

Lao People's Democratic Republic
Peace Independence Democracy Unity Prosperity



Ministry of Education
Department of General Education



Education for All National Plan of Action 2003-2015

Prepared with technical and
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Lao People's Democratic Republic
Peace Independence Democracy Unity Prosperity

Prime Minister's Office

No. 69/PM
Vientiane Capital, 24 March 2005

Prime Minister's Decree
Approval of the Education for All
National Plan of Action 2003 - 2005

- With reference to the Government of Lao PDR Law No. 02/NP, dated 6 May 2003.
- With reference to the Education Law No. 03/NP, dated 8 April 2000.
- With reference to the Proposal of the Minister of Education No. 151/MOE, dated 16 February 2005.

The Prime Minister issued the Decree

Article 1: Approval of the Education for All National Plan of Action 2003 - 2015 dated December 2004 which the Government Cabinet Meeting on the 30th December 2004 approved.

Article 2: The Ministry of Education will take the lead and coordinate with the concerned Ministries to concretize and implement this National Plan of Action.

Article 3: All ministries, relevant organizations, mass organizations, provinces, Vientiane Capital, special zone and concerned agencies should acknowledge, cooperate and mutually implement this decree effectively.

Article 4: This decree is enforced from the date of the signing.

For the Prime Minister of Lao PDR
Deputy Prime Minister

(Signed and Sealed)

Buasone Bouphavanh

INTRODUCTION

The formulation of the National Education for All (EFA) Action Plan has undergone a careful process of consultation with senior technical officials of key Ministries, education specialists of each Department of the Ministry of Education, Provincial Vice-Governors and Heads of Provincial Education Services, the participation of the donor community, and has been approved by the Government's Cabinet Meeting on the 30th December 2004.

The National EFA Action Plan contains the Government's policy and strategic framework for action for basic education which covers development targets and programmes for six basic education sub-sectors, including Early Childhood Care and Development (ECCD), Primary Education, Lower Secondary Education, Youth and Adult Literacy, Skills Development Programme for Disadvantaged Groups, as well as cross-cutting themes such as gender, inclusive education and special programmes for children with special needs and socio-economically difficulties children, school health and HIV/AIDS prevention. The Plan integrates the goals and targets of the National Growth and Poverty Eradication Strategy (NGPES), the Millennium Development Goals and all donor projects.

The National EFA Action Plan is costed and includes a resource implication assessment within a macro-economic and annual fiscal framework. It articulates the linkages with the NGPES and MDG, which lays out an approach for the National EFA Action Plan implementation at local levels to operationalize the education development plan and the NGPES.

May I, on behalf of the Ministry of Education and the National EFA Commission, convey to the international and donor community our commitment to achieve the National EFA Goals and Targets in accordance with the Dakar Framework for Action adopted at the World Education Forum in Dakar, Senegal in April 2000.

Minister of Education



H.E. Phimmasone Lueangkhama

ABBREVIATIONS

ADB	Asian Development Bank
AIR	Apparent Intake Rate
ASLO	Assessment of Learning Outcomes
AT	Academic Teacher
BEGP	Basic Education (Girls) Project
CACIM	Committee for the Approval of Curriculum and Instructional Materials
CLC	Community Learning Centre
CLE	Concentrated Learning Encounter
CMDT	Curriculum and Material Development Team
CNTC	Charter of National Teacher Competencies
CPC	Committee for Planning and Cooperation
CPI	Committee for Planning and Investment
CRC	Convention of the Rights of the Child
CSN	Children with Special Needs
DEB	District Education Bureau
DIT	District Inclusive Education Trainer
DNFE	Department of Non-formal Education
DOP	Department of Organization and Personnel
DPC	Department of Planning and Cooperation
DTT	Department of Teacher Training
ECCD	Early Childhood Care and Development
EDP2	Second Education Development Project
EFA	Education for All
EMIS	Education Management Information System
EQIP I	First Education Quality Improvement Project
EQIP II	Second Education Quality Improvement Project
GCT	Guidelines for the Certification of Teachers
GDP	Gross Domestic Product
GOL	Government of Lao PDR
HIV/AIDS	Human Immunodeficiency Virus/ Acquired Immunodeficiency Syndrome
HPS	Health Promotion in Primary School
ICT	Information and Communication Technology
IE	Inclusive Education
INGO	International Non-governmental Organization
KG	Kindergarten
LDC	Least Developed Countries
LNLS	Lao National Literacy Survey
LRHS	Lao Reproductive Health Survey
LSE	Lower Secondary Education
LSS	Lower Secondary School
MDG	Millennium Development Goal
MOE	Ministry of Education
MOF	Ministry of Finance
MTEF	Medium-term Expenditure Framework
NCT	Newly Certified Teacher
NEM	New Economic Mechanism
NER	Net Enrolment Ratio

NFE	Non-formal Education
NGO	Non-governmental Organization
NGPES	National Growth and Poverty Eradication Strategy
NPA	National Plan of Action
NRIES	National Research Institute for Education Sciences
NTC	National Training Council
NTEAB	National Teacher Education Advisory Board
NTEP	National Teacher Education Plan
ODA	Official Development Assistance
PA	Pedagogical Advisor
PDC	Professional Development Coordination
PDP	Provincial Development Plan
PES	Provincial Education Service
PESL	Primary Education Support in Lao PDR
PIP	Public Investment Programme
PIT	Provincial Inclusive Education Trainer
PM	Prime Minister
PSM	Provincial Simulation Model
SDS	Sector Development Strategy
SME	Small and Medium Enterprise
STD	Sexually-transmitted Disease
SWAP	Sector Wide Approach
TE	Teacher Education
TEADC	Teacher Education and Administration Development Center
TEE	Total Education Expenditure
TEEC	Teacher Education Evaluation and Coordination
TEI	Teacher Education Institution
TNA	Teacher Needs Assessment
TOT	Training of Trainer
TT	Teacher Training
TTC	Teacher Training College
TTEST	Teacher Training Enhancement and Status of Teachers
TTI	Teacher Training Institution
TUP	Teacher Upgrading Programme
TVET	Technical and Vocational Education and Training
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
UPE	Universal Primary Education
USS	Upper Secondary School
UXO	Unexploded Ordnance
VAT	Value Added Tax
VDF	Village Development Funds
VET	Vocational Education and Training

CONTENTS

PRIME MINISTER'S DECREE: APPROVAL OF THE EDUCATION FOR ALL NATIONAL PLAN OF ACTION 2003 - 2005	iii
INTRODUCTION	v
ABBREVIATIONS	vi
EXECUTIVE SUMMARY	1

CHAPTER 1: The Context for EFA 9

Section 1 – Social and Economic Context	11
1.1 National Goal and Development Stages	11
1.2 The National Growth and Poverty Eradication Strategy (NGPES)	13
1.3 The Status of the Economy and Population	13
Section 2 – Description of the Education Sector	16

CHAPTER 2: EFA Performance Since 1990 and Challenges for 2003-2015 17

Section 1 – EFA Performance During the 1990s	19
1.1 Basic Education Attainment	19
Section 2 - Main Challenges for EFA	20
2.1 Achieving EFA Dimensions	20
2.2 Strategic and Cross-Cutting Issues for EFA	22
2.2.1 Developing relevant deconcentrated organizational structures and capacity for education management	22
2.2.2 Gender Equity	23
2.2.3 Poverty and Sustainable Development	24
2.3 Main Challenges and Issues for EFA Target Groups	27
2.3.1 Target Group 1: Early Childhood Care and Development	27
2.3.2 Target Group 2: Primary Education	28
2.3.3 Target Group 3: Lower Secondary Education (LSE)	29
2.3.4 Target Group 4: Adult Literacy	30
2.3.5 Target Group 5: NFE/Vocational and Rural Skills Training	31
Section 3 - Resources and Sector Development	32
3.1 Balanced Sector Development	32

CHAPTER 3 EFA Development Targets and Programmes Until 2015 35

Section 1 – National EFA Framework	37
1.1. EFA Objectives and Targets in Existing Plans and Documents	37
1.2. Other Objectives and Targets Directly Relevant for EFA	38

Section 2 – EFA Targets and Programmes: Improving Access and Participation	41
2.1 EFA Programme 1: Access and Participation in ECCD	41
2.2 EFA Programme 2: Access and Participation in Formal Primary Education	44
2.3 EFA Programme 3: Access to and Participation in Lower Secondary Education	48
2.4 EFA Programme 4: Youth and Adult Literacy	50
2.5 EFA Programme 5: Skills Development Programme for Disadvantaged Groups	54
Section 3 – EFA Targets and Programmes: Quality and Relevance	56
3.1 EFA Programme 6: Improve the Quality and Relevance of Formal Primary and Lower Secondary Education	56
Section 4 - Management	64
4.1 Programme 7: Education Administration and Management	64

CHAPTER 4

Resource Requirements and Financial Framework 67

Section 1 – Assessing Alternative Education Policy Options	69
1.1 Methodology for Resource Implication Assessment (EFAMOD)	69
1.2 Alternative Policy Options Considered	71
1.3 EFA Plan Scenario Proposed for Approval by Prime Minister	79
Section 2 – Financial Feasibility and Risk Assessment	81
1.1 Macro-Economic Framework	81
2.2 Risk Assessment	82
2.3 EFA Plan Scenario – Summary of Costs	83
2.4 Estimated Annual Resource Allocations 2006-2010	85

CHAPTER 5

Strategy for EFA Plan Implementation 87

Section 1 – Capacity-Building for Provincial and District Education Planning	89
Section 2 – Need to Improve Information and Decision Support Systems	92
2.1 EMIS	92
2.2 Indicators (Monitoring and Evaluation)	92
2.3 MTEF (National and Provincial)	93
2.4 Donors Coordination and SWAP	94
Section 3: Toward an EFA/NGPES-wide Approach to Planning at the PES and DEB Levels	94
3.1 Main Characteristics of Provincial and District Planning	94
3.2 EFA and NGPES	95
3.3 Toward a Combined EFA/NGPES-wide Approach to Provincial Planning	95
APPENDICES	97
Appendix 1. Structure of the education system	99
Appendix 2. Technical Working Group for EFA National Plan of Action	100
Appendix 3. Prime Minister’s Decree: the Creation of National Education for All Commission	101

EXECUTIVE SUMMARY

The Lao People's Democratic Republic (PDR) Education for All National Plan of Action (EFA NPA) for 2003-2015 seeks to accomplish three major tasks: equitable access, improved quality and relevance, and strengthened education management.

Close coordination between the Lao Millennium Development Goals (MDGs), National Growth and Poverty Eradication Strategy (NGPES) and the Lao PDR EFA National Plan of Action is essential because those areas where EFA problems are most severe are those in which poverty is greatest. To achieve EFA's national goals requires that the greatest efforts will need to be made in the poorest districts.

The Ministry of Education (MOE) is responsible for formal and non-formal education (NFE) at all levels. In addition to the public provision of education, there is also private sector provision, for which MOE has oversight responsibility. During the past 12 years, with the assistance of international organizations, investments have been made in basic education programmes, school construction, the establishment of Community Learning Centres and the production and distribution of textbooks, with the result that access to basic education has shown some improvement. However, education services are still insufficient to meet the needs of the population. Public spending on education as a share of Gross Domestic Product (GDP) has increased gradually over time, but is still low by international and regional standards. Therefore, a National Plan of Action has been developed in order to meet the EFA goals for universal basic and primary education, reach disadvantaged population groups in rural and urban areas, promote community participation of basic education and literacy at the grassroots level, and improve the relevance and quality of basic education through enhancing the learning opportunities for children, youth and adults.

The NPA for EFA concentrates on 4 priority segments:

- Early Childhood Care and Development (ECCD)
- Primary Education
- Lower Secondary Education (LSE)
- Non-formal Education and Skills Training

In the long term, all levels and types of education must be developed to maximize economic growth, eradicate poverty and reduce inequalities. Employment has been one of the main problems in the past years and is one of the key challenges for the future, with about 140,000 young adults entering the labor market every year.

The following main policy issues have been considered when designing the NPA:

- Balanced sector development
- Balanced development of EFA sub-sectors
- Salary increases compatible with public resources
- Other incentives (quotas and scholarships)
- Macro-economic progress and financial feasibility
- Risk assessment in relation to available public finances

Early Childhood Care and Development

The EFA NPA main targets seek to:

- Reach an enrollment rate of 11% for 3- and 4-year-olds in 2010, and 17% in 2015.

- Reach an enrollment rate of 30% for 5-year-olds in 2010, and 55% in 2015.
- Attain a share of enrollment of 20% in community kindergarten (KG) in 2010, and 30% in 2015.
- Attain a share of enrollment of 25% in private KG in 2010, and 30% in 2015.

This requires targeted and additional resources to give these children opportunities for early childhood care and development activities. The NPA promotes access of 5 year olds to pre-school education by establishing a special primary school class to prepare 5-year-old children for Grade 1, particularly targeting ethnic groups, girls and children from the poorest families. Priority has been given to the development of pre-schools over crèches, and to pre-school admissions for children aged 5 years over younger children.

In order to alleviate some of the costs to the state budget, the option of promoting community pre-school with some MOE assistance has been considered to be based on enrollment rates in crèches and pre-schools; and the share of public and community institutions as compared with private institutions.

Primary Education

In striving to achieve universal access to and completion of primary education, the EFA NPA main targets seek to:

- Convert 80% of incomplete primary schools to complete schools by 2010.
- Provide primary school access to children from all unserved villages by 2010 (average of two villages served by one new school).
- Reach an Apparent Admission Rate of 100% for both girls and boys by 2010.
- Reach a Gross Enrollment Rate of 95.8% (girls), 97.8% (boys), and 96.8% (total) in 2010, and of 100% for both girls and boys in 2015.
- Reach an Effective Enrollment Rate of 89.7% (girls), 91.4% (boys), and 90.6% (total) in 2010, and of 97.8% for both girls and boys in 2015.
- Reduce Repetition Rate in Grade 1 to 10% for both girls and boys in 2010, and to 3% in 2015.
- Reduce Dropout Rate in Grade 1 to 5% for both girls and boys in 2010 and to 2% in 2015.
- Reduce Dropout Rate in Grade 5 to 1% for both girls and boys in 2010.
- Increase Primary Completion Rate to 75.4% (girls), 79.5% (boys), and 77.4% (total) in 2010, and to 88% (girls), 88.3% (boys), and 88.1% (total) in 2015.
- Maintain a constant Pupil-Teacher Ratio that does not exceed 31:1.

The most important target for achieving EFA is universal quality primary education by 2015, with equitable access and completion as medium-term objectives. The number of children in the primary education age range will increase from 753,500 in 2000 to 889,600 by 2015. There are strong disparities between gender, ethnic groups, poor, non-poor, urban, rural and remote areas. Low enrollment and completion rates are concentrated among children in rural, remote and ethnic group areas, particularly children from low income families and ethnic group children in poor districts. School facilities in rural areas, in general, are mostly temporary facilities lacking play and learning materials, as well as basic sanitation facilities like clean water and toilets.

Lower Secondary Education

The main NPA targets seek to:

- Achieve parity between girls and boys in access to lower secondary education, both globally and in ethnic group/the poorest areas.
- Reach a national transition rate from Grade 5 to Grade 6 of 82.5% in 2010, and 85% in 2015.

The expansion of primary education is directly linked to the demand for secondary schooling. Lao PDR also has a relatively young population, with 43.6% of the population under 15 years of age (45.2% rural areas, 37.2% urban areas). The demographic pattern of the population points to the strain on current education and training resources to meet demand, particularly in rural areas. Achieving EFA is also dependent on controlling student flows, especially transition rates from Grades 5, 8 and 11 to further studies. Universal access to primary education and reduced repetition and dropout rates, especially in Grades 1 and 2, will quickly increase Grade 5 enrollments. If the transition rate to lower secondary education is kept at its present level and retention does not deteriorate, LSE enrollments, especially in Grade 8, will also increase quickly.

LSE coverage is highest in urban areas, big cities and economically developed areas; lowest in rural ethnic group areas and poor districts. This discrepancy accounts for a widening gap in learning opportunities. High enrollment rates, lack of classrooms and lack of teachers result in high pupil/teacher ratios in urban areas; whereas the seemingly positive low pupil/teacher ratios in rural areas are more accurately reflective of low enrollment rates. Gender disparity, too, manifests itself more prominently in rural, remote and ethnic group areas.

Non-formal Education

NFE plays a key role in achieving EFA targets because it offers low cost mechanisms to increase adult literacy rates and promote skill development, self-employment and participation in income-generating activities. A significant challenge is to achieve a reported adult literacy rate of over 98%, and a tested basic literacy rate of 61% by 2015. Currently, only 45.2% of the adult population are considered literate at a basic level. Determinants of literacy include socio-economic status, urban-rural residence, level of education, ethnicity (spoken language at home), source of literacy (formal, non-formal or informal sources), and year of leaving school.

The non-formal education programmes target 3 groups:

- Children and young adults aged 6-14 who did not have a chance to be admitted into primary school and are willing to follow literacy and continuing education courses
- Adults aged 15-40 who are illiterate and are willing to participate in literacy and continuing education courses
- Young adults aged 15-24 who do not have definite vocations and are willing to participate in basic vocational training

The trends and magnitude of school leavers are increasing; however, the capacity of the NFE programmes is limited and participation of the target groups is decreasing each year. The NPA, thus, proposes improvements in the design of NFE vocational and rural skills training programmes to reach these target groups.

Finances

The share of education expenditure in relation to total public expenditure should increase from a 2004 share of 11.8% to 18.0% by 2015. This increase is needed to meet recurrent expenditures required to sustain investments in the quality of teacher training and the teaching environment, and in the relevance of curriculum/textbooks in order to reap the benefits they should produce. Increased funds are also required to enable increases in civil servant salaries. Improving teachers' working conditions and salaries is necessary to support the objectives of teacher training, recruitment, deployment and motivation. The ability and competencies of the teaching force and curriculum development units need to be strengthened. Due to the high attrition rate of teachers and low incentives/salary level of teachers, there is a severe shortage of trained teachers. **An increase in teacher salaries is the single most important factor driving education expenditure in the near future.** The NPA proposes a raise in teacher salaries closer to the regional average of 2.4 of GDP per capita.

Hence, in order to achieve its EFA goals, the Lao community, government, private sector and international development partners must meet their commitments to provide the necessary resources and work together effectively so that the future of the country's children is secure.

POLICY ANALYSIS

The following main policy issues have been considered when designing the NPA:

- Balanced sector development
- Balanced development of EFA sub-sectors
- Salary increases compatible with public resources
- Other incentives (quotas and scholarships)
- Macro-economic progress and financial feasibility
- Risk assessment in relation to trends in public resources

Balanced sector development

EFA is only part of the MOE's policy, and must be considered within the context of overall sector development. All levels and types of education must be developed according to a long-term view of what the sector should achieve to maximize economic growth, eradicate poverty and reduce inequalities. In addition, decisions concerning non-EFA sub-sectors have an impact on resources available for EFA and its subsequent achievement. For example, while transition from Grade 5 to Grade 6 is part of the EFA targets, transition rates to post-lower secondary and tertiary education are not. Nonetheless, these rates are also crucial variables in the overall planning process. Therefore, in addition to transition rates at the end of primary (Grade 5), those rates for lower secondary (Grade 8) and upper secondary (Grade 11) have been considered, as well.

It was finally decided to opt for a high transition rate from Grade 5 to Grade 6 (85% in 2014/15 as compared with 78.7% in 2002/03), in order to pave the way for a generalization of basic education (primary plus lower secondary) between 2020 and 2025. In addition, it was decided to add one grade to lower secondary education to align basic education in Lao PDR with the standard of the region (see below). On the other hand, MOE opted to keep constant the transition rate from Grade 8 to Grade 9 (85% in 2014/15 as compared with 84.4% in 2002/03) for two main reasons: (a) to prevent upper secondary education from developing too quickly, which would be too costly to be compatible with EFA targets; and (b) to take into account the need to orient enough Grade 8 graduates towards the 8+3 programme of pre-service teacher training (TT 8+3)¹ in relation to the generalization of primary education and vocational education and training (VET) studies. Finally, MOE decided to keep constant at 76% the transition rate from Grade 11 to further studies until EFA is achieved.

Balanced Development of EFA Levels and Types of Education

EFA includes ECCD, primary education, lower secondary education, NFE and skills training. While generalization of primary education is the core EFA objective, there are clear and important links between

¹ There have been many teacher training programmes to address the shortage of teachers. They are: TT 5+4 (5 years of primary education plus 2 years of secondary equivalency education and 2 years of teaching methodology: qualified as primary school teacher in remote ethnic areas); TT 8+3 (8 years of primary and lower secondary education plus 3 years of teaching methodology: qualified as primary school teacher); TT 11+1 (11 years of primary, lower and upper secondary education plus 1 year of teaching methodology: trained for a short period, but qualified as primary school teacher); TT 11+3 (11 years of primary, lower and upper secondary education plus 3 years of teaching methodology: qualified as lower secondary school teacher); TT 11+5 (11 years of primary, lower and upper secondary education plus 5 years of teaching methodology: qualified as upper secondary school teacher).

primary education and the other EFA levels and types of education. ECCD, for example, has a clear impact on access, internal efficiency and achievement in primary education, and it should be developed at a rate compatible with the achievement of other EFA objectives. Since pre-school development is costly – and in order to alleviate cost to the MOE – the option of promoting community pre-school with some MOE assistance has been considered. In addition, two main policy variables have been considered:

- Enrollment rates in crèches and pre-schools
- Share of public and community institutions to private institutions

As noted earlier, priority has been given to the development of pre-schools over crèches and, in pre-school, to the admission of 5-year-olds over younger children. Alternative targets were considered for 3-4-year-old and 5-year-old enrollment rates in 2014/15. While a fast development of 5-year-old admissions in pre-school was initially considered, the final choice favored a more moderate (but still rather quick) increase of the 5-year-old enrollment rate of 50% in 2014/15, as compared with 9.2% in 2002/03.

