefs, representatives of school management committees and representatives of parents. List of key informants is available in Annex 04 of this report.

- **Analysis:** The information collected from the key informants was recorded, compiled and entered into a database and analyzed in comparison with the aspects and requirements set forth within the legal framework to accurately evaluate the actual status of management, administration and implementation of educational functions which were transferred to the municipal, district and khan administrations. Positive and negative aspects and challenges were also identified to be further addressed and make recommendations for scale-up of the transfer of these functions to municipal, district and Khan administrations in addition to the municipal and district administrations in Battambang province.
- **Report Organization:** The inter-ministerial technical working group held its internal meeting to prepare a preliminary draft of the evaluation feasibility report. Following the preparation of the preliminary draft of this report, the inter-ministerial working group organized a consultative workshop with stakeholders at both national and sub-national levels and meetings of the NCDD's subcommittee on functions and resources to review and discuss key findings which the inter-ministerial technical working group has found and to collect additional input from stakeholders to prepare a final report which was submitted to the NCDD's 21st meeting for review and approval on 02 May, 2023.
- **Duration and activities:** This assessment's evaluation was carried out between October 2022 and April 2023 based on the schedule available in Annex 05 of this report.

6. A study on legal frameworks and key requirements

6.1 A study on legal frameworks

Key legal frameworks related to the transfer of education functions to the municipal, district and Khan administrations include:

- Sub-decree No. 182 ANKR/BK, dated December 2, 2019 on the functions and structure of the municipal administrations
- Sub-decree No. 183 ANKR/BK, dated December 2, 2019 on the functions and structure of the Khan administrations
- Sub-Decree No. 184 ANKR/BK, dated December 2, 2019 on the functions and structure of district administrations
- Sub-Decree No. 6 ANKR/BK, dated December 2, 2019 on the transfer of conditional financial resources to the sub-national administrations
- Inter-Ministerial Prakas No. 521 សហវ.ប., dated 15 June 2020 on financial requirements, technical requirements and financial procedures for transfer of conditional resources to 14 municipal and district administrations of Battambang Province to execute the Early Childhood Education Management, Primary Education and Non-Formal Education functions.
- Circular dated February 16 on procedures for budgeting, accounting and credit budget movement for transfer the financial resources which attached to 14 municipal and district administrations of Battambang Province to execute the Early Childhood Education Management, Primary Education and Non-Formal Education functions.
- NCDD’s Decision on integration of personnel and organization of the position’s management into the structure of each municipal, district and Khan administration.
- Related instructions for execution during the transitional period.
- Report on the results of the reflection workshop on the implementation of education functions which have been transferred to the 14 municipal and district administrations of Battambang province (Organized by DAR/GIZ in March 2022).
- Reports on findings from inspection of the implementation of Early Childhood Education Management, Primary Education and Non-Formal Education functions

after they were transferred to the 14 municipal and district administrations of Battambang province (Battambang Provincial Administration, October 2022).

6.2 Key condition

Based on the spirit of Sub-Decree No. 182, No. 183 and No. 184, on six educational functions have been transferred to the municipal, district and khan administrations under two different terms of conditions:

- Terms and conditions for the transfer of functions to the municipal and district administrations of Battambang province
- Terms and conditions for the transfer of functions to the municipal, district and Khan administrations of the capital and other provinces in addition to Battambang.

A. Terms and conditions for the transfer of functions to the municipal and district administrations of Battambang province

A.1. Function's transfer

Sub-Decrees No. 182 and 184 set forth the transfer of educational functions to 14 municipal and district administrations of Battambang province in two patterns:

- **Through assigning (decentralization)** this includes 3 functions: 1) Early childhood educational management, 2) primary educational management, and 3) non-formal educational management. The three transferred functions also include 43 sub-functions and 214 activities. Within the framework of the assigning of these functions, the municipal and district administrations are given full authority, responsibility and ownership over the management, administration and implementation of those functions in accordance with the principles and standards in force. The municipal and district administrations must be accountable to the people in their jurisdiction for the results and impacts arising from the management, administration and implementation of those functions and shall be accountable to the Ministry of Education and Youth and sports for the execution of those functions in accordance with the established principles and standards.
- **Through delegation**, this includes 3 functions: 1) administrative support to secondary education institutions, 2) Youth development and 3) physical education and sports. The three transferred functions also include 5 sub-functions and 48 activities. Within the framework of this delegation, the municipal and district administrations are given the rights and responsibilities

to help promote, coordinate, monitor, advise, propose and decide on certain tasks, such as decision on the change of teachers within the municipality or districts, decision on teachers' leave requests and decision on selection of contracted teachers, etc. The municipal and district administrations shall be accountable to the Ministry of Education and Youth and sports for the execution of those delegated functions in accordance with the established principles and standards. However, the municipal and district administrations are not given full authority, responsibility and ownership and accountability to the people for the results and impacts arising from the implementation of those delegated.

A.2. Transfer of line units of the Ministry of Education, Youth and Sports at the municipal and district levels

The offices of Education, Youth and Sports, the line units of the Ministry of Education, Youth and Sports at the municipal and district levels, have been integrated into the administrative structure of the 14 municipal and district administrations of Battambang province and shall assume a role as the arm of the municipal and district administrations in managing, administering and implementing the education functions which have been handed over and delegated to each municipal and district administration.

At the same time, all public primary schools, public kindergartens and community learning centers of the Ministry of Education, Youth and Sports, within all municipality and districts of Battambang province, have been integrated to be under the supervision of the offices of Education, Youth and Sports of the municipal and district administrations in Battambang province. Public schools which have been integrated into the administrative structure of municipal and district administrations in Battambang province include 652 public primary schools, 385 public kindergartens and 4 community learning centers.

A3. Transfer of education staff

On the integration of the Office of Education, Youth and Sports, public primary schools, public kindergartens and community learning centers into the administrative structure of municipal and district administrations, all staff members working in these units include staff of the offices of Education, Youth and Sports and teachers have also been transferred to become the staff of each municipal and district administration in Battambang province. The supervision of the transferred those education officers shall

follow the separate statutes for the sub-national administrative staff. The number of education officers who have been transferred to the municipal and district administrations in Battambang province is available in Annex 06 of this report.

A4. Financial resources transfer

Budget for school operation

In According to the Inter-Ministerial Prakas No. 521, budget for implementing the three educational functions which have been handed over to the 14 municipal and district administrations in Battambang province, including the budget for the operation of primary schools, kindergartens and community learning centers, has been transferred to the 14 municipal and district administrations in Battambang province to manage, administer and use on the condition of **a conditional budget package**. In this sense, the municipal and district administrations shall ensure that this conditional budget is managed, administered and used for only implementing the activities which correspond to the educational functions which have been handed over to them and they are not authorized to use this budget for any other activity. Budget detail for the operation of primary schools, kindergartens and non-formal education activities transferred to the municipal and district administration in Battambang province for a period of 3 years (2020-2022) is available in Appendix 7 of this report.

Budget for operation of education offices

Budget for supporting the operation of the offices of Education, Youth and Sports is allocated and transferred to each municipal and district administration in the amount of approximately 30 million Riels per year to ensure that the offices of Education, Youth and Sports have the resources to perform their role as the arms of the municipal and district administrations in managing, administering and implementing the functions which have been handed over and delegated to them. However, the use of budget for supporting the operation of the offices of Education, Youth and Sports has not been conditioned to any specific conditions.

A5. Asset transfer

In According to the spirit of Sub-Decrees No. 182 and No. 184, it is required that the assets which were used for executing the transferred education functions be transferred to the municipal and district administrations for the management, administration and implementation of those transferred functions.

B. Terms and conditions for the transfer of functions to the municipal, district and Khan administrations of the capital and other provinces in addition to Battambang

B1. Transfer of functions

Based on the spirit of Sub-Decrees No. 182, 183 and 184, 06 educational functions have been transferred through the delegation form (deconcentration) to all municipal, district and Khan administrations in addition to those in Battambang province. Those delegated functions include: 1) early childhood education management function, 2) primary education function, 3) non-formal education function, 4) administrative support to the secondary education institutions, 5) youth development and 6) physical education and sports. The six educational functions delegated to the municipal, district and Khan administrations also contain 46 sub-functions and 173 activities.

Within the framework of this delegation, the municipal, district and Khan administrations are given the rights and responsibilities to help promote, coordinate, monitor, advise, propose and decide on certain tasks, such as decision on the change of teachers within the municipality or districts, decision on teachers' leave requests and decision on selection of contracted teachers, etc. The municipal and district administrations shall be accountable to the Ministry/ Departments of Education and Youth and sports for the execution of those delegated functions in accordance with the established principles and standards. However, the municipal and district administrations are not given full authority, responsibility, ownership and accountability to the people for the results and impacts arising from the implementation of those delegated functions

B2. Transfer of line units of the Ministry of Education, Youth and Sports at the municipal and district levels

The offices of Education, Youth and Sports, the line units of the Ministry of Education, Youth and Sports at the municipal, district and Khan levels, have been integrated into the administrative structure of the municipal, district and Khan and shall assume a role as the arm of the municipal, district and Khan administrations in managing, administering and implementing the education functions which have been delegated to each municipal, district and Khan administration.

However, all public primary schools, public kindergartens and community learning centers of the Ministry of Education, Youth and Sports, **have not been** integrated to be under the supervision of the offices of Education, Youth and Sports of the municipal,

district and Khan administrations and shall remain under the management of the capital and provincial departments of Education, Youth and Sports.

B3. Transfer of education officers

Given the integration of the offices of Education, Youth and Sports, officers within the offices of Education, Youth and Sports and teachers have also been transferred to become the staff of each municipal, district and Khan administration. The supervision of those transferred education officers shall follow the separate statutes for the sub-national administrative staff.

However, the education officers and teachers working at various schools have not been transferred to be under the supervision of the municipal, district and Khan administrations and they remain under the supervision of the Ministry of Education, Youth and Sports.

B4. Financial resources transfer

Budget for school operation

Within the framework of the delegation of the six education functions to the municipal, district and Khan administrations, the budget for operation of primary schools, kindergartens and community learning centers **has not been** transferred to the municipal, district and Khan administrations but it is kept within the budget package of the capital/provincial departments of Education, Youth and Sports.

Budget for operation of education offices

Budget for supporting the operation of the offices of Education, Youth and Sports is allocated and transferred to each municipal, district and Khan administration in the amount of approximately 30 million Riels per year to ensure that the offices of Education, Youth and Sports have the resources to perform their role as the arms of the municipal, district and Khan administrations in managing, administering and implementing the the functions which have been delegated to them. However, the use of budget for supporting the operation of the offices of Education, Youth and Sports has not been linked to any specific conditions.

B5. Asset transfer

According to the spirit of Sub-Decrees No. 182 and No. 184, it is required that the assets be transferred to the municipal, district and Khan administrations for the management, administration and implementation of those transferred functions.

7. Key findings

7.1. Highlights of the evaluation

In this assessment's evaluation, the inter-ministerial technical working group focused on gathering information to evaluate the positive and negative changes and challenging situations in executing certain key activities following the transfer of education functions to the municipal and district administrations. Key activities which the inter-ministerial working group focused for their evaluation included:

- **The management of the offices of Education, Youth and Sports:** Refers to the positive negative changes and challenging situations concerning the working relations between the offices of Education, Youth and Sports and the councils, governing boards, heads of administrations, relevant offices and units within the administrative structure of the municipal and district administrations. The focus was also on the status of the work performance by the offices of Education, Youth and Sports vis-à-vis the principles, formats and procedures governing the administrative affairs of the municipal and district administrations, in which the offices of Education, Youth and Sports was fulfilling their roles as the arms of the municipal and district administrations in implementing the education functions and those included complying with the administrative procedures, how to use stamps, meeting regimes, and workplace organization, etc., upon the integration of the offices of Education, Youth and Sports in the administrative structure of the municipal and district administrations.
- **School management:** Refers to the positive and negative changes and challenging situations related to security, public order, Covid-19 prevention, sanitation, environment, food safety, students' travel, youth development activities, and physical education and sports at schools under the jurisdiction of each municipal and district administration following the transfer of those functions to the municipal and district administrations.
- **Education officer management:** Refers to the status of the management of education officers who were transferred to become the staff of the municipal and district administrations in accordance with the established principles, formats and procedures and such management included appointment,

promotion, transfer, retirement and attendance compared to the management situation before those education officers were transferred to be under the supervision of the municipal and district administrations.

- **Budget management and use:** refers to the evaluation of the effectiveness, transparency, autonomy and accountability of management and use of budget for the execution of education functions before and after that budget was transferred to be under the control of the municipal and district administrations. Information collection for the purpose of evaluation on the changes of this budget management focused on two aspects.
 - Management of budget for the support of the offices of Education, Youth and Sports
 - Management of budget for school operation
- **Asset management and utilization:** Refers to the evaluation of the effectiveness, transparency and accountability of the management, administration, maintenance and use of assets, equipment and materials for the implementation of education functions which have been transferred to the municipal and district administrations compared to situation before those functions were transferred to the municipal and district administrations.
- **Working relations and accountability:** Refers to the evaluation of the working relations and accountability of the municipal and district administrations to the Ministry/ Provincial Department of Education, Youth and Sports for the implementation of education functions transferred in accordance with the established principles, procedures and standards and their accountability before the people, including consulting, addressing challenges and responding to people's requests in relation to the management, administration and implementation of the transferred education functions by comparing to the situation before those functions were transferred to the municipal and district administrations.

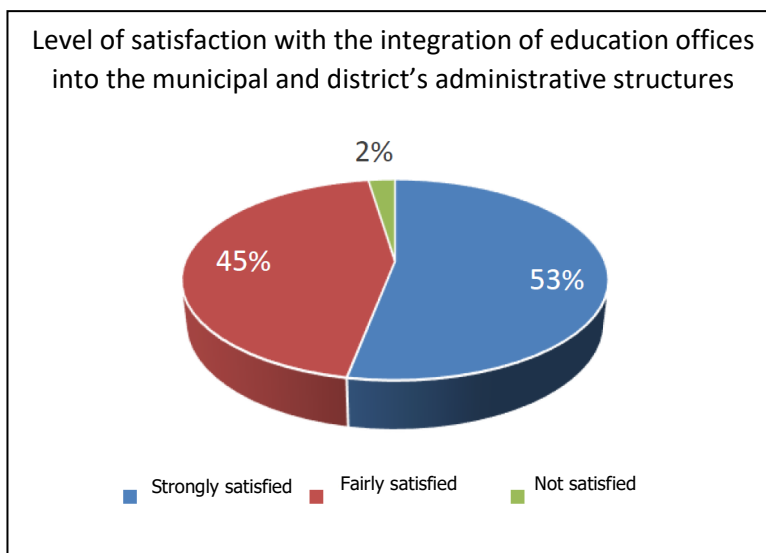
Key findings by the inter-ministerial technical working group during their visits to the target municipal and district administrations are summarized as follows:

7.2. Key findings at the municipal and district administrations of Battambang province

7.2.1. The management of the offices of Education, Youth and Sports

Information obtained from the survey on level of satisfaction with the integration of the offices of Education, Youth and Sports into the administrative structure of the municipal and district administrations to

become the arms of the municipal and district administrations which manage, administer and implement education functions transferred to the municipal and district administrations shows that among the 166 stakeholders, who were officials of in the leadership positions of the municipal and district administrations and



officials of the offices of Youth Education. And sports, 53% thought it was very satisfactory, 45% thought it was fairly satisfactory and 2% thought it was not satisfying. The information obtained from discussions with relevant key informants at both the provincial and municipal and district levels, highlighted the positives, negatives, and challenges of managing the offices of Education, Youth and Sports as follows:

Positives:

- Most of the key informants said that following the integration of the offices of Education, Youth and Sports into the municipal and district administrative structures, the municipal and district administrations, both the council and the governing boards, have clearer responsibilities and this makes it easy for them to lead, manage, discuss, consult and work more closely with officials of the Office of Education, Youth and Sports. This enables the municipal and district administrations to make decisions and take actions to address challenges more quickly, in a timelier manner, and more effectively than before the transfer of those education functions to the municipal and district administrations.
- Some key informants said that following the integration of the offices of

Education, Youth and Sports into the municipal and district administrative structures, the directors and deputy directors of the offices of Education, Youth and Sports have been invited to attend the meetings of the municipal and district councils and the municipal and district united command commissions on a regular basis. Through these meetings, the directors and deputy directors of the offices of Education, Youth and Sports were given the opportunity to report and raise the challenges in the education sector which needed support and solutions by the municipal and district administrations. This has made the offices of Education, Youth and Sports more responsible and accountable to the municipal and district administrations for carrying out their roles and responsibilities as the arms of the municipal and district administrations in the implementation of the education functions within the jurisdiction of those municipal and district administrations.

- Some key informants said that although some offices of Education, Youth and Sports were not located near the municipal and district offices, working relationship between those offices of Education, Youth and Sports with the municipal and district administrations and the affiliated units of the municipal and district administrations was robust and did not cause and disruption or difficulty in performing their roles as the arms of the municipal and district administrations in the management, administration and implementation of education functions which have been transferred to the municipal and district administrations.
- Each municipal and district administration has assigned a deputy governor in charge of education. This has improved the leadership, management and implementation of education tasks, with municipal and district administrations being able to better understand the situation related to the management, administration and implementation of education tasks, while challenges and suggestions have been addressed continuously.

Negatives and challenges

- Some key informants said that in the early days, following the integration of the offices of Education, Youth and Sports into the municipal and district administrative structures, the performance of the offices of Education, Youth and Sports encountered many difficulties, especially related to administrative

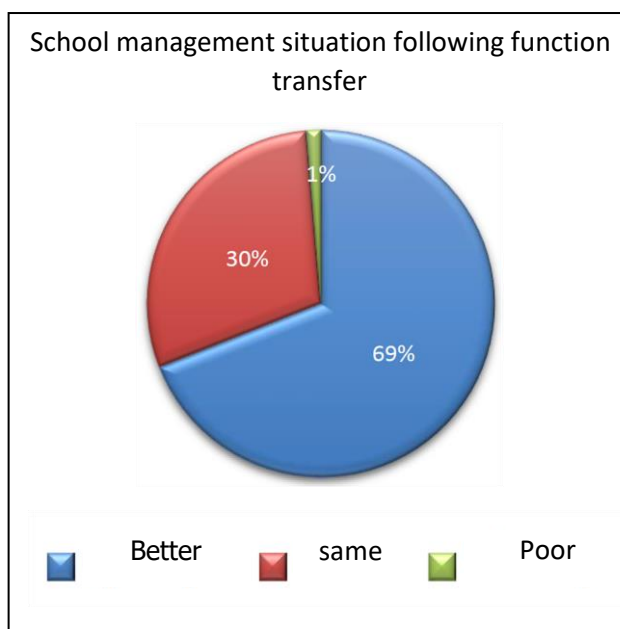
work. For instances, preparation of documents were not yet agreed in terms of format of administrative documents; they were not aware of the flow of documents of the municipal and district administrations; there was controversy over the use of the stamps because before the integration, the offices of Education, Youth and Sports had the right to use their own stamps, but after the integration, the stamps of the offices of Education, Youth and Sports has no longer been allowed for use. This made the execution of certain tasks difficult and slow. However, so far these issues have been gradually facilitated and addressed and the administrative workflow has improved.

- Some key informants said that the municipal and district administrations did not provide training on the working relations and administrative formats and procedures of the municipal and district administrations to the newly transferred staff so that they had better understand.
- Some key informants said that following the transfer of education functions to the municipal and district administrations, the municipal and district administration leadership officials participated in the sessions of information dissemination on relevant key principles, but they never received specific training on the formalities and procedures related to the leadership, management, administration and implementation of education functions which were transferred to the municipal and district administrations.
- It was also mentioned that the reporting systems and formats related to the implementation of the education functions transferred to the municipal and district administrations were not clear and there was inconsistency between the reporting systems and formats of the Ministry/departments of Education, Youth and Sports and those of the municipal and district administrations.
- Some officials from the offices of Education, Youth and Sports said that in the early days of the transfer of education functions to the municipal and district administrations, they found it difficult to attend meetings and seminars outside the municipality and districts because of the lack of budget to cover their mission expenses and travel expenses. And this was because before the transfer of education functions to the municipal and district administrations, these expenses were covered by the budget of the provincial departments of Education, Youth and Sports, but this budget was not transferred to the

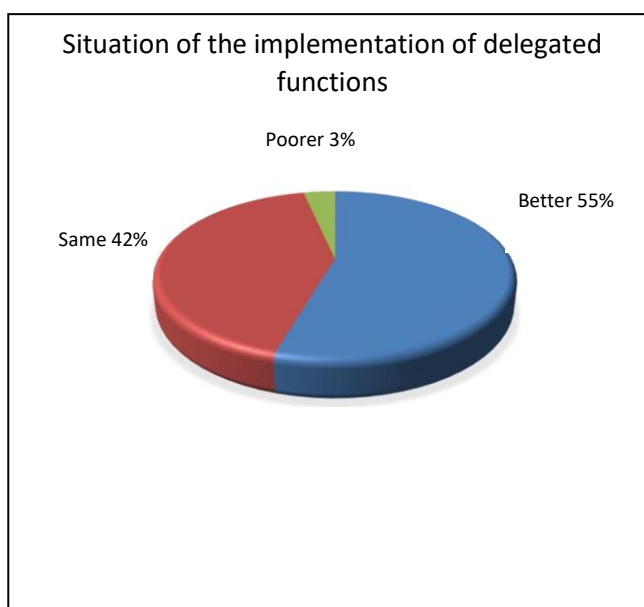
municipal and district administrations following the integration of the offices of Education, Youth and Sports into the municipal and district administrations. However, so far these challenges have been addressed after each municipal and district administration used its own discretionary budget (municipal and district funds) to cover the mission costs of education officers who travel outside the municipal and district administrations.

7.2.2. School management, youth development, physical education and sports

Information obtained from the survey of **370 stakeholders** shows that after the **transfer of education functions** to the municipal and district administrations, up to **69%** felt that the general school **situation was better**; **30%** felt that the situation was as good as before, while only **1%** said that the situation was worse.



The survey on the status of management, administration and implementation of the **delegated** functions (administrative affairs of the secondary schools, youth development, and physical education and sports) among **180 stakeholders** found that **55%** felt that the situation **was better**, **42%** thought the situation was the same and **3%** found that the situation was worse.