As far as public versus community institutional development was concerned, it was decided to opt for a not-too-quick development of community pre-schools during the first period (2005/09), under the assumption that it would take time to foster community participation. While the development of public pre-schools is under the control of the MOE and Provincial Education Services (PES), the establishment of community pre-schools depends on the mobilization of communities and their willingness to contribute in kind and in cash, even if the Government is subsidizing such schools. Setting targets for the number of community institutions and their enrollments is, therefore, open for debate. Achievements should be closely monitored by MOE and provincial authorities.

While private pre-schools will be established in wealthy urban areas where there is willingness and ability to pay, public and community pre-schools should be established in poor areas. Criteria for establishing public institutions as opposed to community institutions should be discussed thoroughly in the long-term, low-cost and sustainable ECCD strategy that is programmed.

Lower secondary education has already been discussed in the previous section, with the long-term objective being the generalization of basic education in the country. In a vast majority of countries in the region and around the world, basic education consists of nine grades, and the MOE deemed it necessary to adjust to international standards. From 2010/11, a ninth grade will be added to lower secondary education, and the structure of the education system will become 5 + 4 + 3, instead of 5 + 3 + 3. This decision will have a significant impact on EFA recurrent and investment expenditure, as well as on total sector expenditure.

NFE plays a key role in EFA, since it is a way to both quickly increase the adult literacy rate **in association with the generalization of primary education** and to promote skill development, self-employment and income-generating activities. Therefore, the MOE decided to: (a) annually enroll a significant proportion of young adults into non-formal primary courses who have never been admitted to school or who have dropped out; (b) annually enroll a significant proportion of the illiterate adults in adult literacy programmes; and (c) annually enroll a significant proportion of illiterate adults and some primary dropouts in basic vocational and life skills programmes.

Salary Increases Compatible with Public Resources

Improving teachers' working conditions and salaries is extremely important to support the objectives of teacher training, recruitment, deployment and, especially, motivation. Various levels of salary increase that would contribute to re-motivate teachers while being compatible with macro-economic and fiscal parameters were considered. Three alternative targets were considered to allow the average primary teacher salary to gradually increase from a 2002 rate of 0.64 GDP per capita to reach either 1.8, 2.0 or 2.2 GDP per capita by 2010 (salaries of teachers in levels other than primary would maintain the same ratio to primary teacher salaries as in 2002/03). Even the lower target has a strong impact on recurrent education expenditure. Indeed, **the increase in teacher salaries is the single most important factor driving education expenditure for the near future**. It was thus finally decided to select the second option, which would bring the country's teacher salaries closer to the regional average of 2.4 GDP per capita.

Other Incentives (Quotas and Scholarships)

In 2002/03, the scholarships which were granted to students in institutions for teacher training, vocational and technical studies, and higher education amounted to 7% of the MOE's total recurrent budget. While the option of suppressing quotas and scholarships was considered, it was finally agreed to progressively limit their numbers, especially for students in VET.

Macro-economic Progress and Financial Feasibility

EFA projections and resource needs are primarily dependent on public resources and the share allocated to education. No EFA NPA may be tested for financial feasibility without inserting it into a macro-economic and fiscal set of projections that assess future GDP and public resources growth.

GDP growth for the overall 2004/15 period is estimated at 7.0% (high assumption). Total public revenues (excluding grants) amounted to 11.5% of GDP in 2002/03, and are projected to increase to 20.5% of GDP in 2014/15. This is a strong increase based on: (a) a sustained economic growth over an 11-year period, (b) a policy of significantly improving tax recovery, (c) increased cost recovery of specific public services, and (d) increased revenues from various activities.

Based on economic growth and such a global improvement of the public accounts, total public recurrent expenditure could increase from 9.2% to 15.0% of GDP, and total public investment expenditure could decrease from 12.7% to 8.5% of GDP. On the one hand, public recurrent expenditure must increase very significantly: (a) to sustain expenditure associated with past and present investments in order to realize the benefits they should produce, and (b) to allow for increased civil servant salaries. On the other hand, investments will not increase quickly in the future because: (a) external loans and grants will decline in proportion to GDP as the country develops and (b) basic investment needs will be less acute.

Finally, the share of education expenditure within total public expenditure should increase from 11.8% to 20.2% during the projection period (reaching a peak of 22% in 2010/11 with the introduction of a ninth grade in lower secondary education). This overall increase is linked to the recognition that education is a crucial priority, and one of four poverty reduction strategy pillars. Yet, with the planned share of education expenditure intended to reach 15% in 2009/10 and 18% in 2014/15, there will be a financing gap reaching a peak of 7.1% of total public expenditure, or 532 billion Kip in 2009/10, and declining to 2.5% of total public expenditure, or 277 billion Kip, in 2014/15.

As a share of GDP, total education expenditure (TEE) should jump from 2.3% in 2002/03 to 4.25% in 2009/10, and 4.57% in 2014/15. This is not far from the average of other countries, but it does represent a very quick increase that must be tested for feasibility and absorptive capacity.

To a very large extent, the increase in TEE is due to changes in recurrent expenditure which are multiplied by 10 in constant prices, while investment expenditure is divided by two. Three main factors are driving recurrent education expenditure:

- Salary increases (in comparison with the target of 1.8 GDP per capita in 2014/15, the target of 2.0 GDP per capita will cost an additional 150 billion Kip)
- The generalization of primary education and the improvement of its quality
- Transition rates from Grade 5 to Grade 6 (In comparison with a transition rate of 80% from Grade 5 to Grade 6 in 2014/15, a transition rate of 85% will cost an additional 48 billion Kip.)

Any attempt at finding a more sustainable development of the education system should consider less ambitious targets for the above mentioned variables.

Risk Assessment in Relation to Public Resources

In order to assess the risk associated with over-estimating public expenditure and the share of public expenditure allocated to education, a sensitivity analysis was conducted to assess the impact on the sector gap of marginal changes in those two key variables. This analysis found that in 2014/15, a marginal decrease of 1% in the share of public expenditure in GDP and the share of public expenditure allocated to education would induce a 158 billion Kip increase in the sector gap. It would, thus, be strongly advised that the MOE, along with the Ministry of Finance (MOF) and Committee for Planning and Investment (CPI), closely monitor trends in the macro-economic and fiscal area before making decisions about (1) salary increases and (2) further progress in the variables that strongly impact education expenditure.

CHAPTER 1

The Context for EFA



Section 1 – Social and Economic Context

1.1 National Goal and Development Stages

In 1996, the 6th Lao People's Revolutionary Party Congress called for the country's national long-term development goal: To graduate from the ranks of the LDC by the year 2020 through sustainable economic growth and equitable social development, while at the same time safeguarding the country's social, cultural, economic and political identity. Foundations have been laid for the building of the country to:

- Move consistently towards a market-oriented economy
- Build-up needed infrastructure throughout the country
- Improve the well-being of the people through greater food security, extension of social services, environmental conservation, and enhancement of the multi-ethnic population's spiritual and cultural life

National development efforts have taken place in three stages. These stages are closely interlinked and need to be developed simultaneously to ensure the progressive transition from an isolated, subsistence-based rural economy to a production and services economy that can coherently achieve the 2020 goal.

Stage One: Establishment and implementation of the NEM

The "new economic mechanism" (NEM) was launched by the Government in 1986 in order to gradually transform the economy from a centrally-planned to market-oriented model.

Stage Two: Structural transformation and capacity-building of the economy

The Government has undertaken structural transformations with a focus on developing transport and communications networks, promoting national and regional integration, and moving towards becoming a full economic partner among countries in the region.

Stage Three: People-centered and sustainable development

Participatory people-centered development includes the achievement of basic food security, the preservation of natural resources and decentralization of development responsibilities to enable greater public participation. The immediate aim is to enhance conditions everywhere in the country, enabling the multi-ethnic population to have access to what are considered the basics of sustainable development: food security, market opportunities, education and health.

Education in the National Development Framework

Despite economic growth in previous years, the educational situation in Lao PDR indicates imbalance and conflict between socio-economic growth and that of the education sector. The resolution of the Fifth Party Congress on human resource development put emphasis on the following:

- Enforce compulsory education for children and youth by using mainly State funds
- Completely eradicate illiteracy among illiterates and neo-illiterates
- Promote and expand private education, both formal and vocational
- Reorganize lower secondary, upper secondary, and vocational education in the provinces to match the actual needs of the country, and examine students at every level
- Develop personnel for all socio-economic sectors, and not only for State apparatus
- Gradually raise the quality of education to international standards

- Expand education to reach the remote, isolated, and mountainous areas by building ethnic boarding schools in certain appropriate areas to establish conditions for children of ethnic groups to attend schools
- Improve the system of monk education by providing knowledge of dharma, linguistics, and literature, and by clearly outlining policies for monks' education.

The Education Objectives: To build a young generation with global scientific knowledge, patriotic values, a spirit of solidarity with ethnic groups in the country and with friendly countries in the world; to know their rights and interests and obligation as citizens, how to preserve and expand the traditions and culture of the nation, and how to be self-dependent and self-strengthening; to be economical and know how to harmoniously combine personal interests with that of the collective; to equip themselves with general knowledge and knowledge in specialized fields, specifically in science and technical fields; to be moral, disciplined, responsible, and dutiful; to be healthy, innovative, and of a civilized mind; and to be prepared for the defense, construction and development work of the nation.

The Article 19 of the Lao PDR Constitution states:

“The State emphasizes the expansion of education in conjunction with building a new generation of good citizens. Education, cultural and scientific activities are the means to raise the level of knowledge, patriotism, love of the people’s democracy, the spirit of solidarity between ethnic groups and the spirit of independence. The pursuit of compulsory primary education is important. The state permits private schools that follow the state curriculum. The government and citizens jointly build schools of all levels to complete the education system, with emphasis on the expansion of education in ethnic group areas. The State promotes the beautiful heritage of the nation and a progressive culture of the world, eliminating all those actions that reflect unprogressive ideology and culture. It promotes cultural, artistic legacies and mass media (coverage of) mountainous areas. It preserves the nation’s historical heritage sites and assets.”

In response, the Prime Minister issued the Decree of Order on Compulsory Primary Education in Lao PDR in 1996, which identified the following principles of compulsory primary education:

- Primary education is the first level of general education, and includes five years of schooling. It establishes the basic educational level that should be attained by all Lao citizens.
- All Lao citizens residing in the country must receive primary education thoroughly and equally beginning at 6 years of age, regardless of race, religion, sex, ethnicity, and social/economic status.
- All pupils enrolled must complete primary schooling. They shall continue schooling without dropping out or leaving school until the age of 14, except for those with physical and mental health problems who cannot continue their schooling even though sufficient care may have already been provided.
- Education services can be provided in the form of either public or private schooling; however, the content must be ensured with the aim to develop children physically and mentally with high capability in compliance with the curriculum designed by the Ministry of Education.
- The government and the people will join efforts to be responsible for education management and services in all public primary schools. The services in the schools are free of charge.

With reference to Article 14 of the Education Law, “Establishment of Special Schools for People with Disabilities,” the State is mandated to establish special schools for people with serious disabilities. For those with light disabilities, the State is responsible for facilitating their enrollment in local schools, as well as for mobilizing both private sector and civil society to invest in the establishment of inclusive education schools. Article 24 also highlights the State’s role in providing scholarships for students with disabilities and in mobilizing civil society to provide support, as appropriate.

Presently, a high percentage of ethnic group children do not attend school, and the illiteracy rate among ethnic groups is very high. The quality of primary education is still relatively low, due to inadequate textbooks and the low quality of teacher training. There is a large portion of untrained teachers in the teaching force. Enforcement of compulsory primary education alone will require more effort and more flexible strategies.

1.2 The National Growth and Poverty Eradication Strategy (NGPES)

The NGPES is central to the national development agenda, and reflects a government policy and strategy framework that operationalizes national objectives. The strategic vision behind the NGPES is poverty eradication through strong economic growth, the continuous building up of the country in all areas, and increased focus on the poorest districts to ensure that they become increasingly integrated into the national economy.

The NGPES addresses the enhancement of an overall environment conducive to growth and sustainable development. The strengthening of this environment rests on 4 pillars:

- Strengthened macro-economic framework
- Strengthened business and investment environment
- Improved management of the public sector
- Broadened national resource and revenue base

The strategic linkages are based on four main sectors:

The **agriculture/forestry sector** focuses on food security and increased supply of agriculture products to create income and wealth. Approaches include sustainable development of sloping land; environmental management; stabilization of shifting cultivation; irrigation; and human resource development. This is to be accomplished while ensuring that lowland agricultural/forestry potential for market-oriented production is achieved in an equitable manner.

The **education sector** strives to achieve “Education for All” goals by accomplishing three major tasks: making access equitable, improving quality and relevance, and strengthening education management.

The **health sector**’s focus consists of ensuring nationwide health service with an emphasis upon prevention, intensification of health information education and communication as an integral part of health services. Support is to be provided for further expansion of the health service network to rural areas, maternal and child health promotion, reproductive health for adolescents, immunization, clean water supply and environmental health.

Transport infrastructure is vital to national and regional integration, and essential to the large proportion of the population that does not have access to roads. Access to roads is one of the highest priorities. The transport sector is to continue development of infrastructure nationwide to enhance growth. Increased focus will be placed on the poor districts through the development of road networks in rural areas to encourage market linkages, tourism and trade, as well as to supply electric power in rural areas for rural industrialization.

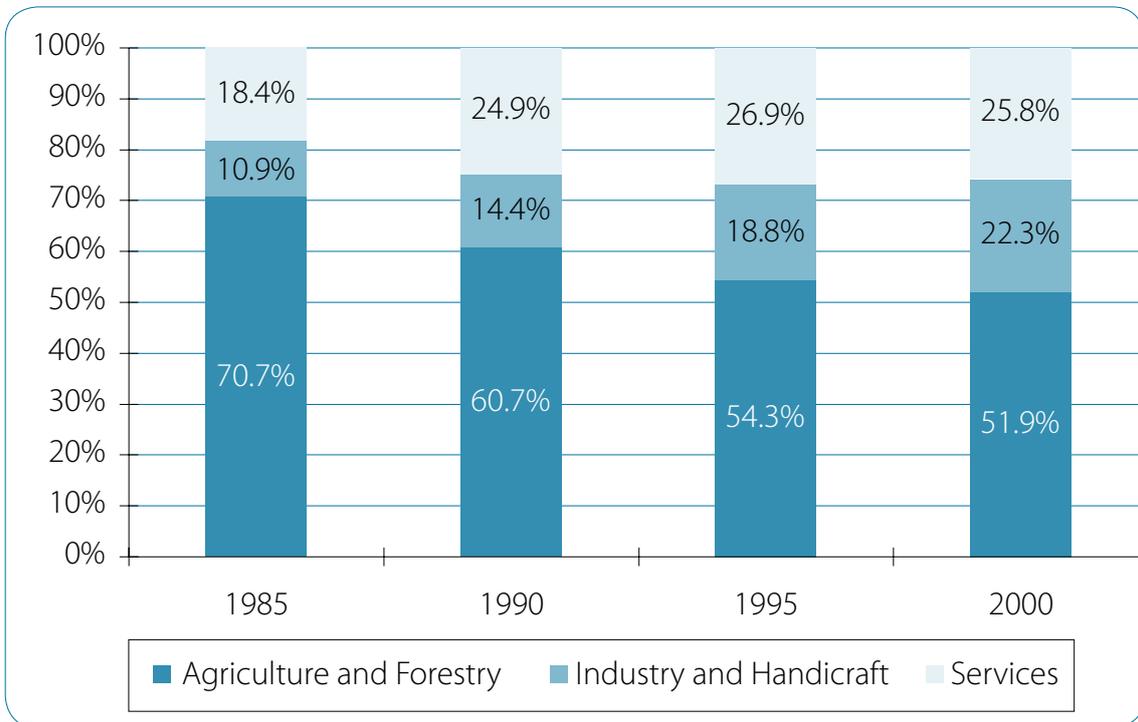
1.3 The Status of the Economy and Population

Lao PDR is predominantly a rural society with an agriculture-based economic structure. Improvement in social conditions and the creation of income, especially in rural areas, are top government priorities. The integration of rural areas into the national market economy is seen as central to eliminating widespread poverty. Thus, rural development - in its social and physical dimensions - is considered key to the eradication of mass poverty and sustainable improvement in social well-being.

Since the introduction of the New Economic Mechanism (NEM) in 1986, the industrial and service sectors have experienced a high level growth. Agriculture remains the basis of the national economy, accounting for 51.9% of the economy.

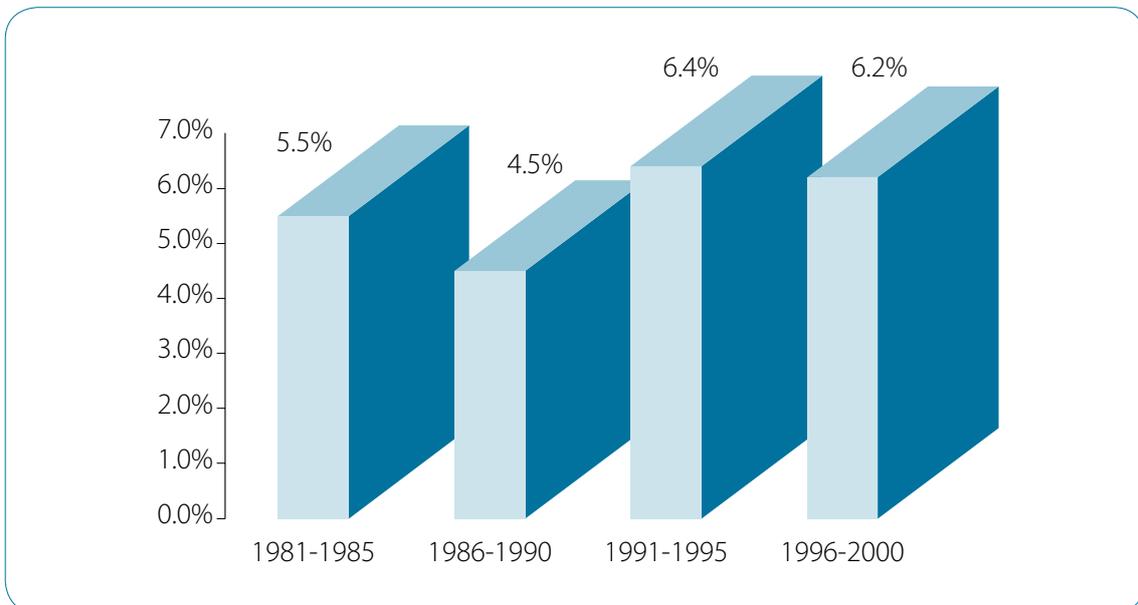
Over the past years, GDP has increased steadily at an annual growth rate of up to 6.2%. The estimated per capita GDP in 2000 was US \$320.²

Figure:1: Share in economic structure



Source: National Statistical Center 2000

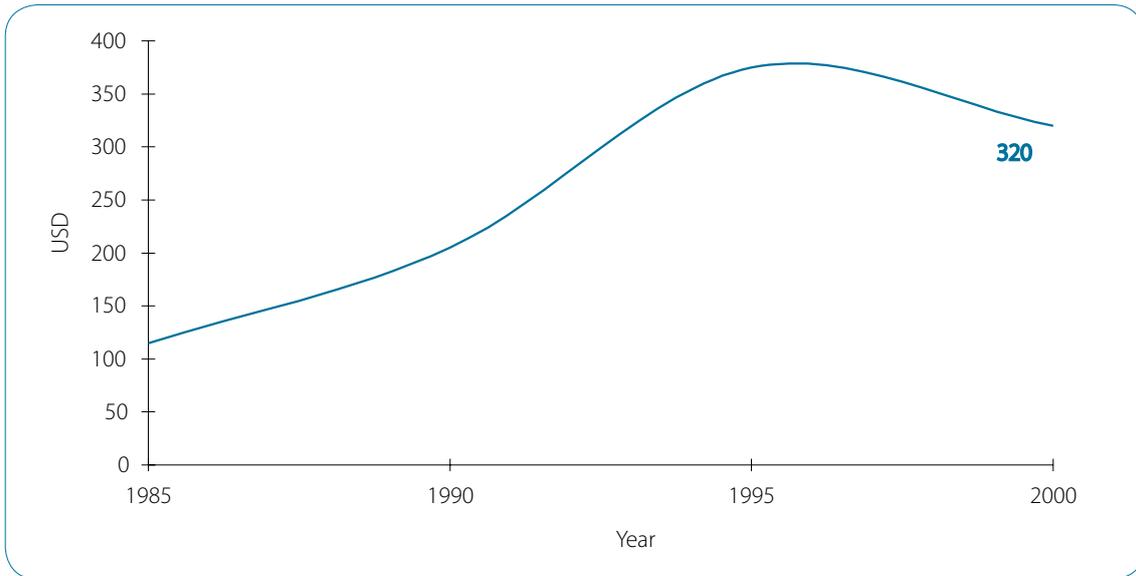
Figure: 2:GDP growth rates



Source: National Statistical Center 2000

² CPC. (2001) *Draft Socio-Economic Development Plan from Present to the Year 2020*. Vientiane: CPC. and CPC. (July 2001) *The Fifth 5-Year Plan for Socio-Economic Development (2001-2005)*. Vientiane: CPC.