Based on discussions with relevant key informants at the provincial, municipal, district, commune, sangkat and community levels, the following positives and challenges of the general management situation at schools were identified:

Positives

- Many key informants were pleased to see that school development was getting better, especially in terms of security, public order, Covid-19 preventive measures, environmental cleanliness, food safety, traffic safety for students, youth development activities, physical education and sports at schools, etc., because the municipal and district administrations have given priority to these activities and had the ownerships to provide interventions and support and to establish mechanisms to solve challenges on a regular basis and more clearly than before the education functions were transferred to the municipal and district administrations.
- Some key informants noticed that the leaders of the municipal and district administrations have focused on providing supportive interventions to help solve the challenges and emergencies quickly and in more timely fashion, such as natural disasters, floods which affected roads to schools or schools' facilities, storms which damaged school buildings, traffic jams of the roads to schools, and food poisoning and fainting among students. Especially, they prioritized preventive measures to curb the spread of the covid-19 pandemic among students by putting efforts in facilitating the vaccination among school students and supplying essential equipment such as thermometers, masks and alcohol.
- Some municipal and district administrations have also been reported to have invited school principals to all meetings of the united command commissions of the municipal and district administrations and, generally, the issues related to security and public order at schools have been included in the agenda to be discussed for solutions on a regular basis at the meetings of the united command commissions of the municipal and district administrations. In other district administrations, it was also mentioned that some school principals were invited to attend commune council meetings, and the issues related to security, safety and students' learning situation were also discussed for solutions. Before the transfer of education functions to the municipal and district

administrations, school principals had not been invited to attend the meetings of the united command commissions of the municipal and district administrations, and challenges and difficulties the schools were facing had been reported to the offices of Education, Youth and Sports for intervention, in which case, addressing those challenges was less effective and was not on time like today's intervention.

- The leaders of a number of municipal and district administrations conducted regular inspections and unannounced inspections at schools to check the status of the school management and education service. This has prompted school leaderships and teachers to enhance their professionalism, discipline and performance, as well as to improve the schools' surroundings, hygiene and environment. Before the transfer of those functions, the municipal and district administrations had also done these jobs but it was erratic and was not as closely as when those functions were transferred to be under direct supervision and responsibility of the municipal and district administrations.
- Some key informants observed that after the transfer of those education functions to the municipal and district administrations, the leaders of the municipal and district administrations have enjoyed closer working relationship with education officers, including officials at the education offices, school principals and school teachers. The leaders of the municipal and district administrations also led the staff of the offices of Education, Youth and Sports to visit various schools to provide information and instructions on strengthening school management, student management, teaching activities and rules related to environmental protection, hygiene, and food safety at schools, etc. The intimacy and good cooperation from the leaderships of the municipal and district administrations has given warmth to the education staff and teachers, encouraging them to participate in school development activities to make them better.
- Some municipal and district administrations have been reportedly mobilizing support from various institutions, generous people and the private sector to organize school-based sports competitions, which made sports activities within the municipality and districts even more active than before.

- Some key informants mentioned that the municipal and district administration leaderships were more active in coordinating with the commune and Sangkat administrations to focus on supporting and solving challenges at schools, such as organizing clean school competitions, supporting dropouts, cleaning school surroundings, building school fences, landfilling the schools' yards, improving the schools' environment, and maintaining the safety and security of the students, and so on.
- Following the transfer of education functions to the municipal and district administrations and through cooperation and support from relevant ministries and institutions, development partners and civil society organizations, some municipal and district administrations have initiated mechanisms to support the implementation of those education functions, including the setup of commissions to support the implementation of the functions which have been transferred to the municipal and district administrations, school food management commissions, model public service delivery evaluation commissions and covid-19 commissions, etc. to improve planning, support, coordination and monitoring of the school operations.
- Following the transfer of education functions to the municipal and district administrations, the municipal and district administration leaderships, especially governors and deputy governors in charge of education, always participate in school events such as the opening of new school year, environment day, sports competitions and scholarship handover ceremonies.
- Some key informants noted that in the monthly meetings of the municipal and district councils, meetings of the Advisory Committee on Women and Children and the public consultative forum of the councils, education issues have always been on the agenda on a regular basis for debate and solutions, especially school development work.
- Some municipal and district councils have issued instructions for measures to be taken to control hygiene, food safety and the environment at schools under their jurisdiction.

Negatives and challenges

At their meeting and discussion with the inter-ministerial technical working group, some key informants also mentioned negatives and challenges which need solutions and

improvement and those include:

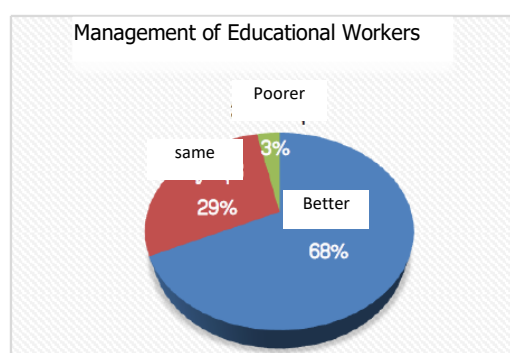
- Although the municipal and district administrations have shown a sense of strong will and responsibility to support and promote better school development, the municipal and district administrations have not had clear understanding of the principles, methodologies and norms of school management and development, which led to some shortcomings in their management and responsibilities.
- Even though the municipal and district administrations focused on maintaining security and public order at schools within their jurisdiction, there remains fear and concerns related to gangsters and drug abuses near those schools.
- Some key informants have mentioned that the hygiene and environment in some schools have not been improved due to waste management challenges (incinerators are available but are not usable. Sometimes there are concerts near schools, and garbage scatters around the schools)
- Some key informants mentioned some difficulties and delays related to the preparation of administrative letters and documents, letter circulation, and the ambiguity related to the use of the stamps among each school, which requires more specific instructions.

7.2.3. Management of Educational staff

Regarding the change in the situation of staff management, based on a survey from 320 stakeholders, 68% of them think that it is better than before, 29% think that it is the same as before, 3% think that it is poorer.

Based on a survey on the situation of the management of educational workers who

transferred to be under the direct supervision of municipal/district administrations and the administrative situation of staff management is shown in the following table:



No.	Situation of Administration	Number of informants	Opinion		
			Better	Same	Poorer
1	Appointment	320	234 (73%)	75 (23%)	11 (3%)
2	Grade/ rank Promotion	320	251 (78%)	65 (20%)	3 (1%)

3	Replacement	320	159 (50%)	130 (41%)	31 (9%)
4	Retirement	317	215 (67%)	96 (30%)	6 (2%)
5	Worker attendance management	320	230 (72%)	86 (27%)	4 (1%)
6	Staff management	389	261 (67%)	119 (31%)	9 (2%)

Based on a discussion with a group of informants at provincial, municipal, district, commune/sangkat and community levels, the situation of educational worker management after they have been transformed into workers of the municipal/district administration is as follows:

Positives:

- Almost groups of informants that the technical working group have met and discussed with expressed their satisfaction with their transformation from educational staff to be staff of the municipal/district administrations, resulting in a better situation of their management because the policy, formality, and procedure for staff management of municipal/district administration are more convenient, transparent, effective and rapid as decisions are made at municipal/district levels without having to send documents to the departmental/provincial and ministerial levels for a decision like before.
- Many informants stated that after the educational staff have been transferred to be under the supervision of municipal/district administrations, the appointment, replacement, promotion of rank, retirement, and request for documents related to the staff work can be done quickly, correctly and more instantly than before the transfer because the municipal/district administrations are close to the educational staff and receive information and have clear understanding of their situation. Meanwhile, the municipal/district administrations always guide the educational staff, including the staff of office of education, youth and sport, and school teachers on the staff management, in particular rank promotion, and retirement requirement, so they receive clear information and are able to comply with the requirements correctly and timely.
- The informant group also stated that the management of attendance of educational staff and teachers has been strengthened through the development of attendance list and periodic review by the office of education,

youth and sport and human resource office and the school visit of the management of the municipal/district administrations.

- Some of informant group also stated that the municipal/district administrations have good work relations with the provincial civil service department in the staff management based on the policy and procedure set out and the provincial of civil service department also guides, facilitates, and supports the municipal/district administrations in the staff management. This has led to the good, rapid, and effective staff management of the municipal/district administrations.
- The informant group also stated that the human resource office of the municipal/district administrations always cooperates with the office of education, youth and sport in the management of educational workers, contributing to the promotion of the effective staff management.

Negatives and challenges

- Lack of staff to work for the office of education, youth and sport, and lack of teachers to teach at schools are supposedly significant negatives and challenges at almost municipal/district administrations where the technical working group have visited for assessment and evaluation. The lack of educational workers may result from some reasons as follows:
 - The retirement of educational staff workers without sufficient replacement as needed;
 - Some municipal/district administrations appoint or assign some educational workers to work at other offices and units in the structure of the municipal/district administrations that are in need of staff;
 - Instruction from the national level for the municipal/district administrations to suspend the replacement and transfer of educational workers to work outside each municipal/district administration. This has resulted in the municipal/district administrations that lack and require educational workers being unable to receive the educational workers who want to be transferred from the municipal/district administrations that have ample educational workers.
- Some informant groups reported the challenges and difficulties of the human resource office of municipal/district administrations with a heavy workload

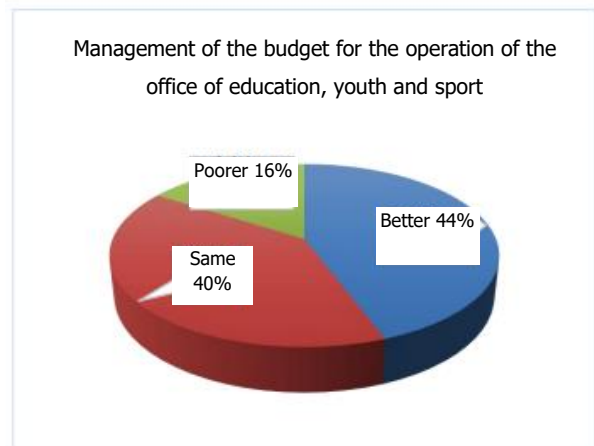
because there are so many educational staff transferred to the municipal/district and there are less staff working for this office (1 to 2 persons).

- Some informant groups reported that some schools have faced difficulty in organizing two-shift teachers, double-shift teachers, and substitute teachers in the event that some teachers have been transferred out or resigned or are on maternity leave, or retired. These challenges have also happened before the transfer of the educational functions to the municipal/district administrations and existed up to now.
- Some informants also stated that currently, the municipal/district have no a clear plan for the development of teacher's capacity, especially in terms of IT knowledge and pedagogy for pre-schools and primary schools.

7.2.4 Budget management and use

A. Management of the budget for the operation of the office of education, youth and sport

Based on a survey from **176** stakeholders, 44% of them think that the management, allocation, and use are better, 40% think that they are the same as before, and 16% think that it is poorer. Based on a discussion with the relevant informant groups at provincial, municipal, and district, levels, the situation of the management, allocation, and use of



budget for the operation of the office of education, youth and sport of the municipal/district administrations is as follows:

Positives

- Some informant groups stated that the management, and use of budget for the operation of the office of education, youth and sport are more transparent and accountable because the budget has been put under the financial management system of the municipal/district administration, making it easy for the municipal/district administration to manage, use, monitor and control it.

- Some informant groups stated that the municipal/district administrations were prioritized to disburse the advance payment and supplies to the office of education, youth and sport as ordered and requested by the office of education, youth and sport to ensure that the office of education, youth and sport has sufficient budget and supplies to perform their tasks.
- Some informant groups reported the simpler and quicker preparation of staff salary disbursement document because the document for staff salary disbursement is prepared by the each municipal/district administration concerned and is straightforward submitted to the department of civil service without submission to the department of education, youth and sport for consolidation before submission to the department of civil service as before.
- Some informant groups have noticed that some municipal/district administrations use their discretionary budget to support the educational activities that have been transferred to the municipal/district administrations, such as the disbursement of mission allowance for the educational workers who have a mission to attend meetings, workshops, and other events outside the municipal/district administrations, the disbursement of budget to support activities of the committee for the support of educational functions. Meanwhile, some municipal/district administrations have also distributed bonus from the service provision of the municipal/district administrations to the educational workers working for the office of education, youth and sport.
- Some informant groups also stated that in the preparation of annual budget of the municipal/district administrations, the administration and finance office always cooperate with the finance staff of the office of education, youth and sport in the preparation of budget to support the implementation of educational functions within the jurisdiction of the municipal/district administrations.

Negatives and challenges

- Even though the management, allocation, and use of budget for the operation of the office of education, youth and sport has been put into the management system and financial procedure of the same municipal/district administration, in the real management, allocation, and use of budget has been found to be in different forms in each same municipal/district administration: (1) some

district administrations grant advance petty cash in an amount of 30% to the office of education, youth and sport for minor administrative operation, (2) some municipal/district administrations grant advance petty cash to the office of education, youth and sport for minor administrative operation and to purchase office supplies, and (3) some municipal/district administrations do not grant advance petty cash to the office of education, youth and sport, but require the compliance with a joint procurement procedure and the request for payment from the municipal/district administration.

- The execution of budget for the operation of the office of education, youth and sport according to the financial management procedure of the office of education, youth and sport is said to be more difficult and slower because before the transfer of educational function to the municipal/district administrations, the budget for the operation of the office of education, youth and sport was executed through the direct transfer of the complete advance petty cash (100%) from the provincial department of education, youth and sport to the account of the office of education, youth and sport (semi-annual advance payment) and the office of education, youth and sport directly disbursed this advance petty cash for various expenses (mission, office supplies, minor repair, and administrative operation) without having to make a request for disbursement to the Treasury and process the procurement. This made it easy for the office of education, youth and sport to use the budget instantly when needed. Following the transfer of educational function to the municipal/district administrations, the budget for the operation of the office of education, youth and sport was included into the joint budget of the municipal/district administration and must follow the financial management procedure of the municipal/district administration, in which 30% of the budget for the operation of the office of education, youth and sport was disbursed from the Provincial Treasury to the municipal/district administration through the advance petty cash. After that, the municipal/district administration shall further disburse the advance petty cash to the office of education, youth and sport for minor administrative expenses as defined. The 70% of the budget for the operation of the office of education, youth and sport must follow the procedure of straightforward disbursement from the Provincial Treasury,

including the budget for mission and purchase of equipment/supplies through public procurement process, and the issuance of money order of each municipal/district administration.

- The office of education, youth and sport receives less equipment and office supplies and always delay or take so longer time to repair equipment because the municipal/district administration needs to jointly procure the equipment/supplies, and some municipal/district administrations allocate a small quantity of office supplies to another unit. Before the integration of the office of education, youth and sport to municipal & district/khan administrations, this budget was directly managed, allocated, and used by the office of education, youth and sport, meaning that the purchase of equipment, repair, and expense on the designated items was conducted by the office of education, youth and sport.
- The disbursement of mission allowance for the staff of the office of education, youth and sport is always delay or took so longer time than before because the administration and finance office of the municipal/district administration is not able to prepare payment documents to disburse the mission allowance to each worker instantly after they have completed a mission as the document for disbursement of mission allowance to each staff is jointly prepared on a quarterly and semi-annual basis. Before the educational function was transferred to the municipal/district administration, the office of education, youth and sport could disburse the mission allowance to the staff who went to complete a mission at schools before their mission or immediately after the mission because the budget for the disbursement of mission allowance was deposited at a private bank of the office of education, youth and sport.
- The use of annual budget for the operation of the office of education, youth and sport in an approximate amount of 30 million riels per year that has been transferred to each municipal/district administration has been reported to have no adequate expenses for the operation of the office of education, youth and sport because this budget has been included into a joint budget of the municipal/district administration and it does not clearly state whether it is the conditional budget for only the operation of the office of education, youth and

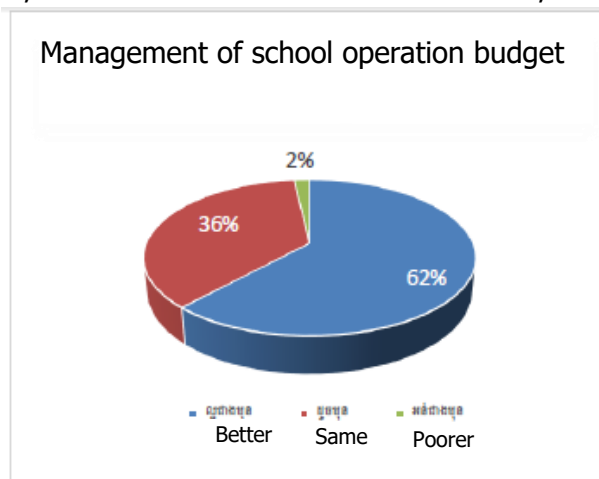
sport. Therefore, some municipal/district administrations have allocated this budget to cover the expenses on the operation of other offices or units.

- Some informant groups have stated the allocation of budget for the operation of the office of education, youth and sport that amounts to approximately 30 million riels per year, which does not meet the actual need of the office of education, youth and sport at each municipal/district administration and is not equitable because each municipality/district have different number of public primary education establishments, public kindergarten establishments, and workers of the office of education, youth and sport. In this regard, those municipalities/districts that have a number of education establishments within their jurisdiction need more budget for inspecting and technically supporting the schools and more budget to cover the work expenses of the office of education, youth and sport than that municipalities/districts that have a smaller number of education establishments. Therefore, the allocation for supporting the operation of the office of education, youth and sport that is equal is reported to result in inadequate budget for the municipal/district administrations that have higher education expenses.
- Some informant groups reported the difficulties in performing the educational function that has been delegated to the municipal/district administrations, such as the function supporting administrative work of the public secondary education establishments, youth development function and physical education and sport function because no specific budget has been transferred to the municipal/district administrations for performing these delegated functions as these budget are in the budget of the provincial department of education, youth and sport. In performing these delegated functions, the municipal/district administrations and the office of education, youth and sport has endeavored to mobilize resources from various institutions, philanthropists, civil society organizations, and private sector or use their own resources to additionally support these works.

B. Management of school operation budget

Based on a survey from 390 stakeholders, 62% of them think that it is better, 36% think that it is the same as before, 2% think that it is poorer.

Based on a discussion with the relevant stakeholders at provincial, municipal, district, commune/sangkat and community levels, the following are the negatives and challenges in the management, allocation, and use of school operation budget:



Positives

- The school operation budget is reported to have been transferred to the account of each school faster than before because each municipal/district administration is the one that issues money order to transfer this budget to the account of each school within their jurisdiction and in the past, the money order was issued by the department of education, youth and sport that was responsible for this task for all schools across the province that and there were many schools and a high workload.
- Even though this budget has been transferred to be under the management of the municipal/district administration, each school remained autonomous in allocating and using this budget directly according to a guideline of the Ministry of Education, Youth and Sport, so each school is able to allocate this budget in a timely manner.
- The informant group that represents the school management committee and the commune/sangkat administration and commune/sangkat administrations acknowledge that the effectiveness, transparency, and accountability in the management, allocation, and use of budget at schools have been improved from year to year through the participation of the committee and stakeholders, and the support, monitoring, and review of the office of education, youth and sport and the management of the municipal/district administrations.
- Some informant groups noted that the management, allocation, and use of budget for supporting community educational centers that is a non-formal educational activity that is carried out in the same situation as before the

transfer of this function to the municipal/district administrations, requiring the municipal/district administrations to disburse and transfer this budget to the account of the teachers in charge of the community educational centers.

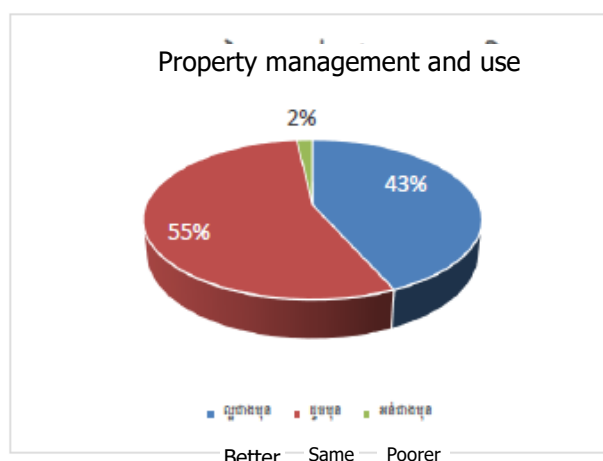
Negatives and challenges

- Disburse budget to substitute or double-shift teachers, including maternity budget for substitute teachers were also reported to be delay than before. Some municipal/district administrations completely cannot disburse this budget to substitute teachers. There are several reasons reported by the informant groups.
 - The municipal/district administrations are not aware of the policy and procedure for requesting this budget;
 - The policy and procedure is too complicated as it requires a review and approval from the Ministry of Civil Service.
- The management, allocation, and use of budget for implementation of non-formal educational activities are reported to be too slow as the allowance is disbursed to non-formal education teachers once a year. This late process was said to happen since before the transfer of this function to the municipal/district administrations.

7.2.5. Property management and use

Based on a survey from 390 stakeholders, 43% of them think that it is better, 55% think that it is the same as before, 2% think that it is poorer.

Based on a discussion with a group of informants at provincial, municipal, district, commune/sangkat and community levels, the situation of the management



and use of the properties, equipment, and materials for the functions transferred to the municipal/district administrations are as follows:

Positive

- Even though the properties have not yet been transferred to the municipal/district administrations, some municipal/district administrations have organized visits to inspect the buildings, equipment, and materials at

schools and the office of education, youth and sport, and advice the office of education, youth and sports to update the inventory list at schools and of the office of education, youth and sport.

- Most informant groups stated that the properties, equipment and materials for the educational function were not used for any activities other than the educational functions;
- Some informant groups stated that some municipal/district administrations have coordinate with the communes/sangkats, used their budget, and mobilized resources for construction of schools, repair of schools, and backfill of school yards, equipment, additional materials for the office of education, youth and sport, and schools, such as computer, table, chair, and other equipment. For instance, Thma Kaul district bought student table for Tameun Primary School and bought computer for the office of youth, education, and sport; Koas Krala district bought computers and printers for the office of education, youth and sport; Rattanak Mondul bought cement to repair the office of education, youth and sport; Battambang city bought two computers for the office of education, youth and sport.