Figure 3: GDP per capita



Source: National Statistical Center 2000

Proportion of people living below the national poverty line declined from 48% in 1990 to 39% in 1997³. The Government identified 47 of the poorest districts for priority attention in the National Growth and Poverty Eradication Strategy (NGPES). These districts represent 23.5% of the population. The average poverty incidence⁴ nationally is 39% (total 142 districts), with 64% among the 47 poorest districts, 38% among 25 poor districts, and 23% among the non-poor districts.

Employment has been one of the main problems in the past, and is one of the key challenges for the future, with about 140,000 young adults entering the labor market every year.

Indeed, when the last census was conducted in 1995, the population stood at 4.6 million, which was up 28% from the census done ten years prior.⁵ Thus, based on an annual growth rate of about 2.5% per year between 1985 and 1995, the population is set to double in less than 30 years. Such rapid demographic growth will have significant implications for the education sector, where the number of children in the primary education age range would see an increase from 753,500 in 2000 to 889,600 by 2015.

The Lao Reproductive Health Survey (LRHS) shows that Lao PDR has a relatively young population, with 43.6% of the population under 15 years of age (45.2% in rural areas, 37.2% in urban areas). The economically active population comprises 52.9%. The average current household size is 5.99 persons (5.83 persons for urban households, 6.03 persons for rural households). Almost 80% of the population lives in the rural areas. Gender distribution is balanced: 49.7% men and 50.3% women. This demographic pattern, hence, points to the significant task of providing quality education and training, as well as relevant human investment, in order to ensure the continued economic and social development needed for achieving the national overarching 2015 targets.

The magnitude of migration abroad and internal migration from rural to urban areas has been dominant during the last decade. This movement has been encouraged by the opening of borders, impact of globalization, market demand, and widening economic differentials within and between countries. Many diverse factors, including natural disaster, unbalanced population growth and strains on education and employment opportunities, have increased both legal and illegal migration – internal and abroad.

Given these trends, the task of providing quality education for all has become all the more challenging, yet critical.

3 GOL and UN. (2004) *Millennium Development Goals Progress Report Lao PDR*. Vientiane: GOL and UN.

4 CPC. (September 2003) *National Poverty Eradication Programme*. Vientiane: CPC.

5 Census is conducted every ten years.

Section 2 – Description of the Education Sector

Formal education in Lao PDR consists of five stages⁶: primary education (five years), lower-secondary education (three years), upper-secondary education (three years), post-secondary education (one to two years) and tertiary education (three to seven years). Primary school is compulsory, while the private sector is encouraged to provide nursery and kindergarten schools. Specialization starts following lower secondary or upper secondary levels, where three strands are offered: academic, vocational and teacher training. Non-formal and technical education complements and supplements the general schooling provision. Non-formal education (NFE) and training includes basic literacy and numeracy training, and a wide range of programmes for youth and adults. The National University of Lao offers tertiary education.

The Ministry of Education (MOE) is responsible for formal and non-formal education at all levels. In addition to the public provision of education, there is also private sector provision, for which the MOE has oversight responsibility.

Under the Government's deconcentration process, initiated in 2000, the MOE shares responsibilities with the Provincial Education Services (PES) and the District Education Bureau (DEB).⁷ The deconcentration covers:

- Planning management
- Budgeting and financial management
- Personnel and human resources management
- Academic management
- Properties and procurement (including school construction) management

In addition to the roles and responsibilities of the MOE, PES, and DEB, individual communities often take initiative in support of primary education. Sometimes this initiative extends to construction and maintenance of school facilities, the employment of teachers, and the payment of teacher salaries.

6 See Appendix 1 for a detailed structure of the education system.

7 The implication of this reform for education sector management has been reviewed with the support of the ADB-financed technical assistance project, "TA 3871-LAO: Strengthening Decentralized Education Management," executed by UNESCO.

CHAPTER 2

EFA Performance Since
1990 and Challenges for
2003-2015



Section 1 – EFA Performance During the 1990s

1.1 Basic Education Attainment

The overall national achievement has been satisfactory, despite the problems and constraints that many provinces face that need to be urgently addressed.

- Kindergartens and crèches increased from 611 in 1991-92 to 820 in 2002-03 (mainly in big cities and economically developed communities).
- There were 25,853 children (13,727 girls) enrolled in kindergartens and crèches in 1991-92, compared to 38,279 children (19,592 girls) in 2002-03.
- The number of primary schools increased from 7,148 in 1991-92 to 8,487 (3,468 complete primary schools and 5,019 incomplete primary schools⁸) in 2002-03, serving 10,730 of the 11,697 villages.
- Student enrollment increased from 581,900 (253,751 girls) in 1991-92 to 875,300 (399,570 girls) in 2002-03 (654,323 in complete schools, out of which 302,419 were girls, and 220,977 in incomplete schools, out of which 97,151 were girls). National gender balance of student enrollment was 43.6% girls and 56.4% boys in 1991-92, and 45.6% girls and 54.4% boys in 2002-03.
- Gross enrollment ratio for 2002-03 was 113.4 and Net Enrollment Ratio was 82.5%.
- The number of primary school teachers increased from 20,904 (8,547 female) in 1991-92 to 28,571 (12,689 female) in 2002-03, of whom 77.5% were qualified.
- The national student-teacher ratio was 30.4:1 in 2002-2003, compared to 27.8:1 in 1991-92.
- Survival rate to Grade 5 increased from 47.7% in 1991-92 to 66.8% in 2002-03.
- Internal coefficient of education efficiency rose from 42.8% in 1991-92 to 67.2% in 2002-03.
- In 2002/03, there were 609 lower secondary schools, 32 upper secondary schools and 238 comprehensive schools (lower and upper secondary schools).
- Student enrollments in lower secondary school increased from 88,447 (35,238 girls) in 1991-92 to 229,023 (97,504 girls) in 2002-03.
- In 2002/03, the number of teachers was respectively 6,043 (2,359 females) in lower secondary schools, 875 (369 females) in upper secondary schools and 6,503 (2,907 females) in comprehensive schools.
- Over past years, annual enrollments in literacy and continuing education courses for children and youth varied from around 25,000 to 30,000, representing approximately 1% of the total number of illiterate children and youth. Annual enrollments of illiterate adults following literacy and continuing education courses totaled over 40,000 people on average, representing around 1.5% of the total number of illiterate adults. Finally, vocational training is given to between 1,000 and 3,000 youth and adults annually.
- According to the Population Census and the Lao National Literacy Survey, the reported adult literacy rate for the population aged 15 and above increased between 1995 and 2001 by 3.5% for males (from 73.5% to 77%) and by 13% for females (from 47.9% to 60.9%).
- During the past 12 years, with the assistance of international organizations, the Government has put a lot of effort and investment into basic education programmes, particularly school construction, the establishment of community learning centres (CLCs) and the production and distribution of textbooks. Although it is still inadequate, access to basic education has shown some improvement. Yet, despite an increase in the internal coefficient of education efficiency, more improvements must be made in order to achieve the “95% survival rate to Grade 5” government target. Only through continued concerted effort will the country begin to achieve this desired level.

8 Incomplete primary school is defined here as a primary school which does not have a full cycle of five years from Grade 1 to 5. It has, for example, only Grades 1-2 or Grades 1-3.

Section 2 - Main Challenges for EFA

2.1 Achieving EFA Dimensions

Although the government's education budget and foreign assistance for education significantly increased during the early 1990s, it is still inadequate to respond to the actual needs of the population. Public spending on education as a share of GDP is tending to increase over time, but is still low by international and regional standards. The proposed solution in the EFA National Plan of Action for 2003 -15 is to increase public spending to at least 3% of GDP and 15% of the government budget by the year 2010, and to at least 4.2% of GDP and 18% of the government budget by the year 2015.

Dimension 1: Expansion of early childhood care and development activities, including family and community interventions, especially for poor, disadvantaged and disabled children

Limited and inequitable access to ECCD programmes:

Very few parents send their children to crèches: In 2002/03, the total number of children in crèches was around 2,500, or 0.6% of the relevant age group. In kindergartens, the number of children increases with age: Enrollment rates are around 6% for children aged 3 and 4 years, while they reach 9-10% for 5-year-old children. In total, there were 36,500 children in kindergartens in 2002/03. Enrollment rates by age in kindergartens are slightly higher for girls than for boys. Over the past 12 years, enrollments in crèches and kindergartens have only increased to a very limited extent, and enrollment rates have tended to decline slightly. This may be related to the fact that public supply has not increased significantly, while fees in private institutions are already high and increasing.

Thus, ECCD programmes to reach at least 30% of 5-year-olds by 2010/11 and 55% by 2015/16 will require a special set of targeted - and probably also more costly - measures to give these children opportunities for early childhood care and development activities. The proposed solution is to selectively increase and provide equitable access by:

- Promoting coordination between the government, community and private sector; the government will establish more model pre-schools at the provincial and district level, and promote the private sector to establish these types of pre-schools
- Mobilizing communities in favor of pre-school education, and promoting the development of community pre-school centres
- Promoting access of 5-year-olds to pre-school education by establishing a special primary school class to prepare them for Grade 1, particularly targeting ethnic groups, girls and children from the poorest families

Dimension 2: Universal access to, and completion of, primary education

Despite high gains in enrollment, many children are not in school or do not complete the basic primary cycle. While one would have hoped for more significant progress, it should not be said that there has been very little progress in primary education over the past 12 years. To date, the MOE is facing a problem of the "last 10%" in terms of admissions, and the "last 20%" in terms of enrollments, which are well known as being difficult.

There are strong disparities between gender, ethnic groups, poor, non-poor, urban, rural and remote areas. It may easily be predicted that further progress will be slower, since the problem will be to enroll children with multiple disadvantages: they are mostly girls, from ethnic groups, very poor and living in remote, sparsely populated areas. The main challenge is to target the groups with multiple disadvantages and deal with the problems they face in a comprehensive manner.

Thus, progressing towards achieving Universal Primary Education (UPE) requires significant attention to recurrent expenditure and public investments in the education sector, particularly in primary education.

Efforts will be needed to expand complete primary education services, and more investments must be made to provide physical infrastructure.

Dimension 3: Improvement in learning achievement

The improvement of education quality depends very much on the quality of teacher training and the teaching environment, and the relevance of curriculum and textbooks. The ability and competencies of the teaching force and curriculum development unit need to be upgraded. Due to the high attrition rate of teachers and the low incentives/salary level of school teachers, there is a severe shortage of trained teachers. Consequently, a large number of untrained and contract teachers are employed, which effectively lowers education quality.

Thus, significant attention will need to be made to recurrent expenditure in the education sector. Efforts will need to be made to improve the quality and availability of teaching materials, as well as to improve the quality of the teacher trainers and teacher training curriculum to provide quality teacher education. Furthermore, ethnic diversity poses specific learning challenges regarding language mediums for classrooms. Reducing repetition rate in the early years of primary education (G1 – G3) is priority, and vital to increase the Apparent Intake Rate (AIR) and Net Enrolment Ratio (NER). For the past 12 years, little progress has been achieved in this area, and it remains the main challenge.

Late payment of teachers' salary is becoming another problem. Additionally, the decreasing ratio of teachers' salary in comparison with GDP has forced teachers to leave their jobs, and newly graduated teachers to seek other better paid jobs. The proposed solution in the EFA NPA is to gradually increase the average primary teacher salary to reach double the GDP in 2010.

Dimension 4: Reduction of adult illiteracy rate

The differences between reported literacy rate and tested literacy rate are extremely high (23.5 percentage points). Only 45.2% of the adult population may be considered as literate at a basic level, instead of 68.7%, as reported. Apart from socio-economic status and urban-rural residence, determinants of literacy include level of education attained, ethnicity (spoken language at home), source of literacy (formal, non-formal or informal sources), and year of leaving school.

The Lao National Literacy Survey (LNLS) found that primary education does not guarantee the acquisition of functional literacy. Just over one out of two primary graduates attains basic literacy. Similarly, only 38% of NFE Level III completers attain basic literacy. This finding raises serious concerns about the achievement of primary education.

The main challenge is to achieve a reported adult literacy rate of over 98%, and a tested basic rate of 61% by 2015/16.

Most of the teachers are volunteer teachers who receive very little incentives during the literacy programme.

Dimension 5: Expansion of the provision of basic education and training in other essential skills required by youth and adults

Poor families in rural remote areas are severely suffering from problems associated with access to and quality of basic education and rural skills training. Parents probably have had little, if any, education themselves, which is a factor explaining the low level of their incomes and the consequent need for their children to contribute to household income. Often they see little point in making any effort to send their children to school because they have little faith in the quality of the teaching and, most especially, its usefulness in obtaining future employment.

Another factor in accessing education for the rural poor is the costs involved. Though compulsory education is "free," in practice there are many actual costs. Even though school uniforms are not obligatory, children need to be properly dressed. Often parents have to bear the costs of books and some minimal school

supplies (pens, pencils, papers, etc.). Meals and transport can be expensive. In addition to those immediate costs, by letting their children go to school, families give up the income that they could earn. During the agricultural seasons, for example, many rural children do not attend school since they are required to help out with planting and harvesting. Unfortunately, the school year does not always run in synch with these seasonal demands.

Despite the problems in going to school, it is certainly not true that the rural poor and ethnic groups do not value education. On the contrary, in some rural areas and within certain ethnic groups, for instance, a common reason for children and youth to leave school is to start working in order to earn money so that their younger siblings can obtain an education.

The non-formal education programmes, thus, target 3 groups:

- Children and young adults aged 6-14 who did not have an opportunity to attend primary school and are willing to follow literacy and continuing education courses
- Adults aged 15-40 who are illiterate and are willing to follow literacy and continuing education courses
- Youth and adults aged 15-24 who do not have definite vocations and are willing to follow basic vocational training

The magnitude of school dropouts is increasing but, in contrast, the capacity of existing NFE programmes is limited and target group participation levels are decreasing. The trend in youth migrating to seek work, particularly those going from rural to urban areas, underscores the need for improved design of NFE vocational and rural skills training programmes.

Furthermore, most NFE teachers and trainers are volunteers and primary school teachers who receive very little incentives. It still remains a main challenge for NFE programmes to reach out-of-school ethnic group populations in remote mountainous areas with no access to roads and schools.

Dimension 6: Increased acquisition by individuals and families of the knowledge, skills and values required for better living and sound and sustainable development

Limited capacity of media coverage and networks hinders the dissemination of basic information and fundamental facts for better living and sound, sustainable development, especially for those living in remote and mountainous areas. Furthermore, ethnic diversity poses specific acquisition challenges regarding language mediums used in the media. Though there are radio programmes in Hmong and Khmu languages, they are still limited in quality and content. Reaching parents via the media with usable information on good parenting, child health and nutrition, and family-based learning activities for children will require strategic approaches and collaborative efforts among concerned agencies. Special attention must be given to investments for improved media coverage, networks and information communication technologies (ICTs).

2.2 Strategic and Cross-Cutting Issues for EFA

2.2.1 Developing relevant decentralized organizational structures and capacity for education management.

Decentralization of education management is a high priority, but six issues strongly limit effective implementation of decentralization and achievement of quality education for all⁹:

- There are insufficient resources for education, very unequal distribution of resources across provinces and districts, and low staff salaries.

9 Asian Development Bank. (2003) *Strengthening Decentralized Education Management (Operational Policy Report)*. TA No. 3871-LAO. Bangkok: UNESCO.

- Conflicting lines of decision-making and coordination at the PES and DEB levels are another serious constraint to deconcentration and more effective education planning, budgeting and management because decisions on resource allocation to education at the PES and DEB levels are mostly made by administrative authorities, even if they conflict with MOE guidelines.
- A lack of reliable and relevant data prevents the PES and DEB from making rational decisions on education development, planning, budgeting and management.
- A lack of clearly defined functions at the MOE, PES and DEB, an inadequate regulatory framework, and an absence of guidelines for accomplishing key tasks such as planning, budgeting, personnel and academic management are also constraining deconcentration and more effective education policy, planning, budgeting and management.
- Poor staff capacity, especially at the DEB level, prevents personnel from accomplishing the tasks devolved to them under deconcentration.
- Aid effectiveness is limited. On the donors' side, there should be more effective aid coordination, including among others: a) the joint design of a sector strategy to assist education, and b) building on past evaluations and reaching a consensus on the objectives and scopes of new projects. From the MOE's side, aid effectiveness should be enhanced by: a) the design of a sector development strategy, with validated priorities, objectives and schedule; b) a more effective intervention during project appraisal, based on the sector strategy, lessons from previous programmes, projects and activities, and the scopes and objectives of current projects; and c) a more effective coordination of the departments involved in project implementation and evaluation.

2.2.2 Gender Equity

It has already been emphasized that achieving gender equity is a condition for achieving EFA. A clear priority should be granted to females' access and retention, and males' retention. To incorporate the gender perspective into the 'Access and Equity' Pillar, the MOE strategy should be to:

- Establish a gender and education policy
- Systematically use sex-disaggregated data
- Set target goals specifically for girls and women, in addition to overall targets
- Encourage and train parents to support girls' education
- Promote girls' school attendance based on various incentives
- Give special assistance to those who are thrice vulnerable (ethnic group girls and boys with disabilities)

Indeed, ethnic group populations face special challenges. Geographical and cultural constraints often limit their access to both education and health services. Women and girls are especially limited in their access to social services. In many households with limited resources, girls are often required to stay at home to help with the household chores while their brothers attend school. This is so not only because females are traditionally responsible for household chores, and thus, school education is perceived as being less relevant for their future, but also because parents fear for their daughters' safety when attending school far away from home.

Thus, to incorporate the gender perspective into the 'Quality and Relevance' Pillar, MOE strategy should be to:

- Analyze and correct gender bias in all areas of the curriculum
- Consider teaching processes and teachers' well-being
- Build safe and gender-sensitive facilities
- Pay due attention to safety and reduce targeted trafficking of girls

2.2.3 Poverty¹⁰ and Sustainable Development

Lao PDR is predominantly a rural society with an agriculturally-based economy. The top priorities of the Government are to improve the social conditions and creation of incomes in rural areas, and to integrate rural areas into the national market economy. Rural development is considered the key to eradication of mass poverty and sustainable improvements in social well-being. The National Growth and Poverty Eradication Strategy (NGPES) is central to the national development agenda, and serves to operationalize the Government's policy framework.

On the basis of the national poverty criteria, 72 out of 142 districts have been identified as poor (see Fig. 4). Most of these districts contain a high percentage of ethnic population,¹¹ and are located in mountainous areas that are difficult to access. Oppositely, almost all the districts located in the plains along the Mekong River and its tributaries (which have access to the main roads and main rivers) are identified as non-poor districts. Clearly, access to communication and transportation are critical factors that influence the progress of socio-economic development, as well as the coverage of social services, i.e. access to health and education services.

Looking within these 72 districts, 4,126 villages and 160,592 households are classified as poor. Almost seventy-seven percent of the villages are poor, and 50.4% of the households are poor. Ten provinces out of 18 report that more than 80% of their villages are poor. Twelve provinces out of 18 find more than 50% of their households are poor. Thus, from the 72 districts, 47 have been identified as priority areas for the NGPES. Though the population of these districts represents only 23.5% of the total population, the Government has prioritized the sites where poverty incidence is at its highest.

10 Criteria of PM Decree No. 010, June 2001, "Poverty means the lack of essential needs of daily lives such as the lack of foods (possession of foods that are less than 2100 calories/head/day), the lack of clothing, the non-possession of permanent accommodations, unaffordable fees of medical treatments in case of illness, unaffordable payments for self education, as well as that of members of the family, and unavailable conditions for convenient communications."