Negatives and challenges

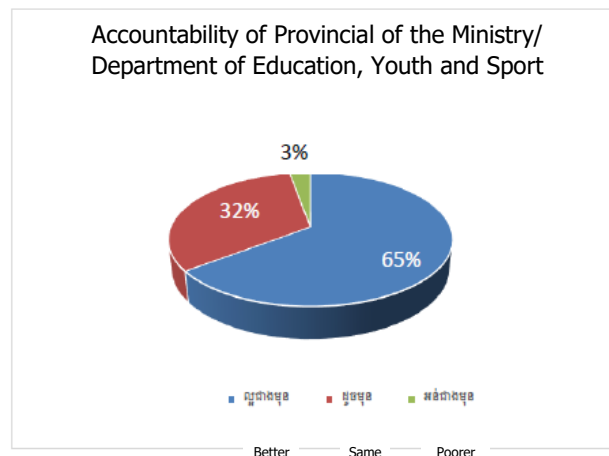
- The properties that are transferred to be linked to the educational functions have not yet been officially transferred to the municipal/district administrations. The delay in the transfer of these properties have made the municipal/district administrations unable to effectively manage and use these properties responsibly.
- Some informant groups reported that some offices of education, youth and sport do not have sufficient equipment and materials to perform their tasks because some equipment and materials have been used up for many years, some of them are old and unusable, and some municipal/district administrations do not have budget to buy equipment to replace the unusable one.
- Some informant groups stated that before the function was transferred to the municipal/district administration, the budget for buying equipment/materials was in the budget of the provincial department of education, youth and sport, and the provincial department of education, youth and sport provided the

equipment/materials for the office of education, youth and sport. Following the integration of the office of education, youth and sport into the structure of the municipal/district administration, the budget for buying these equipment/materials was not transferred to the municipal/district administrations and the provincial department of education, youth and sport also do not provide the equipment/materials for the office of education, youth and sport for the reason that the office of education, youth and sport is no longer its horizontal entity as it has become an entity of the municipal/district administration, so the department of education, youth and sport has difficulty related to the policy and procedure for registering the inventory, making it impossible to permit the department to provide the equipment/materials for the office of education, youth and sport the municipal/district administration as before.

7.2.6. Work relations and accountability

A. Work relations between the municipal/district administrations with the department of education, youth and sport

Based on a survey on the work relations and accountability of the municipal/district administration with the provincial department of education, youth and sport on 390 people, 65% of them think that it is better, 32% think that it is the same as before, 3% think that it is poorer.



Based on a discussion with a group of

informants at provincial, municipal, district, commune/sangkat and community levels, the situation of work relations and accountability of municipal/district administration with the department of education, youth and sport in the management and implementation of functions in the educational sector transferred to the municipal/district administration as follows:

Positives

- The situation of work relations and accountability between municipal/district administrations with the provincial department of education, youth and sport was said to be gradually improved based on the responsibility and

accountability in the management and implementation of functions transferred to the municipal/district administrations because the officials of the department of education, youth and sport and the officials of the office of education, youth and sport of the municipal/district administration are more aware of the work relations and new accountability line to be implemented according to decentralization policy.

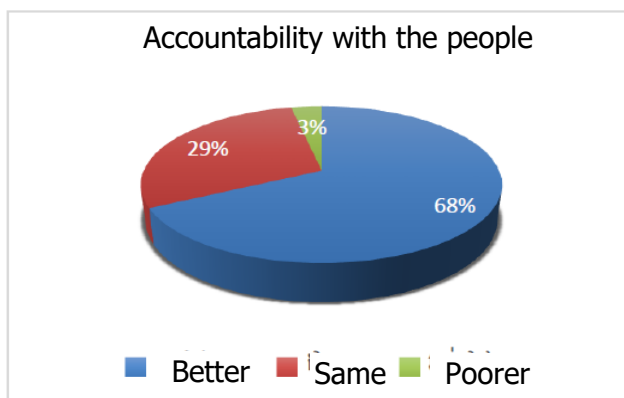
- Some informant stated that even though the office of education, youth and sport has to communicate with the provincial department of education, youth and sport, the office of education, youth and sport has facilitated with the municipal/district administrations in responding to the needs of the provincial department of education, youth and sport in a timely manner, such as the provision of data, and preparation and submission of reports and tasks.

Negatives and challenges

- Some informant groups reported the difficulty in work relations and accountability in performing the functions delegated to the municipal/district administrations because there was no clear segregation of roles, duties, and responsibilities between the municipal/district administration and the department of education, youth and sport, in particular the functions that support the secondary education establishment.
- Some informant groups stated that some activities in the educational sector that had already been delegated to the municipal/district administrations were still implemented by the office of education, youth and sport without a notice to the municipal/district administrations. In some cases, they were implemented repeatedly or were not implemented due to unclear responsibilities and segregation of authorities between the department of education, youth and sport with the municipal/district administrations on the delegated functions.
- The municipal/district reported the difficulties in the management and implementation of educational function transferred to the municipal/district administrations, in particular the work relations and accountability with the provincial department of education, youth and sport due to the fact that there is no technical guideline and training on the policy, procedure, and procedure for the implementation of educational functions assigned and delegated.

B. Accountability of municipal/district administration with the people

Based on a survey on accountability of municipal/district administrations with the people in the implementation of educational function among **246** stakeholders, 68% of them think that it is better, 29% think that it is the same as before, 3% think that it is poorer



Based on a discussion with a group of informants at provincial, municipal, district, commune/sangkat and community levels, the situation of accountability of the municipal/district administration for the people in the management and implementation of educational function transferred to the municipal/district administration is as follows:

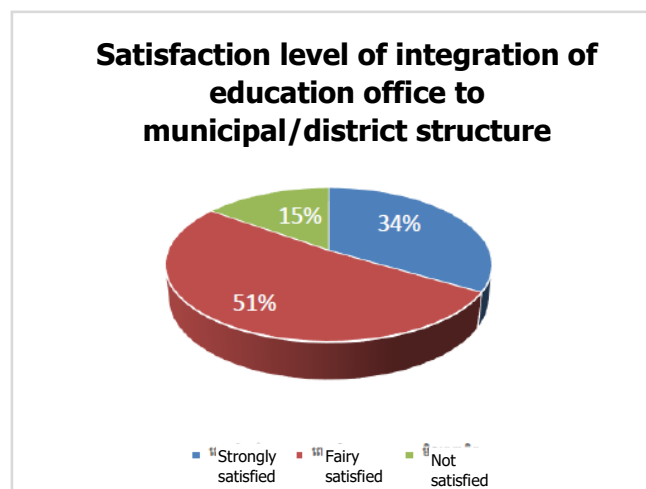
Positives

- Some informant groups noted that following the transfer of educational function to the municipal/district administration, the municipal/district council had started to take ownership in leading and managing the educational function through reviewing, discussing and resolving any problems related to education during their monthly meeting and setting out any decisions in supporting, monitoring, and resolving the implementation in the educational sector.
- Most informant groups acknowledged the positive change of the municipal/district administration in taking responsibility and accountability for the educational function assigned to the municipal/district administration because after the responsibilities have been clearly assigned to the municipal/district administration in managing the educational function, the management of each municipal/district administration concerned has carefully and responsibly intervened in addressing any challenges existing at schools, such as school management, teach attendance management, student management, action to protect the student's travel safety, maintenance of security, order, sanitation, and environment on the school premises, construction and repair of road infrastructure to schools.
- Some informant groups stated that during public forums, the management of the municipal/district administrations always participated in the dissemination

and collection of suggestions from people and local community with regard to any issues related to educational service. Normally, it is noted that most requests/suggestions related to education were attentively and instantly facilitated and effectively addressed by the municipal/district administration.

- Some informant groups observed that under the management and facilitation of the municipal/district administrations, commune/sangkat administration, local community, and civil society organization were encouraged to actively participate in the activities related to education. It was generally stated that the municipal/district administration consulted and mobilized resources from institutions, philanthropists, civil society organizations, and students' parents to contribute to the school development, such as school construction/repair, garden preparation, backfilling of flooded school yard and fence construction, sanitary facilities and flag poles, and repair of road to school, and the provision of materials/equipment. Some obvious examples related to the mobilization of resources are as follows: Koas Krala district mobilized resources from partner organizations and philanthropists to construct 9 schools, equivalent to 12 homes and 1 teach accommodation building, Bavil district constructed 8 school buildings and 8 rooms of sanitary facilities, Thma Kaul district mobilized a total amount of 200 thousand dollars, Kamrieng used the commune fund to construct three school rooms, Rattanak Mondul mobilized an amount of 150 thousand dollars to construct four school buildings.

- Some municipal/district administrations cooperated with civil society organizations to develop and implement breakfast program at some schools to enable students to come to school punctually and increase the student attendance. Some municipal/district administrations, other than using the woman and child consultation committee mechanism, established other committees to support and promote educational



services at schools within the jurisdiction of the municipal/district administrations, and took action to encourage and support school-age children and dropout students to attend school.

- Some municipal/districts developed and enforce an order on food safety at schools within their jurisdiction to promote student health.

Negatives and challenges

- Some informant groups stated that even though the municipal/district administrations tried to cooperate with the commune/sangkat administration, local community, and parents in ensuring the safety at school, there were some problems to resolved, such as children abusing drug near the school, the incident of which may cause fear and worry for students and parents. Overall, these challenges had been gradually resolved and in 2022, the children's abuse of drug were prevented and almost completely eliminated.
- The municipal/district administrations are slightly capable of using budget to further promote and support the implementation of educational function transferred to them because the discretionary budget of the municipal/district administrations are limited.

7.3. Findings at the municipal/district/Khan administrations of Kratie and Kampot provinces

7.3.1. Management of the office of youth, education, and sport

Based on the information received from a survey and the conception of the level of satisfaction toward the integration of the office of education, youth and sport into the organizational structure of the municipal/district administrations to become an executive body of the municipal/district administration, among 146 management officials of the municipal/district administrations and officials of the office of education, youth and sports, 34% reported their strong satisfaction, 51% reported moderate satisfaction, and 15% reported dissatisfaction.

Based on the information received from a discussion with the relevant informant groups at provincial/municipal/district levels, the positives and challenges of situation of management of the office of education, youth and sport are as follows:

Positives

- Most informant groups stated that following the integration of the office of

education, youth, and sport into the structure of the municipal/district administrations, it has become easy for the municipal/district administration to lead, manage, and have closer work relation with the officials of the office of education, youth and sport.

- Some informant groups stated that the municipal/district administration had a clear administrative formality and procedure and administrative paper or flow and meeting schedule. The management of the office of education, youth and sport were periodically invited to attend meetings of the municipal/district administrations. By attending these meetings, the officials of the office of education, youth and sport had a chance to report and raise the challenges in the educational sector to the management of municipal/district administration to provide rapid and instant intervention because when transferring the educational function to the municipal/district administration, the office of education, youth and sport had to report to and request support from the provincial department of education, youth and sport that is located further than the municipal/district administration.
- Each municipal/district administration assigned a deputy governor to be in charge of educational affairs. This has led to the better leadership, management, and implementation of educational affairs because the management of the municipal/district administration can completely control the management, assignment, and implementation of educational affairs, challenges, and suggestions to be addressed.

Negatives and challenges

- Some informant groups stated that in the beginning years following the integration of the office of education, youth and sport into the structure of the municipal/district administration, the officials of the office of education, youth and sport faced difficulties in performing their tasks, in particular administrative affairs. For instance, in the preparation of documents, there was no agreement on form of administrative paper, unawareness of the current or flow of documents of the municipal/district administration, controversy in the use of stamp because before the integration, the office of education, youth and sport was authorized to use its stamp, but following the integration, the stamp of the office of education, youth and sport is no longer permitted to be used. This

has led to difficulty and delay in performing some tasks. Nevertheless, these problems have gradually been coordinated and resolved, so the flow of the administrative affairs has improved.

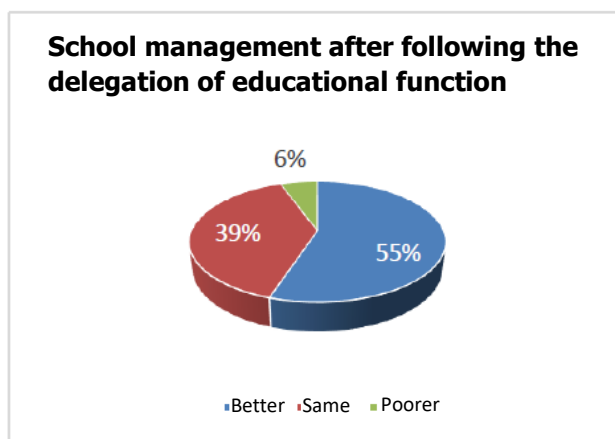
- Some informant groups stated that the administrative/district administration did not provide training on work relation, formality and procedure for management of administrative affairs of the municipal/district administration for workers who had been transferred to have better understanding. Therefore, the preparation of documents still faces difficulty because it requires the repeated and lengthy review and correction.
- Some informant groups stated that following the integration of the office of education, youth and sport into the structure of the municipal/district administration, the staff of the office of education, youth and sport received less support from the department of education, youth and sport and did not receive adequate support from the municipal/district administration because the provincial department of education, youth and sport thought that the office of education, youth and sport was no longer its horizontal entity, and the municipal/district administration did not have clear understanding of the policy, procedure, and standard of the leadership and management in the educational sector, and that the implementation of educational function transferred to the municipal/district administration is under the roles and responsibility of the office of education, youth and sport.
- Based on a consultation discussion, the management of some municipal and district/khan administrations assigned tasks other than education to the workers of the office of education, youth and sport, such as staff management, administration, and involvement in the public security and order work in their locality, in particular the khan administration in Phnom Penh, so those workers could not perform the educational task completely.

7.3.2. School management

Based on the information received from a survey among 305 stakeholders, **55%** of them think that the general situation of the schools is better, **39%** think that it is the same as before, 6% think that it is poorer.

Based on a discussion with the relevant informant groups at provincial, municipal,

district, commune/sangkat and community levels, the general situation of school management has changed as follows:



Positives:

- Following the delegation of educational function, some municipal/district councils were reported to raise educational issues during its monthly meetings because the municipal/district council thought that the current educational task was within its jurisdiction, so the municipal/district council had to know and help promote these tasks.
- The management of some municipal/district administrations provided instructions and encouraged the officials of the office of education, youth and sport to inspect, prevent, and eliminate any illegitimate activities of teachers at schools, such as sales of foods/cakes in classrooms and teachers taking money from students during the formal teaching hours and on the public-school premises to gain personal benefit.
- The council of some municipal/district administrations paid more attention to coordinating with relevant institutions and private sector (factory) in enabling children of workers in remote area to attend school like those in other areas;
- Some municipal/district administrations cooperated with the commune/sangkat administration in intervention as per the request of the office of education, youth and sport and school principals in facilitating the traffic when students enter and leave schools (occasionally).
- Some municipal/district administrations were reported to have facilitate the mobilization of supports from philanthropists and civil society organizations develop some school in remote area.

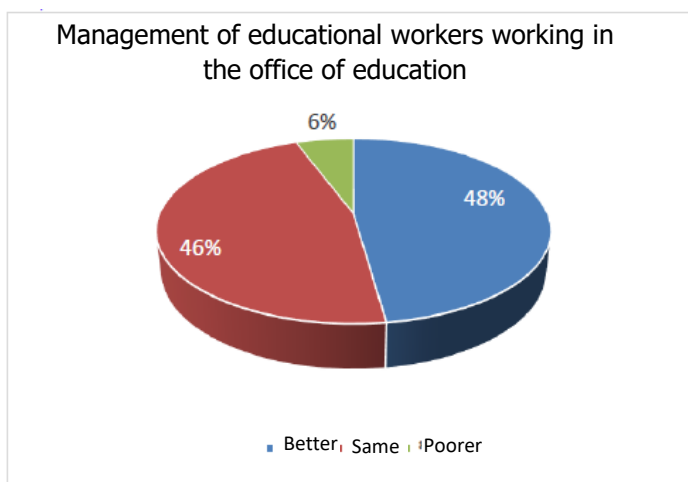
Negatives and challenges

- Some informant groups stated that the situation of school management seemed the same as before or was worrying, in particular the security problem, children abusing drug near the school, theft, and destruction of school properties because the management of the municipal/district administration failed to intervene or take serious action to prevent it and depended on the office of education, youth and sport. This made the school principals and teachers lose confidence or trust in both the municipal/district administration and the provincial department of education, youth and sport. These problems are due to the fact that the schools and teachers at those schools were not transferred to be under the supervision of the municipal/district administration and remained under the management of the provincial department of education, youth and sport, and the municipal/district administration failed to pay close attention to resolving the challenges at schools and the provincial department of education, youth and sport had also faced difficulties in providing support for the school like before because the office of education, youth and sport was no longer under its supervision.
- Some informant groups stated that the municipal/district administrations accepted suggestions from the office of education, youth and sport from the school principal, but failed to intervene in a timely manner, and in most cases, requested the commune/sangkat administration to intervene instead, or requested to school principals to assign the guarding tasks to protect the school safety and order themselves.
- Normally, the management situation at school was staid to lack sufficient care and support from the municipal/district administrations and the provincial department of education, youth and sport because the transfer of this function to education to the municipal/district administrations did not transfer complete rights and responsibilities to the municipal/district administrations.

7.3.3. Educational staff management

A. Management of educational staff working in the office of education, youth and sport

For the situation of management of staff who work at the office of education, youth and sport, based on a survey from 170 stakeholders, 48% of them think that it is better, 46% think that it is the same as before, 6% think that it is poorer.



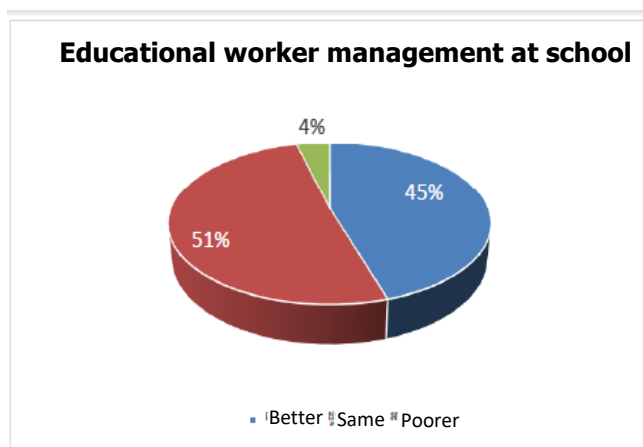
The result of a survey on the situation related to the management

of educational staff who had been transferred to be under the supervision of the municipal/district administration, key activities of worker management are presented in the following table:

No.	Situation of Administration	Number of informants	Opinion		
			Better	Same	Poorer
1	Appointment	177	97 (55%)	61 (34 %)	19 (11%)
2	Grade/rank promotion	177	101 (57%)	70 (40%)	6 (3%)
3	Replacement	176	71 (40%)	90 (51%)	15 (9%)
4	Retirement	178	73 (41%)	101 (57%)	4 (2%)
5	Worker attendance management	177	81 (46%)	90 (51%)	6 (3%)

B. Management of educational staff and teachers working at the schools that were transferred to be the workers of the municipal/district administrations

For the situation of management of staff and teachers who work at schools, based on a survey from 300 stakeholders, 45% of them think that it is better, 51% think that it is the same as before, 4% think that it is poorer.



The result of a survey on the situation related to the management of school

teachers who had been transferred to become the staff of the municipal/district administration, key activities of staff management are presented in the following table:

No.	Situation of Administration	Number of informants	Opinion		
			Better	Same	Poorer
1	Appointment	262	127 (48%)	118 (45 %)	17 (6%)
2	Grade/rank promotion	267	129 (48%)	131 (49%)	7 (3%)
3	Replacement	262	98 (37%)	153 (58%)	11 (4%)
4	Retirement	262	113 (43%)	142 (54%)	7 (3%)
5	Worker attendance management	305	81 (46%)	90 (51%)	6 (3%)

Based on a discussion with a group of informants at provincial, municipal, district, commune/sangkat and community levels, the situation of management of educational staff who work at the office of education, youth and sport, and the school teachers is summarized as follows:

Positives

- Most informant groups acknowledged that the management of staff of the office of education, youth and sport was generally good, effective, and quick because the municipal/district administration had a policy and procedure for the effective, convenient, and quick management of their workers and any decision were made at the municipal/district level without sending documents to the provincial and ministerial levels for decision as before.
- The management of educational staff, in particular the school teachers, was reported to be unchanged because these staff were not transferred to become the staff of the municipal/district administrations, but remained the staff of the Ministry of Education, Youth and Sport.

Negatives and challenges

- The lack of staff for the office of education, youth and sport was confirmed to be a serious challenge at almost municipal/district administrations where the working group had conducted the study. The lack of educational staff may result from the following reasons:
 - The retirement of educational staff and the selection of substitute staff are not comparable;
 - Some municipal/district administrations had appointed or assigned some educational staff to work at other offices and units in the structure of the municipal/district administrations that required workers;

- An instruction from the national level for the municipal/district administration to suspend the replacement or transfer of educational staff to work outside each municipal/district administration concerned.
- The lack of staff was reported to the municipal/district governor but no resolution was provided because the municipal/district administration had no authority to recruit educational staff.
- Some municipal/district administrations changed educational staff from the office of education, youth and sport to work at other offices without consulting with the office chief of education, youth and sport.
- The appointment of school principals and the promotion of grade, rank, replacement, and retirement of staff and teachers working at some schools were confirmed to be very slow, and this challenge had occurred since before the transfer of educational function to the municipal/district/khan administration.

7.3.4. Budget management and use

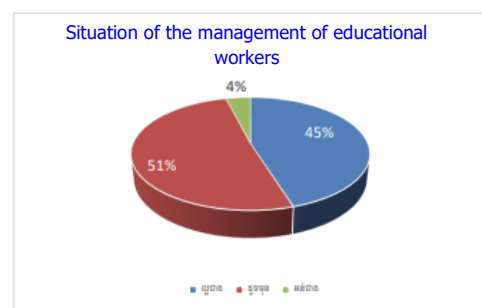
A. Situation of management of budget for the office of education, youth and sport

Based on a survey from **177** stakeholders, **33%** of them think that it is better, **32%** think that it is the same as before, **35%** think that it is poorer.

Based on a discussion with a group of informants at provincial, municipal, district, commune/sangkat and community levels, the situation of budget management and use for the operation of the office of education, youth and sport of the municipal/district administrations is summarized as follows:

Positives:

- Some informant groups stated that the management and use of budget for the operation of the office of education, youth and sport are transparent and accountable because it had been put into operation through the financial management system of the municipal/district administrations, making it easy for the municipal/district administrations to manage, allocate, use, monitor, and check.
- Some informant groups stated that the municipal/district administrations had prioritized the disbursement of advance payment and materials to the office of



education, youth and sport as per the request of the office of education, youth and sport to ensure the office of education, youth and sport has its own budget and appropriate materials to perform their tasks.

- Some informant groups noticed that some municipal/district administrations used their discretionary budget of the municipal/district administrations to provide additional support for the educational activities transferred to the municipal/district administrations, such as the disbursement of mission allowance for educational officers who will to complete missions attending meetings, workshops, and any relevant events outside the municipal/district administrations. Meanwhile, some municipal/district administrations have also allocated bonuses received from the provision of services of the municipal/district administrations for the educational officers of the office of education, youth and sport.
- Some informant groups stated that in the preparation of annual budget of the municipal/district administrations, the office of administration and finance always cooperated with the finance officer of the office of education, youth and sport in preparing budget for performance of educational functions within the jurisdiction of the municipal/district administrations.