11 See Fig. 4 map: Ethno-Linguistic Groups and Poverty Incidence by Districts

Table 1: Poverty and Poor District Classification

Indicators (in%)	Type of District			
	47 Poorest Districts	25 Poor Districts	70 Non-Poor Districts	Total 142 Districts
Average poverty incidence (proportion of poor households)	64	38	23	39
Average population share (district population/total population)	0.5	0.5	0.9	0.7
Average poor population share (district poor/total poor population)	2.1	0.6	0.6	0.7
Percentage of district to total population	24.3	13.5	61.4	NA
Percentage of poor to total poor population	46.9	15.3	37.8	NA
Percentage of poor		50.6	18.9	NA

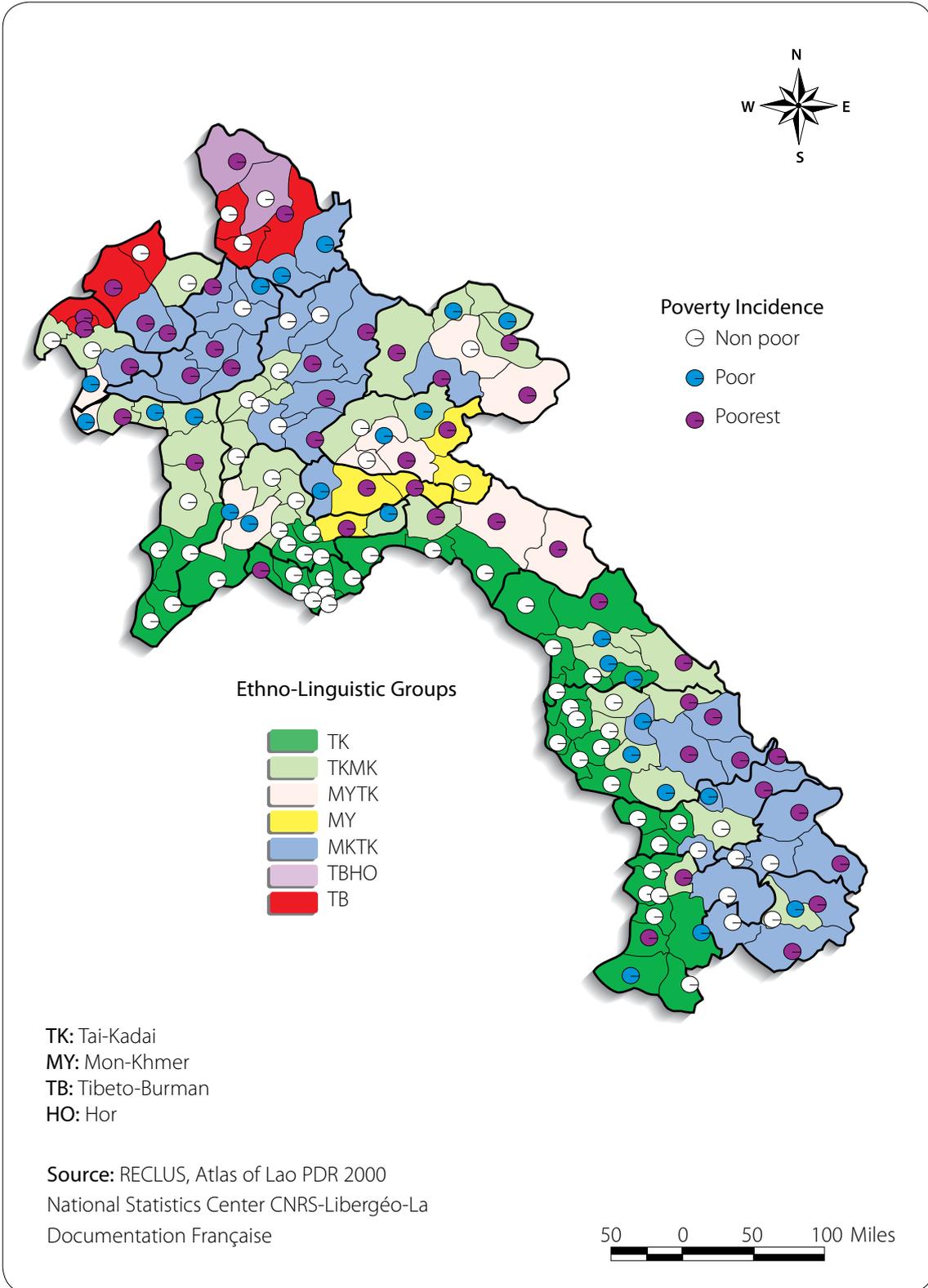
Source: National Statistical Center, Poverty Statistical Reports, Provincial Committees, March 2003

On the other hand, poverty incidence is 18.9% in the other 70 districts identified as non-poor. Based on the data given in the above table, the calculations on the estimated number of poor populations in the 72 poor districts and the 70 non-poor districts result in a ratio of about 10:7. Notably, then, the absolute number of poor in the non-poor districts is approximately as high as in the poor districts.

Ethnic groups often face serious supply constraints in education. The education barriers faced by the rural, ethnic group populations are often related to supply. In general, provinces with large ethnic group populations have more villages without any schools, account for more incomplete primary schools, and seriously lack qualified teachers. When minority children do enroll in school, the drop out rate is very high, particularly in the first two years of schooling. The curriculum is not geared towards the needs of ethnic group children. Many teachers are not natives of the communities in which they teach, do not speak the local language, and have difficult time communicating with and teaching local children.

Young people are the most likely to migrate to escape a life of subsistence farming and take advantage of opportunities for better livelihood elsewhere. This leaves families and communities without their strongest and most productive labour force. Many migrants never return. However, semi-skilled and skilled labourers also seek employment in neighbouring countries, particularly Thailand, in order to increase their levels of income and support their rural families. Labour migration has become a risk mitigation strategy for many disadvantaged youth.

Figure 4: Ethno-Linguistic Groups and Poverty Incidence by Districts



Poorest Districts: 4 of 7 (57%) Tibeto-Burman; 1 of 2 (50%) Tibeto-Burman/Hor;
 4 of 5 (80%) Hmong-Yao; 4 of 11 (36%) Hmong-Yao/Tai-Kadai; 22 of 37 (59%) Mon-Khmer/Tai-Kadia; 9 of 36
 (25%) Tai-Kadai/Mon-Kmer; 3 of 44 (7%) Tai-Kadai

2.3 Main Challenges and Issues for EFA Target Groups

The main issues that the EFA National Plan of Action must address are summarized for each EFA target group in the boxes below.

2.3.1 Target Group 1: Early Childhood Care and Development

Principal Issues for ECCD

Access:

1. ECCD institutions, crèches and kindergartens are limited and mainly concentrated in big cities and economically developed communities. Most ECCD institutions are privately owned.
2. ECCD programme coverage is very low in rural and remote areas, especially in ethnic group and poor areas.
3. The direct cost of ECCD to parents is high and beyond the financial means of low income families.

Quality and relevance:

4. There is a severe shortage of pre-school teachers in terms of quantity and quality. The quality of ECCD is constrained by the low number of qualified teachers. Most teachers have limited or no professional training, and receive the lowest of teacher salaries.
5. There is a severe shortage of ECCD facilities, as well as play and learning materials.

Management:

6. An inadequate funding base makes it impossible to cover the expansion of service to rural and remote areas.
7. The ECCD Unit of the General Education Department lacks staff. Those it has are mostly overloaded with bilateral/multilateral project related activities.
8. Clear policies and implementation strategies are needed to put emphasis on ECCD as a means to reduce the repetition rates in the early years of primary school, especially in Grade 1.
9. Technical staff at the local level (PES/DEB) need support to plan, manage and implement ECCD programmes.
10. Clear policies and strategies are needed to motivate community participation and encourage private investment in ECCD programmes at the grassroots level.

2.3.2 Target Group 2: Primary Education

Principal Issues for Primary Education

Access:

1. A large number of school-age children are not enrolled in primary school, especially girls in rural, remote and ethnic group areas.
2. Low enrollment and completion rates are concentrated among children in rural, remote and ethnic group areas, particularly children from low income families and ethnic group children in poor districts.
3. There is a general and serious shortage of primary school facilities and classrooms. School facilities in rural areas, in general, are mostly temporary facilities that lack play/learning materials and basic sanitation facilities (i.e. clean water and toilets).
4. There is a low coverage of inclusive education for disabled children, since special programmes are mostly concentrated in big cities.

Quality and relevance:

5. The quality of learning is low and repetition rates are high, particularly in the early years of primary education. This is associated with the low quality of the teachers resulting from the teacher training system, inadequate in-service training of teachers, a shortage of basic teaching and learning materials and low pupil instruction time.
6. Teacher attrition rates are high, and there is a serious shortage of qualified teachers. This is associated with very low teacher remuneration and teachers' lack of career development opportunities.
7. Reliance on community contributions to deliver primary education has led to a widening gap in learning opportunities and learning achievement among pupils in disadvantaged communities and economically developed communities.
8. Continuous assessment and adjustments for ensuring curriculum relevance are lacking. Localized curriculum is under-developed, especially in ethnic group areas where pupils face language difficulties.

Management:

9. Education management systems at all levels (central, provincial, district, school) are inadequate to implement the education deconcentration strategy effectively. Managers lack capacity and training to effectively take up their responsibilities.
10. Primary education absorbs most of the education budget, but the overall subsidy per student is lowest compared to other levels of education. Additional resources will be vital to achieve the quality and equity objectives of basic primary education for all.

2.3.3 Target Group 3: Lower Secondary Education (LSE)

Principal Issues for Lower Secondary Education

Access:

There is an inverse situation for LSE within urban and rural areas:

1. LSE coverage is highest in urban areas, big cities and economically developed areas, and lowest in rural, remote, ethnic group, and poor areas. This discrepancy contributes to a widening gap in learning opportunities.
2. There is a high enrollment rate and lack of both teachers and classrooms in urban areas, which results in a high pupil/teacher ratio; whereas the much lower enrollment in rural areas results in classroom surpluses and, therefore, a low pupil/teacher ratio.
3. Girls in ethnic group areas and certain ethnic groups have the lowest rates of LSE participation. Gender disparity manifests itself more prominently in rural, remote and ethnic group areas, while the gender disparity is closing in urban areas.

Quality and relevance:

4. The quality of the learning environment is generally low, especially in rural, remote, and poor areas. This is associated with shortage of trained teachers, an acute shortage of basic teaching and learning materials, high student/teacher ratio and low school instruction time.
5. Teachers are limited in quantity and quality. This is linked to low salary levels, inefficient teacher deployment and inadequate quality of pre-service training, non-existence of in-service training and teachers' lack of career development opportunities.
6. Continuity and consistency between primary and secondary education curriculum is weak or non-existent. Curriculum reform may take time to deliver the anticipated benefits in improved quality and relevance of learning outcomes.

Management:

7. Growth in LSE has been rapid, but investment has not kept pace. LSE quality improvement requires substantial extra public resources.
8. Education management systems at all levels (central, provincial, district, school) are inadequate to implement the education deconcentration strategy effectively. Managers in PES and DEB lack capacity and training to effectively take up their responsibilities.
9. Subsidy per student in LSE is five times lower than in tertiary education (university level).

2.3.4 Target Group 4: Adult Literacy

Principal Issues for Adult Literacy

Access:

1. A large number of young adults in rural, remote and ethnic group areas have never attended school and are illiterate. Literacy and continuing education programmes reach only a small portion of out-of-school youth and adults.
2. Participation of school dropouts in literacy programmes is lowest in rural, remote and ethnic group areas.
3. Gender disparity persists in literacy and among ethnic groups. In some ethnic groups, girls and women are least likely to participate.
4. The provision of CLCs is limited and does not extend to those poorest communities.

Quality and relevance:

5. The quality of literacy and continuing education programmes and the learning environment is low and adapted neither to the needs of the target group nor the conditions under which they are implemented. They tend to be standard programmes that are rather conventional in their design.
6. There is a serious shortage of quality volunteer teachers and trainers. Volunteer teachers and trainers lack experience in adult learning methodology and have limited professional training. This is associated with low incentives/remuneration and a lack of career development opportunities.
7. There is an acute shortage of basic teaching and learning materials, post literacy materials and libraries to reinforce functional literacy and basic education skills.

Management:

8. Investment in literacy and continuing education is not sufficient in comparison to the magnitude of the problem.
9. A coherent strategy is needed: (1) to motivate target group participation and civil society involvement in combating illiteracy, and (2) to provide conditions for additional public and non-public investment and service expansion in areas where low educational skills are prevalent.
10. There is a lack of staff at the local levels (PES and DEB), as well as a lack of capacity to manage, develop and coordinate literacy/continuing education programmes.
11. CLC facilitators lack the capacity to manage, coordinate learning activities and utilize resources effectively.

2.3.5 Target Group 5: NFE/Vocational and Rural Skills Training

Principal Issues for NFE/Vocational and Rural Skills Training

Access:

1. There are an increasing number of school leavers, but a limited number of NFE/vocational and rural skills training providers. Non-formal programmes have been recognized as a strategy to provide outreach services to the groups that are not in and have dropped out of the formal schooling system. Greater attention is required for the inclusion of these excluded groups into the national education system.
2. Young people are the most likely to migrate to escape a life of subsistence farming and to take advantage of opportunities for a better livelihood elsewhere. This leaves some families without their strongest and most productive labour force. Labour migration has become a risk mitigation strategy for many disadvantaged youth.
3. Many diverse factors - including natural disaster, poverty, unbalanced population growth and strains on education and employment – have resulted in the dramatic acceleration in migration among disadvantaged youth.

Quality and Relevance:

4. The relevance, context and content of non-formal education programmes do not reflect the livelihood of the target groups, and do not provide them with relevant skills and information to enable them to keep up with the pace of development and technologies.
5. The design and delivery of non-formal basic skills training programmes tend to be standard and give little consideration to the context in which they take place. Neither do they consider the specific conditions posed by the target group at which they are directed, particularly in ethnic minority communities. As a result, they tend to have low effectiveness and efficiency.
6. TVET should be seen as an investment. Diversified funding should be promoted and applied.
7. Local knowledge and traditional skills of target groups must be explored, promoted and effectively utilized.
8. Training curricula and approaches should be diverse and decentralized. Interactive training models and pedagogical approaches focused on outreach should be adopted and combined with income generating activities.
9. Quality and relevance should be taken into account to improve the skills performance of trainees and trainers.

Management:

10. A national qualification framework is needed, including accreditation, testing and certification of skills performance for the formal, non-formal and informal sectors for job-entry competencies of the beneficiaries.
11. Strong commitments from CLC facilitators and promotion of community ownership to utilize the centres most effectively are needed to encourage high participation of the target groups. Skillful CLC facilitators are most required to make the best use of teaching/learning materials and equipment. Local resources should also be explored for effective use.
12. Bottom-up planning and the decentralization of local curriculum development should be encouraged. Teaching should be student-centered and based on hands-on methodology. The focus should not only be on basic general education (literacy and numeracy), but extensive attention should be given to practical life and vocational skills.
13. Strategies for improving community learning centres should focus on building linkages and networking among the different centres, capacity-building/leadership training among key service providers at all levels, and spelling out clearly their roles and responsibilities. Drawing

experiences from the previous NFE basic skills training programme for disadvantaged groups in rural development projects would improve the design and delivery of non-formal education programmes in the future.

14. Coordination and implementation of the training programme should be clearly spelled out in order to avoid duplication. Evaluation and monitoring of the training programmes should be implemented regularly.

Section 3 - Resources and Sector Development

3.1 Balanced Sector Development

The most important target for achieving EFA is universal quality primary education by 2015, with equitable access and completion as medium-term objectives. This is a very large undertaking, involving extensive construction of new classrooms, training of new teachers, and production of new instructional materials. It also involves addressing geographic and gender disparities, delays in school entry, incomplete schools, low internal efficiency, and quality and relevance, especially for the remote, poor, and ethnic group communities.

More equitable access must be extended beyond primary school to other levels. Non-formal education and training in literacy, numeracy, and livelihood skills directly support community development, leading to improved living standards. Similarly, vocational, technical, and formal education and training directly support improved productivity and lead to higher living standards. Structural changes are needed in the vocational and technical education and training sub-sector to make it more responsive to emerging labour market demands.

The expansion of primary education, in turn, drives the demand for secondary schooling, supported by the community, GOL, ODA and the private sector. Expansion of primary, secondary and higher education should be phased sequentially.

Achieving EFA is also dependent on a series of policy decisions concerning other levels and types of education, such as controlling student flows, especially transition rates from Grades 5, 8 and 11 to further studies. Generalized access to primary education and reduced repetition and dropout rates, especially in Grades 1 and 2, will quickly increase Grade 5 enrollments. If the transition rate to lower secondary education is kept at its present level and retention does not deteriorate, LSE enrollments, especially in Grade 8, will also increase quickly.

One key issue is, therefore, access to lower and upper secondary, technical/vocational, and higher education. Presently, graduation rates vary around 90% to 95%, which means that student achievement is not properly assessed. If they stay at this present level, demand for lower and upper secondary, technical/vocational, and higher education will also remain very high.

However, EFA scenarios based on the special sector model built to assess resource needs for EFA clearly show that the country cannot afford to generalize primary education, while at the same time quickly develop all the other levels and types of education. Thus, balanced sector development is essential.

In order to prevent uncontrolled, demand-driven sector development from jeopardizing EFA's realization, the MOE might rely on the following strategies:

- Controlling access to public lower and upper secondary, technical/vocational, and higher education by strictly limiting supply. This might be achieved by controlling the establishment of new schools/faculties, the expansion of existing ones and the recruitment of new teachers for those levels.

- Actually screen students at all exams by assessing them professionally (not on the basis of pre-determined rates of success) and preventing fraud. Such change is vital for the future of education in the country, as well as for the whole society.
- A third component would be to suppress the quota system and the scholarships attached to it, since they push demand. A limited number of scholarships might be granted to high achievers from poor families¹² and to under-represented groups (ethnic groups, girls), but the total amount of scholarships should be seriously controlled.¹³ As a complement, cost recovery should be increased by limiting the share of competing students in overall enrollments and increasing the share of students following paying courses. Finally, private education should be promoted at all levels, especially in upper secondary, technical/vocational, and higher education, and specific measures should be promoted in order to increase resource mobilization in favor of education.

12 Although it is recognized that means testing is probably impossible.

13 Scholarships represented more than 7% of the total, recurrent and investment education budget in 2002/03.

CHAPTER 3

EFA Development Targets and Programmes Until 2015



Section 1 – National EFA Framework

1.1. EFA Objectives and Targets in Existing Plans and Documents

The “**Education Strategic Vision by 2010 and 2020**”, issued by the MOE in 2000, links education to broader socio-economic development, as well as to the immediate local situation. It recognizes the need for “lifelong educational opportunities” to ensure that all persons can continue to upgrade their level of education as circumstances change during their lifetimes. The document clearly aims to incorporate “international” trends and standards into education in the Lao PDR, and to develop all levels of education systematically and continuously - including strengthening the role of the private sector in the provision of education. In general, the strategic vision seeks to mobilize education as a core component in overall human resources development for the development of the Lao PDR.

The strategic vision summarizes policy objectives in eleven basic points that can serve to guide the development of the education sector:

- Educational development needs to serve two criteria: (1) promotion of political, ideological and sociological consequences, and (2) promotion of educational quality to international standards.
- Teaching/learning should be well-rounded to promote desirable behaviors and attitudes in the moral, intellectual, artistic, physical, and work ethic dimensions of the individual.
- Greater focus should be placed on developing the pre-school level.
- Basic education should be expanded to include compulsory primary schooling, abolition of illiteracy, and upgrades in people’s education levels through continuing education
- Education authorities must aim for universal lower secondary education, increase upper secondary, vocational and university education, and promote science, language and modern technology.
- Education must be expanded in rural areas, and especially focus on girls, the disadvantaged, ethnic groups, and the disabled.
- Talented students should be guided towards science and management.
- Focus on quality of education at all levels should be maintained.
- Community involvement in education and the expansion of private education is critical, and should be encouraged.
- Higher effectiveness can be achieved through better administration and management.
- Foreign countries and international organizations have an important role to play in helping the country to realize its EFA NPA goals.

The broad strategic vision includes:

- Providing an adequate supply of teachers
- Increasing investment in education
- Promoting private education
- Expanding ethnic education
- Adapting literacy and skills training to local needs
- Establishing special schools for talented students
- Developing better curriculum and textbooks
- Strengthening multi-grade teaching
- Expanding cluster schools
- Coordinating literacy in remote areas with armed forces social activities
- Promoting distance education

- Improving administration and management, and decentralizing management
- Mobilization and advocacy for education
- Strengthening party and local leadership
- Seeking international funding
- Using modern methods for science, languages, and technology
- Reform the education system

The **Five Year Education Development Plan (2001-2005)** is effectively the first phase of the 20-year Strategic Vision. This document provides detailed annual targets for the five-year period. It identifies three “pillars” of educational development in Lao PDR: (i) improving equity and access, (ii) improving quality and relevance, and (iii) improving administration and management. Constructing these pillars is the foundation on which any education plan, including the Lao PDR EFA National Plan of Action, are based. These pillars, therefore, serve as the framework for the EFA NPA.

1.2 Other Objectives and Targets Directly Relevant for EFA

The Government of the Lao PDR has developed or is developing a number of broader strategic plans and programmes that must be reflected in the Lao PDR EFA National Plan of Action, and with which the Lao PDR EFA National Plan of Action must be coordinated. These include:

EFA Related Millennium Development Goals (MDG):

MDG Goal 2

Achieve Universal Primary Education

Target 3: Ensure that by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling

Indicator	Baseline for Lao PDR	Most Recent Status	2015 Target
006: Net enrollment in primary school (percent)	58% (1991)	80.3% (2001)	98%
007: Proportion of pupils starting Grade 1 who reach Grade 5	48% (1991)	62% (2001)	95%
008: Literacy rate in the age group 15-24 years (percent)	79% (2001)	79% (2001)	99%

Sources: 006 & 007: 1991-1997: Ministry of Education (2000): EFA 2000 and 1998-2002: Annual Reports; Ministry of Education (2002/3): Education for All – the Year 2000 Assessment Final Country Report Lao PDR, Vientiane and Ministry of Education (2002/3): Annual Reports, Vientiane
008: Ministry of Education (2004): LNSL 2001, Ministry of Education - DNFE, UNESCO, UNICEF (2004): Lao National Literacy Survey 2001, Final Report, Vientiane

MDG Goal 3

Promote Gender Equality & Empowerment of Women

Target 4: Eliminate gender disparity in primary and secondary education preferably by 2005, and to all levels of education no later than 2015

Indicator	Baseline for Lao PDR	Most Recent Status	2015 Target
009: Ratio of girls to boys in primary, secondary, and tertiary education enrollments (number of girls per 100 boys enrolled)	1991: Primary: 77 Lower Sec: 66 Upper Sec: 56 Tertiary: 49	2002: Primary: 84 Lower Sec: 74 Upper Sec: 68 Tertiary: 58	100%
010: Ratio of literate women to men, 15-24 years of age	81 (1995)	90 (2001)	100%

Sources: 009: Ministry of Education (2002/3) Annual Reports, Vientiane
 010: CPI (1995): Census '95 and MOE (2004): LNLS 2001; Committee for Planning and Cooperation, National Statistical Center - DNFE, UNESCO, UNICEF (2004): Lao National Literacy Survey 2001, Final Report, Vientiane.

National Growth and Poverty Eradication Strategy (NGPES):

As earlier noted, the Government has collaborated with the donor community to develop the NGPES. The plan involves several sectors: education, health, agriculture, and transportation/communication, and targets the 47 poorest districts.

Within the NGPES, the “Poverty-focused Education Development Action Plan” will focus on the 47 districts identified as the poorest districts in the country. The EFA-related targets for these 47 poorest districts are:

Table 2: EFA-Related Targets for the 47 Poorest Districts

	2010	2015	2020
Pre-school (percent)	16	22	30
Primary (percent)	90	95	98
Lower Secondary (percent)	63	74	85
Literacy Rate (age 15-40)	90	93	95
Literacy Rate (age 15+)	83	87	90

Source: NGPES

The following charts summarize the Government’s plans for these 47 districts:

Chart 1: District-Focused Education Priorities Improving Equitable Access	
Long term Objective 1	Achieve Education for All by 2015
Short-term Objective 1.1	<i>Significantly increase access to complete primary schooling, especially in the 47 poorest districts. Promote multi-grade teaching. Encourage enrollment at the correct age, and of girls and ethnic groups. Provide special training for teachers in remote and ethnic group areas.</i>
Short-term Objective 1.2	<i>Reduce illiteracy, especially among adult women, and promote skills training. Use formal and informal methods, and improve Community Learning Centres.</i>
Long-term Objective 2	Facilitate economic growth, reduce regional differences and eradicate poverty
Short-term Objective 2.1	<i>Increase the primary completion rate, especially in the 47 poorest districts. Improve internal efficiency by reducing repetition and dropout rates; establish remedial classes in selected schools.</i>
Short-term Objective 2.2	<i>Reduce differences in major indicators between the 47 poorest districts and national averages.</i>
Short-term Objective 2.3	<i>Expand post-primary schooling. Develop primary and lower secondary cluster schools. Establish vocational schools in poor regions and provinces. Encourage private provision of education.</i>

Chart 2: District-Focused Education Priorities Improving Quality and Relevance of Education	
Long-term Objective 1	<i>Reach international standards in quality of education at all levels of education</i>
Short-term Objective 1	<i>Ensure qualified teachers are assigned to schools in poor districts and villages. Introduce bilingual teaching processes, especially for the first grades of primary schooling. Also, training in multi-grade teaching.</i>
Short-term Objective 2	<i>Improve school conditions and access to instructional materials. Renovate schools and ensure availability of textbooks. Ensure content of instruction meets the needs of the poor. Focus on curriculum aspects in which the poor have the most difficulty and on which they would benefit differentially. Provide more support for localized instructional material. Strengthen linkages between education and labour market demand.</i>
Short-term Objective 3	<i>Improve regulations and raise level of inspections. Improve staffing for schools by developing/establishing a new formula for schools to provide additional teachers in small and incomplete schools. Reform the inspection system to provide more systematic support for schools</i>
Short-term Objective 4	<i>Improve and strengthen pedagogical support systems for primary and secondary levels. Provide pedagogical assistants and in-service training for teachers. Reform the teacher education system. Develop teaching/learning aids for Lao language teaching to ethnic group children and distribute Lao language teacher guides.</i>

Chart 3: District-Focused Education Priorities Strengthening Education Management	
Long term Objective 1	<i>Sustain institutional development towards pro-poor policy development and sector decentralized management</i>
Short-term Objective 1.1	<i>Improve central and regional management and administration of the education sector. Strengthen planning capacity (e.g., EMIS) across all levels of education delivery.</i>
Short-term Objective 1.2	<i>Appoint well-trained administrators and school directors for the management of schools and institutions. Provide management and administrative training courses.</i>
Short-term Objective 1.3	<i>Improve deployment of teachers. Improve selection of candidates for teacher training and the allocation of both permanent and contract teachers. Review current quota systems for allocation of teachers to provinces, districts and schools.</i>
Short-term Objective 1.4	<i>Promote community participation in schools. Promote the establishment of pupil-parent associations at all levels of education.</i>
Long-term Objective 2	<i>Allocate sufficient resources to enable the education sector to achieve its long-term objectives</i>
Short-term Objective 2.1	<i>Improve resource use in the education sector. Better balance recurrent/investment expenditures and plan donor projects on a sector-wide basis. Train in information-based policy analysis. Implement decentralisation of education. Provide capacity-building.</i>
Short-term Objective 2.2	<i>Improve the flow of funds to schools and institutions. Improve financial management of PES and DEB offices. Establish an education development fund.</i>

Close coordination between the NGPES and the Lao PDR EFA National Plan of Action is essential because those areas where EFA problems are most severe are those in which poverty is greatest. In other words, achieving EFA nationally means that the greatest efforts will need to be made in the poorest districts. Therefore, the education strategy of the NGPES is, in effect, a key component of the Lao PDR EFA National Plan of Action and vice versa. Implementation of an education programme in these 47 districts serves the needs of both poverty eradication and EFA achievement.

The NGPES is also important because it recognizes that there is no single cause of - nor single solution to - poverty. Thus, the NGPES is a multi-sectoral approach that links educational development with other vital sectors - all of which interact and reinforce each other to reduce poverty. The lessons learned from this multi-sectoral strategy can help to refine the national EFA strategy during its implementation period.

The NGPES also emphasizes that in addition to increasing equitable access to quality for all Lao people, especially the poor, the Government must address a number of emerging and cross-cutting issues that importantly involve the education system. These include: HIV/AIDS, drugs and drug control, information and communication technology (ICT), distance education, unexploded ordnances (UXO) decontamination, school feeding programmes, population and health education, gender equity, and children with special needs.

Section 2 – EFA Targets and Programmes: Improving Access and Participation

2.1 EFA Programme 1: Access and Participation in ECCD

The purpose of the programme is to increase access to ECCD, targeting especially girls, minority and disadvantaged children. MOE strategy is to progressively increase participation in KG in order to improve pupils' integration into and achievement in primary education. A Grade 0 might be established in the future, based on MOE revised ECCD policy and long-term strategy, and depending on the results of a feasibility study.

Since resources are limited, the MOE will promote the development of KG community centres based on subsidies, inputs and technical assistance in the following way:

- Subsidies might be in the form of limited contributions to community staff salaries
- Inputs might be teaching materials and pre-fabricated materials, such as roofs and windows for community-built classrooms
- Technical assistance would be provided for classroom construction and teaching

MOE assistance would be based on a contract between the DEB or PES and the community. MOE contribution might be based on a matching fund scheme, whereby both the MOE and the community would agree on their respective contribution, while MOE's contribution would be higher for poorer and remote communities, according to specific targeting criteria.

Priority assistance will be granted to communities with a high percentage of ethnic groups and/or located in the poorest districts. Girls' participation will be specifically targeted, and campaigns will be conducted to promote girls' access to community KG. In case of limited capacity, priority will be given to 5-year-olds.

The MOE will also promote private sector development by designing a legal and regulatory framework aimed at clarifying the conditions for opening/running private ECCD centres, simplifying procedures, and eventually exempting private centres from paying import and/or VAT taxes on goods and services used for centre operations.

The targets:

- Reach an enrollment rate of 11% for 3- and 4-year-olds in 2010/11, and 17% in 2015/16
- Reach an enrollment rate of 30% for 5-year-olds in 2010/11, and 55% in 2015/16
- Reach a 20% share of enrollment in community KG in 2010/11, and 30% in 2015/16
- Reach a 25% share of enrollment in private KG in 2010/11, and 30% in 2015/16

In order to achieve such targets, the following resources should be mobilized:

- Annually recruit 500 – 700 (2004/05 – 2010/11) and 700 – 1000 (2011/12 – 2015/16) teachers for government and community KG centres
- Annually build 200 - 300 new classrooms in public and community KG

Table 3: ECCD TARGET - Enrollment Rate in Crèches, Kindergartens and Pre-schools

	2005/06	2010/11	2015/16
Crèches: Enrollments, aged 0-2 yrs.	7,097	15,439	23,046
Kindergarten: Enrollments, aged 3-4 yrs.	9%	11%	17%
Pre-school: Enrollments, aged 5 yrs.	17%	30%	55%

Table 4: ECCD TARGET - Share of Enrollments

	2005/06	2010/11	2015/16
Public Institutions	70.4%	55%	40%
Private Institutions	22.1%	25%	30%
Community Institutions	7.5%	20%	30%

Table 5: ECCD TARGET - Recruitment of Teachers/Staff and Classroom Construction

School Year	Number of teachers	Number of classrooms
2004/05	590	256
2005/06	607	241
2006/07	621	225
2007/08	708	253
2008/09	743	246
2009/10	719	204
2010/11	692	163
2011/12	904	264
2012/13	1,004	287
2013/14	1,021	261
2014/15	1,037	235
2015/16	1,050	209

Objective 1.1: Plan the development of early childhood care and development

Activities:

- 1.1.1. Develop MOE policy on ECCD and design a long-term low-cost and sustainable ECCD strategy, including the promotion and establishment of both community and private crèches and kindergartens.
- 1.1.2. Conduct a feasibility study on the establishment of a Grade 0.

- 1.1.3. Design a medium-term ECCD action plan.
- 1.1.4. Build capacity at PES, DEB and village levels for planning, managing and administering ECCD programmes and projects.
- 1.1.5. Issue a regulatory framework for the assistance of MOE/PES/DEB to communities willing to establish a community KG centre and strengthen MOE, PES and DEB units in charge of assisting and controlling community KG centres.
- 1.1.6. Issue a regulatory framework for the private sector, and strengthen MOE, PES and DEB units in charge of assisting and controlling private ECCD centres.

Objective 1.2: Build new kindergartens and improve existing ones

Activities:

- 1.2.1. Based on promotion campaigns and consultations with village representatives to assess demand and conditions, identify communities with a high percentage of ethnic groups and/or located in the poorest districts where fully supported, government KG might be established (criteria to include also number of households and children aged 1 to 5 years).
- 1.2.2. Build or rehabilitate ECCD centres with facilities (including water supply, separate toilets for girls and boys, and appropriate playground) and equip with toys and specific, adapted learning materials.
- 1.2.3. Commit resources in the Education Medium-Term Expenditure Framework and annual PES and DEB budgets (see Pillar 3: Management) for the construction, rehabilitation and improvement of government KG facilities.

Objective 1.3: Train, recruit and deploy pre-school teachers to meet increased demand

Activities:

- 1.3.1. Increase the capacity of pre-school teacher training institutions (TTIs) according to projected needs, taking into account expected dropout rates during and after the end of studies.
- 1.3.2. Allocate scholarships to students-teachers agreeing to sign a contract with the Government for teaching in a government or community KG centre for a minimum duration of 3 years (annual number of scholarships to be based on projected recruitment needs).
- 1.3.3. Increase pre-school teacher salaries to 2 times GDP per capita by 2010/11 (see Pillar 3: Management).
- 1.3.4. Commit resources in the Education Medium-Term Expenditure Framework and annual PES and DEB budgets (see Pillar 3: Management) for the recruitment of the requested number of pre-school teachers for each district and province.

Objective 1.4: Mobilize communities in favor of ECCD and pre-school education and promote the development of kindergarten and pre-school community centres

Activities:

- 1.4.1. Based on promotion campaigns and consultations with village representatives to assess demand and conditions, identify communities located in poor and non-poor districts where community KG might be established based on a contractual agreement with PES and/or DEB (criteria to include also number of households and children aged 1 to 5 years).
- 1.4.2. Have the DEB conduct a simple feasibility study and sign a contract under PES supervision with the community.
- 1.4.3. Plan and conduct construction and/or rehabilitation work based on the same procedures as for community primary schools.
- 1.4.4. Commit resources in the Education Medium-Term Expenditure Framework and annual PES and DEB budgets (see Pillar 3: Management) for assistance to community KG centres (inputs for buildings and equipment, subsidies to pre-school community teachers) for each district and province.

2.2 EFA Programme 2: Access and Participation in Formal Primary Education

The purpose of the programme is to generalize access to, participation in and completion of primary education.

MOE strategy is to:

- Expand supply by completing incomplete schools, establishing schools to serve all children from unserved villages and expanding existing complete schools according to demand in their catchment area
- Expand supply for children with light disabilities in local schools by creating conditions for the integration of such children in local schools (inclusive education)
- Expand supply for socio-economic difficult¹⁴ children by establishing special schools and programmes.
- Improve supply by rehabilitating classrooms, bringing water and electricity, constructing toilets and generally improving school premises.
- Improve supply by a set of measures aimed at promoting quality and relevance, such as curriculum revision and localization; teacher training; in-service training and upgrading; and textbooks to all pupils, teacher guides to all teachers and teaching materials to all schools. (see Pillar 2: Quality and Relevance).
- Promote demand (especially from girls, ethnic groups and children from remote and disadvantaged areas) based on a series of measures, including: recruiting ethnic group teachers, especially women; food programmes; subsidies for girls' dormitories and for other young children living far from the school; adjusting the annual school calendar to the rhythm of agricultural and rural activities; adapting the daily school schedule to girls' household activities; and carrying out promotion campaigns.
- Develop a supplementary local curriculum to help ethnic group children better learn the Lao language (linguistic approach).

Depending on the number of households/potential pupils in their catchment area and accessibility to complete schools by children aged 8+, incomplete schools will be transformed into incomplete multi-grade, complete multi-grade or complete single grade schools.

New incomplete or complete multi-grade schools will be established to serve from 1-2 small unserved villages, depending on distance and accessibility. Priority will be based on the total number of primary age children to be served.

Since there is an average gap of nearly 10% between the admission rate of girls and boys, and most of the children not admitted into primary education are girls, every effort must be made to enroll girls. Parity in access and completion should be achieved based on measures aimed at promoting demand, as well as adjustments in curriculum, teacher training and teaching materials (see Pillar 2: Quality and Relevance).

The targets:

- Convert 80% of incomplete schools to complete schools by 2010/11.
- Provide access to a primary school to children from all unserved villages by 2010/11 (average of two villages served by one new school).
- Expand existing complete schools according to demand in their catchment area.
- Incorporate 30% of children with light disabilities into Inclusive Education (IE) schools nationally by 2015/16.
- Increase the numbers of Inclusive Education (IE) schools to at least 3 schools for each district by 2007/2008, and mainstream IE concepts and practice into national and local education strategies.

¹⁴ Socio-economic difficult children includes, children in difficult circumstances, orphans, street children, child labour, and drug-addicted children (MOE definition).

- Incorporate IE curriculum into the teacher training curriculum by 2007/08.
- Create a centre for children with special problems in each region by 2015/16.
- Rehabilitate all classrooms in very poor condition by 2010/11.¹⁵
- Improve 50% of school premises by 2015.
- Establish all schemes for promoting demand by 2005/06, and cover all children in need of assistance by 2010/11.
- Reach New Admissions Rates for those with ECCD experience of 27.1% (girls), 27.5% (boys) and 27.3% (total) in 2010/11, and 50.3% (girls), 50.2% (boys) and 50.2% (total) in 2015/16.
- Reach an Apparent Admission Rate of 100% for both girls and boys in 2010/11.
- Reach Gross Enrollment Rates of 95.8% (girls), 97.8% (boys), and 96.8% (total) in 2010/11, and 100% (891,469) for both girls and boys in 2015/16.
- Reach Effective Enrollment Rates of 89.7% (girls), 91.4% (boys), and 90.6% (total) in 2010/11, and 97.8% for both girls and boys in 2015/16.
- Reduce the Repetition Rate in Grade 1 to 10% for both girls and boys in 2010/11, and 3% in 2015/16.
- Reduce the Dropout Rate in Grade 1 to 5% for both girls and boys in 2010/11, and 2% in 2015/16.
- Reduce the Dropout Rate in Grade 5 to 1% for both girls and boys in 2010/11.
- Increase the survival rate to Grade 5 to 79.4% (girls) and 77.9% (boys) in 2010/11, and 94.9% (girls) and 93% (boys) in 2015/16.
- Increase the Coefficient of Efficiency to Grade 5 to 81.2% (girls) and 80.2% (boys) in 2010/11, and 93.3% (girls) and 92.2% (boys) in 2015/16.
- Increase the Primary Completion Rate to 75.4% (girls), 79.5% (boys) and 77.4% (total) in 2010/11, and 88% (girls), 88.3% (boys) and 88.1% (total) in 2015/16.
- Maintain the Pupil-Teacher Ratio at no more than 31:1.

Table 6: PRIMARY TARGET - Enrollment, Recruitment of Teachers/Staff and Classroom Construction

School Year	Total Enrollments	No. Teachers to Recruit	Replacement Teachers	No. of Classrooms
2004/05	872,665	1,736	1,942	1,335
2005/06	865,764	1,628	1,922	1,335
2006/07	857,295	1,575	1,901	1,335
2007/08	844,647	1,435	1,871	1,335
2008/09	838,974	1,657	1,858	1,335
2009/10	842,746	1,969	1,865	1,335
2010/11	852,907	2,267	1,890	1,335
2011/12	867,869	2,340	1,918	507
2012/13	878,056	2,213	1,937	362
2013/14	885,733	2,149	1,950	285
2014/15	888,979	2,016	1,954	263
2015/16	891,469	1,993	1,957	263

¹⁵ Very poor condition will be specified later, based on a survey in a sample of schools.

Objective 2.1: Develop the school network in such a way as to provide all children aged 6+ accessibility to a complete multi-grade or single grade primary school, in accordance with agreed upon norms of minimum and maximum class size

Activities:

- 2.1.1. After carrying out pilot studies in a diversified sample of districts, develop school mapping capacity in all DEB (see Pillar 3: Management).
- 2.1.2. Implement school mapping in all DEB (see Pillar 3: Management) and design a medium-term, prospective DEB school maps specifying incomplete schools to complete, new schools to be established to serve unserved villages, and existing complete schools to expand according to projected demand in catchment areas. Specify annual school construction and rehabilitation programmes. Annually revise and update prospective school maps.
- 2.1.3. Commit resources in the Education Medium-Term Expenditure Framework and annual PES and DEB budgets (see Pillar 3: Management) for the construction and rehabilitation of the requested number of classrooms and facilities for each district and province.
- 2.1.4. Implement the annual school construction and rehabilitation programme according to the procedures specified under Pillar 3: Management ("Improving School Construction and Management").

Objective 2.2: Train, recruit and deploy primary teachers according to needs, as determined by the Annual School Mapping Programme

Activities:

- 2.2.1. Increase the capacity of primary TTIs according to projected needs, taking into account expected dropout rates during and after the end of studies.
- 2.2.2. Increase primary teacher salaries to reach 2 times GDP per capita by year 2010 (see Pillar 3: Management).
- 2.2.3. Commit resources for the recruitment of the requested number of primary teachers for each district and province in the Education Medium-Term Expenditure Framework and annual PES and DEB budgets (see Pillar 3: Management).
- 2.2.4. Strengthen the DEB administrative units' capacities in recruitment and personnel management procedures and the planning units' in teacher deployment and redeployment (to check roles and responsibilities of the DEB units) (see Pillar 3: Management).
- 2.2.5. Recruit and deploy teachers according to needs.

Objective 2.3: Promote demand for primary education from girls, ethnic groups and the poorest families

Activities:

- 2.3.1. Carry out promotion campaigns in villages with low access to and participation in primary education.
- 2.3.2. Strengthen DEB capacity to conduct simple studies (1) identifying the main constraints affecting access to and participation in primary education and (2) designing measures to promote access and participation.
- 2.3.3. Design schemes aimed at promoting demand, especially from girls, ethnic groups and the poorest children, based on measures like: recruiting ethnic group teachers, especially women; food programmes; subsidies for girls' dormitories and for other young children living far from the school; adjusting the annual school calendar to the rhythm of agricultural and rural activities; adapting the daily school schedule to girls' household activities, etc.
- 2.3.4. Design and implement measures aimed at promoting demand according to the DEB studies.

- 2.3.5. Commit resources in the Education Medium-Term Expenditure Framework and annual PES and DEB budgets (see Pillar 3: Management) for funding measures aimed at promoting demand in each district and province.

Objective 2.4: Improve access of children with special needs (CSN) in all provinces to complete at least primary school

Activities:

- 2.4.1. Establish simple, effective systems of access to quality education in designated schools nationwide for children with disabilities.
- 2.4.2. Retain support and strengthen the existing IE schools through refresher training for districts and schools.
- 2.4.3. Increase the number of districts with IE schools from 101 to 142 (all districts) by 2007 through training for new districts and head teachers/teachers in new IE schools. Identify children with special needs at the village level, and enroll them in schools.
- 2.4.4. Increase IE schools from 367 to at least 514 (at least 3 for each district) and 3 special schools (for hearing and vision impairment).
- 2.4.5. Improve the quality of IE practices by ensuring high standards in the teaching and learning environments, community environment, and management/programme support.
- 2.4.6. Support and adequately train head teachers and managerial staff to provide regular ongoing training and support for teachers. Provide in-service training for IE school teachers.
- 2.4.7. Provide ongoing support and training to Provincial and District Inclusive Education Trainers (PITs and DITs) and teachers on how to interact with parents and communities.
- 2.4.8. Promote parents as active participants in their children's education via community and school meetings for the orientation of the Convention on the Rights of the Child (CRC) and IE. Assist teachers in identification and enrollment of CSN.
- 2.4.9. Widely adapt and recognize IE concepts and active learning approaches.
- 2.4.10. Seek to improve parental involvement and children's feedback about their learning environment.
- 2.4.11. Reduce the annual failure and drop-out rate. Improve the interaction between CSN and other children, and their participation in learning activities.
- 2.4.12. Supply and train teachers to apply appropriate teaching methods and teaching aids in responding to children's diversified needs.
- 2.4.13. Increase the use of cost-effective teaching aids in IE schools.
- 2.4.14. Organize experience-sharing workshops at the district levels.