Negatives and challenges

- The execution of budget for the operation of the office of education, youth and sport through the financial management system and procedure of the municipal/district administrations was said to have faced difficulty and been took longer time than before because the before the educational function was transferred to the municipal/district administrations, the budget for the operation of the office of education, youth and sport was completely executed through advance petty cash (100%) from the department of education, youth and sports to the account of the office of education, youth and sport (advance petty cash semi-annually) and the office of education, youth and sport shall use that advance petty cash independently for any expenses (mission, office supplies, minor repair, and administrative operation) without requesting for disbursement at the Treasury and procurement. This made it easy for the office of education, youth and sport to withdraw and use this budget immediately. After the educational function has been transferred to the municipal/district

administrations and it is required to follow the financial management procedure of the municipal/district administrations, 30% of the budget for the operation of the office of education, youth and sport is disbursed from the provincial treasury to the municipal/district administrations through advance petty cash. After than the municipal/district administrations shall disburse the advance petty cash to the office of education, youth and sport to be spent on the minor administrative process as required. 70% of the budget for the operation of the office of education, youth and sport shall follow the procedure of straightforward payment from the provincial treasury, including the budget for mission and equipment purchase, and procurement, and based on the money order issued by each municipal/district administration. Therefore, the purchase of materials/equipment and the payment of expenses through the financial management procedure of the municipal/district administrations are delayed.

- The office of education, youth and sport has received less equipment and office supplies. The repair of equipment took longer time than before because the municipal/district administrations has to conduct the procurement of equipment/supplies altogether and some municipal/district administrations allocate some office supplies to other units. Before the integration of the office of education, youth and sport into the municipal/district administrations, this budget was managed, allocated, and used by the office of education, youth and sport, meaning that the purchase of equipment/supplies, the repair and the expenses on the items defined were conducted by the office of education, youth and sport.
- The disbursement of the office of education, youth and sport was said to be took longer time than before because the administration and finance office of the municipal/district administrations were not able to prepare documents to disburse mission allowance to each officer instantly after they had got to complete a mission as they did it jointly together on a quarterly and semi-annual basis. The delay in the disbursement of mission allowance led to the significant decrease in the visit to monitor teachers at schools, and this may impact the effectiveness of the provision of educational service. Before the transfer of educational function to the municipal/district administrations, the

office of education, youth and sport was able to disburse mission allowance to the officials who went to perform their tasks at schools before their mission or immediately after the mission because the budget for the disbursement of mission allowance was deposited at a private bank of the office of education, youth and sport.

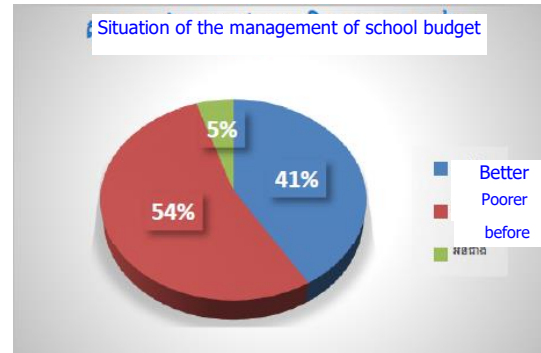
- Based on a consultation discussion, following the integration of the office of education, youth and sport into the structure of the municipal and district/khan administration, the office of education, youth and sport did not receive or received inadequate or very small amount of budget and equipment/materials for the functioning of their office operation. Furthermore, some officials of the office of education, youth and sport said that they did not receive mission allowance or received it in very small amount for a visit to monitor the school situation the same as before the integration. This problem could occur because there was no clear notice on the condition for the use of budget for the operation of education office (30 million riels/year). The municipal/district management and the chiefs of some education offices did not discuss a resolution of the use of budget for supporting the office of education, youth and sport. Some municipal & district/khan administrations used a part of educational budget for supporting other offices and units.
- The annual budget for the operation of the office of education, youth and sport of 30 million riels/year transferred to teach municipal/district was reported to be not completely used for supporting the operation of the office of education, youth and sport because this budget had been included in a joint budget package of the municipal/district administrations, and there was no clear determination that it was an conditional budget exclusively set aside for only support the operation of the office of education, youth and sport. Therefore, some municipal/district administrations had allocated this budget for the operation of other offices or units.
- Some informant groups reported the allocation of budget for supporting the operation of the office of education, youth and sport in an approximate amount of 30 million riels per year, which did not meet the actual need of the office of education, youth and sport at each municipal/district administration.

- The disbursement of allowance for substitute or double-shift teachers, including the maternity allowance for substitute teachers was also reported to be much delay than before.

B. Management of school operation budget

Based on a survey from **305** stakeholders, 41% of them think that it is better, 54% think that it is the same as before, 5% think that it is poorer.

Based on a discussion with a group of informants at provincial, municipal, district, commune/sangkat and community levels, the



situation of the management and use of budget for school operation has not significantly changed because under the framework of the delegation of educational functions to the municipal/district administrations, the management, allocation, and use of budget for school operation are still implemented according to the policy, formality and procedure as before the delegation.

7.3.5. Property Management and Use

Based on a survey from **305** stakeholders, **42%** of them think that it is better, 53% think that it is the same as before, 5% think that it is poorer.

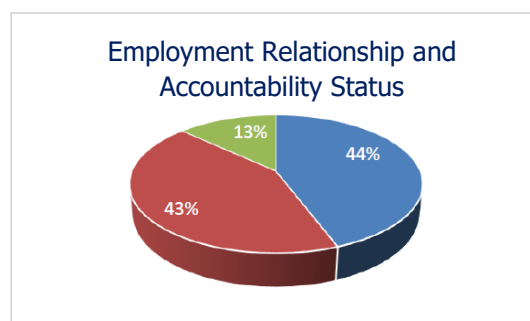
Based on a discussion with a group of informants at provincial, municipal, district, commune/sangkat and community levels, because these properties have not yet been transferred to the municipal/district administrations, the situation of the management and use of property and equipment/materials has not changed as it remains under the management of the provincial department of education, youth and sports.

Nevertheless, the challenge mentioned is that following the transfer of educational function to the municipal/district administrations, the provincial department of education, youth and sports has ceased to provide necessary materials and equipment to the office of education, youth and sport for the reason that there would be a problem in the inventory registration because the office of education, youth and sport is no longer its horizontal entity. Furthermore, the Phnom Penh Municipal Department of education, youth and sports was reported to have continued to provide necessary equipment/materials for the office of education, youth and sport of the Khan administration even though the office of education, youth and sport had already been integrated into the structure of the Khan administration.

7.3.6. Work relations and accountability

The condition for delegation to the municipal/district administrations in performing the educational function is that the municipal/district administrations shall have duty and responsibility in performing these delegated functions according to the policy and standard determined as an agent of the Ministry of Education, Youth and Sports. In this case, the municipal/district administrations do not take direct accountability for the people in performing the functions delegated. In this regard, the inter-ministerial technical working group did not focus on the evaluation of the situation of the accountability of the municipal administration for people for the performance of educational function delegated to the municipal/district administrations, but only focused on the evaluation of the situation of work relation and accountability of the municipal/district administrations with the department/Ministry of Education, Youth and Sports.

Based on a survey of work relation and accountability of the municipal/district administrations with the department/Ministry of Education, Youth and Sports among **305** stakeholders, **44%** of them think that it is better, **43%** think that it is the same as before, **13%** think that it is poorer.



Based on a discussion with a group of

informants at provincial, municipal, district, commune/sangkat and community levels, the situation of work relation and accountability of municipal/district administrations with the department of education, youth and sports in the management, allocation, and performance of educational function delated to the municipal/district administrations includes the following:

Positives:

- The situation of work relation and accountability of municipal/district administrations with the department of education, youth and sports was said to gradually improved from year to year according to the responsibility and accountability in the management, administration, and performance of educational function delated to the municipal/district administrations because the officials of the provincial department of education, youth and sports and officials of the office of education, youth and sport of the municipal/district

administrations, as well as the management of the municipal/district administrations have better understanding of the new work relation and accountability to be applied in the framework of delegation of educational functions to the municipal/district administrations.

Negatives and challenges:

- Some informant groups said that in first stage of the implementation of educational functions that had been transferred to the municipal/district administrations, there were some challenges in the work relation and accountability in the implementation of these educational functions because during the first year of the implementation of these delegated functions, the department of education, youth and sports still worked directly with the office of education, youth and sport, such as the assigning of the officers of the office of education, youth and sport to go to complete mission, requesting the office of education, youth and sport to provide relevant data and report to be directly sent to the provincial department of education, youth and sports. This made the municipal/district administrations face difficulty in managing their officers and implementing the functions delegated.
- Some informant groups reported the challenges in the implementation of functions delegated to the municipal/district administrations because the municipal/district administrations did not fully focus on guiding and supporting educational staff working at schools because those staff were not under their direct supervision, and the provincial department of education, youth and sports also faced difficulty in intervening to support the schools because those tasks had already been delegated to the municipal/district administrations, and the office of education, youth and sport was no longer its horizontal entity. The lack of careful monitoring a support like this could lead to the decrease in the educational quality of the schools and risks if no early resolution had been found.

8. Analysis and recommendation

8.1. Analysis

The successful transfer of functions to sub-national administration depends on key factors as follows:

- The authority and responsibilities granted to the sub-national administration for performing those functions transferred;
- The structure of sub-national administration organized for performing the functions transferred;
- The human resources that sub-national administration requires (number of staff capability, willingness, and qualification) for performing the functions transferred;
- The financial resources and properties that sub-national administration requires for performing the functions transferred;
- Legal instruments for the management, administration, and performance of the functions transferred to sub-national administration, such as technical guideline and service standard etc.
- Mechanism for supporting, monitoring and evaluating the functions transferred.

In the study and evaluation of the management, administration, and implementation of the educational functions transferred to municipal/district administrations based on the key findings as described above, the ministerial technical working group has conducted, reviewed, and reflected it based on the six key factors to identify the strengths and weakness in the management, administration and implementation of the educational functions transferred to municipal/district administrations as follows:

A. Authority and responsibilities

The authority and responsibility factors that are analyzed refer to the levels of authority and responsibilities that are granted to the municipal & district/khan administrations under the framework of function assigning and under the framework of delegating educational functions to the municipal & district/khan administrations and the valuation by comparing the effectiveness of the management, administration, and implementation of the educational functions of the municipal & district/khan administrations according to the levels of authorities granted under the framework of assigning and delegation of those educational functions.

Regarding the transfer of authorities and responsibilities, based on Sub-Decrees No. 182, 183, and 184 on the functions and structures of municipal & district/khan administrations, set out a general principle requiring the /khan administrations to take accountability to the Royal Government and relevant ministries/institutions by ensuring that all decisions

and activities or actions of the municipal & district /khan administrations are in compliance with the rules, laws, legal instruments, and service standard determined by national level.

Based on Article 4 of the inter-ministerial Prakas No. 521 MEF.P., dated June 15, 2020, the municipal/district councils and governing boards are required to be responsible and accountable for the results to the Minister of Education, Youth and Sport through the department of education, youth and sports in performing the early childhood education, primary school education, and non-formal education granted according the education priority policy, education strategic plan, education reform program, and legal instruments related to early childhood education, primary school education, and non-formal education, and shall be accountable to the people for the provision of educational services within their jurisdiction. In this regard, the municipal/district administrations have been granted the full authorities and responsibilities in the performance of the functions assigned rather than be authorities and responsibilities in the performance of functions delegated.

The authority and responsibilities for the management, administration and implementation of functions in the educational functions assigned and delegated to the municipal & district/khan administrations are a driving factor that promote and enhance the ownership and initiatives based on the actual situation of each municipal & district/khan administration in leading, managing, administering and implementing those functions transferred successfully as per the requirement. Regarding this factor, based on the findings, the inter-ministerial working group may reflect and compare the results of the implementation at the municipal/district administrations where the study was conducted, including:

- **Assigning of the three functions**, including early childhood education, primary school education, and non-formal education, the complete authority and responsibility of which is granted to the municipal/district administrations in Battambang province, has enable these municipal/district administrations more ownership and high responsibilities in the better management, administration, and implementation of those functions assigned as it is supported and satisfied by relevant institutions and stakeholders, including the council, board of governors, teachers, school principals, commune/sangkat chiefs, village leaders, representatives of school board of management, and

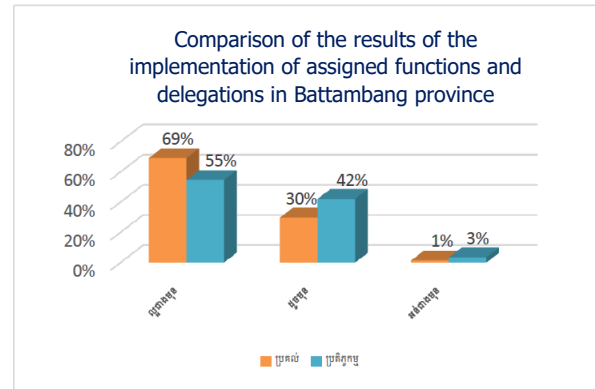
local community. Meanwhile, the municipal/district administrations also have clear accountability for the people in their jurisdiction in leading, managing, and administration the functions assigned. A lot of evidences found related to the success and promotion of accountability of the municipal/district administrations for the people in the performance of educational functions assigned include: at every monthly meeting of the municipal/district council, the educational issues are always raised for review, discussion, and resolution. The management of each municipal/district administrations pay attention to the invention, support, and resolution of challenges at schools. At the public forums, the management of municipal/district administrations always participates in disseminating, consulting, and collecting suggestions from the people and community on the education-related issues. The municipal/district administrations have facilitated and encouraged the involvement of the commune/sangkat commune, local community, and stakeholders in educational activities, and coordinated and mobilized resources from philanthropists/charities, civil society organizations, and parents to develop the schools in their jurisdiction. For example, Koas Krala district mobilized resources to construct 9 schools, equivalent to 12 buildings and 1 teacher accommodation building; Bavi district constructed 8 school buildings and 8 rooms of sanitary facilities; Thma Kaul district mobilized a total amount of over 200 thousand dollars to construct schools and equipment; Kamrieng facilitated the commune administration to construct three school rooms; Rattanak Mondul mobilized resources from philanthropists to construct four school buildings (over 150 thousand dollars); Maung Russey mobilized resources from parents to construct a kindergarten building with three rooms.

- **The delegation of 6 educational functions** to the municipal & district/khan administrations in other capital/provinces besides Battambang province by granting a part of responsibility to those municipal & district/khan administrations shows that the results of the management and performance of those delegated functions have also improved, but are not as good as the performance of the functions assigned to the 14 municipal/district administrations in Battambang province. Meanwhile, there are some challenges related to unclear work relation between the municipal/district

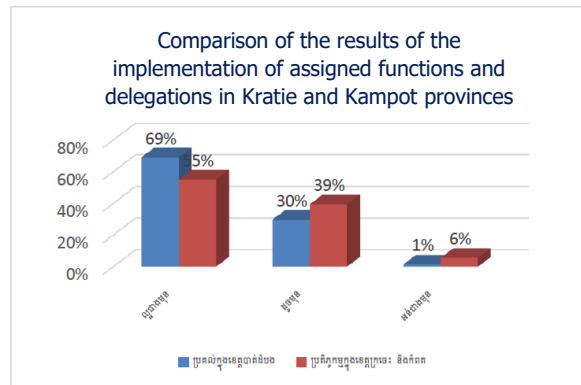
administrations with the capital/provincial department of education, youth and sports and schools, leading to the performance of educational functions delegated to the municipal & district/khan administrations facing some challenges in the performance and clear responsibilities among these related institutions. Under the framework of performing these educational functions delegated, the municipal & district/khan administrations have been granted the complete authority and responsibilities only on the management of the office of education, youth and sports that have been integrated into the structure of the municipal & district/khan administrations while the public primary school and kindergarten are under the direct supervision of the capital/provincial department of education, youth and sports. Therefore, the municipal & district/khan administrations also face difficulty in leading, managing and encouraging the teachers who are directly providing educational services at each school. Meanwhile, the capital/provincial department of education, youth and sports has also faced difficulty in providing interventional support to those public primary school and kindergarten establishments because the office of education, youth and sport has been integrated into the structure of the municipal & district/khan administrations that are not its horizontal entity. Therefore, the department of education, youth and sports is not completely capable of monitoring and supporting the schools across the capital/provinces.

- Overall, the granting of authorities and responsibilities under the delegation framework did not promote and enhance the ownership and responsibility for municipal & district/khan administrations, and the public primary education establishments, public kindergarten establishments that directly provide educational services are not adequately supported and monitored by the provincial department of education, youth and sports, and the municipal/district administrations.

The right is a graph depicting the comparison of the results of the management and performance of the functions assigned and the functions delegated to the municipal/district administrations in Battambang province.



The right is a graph depicting the comparison of the results of the management and performance of the functions assigned to the municipal/district administrations in Battambang province and the functions delegated to the municipal/district administrations in Kratie province.



B. Organizational structure

The organizational structure to be analyzed refers to the organizational structure of the municipal & district/khan administrations designed for the management, administration, and performance of educational functions transferred to each municipal & district administration.

Based on Sub-Decree No. 182, No. 183, and No. 184 on the functions and structure of the municipal & district/khan administrations, it is required to develop an organizational structure related to the performance of educational structure transferred to any municipal & district/khan administrations different from the municipal/district administrations in Battambang province that will perform the functions assigned and other municipal & district/khan administrations and provinces that will perform the functions delegated. The structure of the municipal/district administrations in Battambang province designed to the performance of educational functions include office of education youth and sport, the public primary education and public kindergarten. Meanwhile, the organizational structure of the municipal & district/khan administrations in other capital/provinces related to the performance of educational functions is only the office of education, youth and sport, while the public primary education and public kindergarten remain under the

organizational structure of the capital/provincial department of education, youth and sports.

Based on the findings, the Inter-Ministerial Technical Working Group can analyze and evaluate the results of the actual implementation in the Municipal, District Administrations, which conduct the following field study:

- The complete structure for the implementation of the educational functions transferred to the Municipal, District Administrations in Battambang province have established a clear institutional mechanism and accountability line between the school and the Office of Education, Youth and Sports, between the Office of Education, Youth and Sports and the Municipal, District Administrations and between the Municipal, District Administrations and the Department of the Ministry of Education, Youth and Sports. This has facilitated the leadership, management, organization and implementation of the educational functions assigned to the Municipal, District Administrations with ease, clear working relationships and hierarchies, and achieved better results.
- For the restructuring of the Municipal, District/Khan Administrations of other capitals and provinces that have integrated only the Office of Education, Youth and Sports into the structure of the Municipal, District/Khan Administrations by maintaining public primary schools and public kindergartens under the control of the Department of education, youth and sports, in which has made the line of accountability and working relationship uncertain primary schools and kindergartens with the Office of Education, Youth and Sports and with the Municipal, District/Khan Administrations and between the Office of Education and the Municipal, District/Khan Administrations with the Capital and Provincial Department of education, youth and sports on the management, organization and implementation of the delegated educational functions. This has made the performance of the functions delegated to the Municipal, District/Khan Administrations not as good as the performance of the educational functions assigned to the Municipal/District Administrations in Battambang province.
- Overall, many evidences was found that after the transfer of primary schools and public kindergartens to be subordinate units of the Municipal/District Administrations in Battambang province, it urged the management level of the Municipal/District Administrations to independently focus on coordinating and

providing interventions to support and monitor school activities, including the provision of educational services in schools, security, public order, ensuring the safety of students when entering and leaving the school, protection of the environment and food hygiene, strengthening working relationships with teachers and monitoring the attendance of teachers, discipline, youth development activities, physical education and sports in schools within its jurisdiction to be better than the situation of school management in the Municipal/District Administrations of other provinces.

C. Human Resource

The human resource factors analyzed focus on the evaluation of (1) the effectiveness of the management of the educational staff transferred to the Municipal, District/Khan Administrations and the educational staff under the control of the Department of education, youth and sports and (2) effectiveness of the implementation of educational functions transferred to the Municipal, District/Khan Administrations based on human resources (educational staff) transferred to those Municipal, District and Khan.

Pursuant to Sub-Decree No. 182, No. 183 and No. 184 on the Functions and Structure of Municipal, District/Khan Administrations, it requires the transfer of educational staff to the Municipal/District Administrations, which are different from the transfer of educational staff to the Municipal/District Administrations in Battambang province to carry out the assigned functions and the transfer of educational staff to other Municipal/District Administrations in other provinces for the implementation of delegated functions.

For the Municipal/District Administrations in Battambang province, all educational staff, including staff who were working in the Office of Education, Youth and Sports, teaching staff who were working in public primary schools, public kindergartens and community learning centers, have been transferred to be the staff of Municipal/District Administrations, which shall be governed by separate statutes for sub-national administrative staff.

For the Municipal, District/Khan Administrations in other capitals and provinces, only the staff working in the Office of Education, Youth and Sports are transferred to the Municipal, District/Khan Administrations, while the staff who are teachers in public primary schools, public kindergartens and the Community Learning Center has not been transferred to the Municipal, District/Khan Administrations.

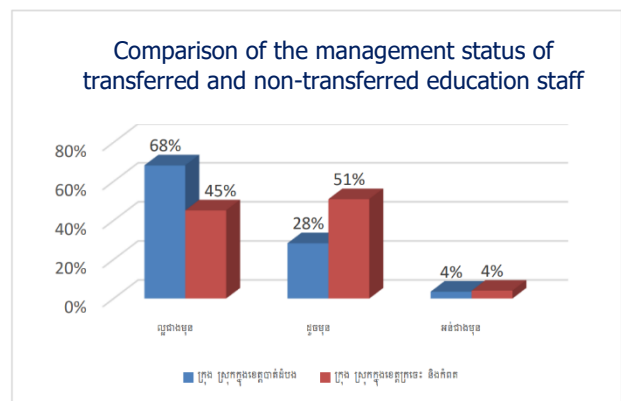
Based on the findings, the Inter-Ministerial Technical Working Group can indicate that:

- Within the framework of the transfer of education functions to the Municipal, District/Khan Administrations, the situation of the management of the educational staff transferred to be the staff of the Municipal, District/Khan Administrations is better than the situation of the management of educational staff who have not yet been transferred under the direct control of the Municipal, District/Khan Administrations. In general, staff working in the Office of Education, Youth and Sports and teachers working in schools under the jurisdiction of the Municipal/District Administrations in Battambang province have expressed satisfaction with the management of staff by the Municipal, District/Khan Administrations, such as appointments, the promotion, attendance management and other changes in the administrative status of the staff effectively and quickly carried out in accordance with the clear policies and procedures of the staff of the Municipal/District Administrations, and the decisions on the management of these personnel shall be done by the each relevant Municipal/District Administrations directly without having to send documents and ask for a decision from the Department and the Ministry of Education, Youth and Sports. This has encouraged the educational staff transferred to the Municipal/District Administrations in Battambang province to be confident in the leadership and management of the Municipal/District Administrations and to be more willing to do their job. At the same time, the Municipal/District Administrations also have full rights and responsibilities to support, monitor and control the reinforcement of the performance and the responsibilities of school leaders and teachers in each school. This has encouraged teachers to come to teach regularly and better respect teachers' ethics in accordance with the standards of the Ministry of Education. On the other hand, the transfer of educational staff, including the transfer of staff of the Office of Education, Youth and Sports and teachers working in schools under the direct control of the Municipal/District Administrations, facilitating Municipal/district administrations to transfer educational staff from schools with a large number of teachers to schools that need additional teachers or transfer to work in the Office of Education, Youth and Sports, which lacks staff. However, the transfer of educational staff under the control of

Municipal/district administrations can also lead to some problems, as some Municipal/district administrations have transferred educational staff to work in other offices/units and assigned educational staff to perform various tasks that may affect the effectiveness of the performance of the educational works.

- In particular, the management of teachers working in schools in Municipal, District/Khan of other Capital/Provinces, especially in Kratie and Kampot provinces, where the working group went to study and evaluate, showed that the appointment, promotion and change of administrative status of teachers in schools are slower than the management of teachers in schools within the jurisdiction of the Municipal/district administrations in Battambang province, as decisions on the management of these staff are reviewed by the capital and provincial administrations through the Department of education, youth and sports (Delegation on the appointment, change and termination of staff according to Sub-Decree No. 240) and the review and decision from the Ministry of Education, Youth and Sports (promotion and other administrative status changes).

On the right side is a graph showing the changes in the management of teachers transferred to the Municipal/district administrations in Battambang province and the management of teachers working in schools in Kratie and Kampot provinces, which the team went to study and evaluate.



D. Financial Resources and Assets

The factors of financial resources and assets that are being analyzed focus on the evaluation of the effectiveness of the management and use of financial resources and assets for the performance of educational functions transferred to the Municipal, District/Khan Administrations within the framework of resources transferred to the Municipal, District/Khan Administrations and resources under the control of the Department of Education and Education, Youth and Sports.

The transfer of financial resources and assets for the performance of functions transferred to the Municipal, District/Khan Administrations is one of the prerequisites.

The transfer of financial resources for the performance of educational functions to the Municipal, District/Khan Administrations includes:

- Transfer of budgets to support the operation of the Office of Education, Youth and Sports (approximately 30 million Riels per year to all Municipal, Districts and Khans throughout the country)
- Transfer of budgets to support the operation of primary schools, kindergartens and community learning centers, which is a conditional budget package to the 14 Municipal/district administrations in Battambang province
- The budgets to support the operation of primary schools, kindergartens and community learning centers in Municipal, Districts, Khans in the capital/provinces other than Battambang province, have not been transferred to those Municipal, Districts, Khans, but are kept in the budget of the Capital/Provincial Department of education, youth and sports as before the transfer of the same functions because primary schools, kindergartens and community learning centers are not integrated into the structure of Municipal, District/Khan Administrations.

Based on the findings, the Inter-Ministerial Technical Working Group can analyze and evaluate:

- The management, organization and use of budget to support the operation of the school, which a conditional budget package has been transferred to the Municipal/district administrations in Battambang province, is in a better situation and there are no significant challenges. Reasons for better use of school budgets include:
 - The transfer of this budget to each school account is faster because each Municipal/district administration issues a withdrawal cheque/mandate to transfer this budget to the school account within the jurisdiction of each Municipal/district administrations
 - Each school maintains its autonomy and responsibility for the management and use of these budgets in accordance with defined guidelines
 - The school management committees and stakeholders participate in the review, advice and monitoring as well as the support and monitoring from the Office of Education, Youth and Sports and the leadership of the Municipal/district administrations. At the same time, the Municipal, District

and Commune/Sangkat Administrations also mobilized additional resources (budget, construction, renovation of schools, equipment and other school developments) to support the school.

- The management, organization and use of budgets for the operation of primary schools, kindergartens and community learning centers in municipal, district, Khan administrations of other capital/provinces have not changed significantly; the situation is the same as before the transfer of functions because the principles formalities and the procedures for the management, organization and use of this budget has not changed but only delegate some works to the Municipal, District/Khan Administrations to facilitate, promote, support and monitor the implementation of this budget.
- The management, organization and use of the budget to support the operations of the Office of Education, Youth and Sports of the Municipal, Districts and Khans are assessed as a number of key challenges needs to be addressed. Those challenges can arise from a number of reasons as follows:
 - Although this budget was given to the Municipal, District, and Khan Administrations for prioritized educational works, but it is not clearly defined as a conditional budget package that is used to support only the Office of Education, Youth and Sports. This has led to the misuse of this budget for the purpose that it is necessary to clearly define that the budget to support the operation of the Office of Education, Youth and Sports is a conditional budget to be used to support the operation of the Office of Education, Youth and Sports to support, monitor and evaluate the provision of educational services in schools as a staff for the Municipal, District and Khan Administrations.
 - The management and use of this budget in accordance with the principles and procedures of financial management of the Municipal/district administrations have made it difficult for the performance of Office of Education, Youth and Sports. The delays in the payment of missions, insufficient supply of office supplies to the Office of Education may adversely affect the activities of inspection, monitoring and technical support to schools within the jurisdiction of each Municipal, District/Khan Administrations.

- Overall, the delays and challenges related to the management, organization and use of budgets to support the operations of the Office of Education, Youth and Sports are due to changes in the procedures for the management, organization and use of these budgets, as well as there is no clear definition of the conditions for using this budget, which has made the Office of Education, Youth and Sports integrated into the administrative structure of some Municipal, Districts, Khans in other capital, provinces besides Battambang received some support budgets or did not receive any at all, especially in 2021, when there was the crisis of Covid-19;
- The budget allocation to support the operation of the Office of Education, Youth and Sports, which is approximately 30 million Riels per year per Municipal, District and Khan, is not yet in line with the actual needs of each Municipal, District/Khan Administrations due to the fact that each Municipal, District/Khan doesn't have the same number of public primary schools, public kindergartens and educational staff of the Office of Education, Youth and Sports. In this sense, for Municipal, District/Khan with more educational institutions, more budgets are needed to inspect and provide technical support in schools, and cover the workload of the Office of Education, Youth and Sports more than Municipal, Districts/Khans with a smaller number of educational institutions. Therefore, the allocation of budgets to support the operation of the Office of Education, Youth and Sports of a similar amount should be reviewed and revised according to the workload and actual situation of each Municipal, District/Khan Administration, with clear formulas and criteria.
- As for the asset, although the asset and equipment have not yet been officially transferred to the Municipal, District/Khan Administrations, those assets and equipment have been used to carry out the educational functions that have been transferred to the Municipal, District/Khan Administrations without being used for activities other than educational works. However, the non-official transfer of those assets and equipment to the Municipal, District/Khan Administrations has left the Municipal, District/Khan Administrations still ineligible and without full responsibilities over the proprietary and effective management of those assets.

E. Regulatory Instrument

The regulatory instrument used to analysis in this evaluation study refers to the preparation of relevant regulatory instruments and technical guideline instructions on the principles and procedures for the implementation of educational functions transferred to the Municipal, District/Khan Administrations, as well as training for leaders and the staff of the Municipal, District/Khan Administrations on these instruments, norms and technical instructions to ensure that the Municipal, District/Khan Administrations has the appropriate understanding and capacity to lead, manage and organize the implementation of those functions effectively in accordance with its norms and standards of education determined by the Ministry of Education, Youth and Sports.

Based on the findings, it is shown that after the transfer of educations function to the Municipal, District/Khan Administrations, some leaders and relevant staff of the Municipal, District/Khan Administrations participated in the announcement and implementation of Sub-Decrees No. 182, 183 and 184 on Functions and Structure of Municipal, District/Khan Administrations, in which the leaders and staff of the Municipal, District/Khan Administrations obtained some information related to the main principles in leading, managing and organizing the educational functions that were transferred only without clear understanding of the detailed procedures for implementing the transferred educational functions.

In the situation of actual implementation so far, the leaders and staff of the Municipal, District/Khan Administrations have not received specific training yet on the detailed principles, formalities and procedures for performing the educational functions assigned and delegated. However, through occasional monitoring and technical support of national teams, including the Ministry of Education, Youth and Sports, the Ministry of Interior, the Ministry of Economy and Finance, and the NCDD Secretariat, it enables the Municipal Administration, especially the Municipal Administration in Battambang province, to gain some additional understanding to lead, manage and organize these transferred educational functions more effectively.

The main relevant regulatory instruments prepared for the management, organization and implementation of educational functions transferred to the Municipal, District/Khan Administrations include:

- Inter-Ministerial Prakas No. 521 MEF.P., dated June 15, 2020 on “financial and technical conditions and financial procedures for financial transfer with

- conditions to all 14 DMAs in Battambang to implement educational functions of ECE, PE, and NFE”;
- Circular dated June 16, 2020, on “implementing procedures of budget, accounting, and credit movement of the financial transfer with conditions to 14 DMAs in Battambang to implement the management ECE, PE, and NFE functions”;
- Handbook on Principles and Procedures of Managing Municipal/district administrations (2022);
- Guidelines for Public School Fund Management (2018);

In addition to the above instrument, technical guideline/instructions on procedures for performing educational functions transferred to the Municipal, District/Khan Administrations is being prepared by the inter-ministerial working group between the Ministry of Interior, the Ministry of Education, Youth and Sports and the NCDD Secretariat.

Overall, the Inter-Ministerial Technical Working Group can assess that the delay in the preparation and training of technical guidelines on the implementation of educational functions transferred to the Municipal, District/Khan Administrations is one of the main reasons why the Municipal, District/Khan Administrations face difficulties or ambiguity in leading, managing, organizing and implementing the transferred educational functions smoothly and efficiently. In this regard, in order to ensure the continued promotion of the implementation of educational functions transferred to the Municipal, District/Khan Administrations smoothly and efficiently, it is necessary and urgent to finalize the technical guideline/instructions on the procedures for the implementation of educational functions transferred to the Municipal, District/Khan Administrations and to organize training for leaders and officials of the Municipal, District/Khan Administrations and other stakeholders on this technical instruction as soon as possible in 2023.

F. Support, Monitoring and Evaluation mechanism

Supporting, monitoring and evaluation mechanisms refers to the establishment of mechanisms at both national and capital/provincial levels to provide technical support, monitoring and evaluation of the management, organization and implementation of educational functions transferred to the Municipal, District/Khan Administrations.

The transfer of educational functions to Municipal, District/Khan Administrations at the end of 2019 comes at a time when Cambodia, as well as other countries around the

world, were facing the crisis of the Covid-19 epidemic, which requires the Royal Government to take health measures to implement the lockdown of some areas, the suspension of transit from one area to another, and the suspension of direct communication, which has made it difficult for relevant ministries and institutions to provide technical support and frequent monitoring to Municipal, District/Khan Administrations on the implementation of transferred educational functions. However, based on the findings, the Inter-Ministerial Technical Working Group can analyze and evaluate that:

- Although relevant ministries and institutions at the national level have not yet developed mechanisms and are unable to develop and implement specific action plans for technical support, regular monitoring of the implementation of educational functions transferred to the Municipal, District/Khan Administrations, relevant ministries and institutions at national level organized a number of online meetings with Municipal/district administrations in Battambang province, as well as went to support and monitor in some Municipal/district administrations after the situation of the Covid-19 crisis has eased to review and resolve some key challenges related to the implementation of the educational functions transferred to the Municipal/district administrations;
- At the capital/provincial levels, although a joint mechanism has not yet been established to facilitate technical support and monitor the implementation of educational functions transferred to the Municipal, District/Khan Administrations, the capital/provincial administrations and relevant departments have provided some technical support within the scope of its jurisdiction to the Municipal, District/Khan Administrations; for example the Department of education, youth and sports have invited Municipal/District Administrative leaders to attend the meetings to disseminate and raise awareness about education, Department of Civil Service focused on technical support for staff works transferred to Municipal/district administrations , Department of Economy and Finance held a meeting to disseminate the procedures of education budget management, the provincial administration focused on promoting and helping to solve key challenges related to educational works proposed by the Municipal/district administrations through

the meeting of the Provincial Command Committee and Battambang Provincial Administration also conducted a study and evaluation on the implementation of educational functions transferred to the municipal administration

- The situation of providing technical support, monitoring and evaluation of the implementation of educational functions assigned to the Municipal/district administrations in Battambang province is more active and better than technical support and monitoring the implementation of the educational functions that have been delegated to the Municipal, District/Khan Administrations in other capitals and provinces. This helps the implementation of educational functions assigned to Municipal/district administrations in Battambang province achieve good results;
- Overall, technical support and regular monitoring of Municipal, District/Khan Administrations are essential to ensure the continued promotion and enhancement of management, organization and implementation of educational functions transferred to Municipal, District/Khan Administrations to achieve high efficiency and meet defined rules and service standards. The failure or delay in setting up specific support mechanisms at both national and capital/provincial levels due to the Covid-19 crisis has led to a number of challenges, faced by Municipal, District/Khan Administrations, to be delayed up until now, especially the challenges related to the use of budgets to support the operation of the Office of Education, Youth and Sports.

8.2 Recommendation

Based on the above findings and analysis, to ensure the improvement of the efficiency of management, organization and implementation of functions of education transferred to the Municipal, District/Khan Administrations and the expansion of the transfer of these functions through assigning to other Municipal, District/Khan Administrations, the Inter-Ministerial Technical Working Group would like to make the following recommendations:

First: To ensure the resolution of the challenges ahead, an emergency meeting should be held to provide guidance and encourage the Municipal, District/Khan Administrations to continue to pay more attention to the leadership, management, organization and implementation of functions of education transferred to the Municipal, District/Khan Administrations to be more effectiveness, in particular, focusing on strengthening the

awareness of the specific roles, duties and responsibilities of the Municipal, District/Khan Administrations on the implementing procedures of the transferred educational functions, on the management and use of budgets to support the operation of the Office of Youth Education and sports, and about the accountability line and working relationship between the schools and the Municipal, District/Khan Administrations, and between the Municipal, District/Khan Administrations, and the Department of education, youth and sports. This meeting shall be held as soon as possible under the coordination of the NCDD Secretariat in collaboration with the Ministry of Education, Youth and Sports, the Ministry of Interior, the Ministry of Economy and Finance, and the Ministry of Civil Service and all councilors and the Municipal, District/Khan governors are invited to attend this meeting.

Second: shall continue to urge the Inter-Ministerial Technical Working Group between the Ministry of Education, Youth and Sports and the Ministry of Interior and the NCDD Secretariat to finalize technical guidelines on the principles and procedures for the implementation of educational functions transferred to the Municipal, District/Khan Administrations and organize training for the management and staff of the Municipal, District/Khan Administrations and stakeholders on this technical guideline as soon as possible in 2023.

Third: Under the coordination of the NCDD, Inter-Ministerial Working Group between the Ministry of Economy and Finance, the Ministry of Education, Youth and Sports and the Ministry of Interior shall conduct an in-depth assessment of the challenges related to the management, and use of budgets to support the implementation of the educational functions transferred to the Municipal, District/Khan Administrations to review and adjust the budget allocation to support the operation of the Office of Education, Youth and Sports in accordance with the workload and situation of each Municipal, District/Khan Administrations, as well as to review and adjust the principles and procedures for managing and using this budget; especially, the budget to support the operation of the Office of Education, Youth and Sports to ensure that the Office of Education, Youth and Sports obtain sufficient resources to perform the role as assistant of the Municipal, District/Khan Administrations to perform functions in the field of education more effectively. At the same time, training shall be organized for the leaders and relevant officials of the Municipal, District/Khan Administrations on the principles and procedures

for managing organizing and using this education budgets to have a clear understanding and apply it effectively.

Fourth: Shall continue to promote the formally transfer of assets for the performance of educational functions to the Municipal, District/Khan Administrations to ensure that each Municipal, District/Khan Administrations has an ownership and responsibility in managing and using those assets effectively.

Fifth: The Ministry of Civil Service shall continue to disseminate and train the management and officials of the Municipal, District/Khan Administrations on the principles, and procedures for the management of the Municipal, District/Khan Administrations personnel in order to ensure that the Municipal, District/Khan Administrations have a clear understanding and appropriate competence in organizing and managing educational staff to focus on education more effectively, transparently and accountably.

Sixth: Strengthen and establish clear support mechanisms at both national and provincial levels to ensure technical support, capacity development and regular monitoring and evaluation of Municipal, District/Khan Administrations on the management, organization and implementation of educational functions transferred to Municipal, District/Khan Administrations.

Seventh: Based on the findings of the lessons, experience and positive results in the management, organization and implementation of educational functions assigned to the 14 Municipal/district administrations in Battambang province, as well as the support and satisfaction of stakeholders in the sub-national administrations can basically be sufficient for the expansion of the assigning of educational functions implemented in the Municipal/district administrations in Battambang province to the Municipal, District/Khan Administrations throughout the country from 2024 onwards.

9. Conclusion

Based on the findings of the study and evaluation on the management, organization and implementation of educational functions to the Municipal, District/Khan Administrations, the Inter-Ministerial Technical Working Group can conclude that despite the transfer of those functions to the Municipal, District/Khan Administrations facing difficult situation because of the Covid-19 epidemic, the management, organization and implementation of educational functions transferred to the Municipal, District/Khan Administrations are

not at serious risk. On the contrary, the management status in each school, especially the schools within the jurisdiction of the 14 Municipal/district administrations in Battambang province, has improved due to the ownership commitment and responsibility of the Municipal/district administrations and focused on managing, organizing, monitoring and addressing the challenges of implementing those educational functions quickly and in a timely manner, as well as mobilizing support and encouraging the participation of stakeholders, including commune/sangkat administrations, local communities and philanthropists in providing educational services within their jurisdiction more actively and vibrantly.

However, the management, organization and implementation of functions in the field of education transferred to the Municipal, District/Khan Administrations also faced a number of key challenges related to the level of authority, administration and management of resources, including financial and human resources, which required review and revision, as well as the strengthening of support mechanisms, capacity development, monitoring and reviewing the Municipal, District/Khan Administrations to address challenges quickly and in a timely manner to ensure that the management, organization and implementation of the functions in educational field transferred to the Municipal, District/Khan Administrations can smoothly implement effectively and efficiently, especially to ensure that the quality of education gradually improved.

The preparation and implementation of the recommendations set out in this study and evaluation report is an appropriate measure to ensure the improvement of the quality of education services transferred to the sub-national administrations in accordance with the Decentralization and Deconcentrating Policies. That is to bring services closer to people.



Annex 1

**National Committee for Sub-National
Democratic Development (NCDD)
No. 031 D/NCDD**

**KINGDOM OF CAMBODIA
Nation Religion King**

Decision

On

**Establishment of an Inter-Ministerial Technical Working Group for
Assessment and Evaluation the Implementation of Educational Function
Transferred to the Municipal, District/Khan Administrations**

Deputy Prime Minister, Minister of Interior and Chairman of the NCDD

Pursuant to:

- The Constitution of the Kingdom of Cambodia;
- Royal Decree No. NS/RD/0918/925, dated September 06, 2018, on the appointment of the Royal Government of the Kingdom of Cambodia
- Royal Decree No. NS/RD/0320/421, dated March 30, 2020, on the appointment and adjustment of the composition of the Royal Government of the Kingdom of Cambodia;
- Royal Kram No. NS/RK/0618/012, dated June 28, 2018, promulgating the Law on the Organization and Functioning of the Office of the Council of Ministers;
- Royal Decree No. NS/RK/1208/1429 on establishment of National Committee for Sub-National Democratic Development;
- Sub-decree No. 182 S.E., dated December 02, 2019, on Function and Structure of Municipal Administrations;
- Sub-decree No. 183 S.E., dated December 02, 2019, on Function and Structure of Khan Administrations;
- Sub-decree No. 184 S.E., dated December 02, 2019, on Function and Structure of District Administrations;
- In accordance with Action Plan and Budget of NCDD in 2022.