Objective 2.5: Increase access of socio-economic difficult children to complete at least primary school

Activities:

- 2.5.1. Mobilize the civil society, local foundations, non-profit organizations, and international non-governmental organizations (INGOs) to provide scholarships and support for the poorest children to continue their education in local schools.
- 2.5.2. Improve the existing Orphanage Boarding Schools (SOS Schools) and expand at least one Orphanage Boarding School in the northern region.
- 2.5.3. Develop, endorse and reinforce the "National Plan of Action for the Elimination of Child Labour and Combat Trafficking in Children and Women."
- 2.5.4. Develop, endorse and reinforce the "National Plan of Action for the Control of Narcotics and Drugs," particularly in regards to youth addicts and rehabilitation programmes.

2.3 EFA Programme 3: Access to and Participation in Lower Secondary Education

The purpose of the programme is to progressively increase access to and completion of lower secondary education, while eliminating gender disparities and promoting the participation of ethnic groups and the poorest children.

Presently, the fast increase of transition rates from primary to lower secondary, lower to upper secondary and vocational/technical education, and upper secondary to higher education creates tensions for teacher training and recruitment in primary education. This is contradictory to EFA's aim, since resources are and will stay limited. Transition rates from one level/type of education to the next are fuelled by demand, which leads to graduation rates that are extremely high, overestimate students' actual achievement and do not discriminate among students. MOE strategy is, therefore, not to generalize lower secondary education by 2015, but to progressively increase access to and completion of lower secondary education.

Within this global framework, priority should be given to the admission of girls, ethnic group and the poorest students. Doing so would create a larger pool of students for the recruitment of student teachers from those groups, and serve to eventually reduce disparities in access to primary education.

The targets:

- Achieve parity between girls and boys in access to lower secondary education, globally and in the ethnic group and poorest areas.
- Reach a national transition rate from Grade 5 to Grade 6 of 82.5% in 2010/11, and 85% in 2015/16.

Table 7: LOWER SECONDARY TARGET - Enrollment, Recruitment of Teachers/Staff and Classroom Construction

School Year	Total Enrollments	No. Teachers to Recruit	No. of Classrooms
2004/05	251,625	1,015	328
2005/06	262,500	1,092	360
2006/07	277,715	1,319	472
2007/08	298,147	1,603	611
2008/09	313,890	1,493	531
2009/10	321,501	1,219	364
2010/11	414,924	5,023	2,462
2011/12	421,109	1,178	150
2012/13	430,609	1,337	230
2013/14	450,031	1,792	471
2014/15	479,666	2,281	719
2015/16	514,186	2,560	837

Objective 3.1: Develop the LSE school network in such a way as to increase the enrollments of ethnic group children, girls and children from rural and remote areas, and to selectively respond to demand from Grade 5 graduates

Activities:

- 3.1.1. After carrying pilot studies in 2-3 provinces, develop lower secondary school mapping capacity in all PES (see Pillar 3: Management).
- 3.1.2. Implement lower secondary school mapping in all PES (see Pillar 3: Management) and design a medium-term, prospective PES secondary school map specifying schools to expand and new schools to be established (LSS and USS) according to prioritization of needs for ethnic group children, girls and the poorest children, and demand from primary school graduates. Specify annual school construction and rehabilitation programmes. Annually revise and update the school map.
- 3.1.3. Commit resources in the Education Medium-Term Expenditure Framework and annual PES budgets (see Pillar 3: Management) for the construction and rehabilitation of the requested number of buildings/classrooms and facilities for each province.
- 3.1.4. Implement the annual school construction and rehabilitation programme according to the procedures specified under Pillar 3: Management ("Improving School Construction and Management").

Objective 3.2: Train, recruit and deploy LSE teachers according to needs, as determined by the Annual School Mapping Programme

Activities:

- 3.2.1. Increase the capacity of secondary teacher training colleges (TTCs) according to projected needs, taking into account expected dropout rates during and after the end of studies.
- 3.2.2. Increase lower secondary teacher salaries to reach 2.64 times GDP in 2010 (see Pillar 3: Management).
- 3.2.3. Commit resources in the Education Medium-Term Expenditure Framework and annual PES budgets (see Pillar 3: Management) for the recruitment of the requested number of lower secondary teachers for each province.
- 3.2.4. Strengthen the PES administrative sections' capacities in recruitment and personnel management procedures and the planning sections' capacities in teacher deployment and re-deployment (to check roles and responsibilities of PES sections) (see Pillar 3: Management).
- 3.2.5. Recruit and deploy teachers according to needs.

Objective 3.3: Reduce dropout rates in lower secondary schools, especially in rural and remote areas

Activities:

- 3.3.1. Improve the quality and relevance of lower secondary education (see Pillar 2: Quality and Relevance).
- 3.3.2. Strengthen PES capacity to conduct simple studies identifying the main constraints affecting retention of young females and males in lower secondary education and to design measures that promote retention.
- 3.3.3. Design schemes aimed at promoting retention in LSE (especially of girls, ethnic groups and the poorest children) based on measures like: recruiting ethnic group teachers, especially women; food programmes; subsidies for girls' dormitories and for other young children living far from the school; adjusting the annual school calendar to the rhythm of agricultural and rural activities, etc.
- 3.3.4. Design and implement in each PES measures aimed at promoting retention (based on PES studies).
- 3.3.5. Commit resources in the Education Medium-Term Expenditure Framework and annual PES and DEB budgets (see Pillar 3: Management) for funding measures aimed at promoting retention in each province.

Objective 3.4: Increase enrollment of disabled children

Activities:

- 3.4.1. Train school staff in a sample of pilot LSS and USS to include children with light disabilities.
- 3.4.2. Equip pilot LSS and USS with teaching and other materials that might be requested for lightly disabled children.
- 3.4.3. Carry out promotion campaigns to convince parents of children with light disabilities to apply for seats in IE schools (after organizing a medical exam and discussing with school staff from those schools).
- 3.4.4. Evaluate pilot experiment and develop IE programmes according to conclusions
- 3.4.5. Commit resources in the Education Medium-Term Expenditure Framework and annual PES budgets (see Pillar 3: Management) for funding pilot experiments and for eventual development of IE programmes in each province.

2.4 EFA Programme 4: Youth and Adult Literacy

The purpose of the programme is to increase learning opportunities for children not enrolled in school, school dropouts, youth and adults, and in so doing, increase the adult literacy rate and reduce poverty. Non-formal programmes have been recognized as a strategy to provide outreach services to those groups that are not in or have dropped out of the formal schooling system. Greater attention is required for the inclusion of these excluded groups into the national education system.

So far, not enough attention has been given to school dropouts and children not attending primary schools. Those children constitute a large group who would otherwise stay illiterate. In order to take this problem into consideration, MOE intends to establish a non-formal system focusing on literacy. Such a system would be an effective way to raise the adult literacy rate and reduce poverty in parallel with the expansion of primary education, and until it is generalized. MOE strategy is, therefore, to concentrate its actions on two main disadvantaged target groups:

- School dropouts and children not admitted into primary schools
- Illiterate adults who have either not been admitted into primary schools or have dropped out early, and who want to become literate

Furthermore, the MOE will focus on girls, ethnic groups and the poorest children in those two groups. To implement its strategy, the MOE will revise its NFE policy and strategies for training NFE staff, trainers and CLC facilitators; build and equip CLCs; train primary teachers for literacy courses; and organize promotion campaigns to motivate youth and adult participation in NFE literacy and adult training programmes.

In connection to the related issue, the context and content of non-formal education should be relevant to the livelihood of the target groups. It should provide them with useful skills and information so that they can keep up with the pace of development and technologies.

Presently, non-formal basic skills training programmes tend to be standard programmes that give little consideration to the context in which they take place. Neither do they consider the specific conditions posed by the target group at which they are directed, particularly in ethnic group communities. As a result, they tend to have low effectiveness and efficiency.

Strong commitments from CLC facilitators and promotion of community ownership to utilize the centres most effectively are needed to encourage high participation of the target group. Skillful CLC facilitators are most required to make the best use of teaching/learning materials and equipment. Local resources should also be explored for effective use.

Bottom-up planning and decentralization of local curriculum development should be encouraged. Teaching should be student-centered and hands-on. The focus should not only be on basic general education

(literacy and numeracy), but on practical sustainable vocational and life skills, including useful information and knowledge about good parenting, child nutrition, family-based learning activities for children aged 0-5, reproductive health and prevention of STDs (sexually-transmitted diseases) and HIV/AIDS, the issues and risks associated with human trafficking and abusive child labour, drug abuse, environmental destruction and other facts that negatively impact the target group's livelihood.

Strategies for improvement of community learning centres should focus on building linkages and networking among the different centres; capacity building/leadership training among key service providers at all levels, and spelling out clearly their roles and responsibilities. Drawing experiences from the previous NFE basic skills training programme for disadvantaged groups in rural development projects would improve the design and delivery of non-formal education programmes in the future.

The targets:

- Annually enroll 2% of the illiterate adults and 20% of the primary dropouts in non-formal primary courses.
- Annually enroll 2% of the illiterate adults in adult literacy programmes.

Table 8: NON-FORMAL EDUCATION - Enrollment and Adult Literacy Rate

School Year	Total Enrollments	Reported Adult Literacy	Tested Adult Literacy
2004/05	104,540	-	-
2005/06	103,585	80.7%	47.0%
2006/07	102,756	83.3%	48.0%
2007/08	102,082	85.8%	49.2%
2008/09	101,493	88.4%	50.4%
2009/10	100,936	90.6%	51.8%
2010/11	100,402	92.5%	53.3%
2011/12	99,830	93.9%	54.9%
2012/13	99,221	95.2%	56.6%
2013/14	98,634	96.3%	58.2%
2014/15	98,095	97.5%	59.7%
2015/16	98,076	98.8%	61.3%

Objective 4.1. Develop a comprehensive non-formal education policy, strategy and plan

Activities:

- 4.1.1. In collaboration with the National Statistical Center, train DEO staff and enumerators to collect accurate information and statistics on illiterates during the 2005 Population Census.
- 4.1.2. Create a database on illiterates, update the system consistently and analyze the information and statistics.
- 4.1.3. Revise the existing non-formal education policy, strategies, objectives and targets.
- 4.1.4. Develop a comprehensive and feasible plan that is realistic.
- 4.1.5. Develop standardized criteria/job descriptions and training strategies. Train and upgrade NFE staff, trainers and CLC facilitators at each level.
- 4.1.6. Recruit and deploy staff and CLC facilitators as needed.

Objective 4.2 Advocate for strong political commitment to organize promotion campaigns to motivate youth and adults to participate in NFE literacy and adult vocational skills training programmes

Activities:

- 4.2.1 Restructure and expand the members of the National EFA Committee and its Secretariat to include key ministries, and to be under the direct supervision of the Prime Minister (at the national level), Provincial Governors (at the provincial level), District Governors (at the district level) and Village Heads (at the village level).
- 4.2.2 Develop clear roles and responsibilities for the EFA Committees and their members at each level in accordance with the EFA National Plan of Action.
- 4.2.3 Capacitate and strengthen the EFA Secretariat to facilitate and monitor the implementation of the EFA NPA at each stage.
- 4.2.4 Develop concrete Action Plans at each level to achieve set targets during each stage.
- 4.2.5 Organize promotion campaigns and awareness-raising activities at the grassroots level to motivate children, youth and adults to participate in NFE literacy and vocational skills training programmes, particularly for girls in ethnic group communities.
- 4.2.6 Organize active and attractive teaching and learning activities at the grassroots level in collaboration with other key players.

Objective 4.3 Revise, develop and produce sufficient national and local NFE curriculum, adapting to specific needs of target groups

Activities:

- 4.3.1 Assess the existing NFE curriculum and make modifications to update the curriculum relevant to the reality of the situation.
- 4.3.2 Train and capacitate the local education service staff to develop a local curriculum that is specific to the needs of target groups.
- 4.3.3 Monitor and evaluate the learning achievements of the target groups at each stage to update the curriculum accordingly.
- 4.3.4 Motivate the society to make contributions for the production of textbooks, and teaching/learning materials.
- 4.3.5 Increase the production of teacher manuals, textbooks, and teaching/learning materials according to the needs of target groups at each stage.
- 4.3.6 Put in place an effective system for the distribution of teaching and learning materials to the target groups.

Objective 4.4 Establish a standard system for training NFE staff, trainers, facilitators and teachers

Activities:

- 4.4.1 Capacitate and upgrade the existing NFE training of trainers (TOT) to enable them to organize consistent and systematic training courses for CLC facilitators according to the needs.
- 4.4.2 Produce and equip sufficient training materials for the NFE Regional Training Centers.
- 4.4.3 Train NFE supervisors and establish the NFE technical assistance and supervisory network.
- 4.4.4 Capacitate CLC facilitators, and create CLC networks to enable the facilitators to assist each other in teaching/training activities.
- 4.4.5 Increase honorariums and incentives for CLC facilitators, as well as the salaries of NFE staff and trainers.
- 4.4.6 Provide CLC facilitators with systematic and consistent upgrade training.

- 4.4.7 Ensure effective utilization and functioning of the CLCs through its network.
- 4.4.8 Carefully select para-teachers and facilitators (important criterion: level of education, ideally college graduates), and train them in teaching methods relevant for the target group.

Objective 4.5 Establish a non-formal schooling system for school dropouts and children not attending formal primary schools

Activities:

- 4.5.1 Carry out a feasibility study of non-formal schooling systems for school dropouts and children not attending formal primary schools (identifying potential candidates, ascertaining demand, specifying pre-requisites in terms of daily timetable, etc.).
- 4.5.2 Carry out promotion campaigns and awareness-raising activities among parents about the importance of education, especially targeting those that are poorly educated and those living far away from schools. Locate a sample of communities with high numbers of dropouts and out-of-school children, and implement pilot courses to establish district samples.
- 4.5.3 Incorporate practical life and pre-vocational skills into NFE literacy and training programmes. Courses should not imitate basic education, but rather be student-centered and practical, as well as stimulate critical thinking and independence among participants.
- 4.5.4 Adapt existing primary NFE curricula and those developed by organizations involved in NFE courses.
- 4.5.5 Deliver teaching courses that are flexible and tailored to the conditions of the participants, with parental involvement in the organization, monitoring and delivery.
- 4.5.6 Ensure official recognition (with certificates) for the NFE graduates to continue their education and training.
- 4.5.7 Link closely with rural skills training programmes. Some form of family support, through the promotion of income-generating activities, is critical for NFE programmes aimed at poor families.
- 4.5.8 Evaluate and plan expansion according to monitoring assessments.
- 4.5.9 Construct or rehabilitate and equip Community Learning Centres according to expansion plans, particularly in the poor communities of the 47 poorest districts.
- 4.5.10 Stimulate community participation in the implementation and management of non-formal education activities.
- 4.5.11 Commit resources in the Education Medium-Term Expenditure Framework and annual PES budgets (see Pillar 3: Management) for funding pilot programmes and development in each province.

Objective 4.6 Provision of non-formal primary education to children and youth in disadvantaged areas

- 4.6.1 Carry out a feasibility study of converting incomplete primary schools to facilities for the non-formal primary schooling system (Level I, II & III) for children and youth in disadvantaged areas from selected provinces who have no access to complete primary schools.
- 4.6.2 Formulate pilot projects (done by DNFE, PES and DEB of selected provinces) according to the findings of the feasibility study, the national and provincial targets, and needs assessments of target groups.
- 4.6.3 Train teachers from selected incomplete primary schools in NFE teaching methodology, with special emphasis on linguistics and ethnography, geographical settings and livelihoods, and localized curriculum development (taking into consideration curriculum flexibility based on participants' productive activities, especially agriculture).
- 4.6.4 Incorporate NFE activities into skills development training programmes and the activities of the CLCs as much as possible. In areas where there are no CLCs, incomplete primary schools will take the role of the CLC, and resources should be directed to the development of these schools.
- 4.6.5 Prepare (the DEB and teachers of these selected schools) the teaching programme according to the results of the training.

- 4.6.6 Commit resources in the Education Medium-Term Expenditure Framework and annual PES budgets for funding a pilot experiment in the provision of non-formal primary education for children and youth in disadvantaged areas.
- 4.6.7 Carry out and supervise closely the pilot experiment.
- 4.6.8 Monitor closely (DNFE, selected PES and DEB) and document the implementation of the programme for evaluation.
- 4.6.9 Evaluate, strategize and plan for the expansion of the programme to other districts and other provinces through a Ministerial Decree.
- 4.6.10 Enforce a Ministerial Decree for completing incomplete primary schools through the non-formal education approach.

Objective 4.7. Raise the literacy rate of the adult population

Activities:

- 4.7.1. Evaluate present literacy courses for youth and adults.
- 4.7.2. Plan expansion of literacy programmes for youth and adults according to the conclusions reached.
- 4.7.3. Construct or rehabilitate and equip Community Learning Centres according to the plan.
- 4.7.4. Carry out promotion campaigns in communities with high numbers of adult illiterates and implement courses according to expressed demand.
- 4.7.5. Commit resources in the Education Medium-Term Expenditure Framework and annual PES budgets (see Pillar 3: Management) for funding literacy programmes in each province.
- 4.7.6. Involve the communities in these activities.

2.5 EFA Programme 5: Skills Development Programme for Disadvantaged Groups

Skills development, together with other support activities (improved technologies, product development, development of market linkages, etc.) is crucial to diversify production, enhance product quality and increase productivity. Interventions should focus on assisting the rural poor to diversify their activities and gradually move out of low-return income generation activities.

For rural areas, the purpose of a skills training programme is to contribute to the creation of self-employment and the development of livelihood and small enterprises.

The MOE should encourage harmonious collaboration among different key stakeholders to improve the management of finance, information systems, evaluation, staff and productivity. In order to give high priority to efficient and effective management, the Ministry of Education is developing some mechanisms, procedures, incentives and controls to improve technical and vocational institutional management. Community involvement in skills development could be attained through mobile team training.

The Ministry strategy is, therefore, to concentrate its actions on young adults, especially school drop outs and ethnic group women/girls in the poorest districts who are motivated to acquire skills for income generating activities.

To implement its strategy, the MOE will jointly devise the “National Training Policies and Strategies” with the National Training Council (NTC) to meet the challenges of lifelong learning. Internal management policies would be related to organizing systems, staffing and managing human resources, setting targets, planning budgets, financing and controlling performance.

The targets:

- Annually enroll 2% of the illiterate adults and 3% of primary school dropouts in basic vocational and life skills programmes.

Objective 5.1: To improve and develop an effective vocational and rural skills training programme to disadvantaged groups

Activities:

- 5.1.1 Devise (the MOE and its social partners) the “National Training Policies and Strategies” to meet the challenges of lifelong learning.
- 5.1.2. Develop appropriate incentives to promote training and stable funding for technical and vocational institutions that develop skills to meet the demands of target groups and the labour market. Diversify sources of funding and put emphasis on TVET as an investment.
- 5.1.3 Provide quality training to build confidence among the trainees, enterprises and funding agencies in the ability of the training provider to develop skills that are high in demand.
- 5.1.4 Create reliable and easily accessed information from industries, employers’ organizations, communities, public and private education and training providers and employer services, including vocational information, career guidance and counseling.
- 5.1.5 Establish a national qualifications framework and accreditation system. This is essential to enable the skills of individuals (gained from training programmes, experiences or prior learning) to be assessed against nationally defined and accepted job-entry competencies. It should cover formal, non-formal and informal sectors. The testing and certification system should be taken into account to have a flexible entry into and exit out of the educational system for lifelong learning.
- 5.1.6 Build relationships among employers and training providers to improve the training systems in terms of skills, co-financing and quality to meet training needs.
- 5.1.7 Decentralize training of trainers. Identify human resources in the localities (i.e. master craftspeople, local entrepreneurs, extension workers, experienced farmers, village role models, ethnic group leaders) and explore ways of collaboration and modalities to deliver skills training to various target groups most effectively.

Objective 5.2: Coordinate actions with those Ministries involved in providing vocational and rural skills training and micro-finance services for disadvantaged groups

Activities:

- 5.2.1 Mainstream vocational and rural skills training into the NGPES. NGPES forms the basis for the assessment of vocational training needs for the labour force in complement to the Government’s development priorities of the next decade.
- 5.2.2 Strategically plan and coordinate the provision of vocational training for different public sectors.
- 5.2.3 Create a labour market information system. This is vital to produce a relevant diagnosis and assessment of the TVET system.
- 5.2.4 Develop policy and incentives regarding NGOs and other non-government providers.
- 5.2.5 Build inter-ministerial relations to improve the efficiency of the TVET system. Establish adequate mechanisms for pro-active involvement in technical and vocational development. Enhance coordination between the public and private sector through the network of the NTC. The NTC would facilitate the coordination and collaboration among key Ministries and other sector providers, particularly among the employers’ and workers’ organizations. Develop clear roles and responsibilities for the NTC, and put them into action.
- 5.2.6 Train self-employed individuals in entrepreneurship. Promote the development of small and medium enterprises (SME) for job creation. Enhance the capacity of micro-finance service providers and institutions to better serve the target groups.
- 5.2.7 Provide trainees with training loans, loans for income generating activities, and loans for SME development.
- 5.2.8 Promote and establish Village Development Funds (VDF) in rural villages to provide disadvantaged groups access to micro-finance services.