Hereby decides

Article 1-

An Inter-Ministerial Technical Working Group established to study and evaluate the implementation of educational function, which has been transferred to the following Municipal, District/Khan Administrations below:

- | | | |
|---------------------------------|--|-----------------|
| 1 H.E. CHAN Sothea | Undersecretary of state of Ministry of Interior and Deputy Head of NCDD | Director |
| 2 H.E. PICH Vicheakunthy | Under Secretary of State of Ministry of Civil Service | Deputy-Director |
| 3 H.E. TEP Phyorith | Director General of the Department of Administration and Finance of Ministry of Education Youth and Sports | Deputy-Director |
| 4 H.E. HOK Pengse | Deputy Director General of the Department of Budget of Ministry of Economy and Finance | Deputy-Director |
| 5 H.E. BUON Heng | Director of Functions and Resources Department of Ministry of Interior | Deputy-Director |
| 6 H.E. Dy Sovann | Deputy Director General of the Department of Subnational Administration Finance, Ministry of Economy and Finance | Deputy-Director |
| 7 Mr. POK Sokundara | Secretary General of the Associations of Sub-national Administration Councils | Member |
| 8 Mr. CHHOEM Sopheak | Secretary General of the Associations of Sub-national Administration Councils | Member |

9	Dr. NEA Sophal	Director of Personnel Department of Ministry of Education Youth and Sports;	Member
10	Dr. SORN Senghok	Director of Legislation Department of Ministry of Education Youth and Sports;	Member
11	Mr. CHEY Sambath Phalla	Director of Policy Analysis and Development of Department of NCDD	Member
12	Mr. ONN Sivutha	Director of Planning Department, Ministry of Education Youth and Sports;	Member
13	Mr. LY Yasak	Director of Municipal, District, Commune, Quarter Administrations Department, Ministry of Interior	Member
14	Mr. LAY Sokkheang	Director of the General Department of budget of Ministry of Economy and Finance	Member
15	Mr. SEK Henglong	Head Center of Ministry of Civil Service	Member
16	Mr. MOM Naren	Deputy-Director of Policy Analysis and Development of Department of NCDD	Member
17	Mrs. Kong Bunna	Deputy-Director of Policy Analysis and Development of Department of NCDD	Member
18	Mrs. HENG Sithy	Deputy-Chief of Monitoring Evaluation and Information Division Unit, General Department of NCDD	Member
19	Mr. HENG Kungmeng	Deputy-Director of Municipal, District, Commune, Quarter Administrations Department of Ministry of Interior	Member
20	Mr. SOUN Somrith	Deputy-Director of Functions and Resources Department of Ministry of Interior	Member

21 Mr. LONG Chantola	Deputy Director General of Monitoring and Evaluation, General Department of Budget of Minister of Economy and Finance;	Member
22 Mrs. CHEA Kim	Deputy-Director General of Finance of Ministry of Education Youth and Sports;	Member
23 Mr. HAN Daluy	Deputy-Director of Legislation Department of Ministry of Education Youth and Sports;	Member
24 Mr. NUP Piseth	Deputy-Chief of Department of Ministry of Civil Service	Member
25 Mr. LOEM Sereyvuth	Chief of Office, Department of Legislation of Ministry of Education Youth and Sports;	Member
26 Mr. BUN Manith	Chief of Policy Analysis and Development Office	Member
27 Mr. KHVAN Chanthy Oudom	Chief of office, Department of Municipal, Khan and Provincial Administrations of Ministry of Interior	Member
28 Mr. CHEA Meng	Chief of Office, General Department of budget of Ministry of Economy and Finance	Member
29 Mr. BONG Puthreaksmey	Chief of Office, General Department of Finance, Sub-National Administration of Ministry of Economy and Finance	Member
30 Mr. CHORN Choeurn	Deputy-Chief of Functions and Resources Office of Ministry of Interior	Member
31 Mrs. SOR Sochea	Deputy-Chief of Functions and Resources Office of Ministry of Interior	Member

32 Mr. SOY Sithyka

Administrative and Human Resource Member
Officer of the Association of Sub-
National Administrative Councils

Article 2.-

This inter-ministerial technical working group has the following roles and responsibilities:

- Prepare conceptual documents to study and evaluate on the management and implementation of educational function that have been transferred to the Municipal, District/Khan Administrations;
- Develop an action plan to study and evaluate on the management and implementation of educational function that has been transferred to the Municipal, District/Khan Administrations;
- Define methods for study and evaluate to ensure the participation from stakeholder, all impartially in the process of this assessment;
- Prepare a questionnaire to ensure comprehensive collection of information from relevant target groups;
- Select all the relevant Municipal, District/Khan Administrations and target groups to discuss and collect the information, comment to be the basis in analyzing, assessing and evaluating;
- Summarize information and findings to analyze in order to identify strengths, weaknesses, challenges and recommendations and options for improving and expanding the transfer of educational function to other Municipal, District/Khan Administrations;
- Organize meetings and workshops of consultation with representatives of ministries, sub-national administrative institutions and stakeholders to reflect the findings and recommendations of the evaluation study;
- Prepare a report on the results of the evaluation study on the management and implementation of educational functions that have been transferred to the Municipal, District/Khan Administrations for submission to the NCDD for monitoring and decision.
- Perform other duties as instruction and necessary.

Article 3.-

- This inter-ministerial working group has the right to task the officials, advisors, and use equipment, transportation and the budget of the ministries, institutions and relevant units to perform their duties in this evaluation process.

Article 4.-

Ministry of Interior, Ministry of Education, Youth and Sports, Ministry of Economy and Financial, Ministry of Public Function, NCDD Secretariat, General Secretariat of the Association of Sub-National Administrative Councils and the person concerned as stated in Article 1, shall be responsible for the effective implementation of this decision from the date of signing onwards.

Tuesday, the 1st day of waxing moon, Month of Kartika,
Year of the Tiger, Jaktvasak, B.E 2566
Phnom Penh, October 25, 2022

**Deputy Prime Minister, Minister of Interior
And President of NCDD**

(Signed and stamped)

Deputy Prime Minister SAR KHENG

cc:

- Office of the Council of Ministers
- Cabinets of Samdech Techo Prime Ministers
- Ministries, Institution are members of NCDD
- Relevant Sub-National Administration
- As stated in Article 4
- Records/archives

Annex 2

List of Question for Municipal/district administrations in Battambang province

I. List of questions to collect information from councils, governors, deputy governors, directors of administration, directors, and officers at offices of administration and finance, and office of human resources of municipal and district administrations:

A. List of questions for surveying individuals

Please provide your answer to the following questions by ✓ in the boxes □ where applicable:

General Information:

1. How satisfied are you with the management, administration, and functions in education section after the delegation to municipal and district administrations? (Early childhood education, primary education, and non-formal education)
Highly satisfied Moderately satisfied Unsatisfied
2. How satisfied are you with the management, administration, and functions in education section after delegation to municipal and district administrations? (Administration affairs in support of general upper secondary education, youth development, and physical education and sports).
Highly satisfied Moderately satisfied Unsatisfied
3. What do you think about the functions in education sector after delegation to municipal and district administrations? (Early childhood education, primary education, and non-formal education)
Improved Unchanged Deteriorated
4. What do you think about the functions in education sector after delegation to municipal and district administrations? (Administration affairs in support of general upper secondary education, youth development, and physical education and sports).
Improved Unchanged Deteriorated

Information about Educational Worker Management

5. What do you think about the educational worker management following their restructuring to be directly under the municipal and district administrations?
 - 5.1. Designation Improved Unchanged Deteriorated
 - 5.2. Promotion Improved Unchanged Deteriorated
 - 5.3. Transfer Improved Unchanged Deteriorated
 - 5.4. Retirement Improved Unchanged Deteriorated
 - 5.5. Staff Attendance Management Improved Unchanged Deteriorated
 - 5.6. Overall, how capable is the leadership of municipal and district administrations in education staff management?
Improved Unchanged Deteriorated

Information about budget management for functions in education sector?

6. What do you think about the management, administration, and use of budget for the Office of Education, Youth, and Sports of the municipal and district administrations

(effectiveness, transparency, accountability)?

Improved Unchanged Deteriorated

7. What do you think about the management, administration, and use of budget for operations at schools under the competent supervision of the municipal and district administrations? (Convenience, speed, and effectiveness in problem resolution).

Improved Unchanged Deteriorated

Information about the management of assets for role fulfilment in the education sector:

8. What do you think about the management, administration, and use of assets, equipment, and materials in role fulfilment in the education sector after delegation to the municipal and district administrations?

Improved Unchanged Deteriorated

Information about accountability in the provision of educational services:

9. What do you think about the accountability of the municipal and district administrations in the management, administration, and fulfilment of services in the education sector for the people following the delegation? (Consultation, and response to people's requests related to the educational services)?

Improved Unchanged Deteriorated

10. What do you think about the accountability of the municipal and district administrations in the management, administration, and fulfilment of the delegated services? (Procedure- and SOP-based fulfilment, reporting...)

Improved Unchanged Deteriorated

B. List of questions for collecting information from consultative meetings

1. What positive and negative changes on the fulfilment of services in early childhood education, primary education, and non-formal education following the delegation to the municipal and district administrations have you observed? Please provide a concrete explanation.
2. What positive and negative changes on the fulfilment of services in support of the administration for secondary education, youth development, and physical education and sport following the delegation to the municipal and district administrations have you observed? Please provide a succinct explanation.
3. In carrying out management, administration, and fulfilment of services in the education sector after the delegation to the municipal and district administrations (early childhood education, primary education, and non-formal education), what challenges has the municipal and district administrations encountered? How have those challenges been addressed?
4. In carrying out management, administration, and fulfilment of services in the education sector after the delegation to the municipal and district administrations (secondary education, youth development, and physical education and sport), what challenges has the municipal and district administrations encountered? How have those challenges been addressed?
5. What interventions has the municipal/district administrations conceived and implemented to address the challenges in the fulfilment of delegated services? (Orientation for

- administration affair management system, additional supportive mechanisms, prioritization of education affairs, collection of resources to support education affairs...)
6. What positive and negative changes to education staff management (education office staffers, and teachers at primary schools, secondary schools, and Community Learning Centers) have been observed?
 7. What do you think about the preparation, administration, and use of budget for the Office of Education, Youth, and Sport, budget for operation of schools, and budget for Community Learning Centers? What are the main challenges? And how have those challenges been addressed?
 8. What do you think about the management and use of assets, equipment, and materials in fulfilment of the delegated education services? What are the main challenges? And how have those challenges been addressed?
 9. What do you think about work relations between the Office of Education, Youth, and Sport with offices of related units, director of administration, board of governors, council of the municipal/district administrations? What are the main challenges? And how have those challenges been addressed?
 10. What do you think about work relations between the municipal/district administrations with Department of Education, Youth, and Sport? What are the main challenges? And how have those challenges been addressed?
 11. What do you think about the capability of the municipal/district administrations in handling the delegated duties? What additional support from provincial and national levels be given to the municipal/district administrations in order to ensure that it can manage and fulfil the delegated services even more effectively? (Have there been any technical guidelines for role management?)
 12. What lessons learnt or best practices do you have related to the management, administration, and fulfilment of the delegated services in the education sector to form recommendations with the aim of boosting the effectiveness in the fulfilment of the services in the future and extrapolating the delegation of services to the administrations in other municipalities and districts?

II. List of questions to collect information from directors, deputy directors, and officers of education office, directors of primary schools, deputy directors of kindergartens at municipal/district administrations in Battambang province?

A. List of questions for surveying individuals

Please provide your answer to the following question by ✓ in the boxes □ where applicable:

General Information:

11. How satisfied are you with serving the municipal/district administrations working with the management, administration, and fulfilment of the delegated services? (Services in early childhood education, primary education, and non-formal education)
Highly satisfied □ Moderately satisfied □ Unsatisfied □
1. How satisfied are you with serving the municipal/district administrations working with the management, administration, and fulfilment of delegated services? (Administration affairs in support of secondary education, youth development, physical education and sport).
Highly satisfied □ Moderately satisfied □ Unsatisfied □
2. What do you think about the current state of the fulfilment of delegated services at the municipal/district administrations? (Services in early childhood education, primary

education, and non-formal education)

Improved Unchanged Deteriorated

3. What do you think about the current state of the fulfilment of delegated services at the municipal/district administrations? Administration affairs in support of secondary education, youth development, physical education and sports).

Improved Unchanged Deteriorated

Information about Educational worker Management:

4. What do you think about the educational worker management following their restructuring to be directly under the municipal and district administrations

5.1. Designation Improved Unchanged Deteriorated

5.2. Promotion Improved Unchanged Deteriorated

5.3. Transfer Improved Unchanged Deteriorated

5.4. Retirement Improved Unchanged Deteriorated

5.5. Staff Attendance Management Improved Unchanged Deteriorated

5.6. Overall, how capable is the leadership of municipal and district administrations in education staff management?

Improved Unchanged Deteriorated

Information about budget management for role fulfilment in education sector:

5. What do you think about the management, administration, and use of budget for the Office of Education, Youth, and Sport of the municipal and district administrations (effectiveness, transparency, accountability)?

Improved Unchanged Deteriorated

6. What do you think about the management, administration, and use of budget for operations at schools after the municipal and district administrations assumed the responsibility? (Convenience, speed, and effectiveness in problem resolution).

Improved Unchanged Deteriorated

Information about the management of assets for role fulfilment in the education sector:

7. What do you think about the management, administration, and use of assets, equipment, and materials in role fulfilment in the education sector after delegation to the municipal and district administrations?

Improved Unchanged Deteriorated

Information about accountability in the provision of educational services:

8. How the transfer of accountability assessment from being directly by the Provincial Department of Education, Youth, and Sport to being by the municipal/district administrations has affected the effectiveness of the management, administration, and fulfilment of services in early childhood education, primary education, non-formal education, support to secondary education, youth development, and physical development and sport? (Effectiveness of job performance, reporting, and intervention to solve issues).

Improved Unchanged Deteriorated

9. What do you think about the accountability assessment of the municipal and district administrations with the Ministry/Department of Education, Youth, and Sport with

regards to the management, administration, and fulfilment of the delegated services?
(Procedure- and SOP-based fulfilment, reporting...)

Improved Unchanged Deteriorated

B. List of questions for collecting information from consultative meetings

1. What positive and negative changes on the fulfilment of services in early childhood education, primary education, and non-formal education following the delegation to the municipal/district administrations have you observed? Please provide a succinct explanation.
2. What positive and negative changes on the fulfilment of services in support of the administration for secondary education, youth development, and physical education and sport following the delegation to the municipal/district administrations have you observed? Please provide a succinct explanation.
3. Following the integration of Office of Education, Youth, and Sport, primary education, and kindergartens into the structure of municipal/district administrations, what challenges have the office and directors encountered? How have those challenges been addressed?
4. What interventions has the municipal/district administrations conceived and implemented to address the challenges related to the management, administration, and fulfilment of the delegated services? (Orientation for administration affair management system, additional supportive mechanisms, prioritization of education affairs, collection of resources to support education affairs...)
5. Following the delegation of duties of managing educational worker (personnel of education office, and teachers at primary schools, kindergartens, and communication education centers) to the municipal/district administrations, what do you think about the management of the personnel? What challenges have arisen? How have those challenges been addressed?
6. Following the integration of education office into and delegation of the education sector to be the responsibility of the municipal/district administrations, what do think about the preparation, management, and use of budget for the Office of Education, Youth, and Sport, budget for operation of schools, and budget for community learning centers? What are the main challenges? And how have those challenges been addressed?
7. What do you think about the management and use of assets, equipment, and materials in fulfilment of the delegated education services? What are the main challenges? And how have those challenges been addressed?
8. What do you think about work relations between the Office of Education, Youth, and Sport with offices of related units, director of administration, board of governors, council of the municipal/district administrations? What are the main challenges? And how have those challenges been addressed?
9. What do you think about work relations between the municipal/district administrations with Department of Education, Youth, and Sport? What are the main challenges? And how have those challenges been addressed?
10. Do you think the municipal/district administrations have the capability in handling the delegated duties effectively in conformity with the provided technical guidelines? What additional support from provincial and national levels be given to the municipal/district administrations in order to ensure that it can manage and fulfil the delegated services even more effectively?
11. What lessons learnt or best practices do you have related to your service at the municipal/district administrations in the management, administration, and fulfilment of the delegated services in the education sector to form recommendations with the aim of boosting the effectiveness in the fulfilment of the services in the future and

extrapolating the delegation of services to the administrations in other municipalities and districts?

III. List of questions for collecting information from representatives of teachers from primary schools and kindergartens under the municipal/district administrations in Battambang province

A. List of questions for surveying individuals

Please provide your answer to the following question by ✓ in the boxes where applicable:

General Information:

1. How satisfied are you with the transfer of teachers at primary schools, kindergartens, and community learning centers to be under the direct management of municipal/district administrations?
Highly satisfied Moderately satisfied Unsatisfied
2. What do you think about the current state of the management of primary schools, kindergartens, and community learning centers after the municipal/district administrations assumed the responsibility in managing? (Security, order, COVID-19 protection measures, hygiene, and safety of the students in travelling...)
Improved Unchanged Deteriorated

Information about Educational worker Management:

3. What do you think about the educational worker management following their restructuring to be directly under the municipal and district administrations
 - 5.1. Designation Improved Unchanged Deteriorated
 - 5.2. Promotion Improved Unchanged Deteriorated
 - 5.3. Transfer Improved Unchanged Deteriorated
 - 5.4. Retirement Improved Unchanged Deteriorated
 - 5.5. Staff Attendance Management Improved Unchanged Deteriorated
 - 5.6. Overall, how capable is the leadership of municipal/district administrations in educational worker management?
Improved Unchanged Deteriorated

Information about budget management for role fulfilment in education sector:

4. What do you think about the management, administration, and use of budget for operations at schools after the municipal/district administrations assumed the responsibility in managing? (Convenience, speed, and effectiveness in problem resolution).
Improved Unchanged Deteriorated

Information about the management of assets for role fulfilment in the education sector:

5. What do you think about the management, administration, and use of lands, assets, equipment, and materials at schools after the municipal and district administrations assumed the responsibility?
Improved Unchanged Deteriorated

Information about accountability in the provision of educational services:

6. Following the 2020 delegation of responsibility in the education sector to the municipal/district administrations, what do you think about visits by and support from the leadership at the municipal/district administrations and municipal/district office of education?
Improved Unchanged Deteriorated

B. List of questions for collecting information from consultative meetings

1. What do you think are the positive and negatives changes a result of the management at primary schools, kindergartens, and communication learning centers after the municipal/district administrations assumed the responsibility in managing? Please provide a succinct explanation. (Security, order, COVID-19 protection measures, hygiene, and safety of the students in travelling...).
2. What do you think are the positive and negative changes in the youth development, physical development, and sport activities after the municipal/district administrations assumed the responsibility in managing? Please provide a succinct explanation.
3. Following the transfer of duties of managing educational worker (staffers of education office, and teachers at primary schools, kindergartens, and communication education centers) to the municipal/district administrations, what do you think about the management of the teachers? What challenges have arisen? How have those challenges been addressed?
4. Following the transfer of duties of managing primary schools, kindergartens, and community learning centers to the municipal/district administrations, what do you think about the management and use of budget to support the operations of the schools, and budget to support the community learning centers? What are the main challenges? And how have those challenges been addressed?
5. Following the transfer of duties of managing primary schools, kindergartens, and community learning centers to the municipal/district administrations, what do you think about the management and use of assets, equipment, and materials at those schools? What are the main challenges? And how have those challenges been addressed?
6. Following the transfer of duties of managing primary schools, kindergartens, and community learning centers to the municipal/district administrations, what support has the municipal/district administrations provided or collected to carry out development activities at schools? Please describe.
7. What lessons learnt or best practices do you have to form recommendations with the aim of boosting the effectiveness in the managing schools and extrapolating the delegation of services to the administrations in other municipalities and districts?

IV. List of questions for collecting information from commune chiefs, quarter chiefs, and representatives of the people

A. List of questions for surveying individuals

Please provide your answer to the following question by ✓ in the boxes where applicable:

General Information:

1. Following the 2020 delegation of responsibility in the education sector to the municipal/district administrations, what do you think about the current state of the

management of primary schools, kindergartens, and community learning centers? (Security, order, COVID-19 protection measures, hygiene, and safety of the students in travelling...)

Improved Unchanged Deteriorated

2. Following the 2020 delegation of responsibility in the education sector to the municipal/district administrations, what do you think about the care the administration has given to the provision of interventions and support, and addressing challenges at primary schools, kindergartens, and community learning centers?

More Unchanged Less

Information about Educational worker Management:

3. Following the 2020 delegation of responsibility in the education sector to the municipal/district administrations, what do you think about the current state of the management of educational worker at primary schools, kindergartens, and community learning centers? (Teacher attendance management, teaching based on the standards?)

Improved Unchanged Deteriorated

Information about budget management for role fulfilment in education sector:

4. Following the 2020 delegation of responsibility in the education sector to the municipal/district administrations, what do you think about the current state of the budget management at primary schools, kindergartens, and community learning centers? (Effectiveness, transparency, accountability, and problem resolution).

Improved Unchanged Deteriorated

Information about the management of assets for service fulfilment in the education sector:

5. Following the 2020 delegation of responsibility in the education sector to the municipal/district administrations, what do you think about the current state of management, administration, and use of lands, assets, equipment, and materials at schools?

Improved Unchanged Deteriorated

Information about accountability in the provision of educational services:

6. Following the 2020 delegation of responsibility in the education sector to the municipal/district administrations, what do you think about the current state of the visits for monitoring of, and the support from the leadership of municipal/district administrations, and municipal/district office of education?

Improved Unchanged Deteriorated

B. List of questions for collecting information from consultative meetings

1. Following the 2020 delegation to the municipal/district administrations, what changes to primary schools and kindergartens have you observed? What are the most noticeable challenges? (Environment, security, order, hygiene, safety of travelling students, teacher management, management and use of budget for schools, public order at schools, etc.).

2. Following the 2020 delegation to the municipal/district administrations, has the administration held any discussion or consultation with communal/quarter administration and school support committee to find support and solutions to problems? Please describe.
3. Following the 2020 delegation to the municipal/district administrations, what have the communal/quarter administration and school support committee done to contribute to and support the delegated services the municipal/district administrations had to fulfil?
4. What lessons learnt or best practices do you have related to fulfilment of the delegated services to form recommendations for extrapolating the delegation of services to the administrations in other municipalities and districts?

V. List of questions to collect information from provincial governor, relevant directors and officials of the Department of Education, Youth, and Sport, of Department of Economy and Finance, and Department of Services and Treasury in Battambang province.

A. List of questions for surveying individuals

Please provide your answer to the following question by ✓ in the boxes where applicable:

General Information

1. What do you think about the current state of the management, administration, and fulfilment of education services delegated to the municipal/district administrations? (Early childhood education, primary education, and non-formal education)
Improved Unchanged Deteriorated
2. What do you think about the current state of the management, administration, and fulfilment of education services delegated to the municipal/district administrations? (Support to secondary education, youth development, physical development, and sport)
Improved Unchanged Deteriorated

Information about Educational worker Management:

3. What do you think about the educational worker management following their integration into the managerial structure of the municipal/district administrations?
 - 5.1. Designation Improved Unchanged Deteriorated
 - 5.2. Promotion Improved Unchanged Deteriorated
 - 5.3. Transfer Improved Unchanged Deteriorated
 - 5.4. Retirement Improved Unchanged Deteriorated
 - 5.5. Staff Attendance Management Improved Unchanged Deteriorated
 - 5.6. Overall, how capable is the leadership of municipal/district administrations in educational worker management?
Improved Unchanged Deteriorated

Information about budget management for service fulfilment in education sector:

4. What do you think about the managements, administration, and use of budget allocated for the Office of Education, Youth, and Sport following the delegation to the municipal/district administrations?
Improved Unchanged Deteriorated

5. What do you think about the current state of the management, administration, and use of budget for the operation of each school now under the supervision of municipal/district administrations?
Improved Unchanged Deteriorated

Information about the management of assets for service fulfilment in the education sector:

6. What do think about the current state of the management, administration, and use of assets, equipment, and materials for the fulfilment of services delegated to the municipal/district administrations?
Improved Unchanged Deteriorated

Information about accountability in the provision of educational services:

7. What do you think about the accountability for the people by municipal/district administrations related to the management, administration, and fulfilment of delegated educational services (Consultation, and response to the service-related requests from the public)?
Improved Unchanged Deteriorated
8. What do you think about the accountability of the municipal/district administrations to the ministry and related institutions concerning the management, administration, and fulfilment of the delegated educational services? (Procedure- and SOP-based fulfilment, reporting...)
Improved Unchanged Deteriorated

B. List of questions for collecting information from consultative meetings

1. What do you think are the Positives: and negative changes in the fulfilment of the delegated services for early childhood education, primary education, and non-formal education? Please provide a succinct explanation.
2. What do you think are the positive and negative changes in the fulfilment of the delegated administrative services in support of secondary education, youth development, and physical education and sport? Please provide a succinct explanation.
3. What do you think are the main challenges for the fulfilment of the delegated services faced by the municipal/district administrations? How were the challenges addressed?
4. What interventions has the municipal/district administrations conceived and implemented to address the challenges in the fulfilment of delegated services? (Orientation for administration affair management system, additional supportive mechanisms, prioritization of education affairs, collection of resources to support education affairs...)
5. What positive and negative changes to education staff management (education office staffers, and teachers at primary schools, secondary schools, and Community Learning Centers) under the municipal/district administrations have been observed? What were the main challenges? How were the challenges addressed?
6. What do you think are the positive and negatives changes in the preparation, administration, and use of budget for the Office of Education, Youth, and Sport, budget for operation of schools, and budget for Community Learning Centers? What are the main challenges? And how were those challenges addressed?
7. What do you are the main challenges associated with the management and use of assets, equipment, and materials in fulfilment of the delegated education services? How have those challenges been addressed?