- 5.2.9 In coordination with the mass organizations, associations and NGOs, develop standardized training manuals on the village banking system.
- 5.2.10 Establish and train the villagers to effectively manage the VDF to expand the network in their localities.
- 5.2.11 Capacitate the national micro-finance institutions to formulate conducive laws and policy regarding micro-finance services.

Section 3 – EFA Targets and Programmes: Quality and Relevance

3.1 EFA Programme 6: Improve the Quality and Relevance of Formal Primary and Lower Secondary Education

The purpose of the programme is to improve the quality and relevance of primary and lower secondary education.

Barriers exist for the development of quality provision in primary and lower secondary education. The teacher training system is not coordinated, there is little planning and no recognition of standards. Structural shortages of teachers exist across the country, particularly in mathematics and the natural sciences. There are particular shortages of teachers in remote schools and those serving large percentages of ethnic groups. Twenty-five percent of all primary teachers are unqualified. Many ethnic group children have low levels of Lao, but are taught in this language. Competency in teaching new child-centered methodologies is low, and there is a lack of appropriate curriculum that takes account of children's learning styles. There are scarcities of textbooks both for teachers and children. Many schools have no water supply or toilets. Teacher Education Institutions (TEIs) have very poor libraries. Many teacher trainers have had no teaching experience. Teacher training is excessively theoretical and unrelated to classroom practice.

It will take time to alleviate these problems. There are also concerns about the ability of the MOE to manage reforms and contribute to their financing.

The targets:

- Improve the management and coordination of the delivery of teacher education.
- Develop a comprehensive but flexible teacher training curriculum.
- Capacitate all teacher trainers through a training of trainers programme to suit the different modalities of teacher training.
- Improve management capacity in Teacher Education Institutions (TEIs) through management training.
- Provide research evidence to underpin the planning and implementation of the Teacher Training Enhancement and Status of Teachers (TTEST) component.
- Increase the recruitment of and rate of retention of teachers, and improve their status through teacher incentives.

Table 9: TEACHER EDUCATION - Enrollment in Teacher Education Institutions

School Year	Total Enrollments 5+4	Total Enrollments 8+3	Total Enrollments 11+1 & 11+3
2004/05	582	1,689	9,851
2005/06	816	2,386	10,963
2006/07	1,076	3,268	12,673
2007/08	1,366	4,254	14,418
2008/09	1,693	5,374	16,198
2009/10	2,009	6,690	17,882
2010/11	2,292	8,258	19,287
2011/12	2,486	4,955	11,455
2012/13	2,644	7,460	18,006
2013/14	2,786	9,160	20,692
2014/15	2,940	10,224	12,400
2015/16	3,113	10,980	20,323

Table 10: TEACHER EDUCATION TARGET - Graduates from Teacher Education Institutions

School Year	Total Graduates 5+4	Total Graduates 8+3	Total Graduates 11+1	Total Graduates 11+3	Total Graduates
2004/05	66	507	1,480	1,605	3,658
2005/06	98	716	1,730	1,748	4,292
2006/07	136	981	2,131	1,970	5,218
2007/08	180	1,276	2,445	2,211	6,113
2008/09	234	1,612	2,755	2,453	7,054
2009/10	289	2,007	3,025	2,678	8,000
2010/11	344	2,477	3,208	2,864	8,893
2011/12	373	1,486	0	2,062	3,921
2012/13	397	2,238	3,588	2,561	8,784
2013/14	418	2,748	3,844	2,996	10,007
2014/15	441	3,067	153	2,203	5,864
2015/16	467	3,294	3,880	2,743	10,384

Objective 6.1: Improve the management and coordination of teacher education delivery

Activities:

- 6.1.1 Devise/ratify a National Teacher Education Plan (NTEP).
- 6.1.2 Develop institutional management of the Department of Teacher Training (DTT), leading to improved management and coordination of the Teacher Education (TE) system.
- 6.1.3 Develop a new structure for DTT, including 4 divisions: Pre-service; In-service; Teacher Education Evaluation and Coordination (TEEC); and Administration.
- 6.1.4 Develop a database, managed by TEEC, of quantitative and qualitative data concerning teacher education. The information would support regular reviews of teacher education policy, plans and programmes.
- 6.1.5 Develop and introduce a national coordination system, including: the establishment of regional consultative meetings, based on the catchment area of each Teacher Education Institution (TEI), and including representatives from TEIs, PESs, DEBs and TDCs, with the reconstitution of TEI Advisory Boards to include wider community representation.
- 6.1.6 Establish the National Teacher Education Advisory Board (NTEAB) and strengthen the role and operation of the NTEAB.
- 6.1.7 Review and revise TORs and working procedures of the NTEAB in line with other measures in order to improve the coordination and management of TE.
- 6.1.8 Develop roles, responsibilities and capacity within DTT and NTEAB to plan new teacher education programmes for consideration by NTEAB.
- 6.1.9 Develop a coordinated network for Professional Development Coordination (PDC), including clarification of roles, procedures for PDC, and mechanisms for coordination.
- 6.1.10 Support the development and introduction of new or revised aspects of the teacher education system.
- 6.1.11 Develop and introduce a Quality Assurance System, based at TEIs and under DTT supervision.
- 6.1.12 Develop and introduce a system of teacher accreditation and certification for both pre-service and in-service/upgrading courses, and also including licensing of upgrading providers. The system would be managed by the TEIs.
- 6.1.13 Develop and introduce a system of licensing and registration of upgrading providers. Design a legal framework for licensing and registration of upgrading providers.
- 6.1.14 Develop criteria and procedures for quality assurance and certification of courses provided by licensed providers.
- 6.1.15 Develop a school-based mentoring system for mentoring of teacher trainees and induction of newly certificated teachers.
- 6.1.16 Develop guidelines for a mentoring system and an induction programme.
- 6.1.17 Develop selection procedures and criteria, including: selection of teacher trainees by TEIs, selection of teaching staff by TEI and selection of teachers by schools.

Objective 6.2: Develop a comprehensive but flexible teacher training curriculum

Activities:

- 6.2.1 Establish a Curriculum and Material Development Team (CMDT).
- 6.2.2 Design and conduct a Teacher Needs Assessment (TNA).
- 6.2.3 Research and prepare the Charter of National Teacher Competencies (CNTC).
- 6.2.4 Research and prepare the Guidelines for the Certification of Teachers (GCT). Submit for official recognition (NTEAB).
- 6.2.5 Design a database, recording and reporting system, and support structure to ensure the base is maintained in a timely way.
- 6.2.6 Train DTT staff in database management (DOP, PES and TTC).
- 6.2.7 Review and revise the present pre-service training curricula used in the TEIs to make them more appropriate for preparing students to become teachers. Attention should be paid to the particular requirement of women and ethnic groups. Included will be an evaluation of the first Education Quality Improvement Project (EQIP I) materials.
- 6.2.8 Review and revise the Teacher Upgrading Programme (TUP) curriculum for unqualified primary school teachers, noting particular contributions to be made by women and ethnic groups, including developing materials to enable the programme to be delivered using distance education.
- 6.2.9 Review and revise the Academic Teachers (AT) and Pedagogical Advisor (PA) training curricula, cutting training to 36 days and focusing on improving teaching quality in schools. Develop a curriculum to train PDC.
- 6.2.10 Develop guidelines to support the in-service conduct of primary, lower secondary and upper secondary teachers at school cluster, district or provincial levels to promote good training practice. Focus on school improvements that are flexible and adaptable to local needs.
- 6.2.11 Review and revise the primary and secondary school principals training curricula, focusing on improving the quality of education in schools, especially in respect of the needs of girls and ethnic group children.
- 6.2.12 Develop a management training curriculum for TEI senior staff to significantly improve the running of the TEI and the quality of TEI graduates, and to help develop a gender policy and strategies to attract ethnic group students.
- 6.2.13 Develop, produce and distribute materials for all teacher training courses, including curriculum handbooks, TTC textbooks, TUP, PA and AT training materials. Ensure materials are produced and delivered in sufficient quantities to support implementation of each curriculum.
- 6.2.14 Establish writing and editing teams for each course, drawing from teacher educators at TEIs, the Faculty of Education (FoE), the Teacher Education and Administration Development Center (TEADC) and other relevant departments and institutions.
- 6.2.15 Provide appropriate support and training to writing and editing teams.

Objective 6.3: Capacitate all teacher trainers through a training of trainers programme to suit the different modalities of teacher training

Activities:

- 6.3.1 Design a special Master level programme (5-month on-campus training outside Lao PDR). Include an action research component linked to TT in Lao PDR.
- 6.3.2 Select a foreign tertiary institution to receive ten doctoral students. Select 10 doctoral students from teacher training entities who have the capacity for doctoral studies and the foreign language skills required.
- 6.3.3 Develop professional TEI staff.

- 6.3.4 Enhance pedagogical advice through training.
- 6.3.5 Enhance the capacity of TUP trainers.
- 6.3.6 Enhance the capacity of academic teachers supporting cluster programmes.
- 6.3.7 Develop and implement a pilot Bachelor of Education programme.
- 6.3.8 Improve capacity-building in TEIs through interchange experience with teacher training institutions in neighbouring countries.

Objective 6.4: Improve management capacity in Teacher Education Institutions (TEIs) through management training

Activities:

- 6.4.1 Improve management of teacher training facilities through management training and on-the-job support at the TEIs.
- 6.4.2 Support implementation of new management and coordination systems.
- 6.4.3 Introduce accreditation and certification systems under TEI management, for pre-service and upgrading, including accreditation for prior experience and learning.
- 6.4.4 Pilot a project on delivering in-service training to newly recruited teachers.

Objective 6.5: Provide research evidence to underpin the planning and implementation of the Teacher Training Enhancement and Status of Teachers (TTEST) component

Activities:

- 6.5.1 Conduct, complete and publish 6 operational studies i.e:
 - Performance of teachers with different training backgrounds to feed into the TNA
 - Effectiveness of existing school clusters, their patterns of activity and potential for expansion
 - Why graduating teacher trainees do not go into teaching
 - Continuing education activities in TEIs and their potential for expansion
 - School student performance in language and math to assess the impact of teacher training programmes
 - Ethnic group children entering school without Lao language competence
- 6.5.2 Conduct a study linking supply-and-demand analysis for teacher education with facilities utilisation and needs, and recruitment and retention of teachers within the profession. The study should include: analysis and supplementation of previous studies examining supply-demand tables for teachers at each level; projections for teacher educator and teacher trainee requirements up to 2015, pre-service, in-service and upgrading; utilisation and demand for TEI and TDC facilities; and the means for selecting students for TEIs (to make recommendations for revision or replacement of quota system for scholarships and selection).

Objective 6.6: Increase the recruitment and rate of retention of teachers, and improve their status through teacher incentives

Activities:

- 6.6.1 Provide management training to develop a broader understanding of education's current financial state.
- 6.6.2 Develop a report with policy recommendations for teacher incentives, including salaries, teacher career development, duty statements and recommendations to improve the supply of teachers.
- 6.6.3 Implement policy recommendations for teacher incentives, including; salaries, teacher career development, and duty statements.

6.6.4 Support the implementation of recruitment and retention of teachers.

Objective 6.7: Effective deployment of trained and professional teachers

Activities:

- 6.7.1. [Teacher training institutions] Reconstitute current governing bodies to include representatives from communities, PES, DEB and business enterprises.
- 6.7.2. [The Department of Teacher Training (DTT)] Become responsible for general management and coordination of teacher training. Prepare a vision and strategic/operational plans for teacher training.
- 6.7.3. [The DTT] Establish a Teacher Training Evaluation Unit to evaluate the effectiveness of teacher training programmes.
- 6.7.4. Publish National Teacher Competencies and Guidelines for the Certification of Teachers.
- 6.7.5. Revise TTI programmes to increase emphasis on the teaching profession.
- 6.7.6. Base teacher deployment on subject needs and the specializations of teachers.
- 6.7.7. When deploying teachers, place priorities on needs of schools in remote and ethnic group areas and of incomplete rural schools.
- 6.7.8. Place emphasis on deployment of female teachers and teachers with ethnic language.
- 6.7.9. [Newly certified teachers (NCT)] Apply directly to schools where there is a teaching vacancy. Both NCT and newly qualified teachers are subject to one year of compulsory probation.
- 6.7.10. Explore appropriate career, salary and incentive systems for teachers, and make concrete proposals.

Objective 6.8: Improved Quality of Pre-Service Teacher Training

Activities:

- 6.8.1. Base recruitment into pre-service teacher training programmes on merit and discontinue the quota system.
- 6.8.2. Increasingly include practical teaching skills in pre-service teacher training programmes, and emphasize child-centered methodologies.
- 6.8.3. Retain and expand the 5+4 and 8+3 systems until there are sufficient teachers in remote and ethnic group schools.
- 6.8.4. Establish a pilot programme to examine the potential of a bridging year for people with five years of schooling to enter 8+3 programmes.
- 6.8.5. Replace the 11+1 system of pre-service education for primary teachers with the 11+2 system in 2008/09, and the 11+3 system should be introduced by 2012/13.
- 6.8.6. Align the general education curriculum and pre-service teacher training curriculum, ensuring sensitivity to gender issues.
- 6.8.7. Provide construction, rehabilitation and equipment upgrades to TTIs under the second Education Quality Improvement Project (EQIP II).
- 6.8.8. Provide a cadre of 60 teacher trainers with Masters degrees and 10 with doctorates under the TTEST project.
- 6.8.9. Train 48 selected TTI staff with a 56-day TOT course to become teacher trainers, and provide another 60 days of training for all TTI staff under the TTEST project.

Objective 6.9: Improved quality of in-service training

Activities:

- 6.9.1. Certify in-service training and award upgrading and credit points leading to teacher certification, as appropriate.
- 6.9.2. [TTI] Manage teacher upgrading and training of unqualified teachers.
- 6.9.3. Place priority on upgrading of teachers from remote areas and ethnic group schools.
- 6.9.4. Require newly employed teacher trainers in TTI to have a minimum of five years experience teaching in general education schools, and current teacher trainers to acquire recent and relevant experience teaching in general education schools.
- 6.9.5. Train significant numbers of unqualified primary school teachers from nine EQIP II provinces through teacher upgrading programmes (TUP).
- 6.9.6. Ensure that significant numbers of teachers from nine EQIP II provinces receive training.
- 6.9.7. Provide preparatory courses for significant numbers of under-qualified upgrade trainees (mostly female).
- 6.9.8. Investigate the use of distance learning methods for upgrading teachers.
- 6.9.9. Provide equipment to nine teacher upgrading centres through EQIP II.
- 6.9.10. Provide 108 TUP trainers with two 28-day workshops through the TTEST project.

Objective 6.10: Provision of learning materials and adaptation to local conditions

Activities:

- 6.10.1. Establish a Committee for the Approval of Curriculum and Instructional Materials (CACIM), with NRIES to provide technical support.
- 6.10.2. Provide training to NRIES specialists on management of textbook publishing under EDP II.
- 6.10.3. Monitor distribution of textbooks and provide feedback to the MOE Statistics Unit.
- 6.10.4. [NRIES with support from EDP II] Re-evaluate and revise or develop primary textbooks and teacher guides in language, mathematics, science, social studies, civics, music, physical education, art and crafts. About 2.2 million textbooks and 197,000 teachers' guides will be produced and distributed.
- 6.10.5. [With support from UN agencies, NGOs and concerned agencies] Develop and distribute to primary schools supplement materials on life skills, reproductive health and HIV/AIDS, "Health Promotion Learning Kits," and Education for Sustainable Development.
- 6.10.6. Prepare a curriculum development plan.
- 6.10.7. Establish a network at the local level to monitor and report upon development and use of localized curriculum.
- 6.10.8. Establish policies on foreign language teaching and ICT use in schools.
- 6.10.9. Build capacity of school cluster teachers and DEB supervisors in local curriculum development. Establish local curriculum development units in DEB.
- 6.10.10. Disseminate the concentrated learning encounter (CLE) teaching methods for teaching the Lao language to ethnic group children.
- 6.10.11. Monitor the content of textbooks and the national curriculum for gender sensitivity.

Objective 6.11: Improve student assessment systems

Activities:

- 6.11.1. Establish a Division of Evaluation within NRIES with assistance from EDP II.

- 6.11.2 [Division of Evaluation] Develop and implement an Assessment of Learning Outcomes (ASLO) to evaluate the quality of primary education and the conditions of schooling, and to monitor education standards and basic competencies.
- 6.11.3. Develop and distribute to schools support materials and training packages. Train PA and teachers in assessment techniques.
- 6.11.4. Support use and practical application of student achievement data.
- 6.11.5. Use data to support policy-making.

Objective 6.12: Improved management and supervision of schools

Activities:

- 6.12.1. Train primary school heads and lower secondary school heads in school management in nine EQIP II provinces.
- 6.12.2. Train 15,000 teachers, 2,500 school heads and 7,500 community members to develop school and community plans focused at increasing quality and improving participation (especially of girls and ethnic group students).
- 6.12.3. Provide equipment for 12 of the 18 pedagogical advisory resource centres through EQIP II.
- 6.12.4. [EQIP II] Establish 115 school cluster resource centres.
- 6.12.5. Improve pedagogical advice through training. Train 636 new PA and 550 replacement PA, and prepare new curriculum to improve cost and efficiency of PA training through the TTEST project.
- 6.12.6. Improve the capacity of academic teachers to support cluster programmes. The TTEST project will provide two 10-day workshops for 700 academic teachers.
- 6.12.7. Expand the school cluster system to include new schools in new clusters. Inclusion of remote schools will be a priority.

Objective 6.13: Expansion of health promotion in primary schools (HPS), in collaboration with the Ministry of Health and concerned organizations

Activities:

- 6.13.1 Establish the Health Promotion in Primary School (HPS) National Task Force to work closely with organizations dealing with HPS, and set up regular meetings among team members to assess the current rate of HPS introduction into schools. Formulate strategy for implementation, monitoring/support and assessment of HPS.
- 6.13.2 Develop and expand the Provincial/District Network through the formulation of a Joint Technical Team.
- 6.13.3 Improve HPS through revision of the health topics in the textbook, *World Around Us*, the new student workbook for Grades 1-3, and the teachers' guidebook.
- 6.13.4 Revise the teacher training curriculum (11+1, 8+3, 5+4) to ensure that health topics are well incorporated and complement the formal curriculum.
- 6.13.5 Improve the design of school construction and renovate existing schools to create hygienic physical environments. Supply sanitary facilities, support school cleanliness activities and ensure quality of food in school canteens.
- 6.13.6 Provide "Health Service Corners" for de-worming, oral health activities, first-aid, etc.
- 6.13.7 Provide food as nutritional supplements for school children in the poorest areas.
- 6.13.8 Involve Parents Associations in school health activities.

Section 4 - Management

4.1 Programme 7: Education Administration and Management

The purpose of the programme is to increase the effectiveness of the planning, administration and management system.

The targets:

- Have a Medium-Term Expenditure Framework (MTEF) for the education sector operational by beginning 2006, at the latest. The MTEF should be broken down by province in order to ensure that each province allocates funds for education according to national objectives and provincial targets.
- Test, validate and operationalize the EMIS in all PES, DEB and schools by 2006.
- Test, validate and operationalize school mapping, planning and budgeting in all PES, DEB and schools by 2006.
- Ensure that all PES, DEB and schools are aware of coordination procedures by 2006.
- Test, validate and operationalize personnel management methods in all PES, DEB and schools by 2008.
- Test, validate and operationalize school construction management and procurement methods in all PES, DEB and schools by 2006.
- Test, validate and operationalize asset management methods in all PES, DEB and schools by 2008.
- Constantly build capacity of all PES, DEB and school staff in their respective fields.

Two crucial conditions for the success of the EFA National Plan of Action are:

- To get an agreement from CPI and MOF to allocate an increasing share of total public expenditure to the sector (up to 15% by 2009/10 and 18% by 2014/15)
- To have a mechanism for equalizing resources between provinces and districts established (by 2006 at the latest)

Objective 7.1: Creation of a MTEF for the Education sector

Activities:

- 7.1.1: Design the MTEF's format, including list of programmes, projects and activities; categories of expenditure; sources of funding, etc. Construct and validate - internally (education sector) and externally (CPI, MOF, donors and projects) - ensuring consistence with the 2006/10 national educational plan, and break it down by province.
- 7.1.2: Train senior staff at MOE and PES in the MTEF's use.
- 7.1.3: Align PES educational plans and budgets with the MTEF, specified by province.
- 7.1.4: Annually revise and update the MTEF.

Objective 7.2: Improve and generalize EMIS

Activities:

- 7.2.1: Specify information needs at PES, DEB, school and village levels (including information for budgeting and financial management, personnel and academic management, school construction and procurement).
- 7.2.2: Train PES, DEB and school staff for data collection.
- 7.2.3: Provide equipment for computerization of EMIS.
- 7.2.4: Input updated EMIS.

7.2.5: Pursue training of PES, DEB and school staff for data collection and analysis.

Objective 7.3: Develop and generalize PES and DEB planning

Activities:

- 7.3.1: Produce case studies on situation analyses, including location of schools, villages and school catchment areas in a diversified sample of DEB and PES.
- 7.3.2: Based on case studies, design standard methodology for PES and DEB school mapping and planning, and produce guidelines for PES and DEB plans.
- 7.3.3: Train PES and DEB staff in situation analysis, school mapping, and planning.
- 7.3.4: Produce plans for all PES and DEB. Implement and evaluate.