8. What do you think about work relations between the municipal/district administrations with Department of Education, Youth, and Sport? What are the main challenges? And how were those challenges addressed?
9. What do you think about the capability of the municipal/district administrations in managing and handling the delegated services? What additional support from provincial and national levels be given to the municipal/district administrations in order to ensure that it can manage and fulfil the delegated services even more effectively? (Have there been any technical guidelines for service management?)
10. What lessons learnt or best practices do you have to form recommendations with the aim of boosting the effectiveness in the fulfilment of the services in the future and extrapolating the delegation of services to the administrations in other municipalities and districts?

List of questions for municipal/district administrations in other provinces

I. List of questions to collect information from councils, governors, deputy governors, directors of administration, directors, and officers at offices of administration and finance, and office of human resources of municipal and district administrations:

A. List of questions for surveying individuals

Please provide your answer to the following questions by checking ✓ in the boxes □ where applicable:

General Information:

1. How satisfied are you with the management, administration, and fulfilment of services in education section after the delegation to municipal/district administrations? (*Note: Delegated services include early childhood education, primary education, non-formal education, administration affairs in support of secondary education, youth development, physical education, and sport. Office of Education, Youth, and Sport, educational worker, and budget management have been delegated to municipal/district administrations. Teacher and budget for operations of primary schools, kindergartens, and community learning centers are directly managed by Department of Education, Youth, and Sport of each municipality/province. Municipal/district administrations is in charge of fostering, coordinating, supporting, monitoring, advising, and proposing requests.*)
Highly satisfied □ Moderately satisfied □ Unsatisfied □
2. What do you think about the current state or result of the fulfilment of the delegated services performed by municipal/district administrations? (*Security, order, COVID-19 preventive measures, hygiene, safety of travelling students, youth development, physical education, and sport at schools.*)
Improved □ Unchanged □ Deteriorated □

Information about Educational worker Management :

3. What do you think are the changes to management of personnel of education offices at schools following their integration into the managerial structure of the municipal/district administrations?
 - 3.1. Appointment Improved □ Unchanged □ Deteriorated □
 - 3.2. Promotion Improved □ Unchanged □ Deteriorated □
 - 3.3. Transfer Improved □ Unchanged □ Deteriorated □
 - 3.4. Retirement Improved □ Unchanged □ Deteriorated □
 - 3.5. Staff Attendance Management Improved □ Unchanged □ Deteriorated □
4. What do you think are the changes to the management of teachers following their integration into the managerial structure of the municipal/district administrations. (*Note: Teachers at schools are still directly managed by Department/Ministry of Education, Youth, and Sport, while municipal/district administrations is tasked with fostering, coordinating, supporting, monitoring, advising, and proposing requests related to the management, administration, and deployment of teachers at those schools.*)
 - 4.1. Appointment Improved □ Unchanged □ Deteriorated □
 - 4.2. Promotion Improved □ Unchanged □ Deteriorated □
 - 4.3. Transfer Improved □ Unchanged □ Deteriorated □

- 4.4. Retirement Improved Unchanged Deteriorated
 4.5. Staff Attendance Management Improved Unchanged Deteriorated

Information about budget management for service fulfilment in education sector:

5. What do you think are the changes to the management, administration, and use of budget allocated for the Office of Education, Youth, and Sport following the delegation to the municipal/district administrations? (Effectiveness, transparency, and accountability) *(Note: Budget in support of the operation of Office of Education, Youth, and Sport has been transferred to municipal/district administrations to manage. Municipal/district administrations is tasked with managing and arranging the funds as conditional budgets for Office of Education, Youth, and Sport).*
 Improved Unchanged Deteriorated
6. What do you think are the changes to the budget for the operation of primary schools, kindergartens, and community learning centers (effectiveness, transparency, and accountability) following their delegation to the municipal/district administrations) *(Note: budget for the operation of schools is still directly managed by Department of Education and respective schools. Municipal/district administrations is tasked with fostering, coordinating, supporting, monitoring, advising, and proposing requests related to the use of budget at those schools).*

Information about the management of assets for service fulfilment in the education sector:

7. What do think about are the changes to the management, administration, and use of assets, equipment, and materials for the fulfilment of services delegated to the municipal/district administrations? *(Note: Municipal/district administrations is tasked with fostering, coordinating, supporting, monitoring, advising, and proposing requests related to the use of assets at those schools).*
 Improved Unchanged Deteriorated

Information about accountability in the provision of educational services:

8. What do you think about the accountability for the Ministry/Department of Education, Youth, and Sport related to the management, administration, and fulfilment of delegated educational services? *(Changes to the fulfilment of the delegated services based on procedures, and SoP, as well as reporting mechanisms...)*
 Improved Unchanged Deteriorated

Information about the expansion of service delegation:

9. To enhance the effectiveness of the management, administration, and fulfilment of the delegated services, which options below would be ideal?
- 9.1. Early childhood education**
 Transfer to municipality/district Continue with the delegation
- 9.2. Primary education**
 Transfer to municipality/district Continue with the delegation
- 9.3. Non-formal education**
 Transfer to municipality/district Continue with the delegation
- 9.4. Support to administration of secondary education**
 Transfer to municipality/district Continue with the delegation

9.5. Youth Development

Transfer to municipality/district Continue with the delegation

9.6. Physical education and sport

Transfer to municipality/district Continue with the delegation

B. List of questions for collecting information from consultative meetings

1. What do you think are the Positives: and negative changes in the fulfilment of the delegated services? Please provide a succinct explanation.
2. What do you think are the main challenges of the management, administration, and the fulfilment of the delegated services faced by the municipal/district administrations? How were the challenges addressed?
3. What interventions has the municipal/district administrations conceived and implemented to address the challenges in the fulfilment of delegated services? (Orientation for administration affair management system, additional supportive mechanisms, prioritization of education affairs, collection of resources to support education affairs...)
4. What positive and negative changes to the management of personnel of the Office of Education, Youth, and Sport have been observed since the delegation to the municipal/district administrations? What were the main challenges? How were those challenges addressed?
5. What positive and negative changes to the management of teachers at schools after the delegation to the municipal/district administrations? What were the main challenges? How were the challenges addressed?
6. What challenges were faced during the preparation, management, and use of budget for the support of Office of Education, Youth, and Sport? How were those challenges addressed?
7. What challenges were faced during the preparation, management, and use of budget for operation of schools (primary schools, kindergartens, and community learning centers)? How were those challenges addressed?
8. What challenges were by faced during the management and deployment of assets, equipment, and materials for the fulfilment of the delegated services? How were those challenges addressed?
9. What challenges arose with the work relations between the Office of Education, Youth, and Sport with related offices and units, director of administration, board of governors, and council of the municipal/district administrations? How were those challenges addressed?
10. What challenges arose with the work relations between the municipal/district administrations with Department of Education, Youth, and Sport? How were those challenges addressed?
11. What lessons learnt or best practices do you have to form recommendations with the aim of boosting the effectiveness in the fulfilment of the services in the future? (If the delegation is to be maintained, what new measure should be in place, and if the transfer is to be initiated, what services should be transferred to the municipal/district administrations, and what mechanisms and conditions should be placed?

II. List of questions for collecting information from directors, deputy directors, and officers of the Office of Education, directors of primary schools, and directors of primary schools under the municipal/district administrations

A. List of questions for surveying individuals

Please provide your answer to the following questions by checking ✓ in the boxes □ where applicable:

General Information:

1. How satisfied are you being the part of the municipal/district administrations in performing the management, administration, and fulfilment of services in education sector after the delegation to municipal/district administrations? *(Note: Delegated services include early childhood education, primary education, non-formal education, administration affairs in support of secondary education, youth development, physical education, and sport. Office of Education, Youth, and Sport, educational worker, and budget management have been delegated to municipal/district administrations. Teacher and budget for operations of primary schools, kindergartens, and community learning centers are directly managed by Department of Education, Youth, and Sport of each municipality/province. Municipal/district administrations is in charge of fostering, coordinating, supporting, monitoring, advising, and proposing requests.)*
Highly satisfied □ Moderately satisfied □ Unsatisfied □
2. What do you think about the current state or result of the fulfilment of the delegated services performed by municipal/district administrations? *(Security, order, COVID-19 preventive measures, hygiene, safety of travelling students, youth development, physical education, and sport at schools).*
Improved □ Unchanged □ Deteriorated □

Information about Educational worker Management:

3. What do you think are the changes to management of personnel of education offices at schools following their integration into the managerial structure of the municipal/district administrations?
 - 3.1. Appointment Improved □ Unchanged □ Deteriorated □
 - 3.2. Promotion Improved □ Unchanged □ Deteriorated □
 - 3.3. Transfer Improved □ Unchanged □ Deteriorated □
 - 3.4. Retirement Improved □ Unchanged □ Deteriorated □
 - 3.5. Staff Attendance Management Improved □ Unchanged □ Deteriorated □
4. What do you think are the changes to the management of teachers following their integration into the managerial structure of the municipal/district administrations. *(Note: Teachers at schools are still directly managed by Department/Ministry of Education, Youth, and Sport, while municipal/district administrations is tasked with fostering, coordinating, supporting, monitoring, advising, and proposing requests related to the management, administration, and deployment of teachers at those schools).*
 - 4.1. Appointment Improved □ Unchanged □ Deteriorated □
 - 4.2. Promotion Improved □ Unchanged □ Deteriorated □
 - 4.3. Transfer Improved □ Unchanged □ Deteriorated □
 - 4.4. Retirement Improved □ Unchanged □ Deteriorated □
 - 4.5. Staff Attendance Management Improved □ Unchanged □ Deteriorated □

Information about budget management for service fulfilment in education sector:

5. What do you think are the changes to the management, administration, and use of budget allocated for the Office of Education, Youth, and Sport following the delegation to the municipal/district administrations? (Effectiveness, transparency, and accountability) *(Note: Budget in support of the operation of Office of Education, Youth, and Sport has been transferred to municipal/district administrations to manage.*

Municipal/district administrations is tasked with managing and arranging the funds as conditional budgets for Office of Education, Youth, and Sport).

Improved Unchanged Deteriorated

6. What do you think are the changes to the budget for the operation of primary schools, kindergartens, and community learning centers (effectiveness, transparency, and accountability) following their delegation to the municipal/district administrations) *(Note: budget for the operation of schools is still directly managed by Department of Education and respective schools. Municipal/district administrations is tasked with fostering, coordinating, supporting, monitoring, advising, and proposing requests related to the use of budget at those schools).*

Improved Unchanged Deteriorated

Information about the management of assets for service fulfilment in the education sector:

7. What do think about are the changes to the management, administration, and use of assets, equipment, and materials for the fulfilment of services delegated to the municipal/district administrations? *(Note: Municipal/district administrations is tasked with fostering, coordinating, supporting, monitoring, advising, and proposing requests related to the use of assets at those schools).*

Improved Unchanged Deteriorated

Information about accountability in the provision of educational services:

8. What do you think about the accountability toward the Ministry/Department of Education, Youth, and Sport related to the management, administration, and fulfilment of delegated educational services? *(Changes to the fulfilment of the delegated services based on procedures, and SoP, as well as reporting mechanisms...)*

Improved Unchanged Deteriorated

Information about the expansion of service delegation:

9. To enhance the effectiveness of the management, administration, and fulfilment of the delegated services, which options below would be ideal?

9.1. Early childhood education

Transfer to municipality/district Continue with the delegation

9.2. Primary education

Transfer to municipality/district Continue with the delegation

9.3. Non-formal education

Transfer to municipality/district Continue with the delegation

9.4. Support to administration of secondary education

Transfer to municipality/district Continue with the delegation

9.5. Youth Development

Transfer to municipality/district Continue with the delegation

9.6. Physical education and sport

Transfer to municipality/district Continue with the delegation

B. List of questions for collecting information from consultative meetings

1. What do you think are the Positives: and negative changes in the fulfilment of the delegated services? Please provide a succinct explanation.

2. Following the integration into the structure of the municipal/district administrations, what key challenges did the Office of Education, Youth, and Sport encounter? How were those challenges addressed?
3. What interventions has the municipal/district administrations conceived and implemented to address the challenges in the management, administration, and fulfilment of the delegated services? (Fostering, coordinating, providing orientation related to administrative affair management, developing additional supportive measures, prioritization of education affairs, collection of resources to support education affairs...)
4. What were the positive and negative changes to the management of the personnel of the Office of Education, Youth, and Sport following the integration into the municipal/district administrations body? Where were the challenges? How were the challenges addressed?
5. What were the positive and negative changes to the management of teachers at schools following the integration into the municipal/district administrations body? Where were the challenges? How were the challenges addressed?
6. What key challenges were faced during the preparation, management, and use of budget to support the Office of Education, Youth, and Sport? How were those challenges addressed?
7. What key challenges were faced during the preparation, management, and use of budget to support the operation of schools (primary schools, kindergartens, and community learning centers)? How were those challenges addressed?
8. What key challenges were faced during the management and use of assets, equipment, and materials to fulfil the delegated education services? How were those challenges addressed?
9. What challenges arose with the work relations between the Office of Education, Youth, and Sport with related offices and units, director of administration, board of governors, and council of the municipal/district administrations? How were those challenges addressed?
10. What challenges arose with the work relations between the municipal/district administrations with the Department of Education, Youth, and Sport? How were those challenges addressed?
11. What do you think about the capability of the municipal/district administrations in handling the delegated duties effectively in conformity with the designated standards? What additional support from provincial and national levels be given to the municipal/district administrations in order to ensure that it can manage and fulfil the delegated services even more effectively?
12. What lessons learnt or best practices do you have to form recommendations with the aim of boosting the effectiveness in the fulfilment of the services in the future? (If the delegation is to be maintained, what new measure should be in place, and if the transfer is to be initiated, what services should be transferred to the municipal/district administrations, and what mechanisms and conditions should be placed?

III. List of questions for collecting information from Representatives of Teachers at Primary Schools and Kindergartens

A. List of questions for surveying individuals

Please provide your answer to the following questions by checking ✓ in the boxes □ where applicable:

General Information:

1. How satisfied are you being the part of the municipal/district administrations in performing the management, administration, and fulfilment of services in education

sector after the delegation to municipal/district administrations? *(Note: Delegated services include early childhood education, primary education, non-formal education, administration affairs in support of secondary education, youth development, physical education, and sport. Office of Education, Youth, and Sport, educational worker, and budget management have been delegated to municipal/district administrations. Teacher and budget for operations of primary schools, kindergartens, and community learning centers are directly managed by Department of Education, Youth, and Sport of each municipality/province. Municipal/district administrations is in charge of fostering, coordinating, supporting, monitoring, advising, and proposing requests.)*

Highly satisfied Moderately satisfied Unsatisfied

2. What do you think about the current state or result of the fulfilment of the delegated services performed by municipal/district administrations? *(Security, order, COVID-19 preventive measures, hygiene, safety of travelling students, youth development, physical education, and sport at schools).*

Improved Unchanged Deteriorated

Information about Educational worker Management :

3. What do you think are the changes to the management of teachers following their integration into the managerial structure of the municipal/district administrations. *(Note: Teachers at schools are still directly managed by Department/Ministry of Education, Youth, and Sport, while municipal/district administrations is tasked with fostering, coordinating, supporting, monitoring, advising, and proposing requests related to the management, administration, and deployment of teachers at those schools).*

4.1. Appointment Improved Unchanged Deteriorated

4.2. Promotion Improved Unchanged Deteriorated

4.3. Transfer Improved Unchanged Deteriorated

4.4. Retirement Improved Unchanged Deteriorated

4.5. Staff Attendance Management Improved Unchanged Deteriorated

Information about budget management for service fulfilment in education sector:

4. What do you think are the changes to the management, administration, and use of budget allocated for the Office of Education, Youth, and Sport following the delegation to the municipal/district administrations? (Effectiveness, transparency, and accountability) *(Note: Budget in support of the operation of Office of Education, Youth, and Sport has been transferred to municipal/district administrations to manage. Municipal/district administrations is tasked with managing and arranging the funds as conditional budgets for Office of Education, Youth, and Sport).*

Improved Unchanged Deteriorated

Information about the management of assets for service fulfilment in the education sector:

5. What do think about are the changes to the management, administration, and use of assets, equipment, and materials for the fulfilment of services delegated to the municipal/district administrations? *(Note: Municipal/district administrations is tasked with fostering, coordinating, supporting, monitoring, advising, and proposing requests related to the use of assets at those schools).*

Improved Unchanged Deteriorated

Information about accountability in the provision of educational services:

6. Following the 2020 delegation of responsibility in the education sector to the municipal/district administrations, what do you think about visits by and support from the leadership at the municipal/district administrations and municipal/district office of education?
- Improved Unchanged Deteriorated

Information about the expansion of service delegation:

7. To enhance the effectiveness of the management, administration, and fulfilment of the delegated services, which options below would be ideal?
- 7.1. Early childhood education**
Transfer to municipality/district Continue with the delegation
- 7.2. Primary education**
Transfer to municipality/district Continue with the delegation
- 7.3. Non-formal education**
Transfer to municipality/district Continue with the delegation
- 7.4. Support to administration of secondary education**
Transfer to municipality/district Continue with the delegation
- 7.5. Youth development**
Transfer to municipality/district Continue with the delegation
- 7.6. Physical education and sport**
Transfer to municipality/district Continue with the delegation

B. List of questions for collecting information from consultative meetings

1. What do you think are the positive and negatives changes a result of the management at primary schools, kindergartens, and communication learning centers, youth development activities, and physical education and sport activities after the municipal/district administrations assumed the responsibility in managing? Please provide a succinct explanation. (Security, order, COVID-19 protection measures, hygiene, and safety of the students in travelling...).
2. What do you think are the positive and negative changes in teacher management after the municipal/district administrations assumed the responsibility in managing? What key challenges arose? How were those challenges addressed?
3. Following the delegation of duties to the municipal/district administrations, what changes to the management and use of budget to support the operations of the schools, and budget to support the community learning centers have you observed? What are the main challenges? And how have those challenges been addressed?
4. Following the delegation of duties to the municipal/district administrations, what changes to the management and use of assets, equipment, and materials at those schools have you observed? What are the main challenges? And how have those challenges been addressed?
5. Following the delegation of duties to the municipal/district administrations, what support has the municipal/district administrations provided or collected to carry out development activities at schools? Please describe.
6. What lessons learnt or best practices, or requests do you to augment the effectiveness of the school management in the future?

IV. List of questions for collecting information from commune chiefs, quarter chiefs, and representatives of the people

A. List of questions for surveying individuals

Please provide your answer to the following questions by checking ✓ in the boxes where applicable:

General Information:

1. Following the 2020 delegation of responsibility in the education sector to the municipal/district administrations, what do you think about the current state of the management of primary schools, kindergartens, and community learning centers? (Security, order, COVID-19 protection measures, hygiene, and safety of the students in travelling, youth development activities, physical education activities, and sport activities at schools)
Improved Unchanged Deteriorated
2. Following the 2020 delegation of responsibility in the education sector to the municipal/district administrations, what do you think about the care the administration has given to the provision of interventions and support, and addressing challenges at primary schools, kindergartens, and community learning centers?
More Unchanged Less

Information about Educational worker Management:

3. Following the 2020 delegation of responsibility in the education sector to the municipal/district administrations, how different has the management teachers been observed? (Teacher attendance management, teaching based on the standards...)
Improved Unchanged Deteriorated

Information about budget management for role fulfilment in education sector:

4. Following the 2020 delegation of responsibility in the education sector to the municipal/district administrations, how different has the budget management at schools been observed? (Effectiveness, transparency, accountability, and problem resolution).
Improved Unchanged Deteriorated

Information about the management of assets for service fulfilment in the education sector:

5. Following the 2020 delegation of responsibility in the education sector to the municipal/district administrations, how different has management, administration, and use of lands, assets, equipment, and materials at schools been observed?
Improved Unchanged Deteriorated

Information about accountability in the provision of educational services:

6. Following the 2020 delegation of responsibility in the education sector to the municipal/district administrations, what do you think about the current state of the visits for monitoring of, and the support from the leadership of municipal/district

administrations, and municipal/district office of education?

Improved Unchanged Deteriorated

B. List of questions for collecting information from consultative meetings

1. Following the 2020 delegation to the municipal/district administrations, what changes to the schools have you observed? What are the most noticeable challenges? (Environment, security, order, hygiene, safety of travelling students, teacher management, management and use of budget for schools, public order at schools, etc.).
2. Following the 2020 delegation to the municipal/district administrations, has the administration held any discussion or consultation with communal/quarter administration and school support committee to find support and solutions to problems? Please describe.
3. Following the 2020 delegation to the municipal/district administrations, what have the communal/quarter administration and school support committee done to contribute to and support the delegated services the municipal/district administrations had to fulfil?
4. What lessons learnt or best practices, or requests do you have to augment to effectiveness of the management of schools in the future?

V. List of questions to collect information from provincial governor, relevant directors and officials of the Department of Education, Youth, and Sport, of Department of Economy and Finance, and Department of Services and Treasury in Battambang province.

A. List of questions for surveying individuals

Please provide your answer to the following questions by checking ✓ in the boxes where applicable:

General Information:

1. What do you think about the current state of the management of primary schools, kindergartens, community learning centers, secondary schools, high schools, youth development activities, physical education and sport activities after the municipal/district administrations assumed the responsibility in managing? (*Security, order, COVID-19 protection measures, hygiene, and safety of travelling students, youth development activities, physical education and sport activities*)
Improved Unchanged Deteriorated

Information about Educational worker Management:

2. What do you think about the management of the personnel of the Office of Education following their restructuring to be directly under the municipal and district administrations? (*Note: Personnel of the Office of Education, Youth, and Sport are under the direct supervision of the municipal/district administrations*)
 - 5.1. Appointment Improved Unchanged Deteriorated
 - 5.2. Promotion Improved Unchanged Deteriorated
 - 5.3. Transfer Improved Unchanged Deteriorated
 - 5.4. Retirement Improved Unchanged Deteriorated
 - 5.5. Staff Attendance Management Improved Unchanged Deteriorated

3. What do you think are the changes to the management of teachers following their integration into the managerial structure of the municipal/district administrations. *(Note: Teachers at schools are still directly managed by Department/Ministry of Education, Youth, and Sport, while municipal/district administrations is tasked with fostering, coordinating, supporting, monitoring, advising, and proposing requests related to the management, administration, and deployment of teachers at those schools).*
 - 4.1. Appointment Improved Unchanged Deteriorated
 - 4.2. Promotion Improved Unchanged Deteriorated
 - 4.3. Transfer Improved Unchanged Deteriorated
 - 4.4. Retirement Improved Unchanged Deteriorated
 - 4.5. Staff Attendance Management Improved Unchanged Deteriorated

Information about budget management for service fulfilment in education sector:

4. What do you think are the changes to the management, administration, and use of budget allocated for the Office of Education, Youth, and Sport following the delegation to the municipal/district administrations? (Effectiveness, transparency, and accountability) *(Note: Budget in support of the operation of Office of Education, Youth, and Sport has been transferred to municipal/district administrations to manage. Municipal/district administrations is tasked with managing and arranging the funds as conditional budgets for Office of Education, Youth, and Sport).*
Improved Unchanged Deteriorated

5. What do you think are the changes to the management, administration, and use of budget for the operation of primary schools, kindergartens, and community learning centers (effectiveness, transparency, and accountability) following their delegation to the municipal/district administrations) *(Note: budget for the operation of schools is still directly managed by Department of Education and respective schools. Municipal/district administrations is tasked with fostering, coordinating, supporting, monitoring, advising, and proposing requests related to the use of budget at those schools).*
Improved Unchanged Deteriorated

Information about the management of assets for service fulfilment in the education sector:

6. What do think about are the changes to the management, administration, and use of assets, equipment, and materials for the fulfilment of services delegated to the municipal/district administrations? *(Note: Municipal/district administrations is tasked with coordinating, supporting, monitoring, advising, and proposing requests related to the use of assets at those schools).*
Improved Unchanged Deteriorated

Information about accountability in the provision of educational services:

7. What do you think about the accountability of the municipal/district administrations towards Ministry/Department of Education, Youth, and Sport related to the management, administration, and fulfilment of delegated educational services? *(Changes to the fulfilment of the delegated services based on procedures, and SoP, as well as reporting mechanisms...)*
Improved Unchanged Deteriorated

Information about the expansion of service delegation:

8. To enhance the effectiveness of the management, administration, and fulfilment of the delegated services, which options below would be ideal?

8.1. Early childhood education

Transfer to municipality/district Continue with the delegation

8.2. Primary education

Transfer to municipality/district Continue with the delegation

8.3. Non-formal education

Transfer to municipality/district Continue with the delegation

8.4. Support to administration of secondary education

Transfer to municipality/district Continue with the delegation

8.5. Youth Development

Transfer to municipality/district Continue with the delegation

8.6. Physical education and sport

Transfer to municipality/district Continue with the delegation

B. List of questions for collecting information from consultative meetings

1. What do think are the positive and negative changes to the fulfilment of the services in the education sector after the delegation to the municipal/district administrations?
Please provide a succinct explanation.
2. What do you think are the main challenges for the fulfilment of the delegated services faced by the municipal/district administrations? How were the challenges addressed?
3. What interventions has the municipal/district administrations conceived and implemented to address the challenges in the fulfilment of delegated services?
(Orientation for administration affair management system, additional supportive mechanisms, prioritization of education affairs, collection of resources to support education affairs...)
4. What positive and negative changes to management of the personnel of the Office of Education under the municipal/district administrations have been observed? What were the main challenges? How were the challenges addressed?
5. What positive and negative changes to the management of teachers at schools under the municipal/district administrations have been observed? What were the main challenges? How were the challenges addressed?
6. What do you think are the positive and negatives changes in the preparation, administration, and use of budget for the Office of Education, Youth, and Sport? What are the main challenges? And how were those challenges addressed?
7. What do you think are the positive and negatives changes in the preparation, administration, and use of budget in support of schools (primary schools, kindergartens, and community learning centers)? And how were those challenges addressed?
8. What do you are the main challenges associated with the management and use of assets, equipment, and materials in fulfilment of the delegated education services? How have those challenges been addressed?
9. What do you think about work relations between the municipal/district administrations with Department of Education, Youth, and Sport? What are the main challenges? And how were those challenges addressed?
10. What do you think about the capability of the municipal/district administrations in managing and handling the delegated services? What additional support from provincial and national levels be given to the municipal/district administrations in order to ensure that it can manage and fulfil the delegated services even more effectively? (Have there been any technical guidelines for service management?)
11. What lessons learnt or best practices do you have to form recommendations with the aim of boosting the effectiveness in the fulfilment of the services in the future? (If the

delegation is to be maintained, what new measure should be in place, and if the transfer is to be initiated, what services should be transferred to the municipal/district administrations, and what mechanisms and conditions should be placed?

Annex 3:

Assessed on Target of Municipal, District, Khan Administrations

A total of 17 targets municipal, district and Khan Administrations in 4 capital-provinces were selected for assessment. The selection of these target municipal, district and khan administrations shall focus on the following criteria:

- Municipal/District Administration in Battambang Province, which has been performing its duties in the field of education, assigned and delegated to
- Municipalities, districts, Khans in other capital-provinces that have been performing their duties in the field of education, which was delegated to
- District administration located in urban areas and district administrations located in rural areas.

Based on the above criteria, the target municipalities, districts and Khans are as follows:

Capital-provinces	Target of Municipalities, Districts, and Khans	Number
Battambang	Battambang Municipality, Bavel district, Banan district, Thma Kaul district, Maung Russey district, Ratanak Mondul district and Kamrieng district	07
Kratie	Kratie Municipality, Snuol district, Sambo district	03
Kampot	Kampot Municipality, Chhouk district and Dornng Tung district	03
Kandal	Kien Svay district and Takhmao Municipality	02
Phnom Penh	Meanchey district and Dangkor district	02
Total		17

Annex 4:

Informant Group

To ensure that the assessment study can collect comprehensive information about the status of management, organization and implementation of functions in the field of education that was transferred to the municipal, district and khan administration in accordance with the objectives defined, the inter-ministerial technical working group met to discuss about works to gather information from key actors at the sub-national level as follows:

№	Entity	Informant Group	Number
A. Provincial Level			
1	Capital/Provincial Administration	Governor or Deputy Governor in charge of Education Sector	1
2	Capital/Provincial Department of education, youth and sports	Director of department and relevant officials	5
3	Capital/Provincial Department of Economy and Finance	Director of department and relevant officials	3
4	Capital/Provincial Treasury	Director of Treasury or officials in charge	3
5	Capital/Provincial Department of Civil Service	Director of department and relevant officials	3
B. Municipal, District, Khan Level			
1	Municipal, District and Khan Administration	- Chairman and member of council (Women)	2
		- Governor and Deputy Governor in Charge	2
		- Director of Administration	1
		- Director and relevant officials of the Administration and Finance of the Municipal/district administrations office	3

		- Director and relevant officials of the Administration office and staff of Khan Administration	3
		- Director and relevant officials of the Municipal/District of Human Resource Management Office	3
		-Director and relevant officials of Planning and Finance of Khan Administration Office	3
		- Director, Deputy Director and Officials of Education, Youth and Sport Office	5-15
		- Primary school Principals (3-5 people per Municipal, District, Khan)	3-5
		- Primary school teachers (5-10 people/ Municipal, District, Khan)	5-10
		- Kindergarten teachers (3-5 people per Municipal, District, Khan)	3-5
		- Kindergarten principals (5-10 people/ Municipal, District, Khan)	5-10
		- Non-formal education teachers (3-5 people per Municipal, District, Khan)	3-5
C. Commune/Sangkat Level and People			
1	Commune/Sangkat Administration	- Commune/Sangkat (2-3) - Director or Representatives of the Committee for Women and Children (2-3)	3 3
2	People	- Representatives of students' parents who are members of the School Support Committee (3 committees in 1 municipal, district and Khan and 3 members in 1 committee)	9

Annex 5:

Programs for Assessment at Target Municipal, District, Khan Administrations

Date	Target Municipal, District, Khan Administration	Composition
November 01, 2022, at Battambang Municipality, Battambang Province (Joint Inter-Ministerial Working Group)		
8:00-9:30	Meeting with municipal administration	<ul style="list-style-type: none"> - Chairman of Council and a council member as a woman - Governor and Deputy Governor in charge of the Field of Education - Director of Administration and Deputy Director of Administration - Director and relevant officials of the Office of Administration and Finance - Director and relevant officials of the Office of Human Resource Management
10:00-11:45	Meeting with the Office of Education, Youth and Sport	<ul style="list-style-type: none"> - Director, Deputy Director and officials of the Office of Education, Youth and Sport - Primary school principals (3-5 people) - Kindergarten principals (3-5 people)
14:30-16:00	Meeting with primary school teachers, kindergarten teachers and non-formal education teachers	<ul style="list-style-type: none"> - Primary school teachers (5-10 people) - Kindergarten teachers (3-10 people) - Non-formal education teachers (3-5 people)
14:30-16:00	Commune/District and People	<ul style="list-style-type: none"> - Commune Chief/Quarter Chief - Director or Representatives of the Committee for Women and Children - Representatives of students' parents who are members of the School Support Committee (3 committees and 2 members in 1 committee)
16:00-17:00	Inter-ministerial working group meeting	<ul style="list-style-type: none"> - Inter-ministerial working group
November 02 and 03, 2022, Battambang Province (Division into 3 small groups to go to the target district) <ul style="list-style-type: none"> - Group 1: Thma Kaul district and Bavel district - Group 2: Maung Russey district, Ratanak Mondul district - Group 3: Kamrieng district and Banan district 		
8:00-9:30	Meeting with each target district administration	<ul style="list-style-type: none"> - Chairman of Council and a council member as a woman - Governor and Deputy Governor in charge of the Field of Education - Director of Administration and Deputy Director of Administration - Director and relevant officials of the Office of Administration and Finance - Director and relevant officials of the Office of Human Resource Management

10:00-11:45	Meeting with the Office of Education, Youth and Sport and principals	<ul style="list-style-type: none"> - Director, Deputy Director and officials of the Office of Education, Youth and Sport - Primary school principals (3-5 people) - Kindergarten principals (3-5 people)
14:30-17:00	Meeting with Commune/ District primary school teachers, kindergarten teachers and non-formal education teachers and people	<ul style="list-style-type: none"> - Primary school teachers (5-10 people) - Kindergarten teachers (5-10 people) - Non-formal education teachers (5-10 people)
14:30-17:00	Chief of Commune/District and People	<ul style="list-style-type: none"> - Commune Chief/Quarter Chief (2-3 people) - Director or Representatives of the Committee for Women and Children (2-3 people) - Representatives of students' parents who are members of the School Support Committee (3 committees and 2 members in 1 committee)
November 04, 2022, Battambang Provincial Hall (Joint Inter-Ministerial Working Group)		
8:30-10:30	Meeting at Provincial Level	<ul style="list-style-type: none"> - Governor or Deputy Governor in charge of Education Field - Director of the Department of education, youth and sports and relevant officials - Director of the Department of Economics and Finance and relevant officials - Director of the Department of Civil Services and relevant officials - Director of Treasury and relevant officials
November 15, 2022, Kratié Province		
<ul style="list-style-type: none"> - Group 1: Kratié Municipality - Group 2: Snuol district - Group 3: Sambo district 		
8:00-9:30	Meeting with each target Municipal/district administrations	<ul style="list-style-type: none"> - Chairman of Council and a council member as a woman - Governor and Deputy Governor in charge of the Field of Education - Director of Administration and Deputy Director of Administration - Director and relevant officials of the Office of Administration and Finance - Director and relevant officials of the Office of Human Resource Management
10:00-11:45	Meeting with the Office of Education, Youth and Sport and Principals	<ul style="list-style-type: none"> - Director, Deputy Director and officials of the Office of Education, Youth and Sport - Primary school principals (3-5 people) - Kindergarten principals (3-5 people)
14:30-17:00	Meeting with primary school teachers, kindergarten teachers and non-formal education teachers	<ul style="list-style-type: none"> - Primary school teachers (5-10 people) - Kindergarten teachers (5-10 people) - Non-formal education teachers (3-5 people)
14:30-17:00	Chief of Commune/District and People	<ul style="list-style-type: none"> - Commune Chief/Quarter Chief (2-3 people) - Director or Representatives of the Committee for Women and Children (2-3 people)

		- Representatives of students' parents who are members of the School Support Committee (3 committees and 2 members in 1 committee)
November 16, 2022, Kratié Province (Joint Inter-Ministerial Working Group)		
8:30-10:30	Meeting at Provincial Level	<ul style="list-style-type: none"> - Governor or Deputy Governor in charge of Education Field - Director of the Department of education, youth and sports and relevant officials - Director of the Department of Economics and Finance and relevant officials - Director of the Department of Civil Services and relevant officials - Director of Treasury and relevant officials
January 10, 2023, Kampot Province		
<ul style="list-style-type: none"> - Group 1: Chhouk district - Group 2: Kampot Municipality - Group 3: Dornng Tung district 		
8:00-9:30	Meeting with each target Municipal/district administrations	<ul style="list-style-type: none"> - Chairman of Council and a council member as a woman - Governor and Deputy Governor in charge of the Field of Education - Director of Administration and Deputy Director of Administration - Director and relevant officials of the Office of Administration and Finance - Director and relevant officials of the Office of Human Resource Management
10:00-11:45	Meeting with the Office of Education, Youth and Sport and Principals	<ul style="list-style-type: none"> - Director, Deputy Director and officials of the Office of Education, Youth and Sport - Primary school principals (3-5 people) - Kindergarten principals (3-5 people)
14:30-17:00	Meeting with primary school teachers, kindergarten teachers and non-formal education teachers	<ul style="list-style-type: none"> - Primary school teachers (5-10 people) - Kindergarten teachers (5-10 people) - Non-formal education teachers (3-5 people)
14:30-17:00	Chief of Commune/District and People	<ul style="list-style-type: none"> - Commune Chief/Quarter Chief (2-3 people) - Director or Representatives of the Committee for Women and Children (2-3 people) - Representatives of students' parents who are members of the School Support Committee (3 committees and 2 members in 1 committee)
January 11, 2023, Kampot Provincial Hall (Joint Inter-Ministerial Working Group)		
8:30-10:30	Meeting at Provincial Level	<ul style="list-style-type: none"> - Governor or Deputy Governor in charge of Education Field - Director of the Department of education, youth and sports and relevant officials - Director of the Department of Economics and Finance and relevant officials

		<ul style="list-style-type: none"> - Director of the Department of Civil Services and relevant officials - Director of Treasury and relevant officials
February 11, 2023, Wrap-up meeting of Inter-ministerial working group at Siem Reap Province		
For 1 day	Meeting to wrap up the findings of the assessment at the target municipal/district	- Inter-ministerial technical working groups
February 28, 2023, Workshop to discuss on the outcome of the assessment in Phnom Penh		
March 14, 2023, Go to study more in Takhmao Municipality and Kien Svay district in Kandal Province		
Morning	Meeting with the Administration of Kien Svay district	<ul style="list-style-type: none"> - Deputy Governor in charge of Education Field - Director of Administration and Deputy Director of Administration - Director and relevant officials of the Office of Administration and Finance
Afternoon	Meeting with the Administration of Takhmao Municipality	<ul style="list-style-type: none"> - Deputy Governor in charge of Education Field - Director of Administration and Deputy Director of Administration - Director and relevant officials of the Office of Administration and Finance
March 15, 2023, Go to study more at the Administration of Meanchey district and Dangkor, Phnom Penh		
Morning	Meeting with the Administration of Meanchey district	<ul style="list-style-type: none"> - Deputy Governor in charge of Education Field - Director of Administration and Deputy Director of Administration - Director and relevant officials of the Office of Administration and Finance
Afternoon	Meeting with the Administration of Dangkor District	<ul style="list-style-type: none"> - Deputy Governor in charge of Education Field - Director of Administration and Deputy Director of Administration - Director and relevant officials of the Office of Administration and Finance
..... April 2023, Functional Sub-Committees of NCDD to review and recommend on the report of the outcome of the assessment on the Implementation of educational functions transferred to the municipal, district and khan administration		
..... May 2023, NCDD meeting to review and recommend on the report of the outcome of the assessment on the Implementation of educational functions transferred to the municipal, district and khan administration		

Annex 6:
**Number of educational worker transferred to the district/municipal
administration in Battambang province**

No.	District/Municipal Administration	Official of Education office	Formal teacher	Contract teacher	Total
1	Battambang city	18	768	0	786
2	Kamrieng district	11	334	35	380
3	Koas Krala district	14	211	61	286
4	Sampov Loun district	10	137	42	189
5	Thma Kaul district	14	458	33	505
6	Samlaut district	12	332	107	451
7	Ratanak Mondul district	11	203	51	265
8	Rukh Kiri district	9	248	102	359
9	Ek Phnom district	13	402	50	465
10	Sangke district	17	709	84	810
11	Maung Russey district	15	624	47	686
12	Banan district	18	480	134	632
13	Bavel district	12	402	140	554
14	Phnom Proeuk district	10	201	124	335
15	Total	184	5509	1010	6519

Annex 7:
Budgets for the operation of primary schools, kindergartens and non-formal education activities transferred to the district/ municipal administration in Battambang province within 3 years (2021-2023)
(In Million Riel)

In 2021

No.	District/Municipal Administration	Primary School	Early Childhood Education	Non-formal Education	Staff Expense	
1	Banan	681.4	13.0	7.7	10,289.3	10,991.4
2	Thma Kaul	599.5	13.0	4.5	10,450.0	11,067.0
3	Battambang	522.0	56.9	4.2	13,168.8	13,751.9
4	Bavel	867.4	6.4	7.4	12,725.7	13,606.9
5	Ek Phnom	410.3	24.4	5.2	7,998.2	8,438.1
6	Maung Russey	806.1	28.5	7.4	13,943.0	14,785.0
7	Ratanak Mondul	443.4	13.0	5.0	6,198.8	6,660.2
8	Sangke	660.3	68.2	12.2	14,234.7	14,975.4
9	Samlaut	424.5	-	0.7	7,582.7	8,007.9
10	Sampov Loun	284.3	-	6.0	4,348.8	4,639.1
11	Phnom Proeuk	424.0	19.6	5.0	6,167.7	6,616.3
12	Kamrieng	461.5	-	0.7	7,758.4	8,220.6
13	Koas Krala	351.9	7.1	6.0	5,372.0	5,737.0
14	Rukh Kiri	417.4	-	5.4	5,767.4	6,190.2
	Total	7,354.0	250.1	77.4	126,005.5	133,687.0

In 2022

No.	District/municipal administration	Primary School	Early Childhood Education	Non-formal Education	Staff Expense	Total
1	Banan	681.8	23.4	10.0	10,151.8	10,867.0
2	Thma Kaul	592.8	13.0	17.0	10,595.0	11,217.8
3	Battambang	523.2	56.4	16.2	13,115.2	13,711.0
4	Bavel	862.6	6.5	13.9	12,721.3	13,604.3
5	Ek Phnom	417.1	19.2	13.6	8,148.0	8,597.9
6	Maung Russey	785.3	27.9	16.0	14,091.5	14,920.7
7	Ratanak Mondul	442.8	12.0	8.4	6,330.4	6,793.6
8	Sangke	662.6	62.3	15.9	14,552.6	15,293.4
9	Samlaut	429.3	-	8.9	7,907.0	8,345.2
10	Sampov Loun	284.2	-	16.5	4,348.9	4,649.6
11	Phnom Proeuk	416.4	15.8	12.2	6,146.1	6,590.5
12	Kamrieng	463.7	-	5.7	7,681.1	8,150.5
13	Koas Krala	356.7	7.2	16.4	5,343.5	5,723.8
14	Rukh Kiri	417.8	-	9.6	5,536.3	5,963.7
	Total	7,336.3	243.7	180.3	126,668.7	134,429.0

In 2023

No.	district/municipal administration	Primary School	Early Childhood Education	Non-formal Education	Staff Expense	Total
1	Banan	746.1	21.6	17.3	11,457.4	12,242.4
2	Thma Kaul	634.1	14.0	27.5	11,752.3	12,427.9
3	Battambang	555.1	53.8	26.2	13,246.9	13,882.0
4	Bavel	937.8	7.5	20.3	15,615.6	16,581.2
5	Ek Phnom	457.2	22.2	12.6	8,526.9	9,018.9
6	Maung Russey	855.5	31.1	25.2	15,533.4	16,445.2
7	Ratanak Mondul	491.0	14.0	28.6	7,187.3	7,720.9
8	Sangke	720.2	71.0	14.0	15,609.0	16,414.2
9	Samlaut	470.4	-	21.5	8,872.0	9,363.9
10	Sampov Loun	302.0	-	21.5	5,029.4	5,352.9
11	Phnom Proeuk	445.9	18.0	15.2	7,089.4	7,568.5
12	Kamrieng	505.6	-	5.7	9,344.0	9,855.3
13	Koas Krala	396.0	7.9	7.7	6,438.2	6,849.8
14	Rukh Kiri	448.9	-	9.6	6,311.8	6,770.3
	Total	7,965.8	261.1	252.9	142,013.6	150,493.4

Total within 3 years (2023 2022 And 2023)

No.	District/Municipal Administration	Primary School	Early Childhood Education	Non-formal Education	Staff Expense	Total
1	Banan	2,109.30	58.00	35.00	31,898.50	34,100.80
2	Thma Kaul	1,826.40	40.00	49.00	32,797.30	34,712.70
3	Battambang	1,600.30	167.10	46.60	39,530.90	41,344.90
4	Bavel	2,667.80	20.40	41.60	41,062.60	43,792.40
5	Ek Phnom	1,284.60	65.80	31.40	24,673.10	26,054.90
6	Maung Russey	2,446.90	87.50	48.60	43,567.90	46,150.90
7	Ratanak Mondul	1,377.20	39.00	42.00	19,716.50	21,174.70
8	Sangke	2,043.10	201.50	42.10	44,396.30	46,683.00
9	Samlaut	1,324.20	-	31.10	24,361.70	25,717.00
10	Sampov Loun	870.50	-	44.00	13,727.10	14,641.60
11	Phnom Proeuk	1,286.30	53.40	32.40	19,403.20	20,775.30
12	Kamrieng	1,430.80	-	12.10	24,783.50	26,226.40
13	Koas Krala	1,104.60	22.20	30.10	17,153.70	18,310.60
14	Rukh Kiri	1,284.10	-	24.60	17,615.50	18,924.20
	Total	22,656.10	754.90	510.60	394,687.80	418,609.40

End