Objective 7.4: Improve budget and financial management

Activities:

- 7.4.1: Revise the budget format in a diversified sample of DEB and PES to make them consistent with the MTEF.
- 7.4.2: Train PES and DEB staff in budgeting and financial management, including accounting and reporting.
- 7.4.3: Produce revised budgets for all PES and DEB, in line with MTEF and PES/DEB plans. Implement and evaluate.

Objective 7.5: Improve personnel management

Activities:

- 7.5.1: Review and revise *Manuals of Work and Procedures* at PES and DEB levels in light of EFA objectives and activities to be undertaken in PES and DEB.
- 7.5.2: Review and revise personnel management procedures, especially teacher recruitment and deployment, and train PES and DEB staff accordingly.

Objective 7.6: Improve school construction and procurement

Activities:

- 7.6.1: Update the regulatory framework on school construction and procurement.
- 7.6.2: Build PES and DEB capacity in bidding management; construction management; data collection and school mapping; use of school models; and supervision and monitoring.
- 7.6.3: Simplify procurement procedures at all levels.
- 7.6.4: Try out construction supervision and monitoring systems.
- 7.6.5: Make necessary adjustments in planning, procurement and construction.

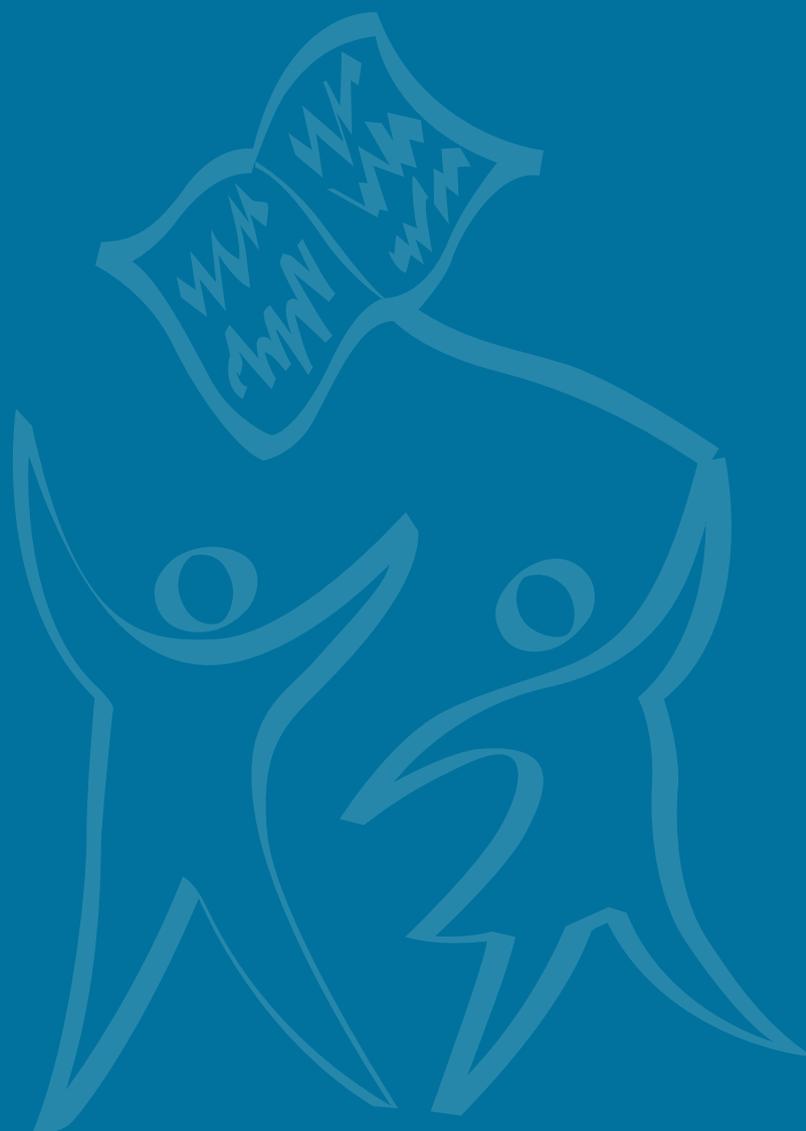
Objective 7.7: Improve MOE asset management

Activities:

- 7.7.1: Train PES and DEB staff in asset inventory and management.
- 7.7.2: Ensure that heads of schools list asset inventory using the new form of school inventory form.

CHAPTER 4

Resource Requirements and Financial Framework



Section 1 – Assessing Alternative Education Policy Options

1.1 Methodology for Resource Implication Assessment (EFAMOD)

Achieving EFA goals and, more generally, overall sector development in a sustainable way is highly dependent on economic growth and increased public resources. This is especially true if education staff salaries are to be gradually increased to reach the regional average. Other crucial variables, such as ECCD development and transition rates to lower and upper secondary, vocational and technical, and tertiary education also have a strong impact on education expenses, and must be tested for feasibility.

In order to assess the feasibility of achieving EFA goals by 2015 by taking into account the main financial, human and managerial constraints, a Sector Strategic Model (EFAMOD) has been developed. EFAMOD is tailored to the Lao PDR economic, social and educational context, and based on EFA objectives and programmes. **While it covers the overall education system**, it is more sophisticated and detailed for the 4 EFA sub-sectors (ECCD, primary, lower secondary, and NFE and skills training).

The EFAMOD:

EFAMOD includes various sets of inter-related projections:

- Population projections by single age and gender
- Macro-economic and fiscal projections (GDP, public resources and expenditure - recurrent and investment – from domestic and foreign sources, loans and grants)
- Enrollment projections for all levels and types of education
- Projections of the school network (based on targets and standards concerning the completion of incomplete schools, establishment of new schools to serve villages without school, and expansion/improvement of complete and cluster schools)
- Projections of the number of classes, classrooms, teachers and non-teaching staff related to the increase in enrollments and deriving from the expansion of the school network in the case of primary education
- Projections of teacher pre- and in-service training (based on EQIP II/TTEST objectives and targets, and expansion needs)
- Projections of textbooks and teacher guides needed
- Projections of recurrent expenditure (teachers and non-teaching staff salaries; non-salary recurrent inputs, including costs related to decentralization and capacity building) and investment expenditure
- Projections of financing (domestic resources; external resources: grants, loans)

Two additional versions of EFAMOD will soon be designed:

- A provincial version, which PES should be trained to use for specifying provincial and district targets and designing provincial EFA plans of action
- A national version, including specific strategies and targets for each of the three district groups: a) poorest (47 districts); b) poor (25 districts); and c) non-poor (70 districts).

The model is designed to:

- i. analyze how the overall education system functions at present
- ii. make projections of likely and desired future developments of the overall education system and, more specifically, of the EFA sub-sectors
- iii. identify possibilities for improving the functioning of the overall education system through more cost-effective utilization of resources

- iv. assess the feasibility of EFA goals and targets in terms of human resources, material and financial requirements and gaps
- v. forecast the resources and other inputs needed in the future to achieve the EFA goals and targets
- vi. set implementation priorities for the action programmes

Most importantly, it provides an efficient and instant tool for dialogue among national and international EFA stakeholders on: (a) the future development of the EFA National Plan of Action; (b) National Education Development Goals and EFA targets; (c) resource implications for each year during 2003-2015; (d) resource gaps and possibilities for reducing costs; (e) identifying funding requirements.

EFAMOD, which uses Microsoft Excel, comprises 28 spreadsheets covering all education sub-sectors, including: General Education (i.e. pre-school, primary, lower secondary, and upper secondary); Non-formal Education (i.e. literacy and basic vocational and skills training); Tertiary and Higher Education (i.e. technical and vocational education and training); Teacher Training (i.e. pre-service and in-service training); Management (i.e. staffing and sector administration). Most importantly, these spreadsheets are linked together with set assumptions and targets in the database (DBA) and target (TARG) spreadsheets.

EFAMOD will also produce EFA indicators and outputs for each of the education sub-sectors that result from the scenario inputs on the target spreadsheets. The set targets of the scenarios and outputs are an instant tool for dialogue among policy makers and senior officials so that they can make adjustments/reach agreement on scenario targets based on their feasibility.

The Variables (DBA and TARG):

The variables in the EFAMOD are classified into 4 categories: (i) assumptions; (ii) targets; (iii) decision variables; and (iv) results/outputs. Most variables used in EFAMOD sheets are specified in the DBA sheet, which indicates their observed value for the past years (including the base year of the model) and their expected value in 2010 and 2015. These expected values may be: (a) assumptions, when the variables are external to the model (population, macro-economic and fiscal variables) and/or do not depend on government decisions, (b) targets when they depend partially or totally on MOE, (c) decision variables when they imply a change under the total control of MOE, such as adding a fourth grade to lower secondary education, revising the curricula, etc. However, assumptions for MOE may be targets for other ministries i.e. MOF and CPI. The DBA sheet allows users to build their own scenarios by choosing the target values of most variables in association with the TARG sheet, which also contains key variables. The TARG sheet has been designed for policy makers to help them build their own scenarios, and includes only the most important variables.

The Population (POP):

Population projections from 1996-2010 come from the "School-Age Population Projection in Lao PDR" during the EFA Assessment in Lao PDR in 2000. From 2010 to 2020, they are based on two assumptions: (a) the annual number of births declines by 0.1%, and (b) mortality rates by age and gender stay unchanged.

The Economic and Financial Data Projections (ECOFIN):

For the 2002-04 period, projections come from the Mid-Term Expenditure Framework (MTEF) of the MOF. They are adjusted since all financial data in the model are projected in constant prices. From 2005, GDP projections are based on information provided by MOF and CPI. ECOFIN projections are based on 9 key variables:

- 1) the expected growth rate of GDP (target and assumption)
- 2) the share of total public revenues, excluding grants, in relation to GDP (target and assumption)
- 3) the share of grants in relation to GDP (target and assumption)
- 4) the share of public recurrent expenditure in relation to GDP (target and assumption)
- 5) the share of public investment expenditure in relation to GDP (target and assumption)
- 6) the share of Public Investment Programme (PIP) that is domestically funded (decision variable and target)
- 7) the share of total public expenditure allocated to education (decision variable and target)

- 8) the share of PIP for education (decision variable)
- 9) the share of PIP for education that is externally funded (grant, loans)

Targets for each of these variables appear in the “DBA” and “Scenario” sheets.

1.2 Alternative Policy Options Considered

Various scenarios have been developed in order to assess alternative policy options concerning variables with a crucial impact on resource needs, as follows:

- Salary increases
- Pre-school development (enrollment rates and share of community, public and private institutions)
- Transition rates from Grade 5 to 6, Grade 8 to 9 and Grade 11 to further studies
- Adding one grade to lower secondary education
- Scholarships and the quota system

All scenarios are based on common assumptions concerning the macro-economic and fiscal environment, as follows:

- The average annual growth rate of GDP is 6.6 percent until 2005/06, and 7.0 percent starting from 2006/07
- Total public resources (excluding grants) reach 20.5 percent of GDP, as compared to an average 12 percent in 2001 and 2002
- Respectively 15 and 18 percent of total public expenditure are allocated to education in 2010/11 and 2015/16

For each variable considered, three options have been considered: Options 1, 2 and 3, respectively, correspond to a low, intermediate and high scenario. The intermediate scenario (Option 2) was the final choice as sanctioned by the Minister and participants at the Annual MOE Conference in July 2004. Decisions have been reached based on sensitivity analysis showing the impact of small variations in key targets on total education expenditure and sector gap.

The impact of marginal changes in key variables of the fiscal environment has also been considered, leading to an assessment of the risk involved for education funding if public recurrent expenditure and the share of total public expenses devoted to education were to be lower than projected. This analysis led to what is called ‘Risk Analysis.’

Since EFAMOD targets have been set respectively for 2010/11 and 2015/16, the same time frame will be used to present and assess all options, while 2009/10 and 2014/15 have been kept for Chapters 1 to 3 and Chapter 5, based on Lao PDR future planning periods. Target differences between 2010/11 and 2009/10 on the one hand, and between 2015/16 and 2014/15 on the other hand, are relatively minor. The advantage of keeping 2010/11 and 2015/16 is that targets are round figures which have been previously mentioned.

Policy options concerning salaries

Improving teachers’ condition - especially salaries - is extremely important to support the objectives and achieve the targets set for teacher training, teacher recruitment and deployment, and especially for improved teacher motivation. Various levels of salary increase that would contribute to re-motivate teachers while being compatible with macro-economic and fiscal parameters have, therefore, been considered. After some preliminary simulations, three alternative targets (Options 1, 2, and 3; see Table 11) have been kept for a more thorough assessment of salary increase in association with other crucial targets: under those options, the average primary teacher salary might gradually increase to reach respectively **1.8, 2.0, and 2.2 GDP per capita in 2010/11**, as opposed to 0.61 in 2002 (see Table 11). Salaries of teachers in other levels would keep the same ratio to primary teacher salaries as in 2002/03. Even the lower target has a very strong impact on

recurrent education expenditure. **Indeed, the increase of teacher salaries is the single most important factor driving education expenditure in the future, as can be seen from the sensitivity analysis carried out in Tables 12, 15, 16 and 18 concerning salaries, ECCD and transition rates:** opting for 2.2 instead of 2.0 GDP per capita for the average primary teacher salary means that total education expenditure would raise by 0.31% GDP in 2015/16 and would imply an increased funding gap of 149.5 billion Kip. It was, hence, finally decided to select Option 2, which would raise Lao PDR teacher salaries reasonably close to the regional average of 2.4 GDP per capita.

Table 11: Teacher Salary Options

	2002/03	OPTION 1		OPTION 2		OPTION 3
		2010/11			2010/11	
	Sal/GDP cap	Sal/GDP cap	Ratio to Av. Pr. Sal	Sal/GDP cap	Ratio to Av. Pr. Sal.	Sal/GDP cap
ECCD	0.61	1.80	1.00	2.00	1.00	2.20
Primary	0.61	1.80	1.00	2.00	1.00	2.20
Lower secondary	0.81	2.38	1.32	2.64	1.32	2.90
Adult & NFE (additional)		0.72	0.40	0.80	0.40	0.88
Upper secondary	1.02	2.99	1.66	3.32	1.66	3.65
Vocational & technical	1.02	2.99	1.66	3.32	1.66	3.65
Teacher Training	1.04	3.06	1.70	3.40	1.70	3.74
Tertiary education	1.94	3.42	1.90	3.80	1.90	4.18
Administration	1.03	3.02	1.68	3.36	1.68	3.70

PT: Primary Teacher

Table 12: Teacher Salaries Sensitivity Analysis

	TEACHER SALARIES			DIFFERENTIAL GAP	
	1,8 GDP/cap	2,0 GDP/cap	2,2G GDP/cap	C - B	D - C
Projected Recurrent Expenditure (Billion Kip)	1,884.6	2,034.1	2,183.6	149.5	149.5
Projected Investment Expenditure (Billion Kip)	145.3	145.3	145.3	0.0	0.0
Projected Sector Expenditure (Billion Kip)	2,030.0	2,179.4	2,328.9	149.5	149.5
Projected Revenue for Education (Billion Kip)	1,902.4	1,902.4	1,902.4	0.0	0.0
Projected sector gap	-127.5	-277.0	-426.5	-149.5	-149.5
Projected Education Expenditure as a share of Total Expenditure	18.57%	19.93%	21.30%	1.37%	1.37%
Projected Education Expenditure as a share of GDP	4.26%	4.57%	4.89%	0.31%	0.31%

Policy options concerning ECCD development

While the development of ECCD is part of EFA objectives and has a clear impact on access, internal efficiency and achievement in primary education, it should be developed at a rate compatible with the achievement of the other EFA objectives regarding primary, lower secondary and adult & non-formal education. Two main policy variables have been considered:

- Enrollment rates in kindergartens, and especially pre-schools
- The share of public and community institutions as compared with private institutions

Priority has been given to the development of pre-schools over kindergartens, and to the admission of 5-year-olds over younger children in pre-school. Alternative targets were considered for 3- and 4-year-olds' and 5-year-olds' enrollment rates in 2010/11 and 2015/16 (see Table 13). While a fast development of 5-year-old admissions in pre-school was initially considered, the final choice favored a more moderate, but still rather quick increase of the 5-year-old enrollment rate (55% in 2015/16 as compared with 60% under Option 3). Sensitivity analysis (see Table 15) showed that opting for higher enrollment rates has a clear, though limited, impact in 2014/15 since the expected development of community institutions tends to shift part of the cost to households (see below).

Table 13: Options concerning enrollment rates in kindergartens and pre-school

	2002/03	2010/11	2015/16
Kindergarten			
1- and 2-year-olds			
Option 1	0.6	4.0	6.0
Option 2	0.6	4.0	6.0
Option 3	0.6	4.0	6.0
Preschool			
3- and 4-year-olds			
Option 1	5.9	10.0	14.0
Option 2	5.9	11.0	17.0
Option 3	5.9	13.0	20.0
5-year-olds			
Option 1	9.2	25.0	50.0
Option 2	9.2	30.0	55.0
Option 3	9.2	30.0	60.0

As far as public versus community institution development was concerned, Option 3 considered a quicker development of community pre-schools than Options 1 and 2, while private PS develop at the same speed in Options 2 and 3 (see Table 14). It should be noted that it will take time to foster community participation. While the development of public pre-schools is under the control of MOE and PES, the establishment of community pre-schools depends on the mobilization of communities and their willingness to contribute in kind and in cash, even if the Government is subsidizing such schools. Setting targets for the number of community institutions and their enrollments is, therefore, open for debate, and achievements should be closely monitored by the MOE and PES.

While private pre-schools will be established in wealthy urban areas where there is willingness and ability to pay, public and community pre-schools should be established in poor and the poorest areas. Criteria for establishing public institutions as opposed to community institutions should be discussed thoroughly in the long-term low-cost and sustainable ECCD strategy that is planned.

Sensitivity analysis (see Table 15) shows that opting for higher PS enrollment rates has a clear, though limited, impact in 2015/16, since the expected development of community institutions tends to shift part of the cost to households. On the other hand, the higher the share of community institutions, the lower the impact on education expenditure (see Table 16), again since the cost of community institutions to the public sector is much lower than the cost of community institutions.

Table 14: Options concerning the relative development of community and public pre-schools

	2002	OPTION 1		OPTION 2		OPTION 3	
		2010/11	2015/16	2010/11	2015/16	2010/11	2015/16
Share of comm..PS	0.0%	15.0%	20.0%	20.0%	30.0%	25.0%	35.0%
Share of private PS	20.4%	25.0%	25.0%	25.0%	30.0%	25.0%	30.0%
Share of public PS	79.6%	60.0%	55.0%	55.0%	40.0%	50.0%	35.0%

Table 15: ECCD Enrollment Rates Sensitivity Analysis

	ECCD DEVELOPMENT: ER			C - B	D - C
	14%	17%	20%		
Enrollment Rate 3- and 4-year-olds	14%	17%	20%		
Enrollment Rate 5-year-olds	50%	55%	60%	C - B	D - C
Projected Recurrent Expenditure (Billion Kip)	2,026.1	2,034.1	2,040.7	8.0	6.6
Projected Investment Expenditure (Billion Kip)	145.0	145.3	146.4	0.3	1.1
Projected Sector Expenditure (Billion Kip)	2,171.1	2,179.4	2,187.1	8.3	7.7
Projected Revenue for Education (Billion Kip)	1,902.4	1,902.4	1,902.4	0.0	0.0
Projected sector gap	-268.7	-277.0	-284.7	-8.3	-7.7
Projected Education Expenditure as a share of Total Expenditure	19.86%	19.93%	20.00%	0.08%	0.07%
Projected Education Expenditure as a share of GDP	4.56%	4.57%	4.59%	0.02%	0.02%

Table 16: ECCD Community/Public Share Sensitivity Analysis (comparing options in 2014/15)

	ECCD DEVELOPMENT: PUBL/COMM			C - B	D - C
	20%	30%	35%		
Share of community institutions	20%	30%	35%		
Projected Recurrent Expenditure (Billion Kip)	2,048.2	2,034.1	2,028.4	-14.0	-5.8
Projected Investment Expenditure (Billion Kip)	150.8	145.3	144.6	-5.4	-0.8
Projected Sector Expenditure (Billion Kip)	2,198.9	2,179.4	2,172.9	-19.5	-6.5
Projected Revenue for Education (Billion Kip)	1,902.4	1,902.4	1,902.4	0.0	0.0
Projected sector gap	-296.5	-277.0	-270.5	19.5	6.5
Projected Education Expenditure as a share of Total Expenditure	20.11%	19.93%	19.87%	-0.18%	-0.06%
Projected Education Expenditure as a share of GDP	4.61%	4.57%	4.56%	-0.04%	-0.01%

Policy options concerning transition rates

While the transition rate from Grade 5 to Grade 6 is included in EFA targets, it is not so for transition decisions to post-lower secondary and tertiary education. However, decisions concerning non-EFA sub-sectors have an impact on resources available for EFA and the achievement of EFA. Transition rates have, therefore, been considered at the end of primary (Grade 5), lower secondary (Grade 8) and upper secondary (Grade 11). Table 17 summarizes the three main options considered for each transition rates in 2010/11 and 2015/16.

Table 17: Options considered concerning transition rates

	2002/03	2010/11	2015/16
Grade 5 to LS			
Option 1	78.7	79.5	80.0
Option 2	78.7	82.5	85.0
Option 3	78.7	85.6	90.0
Grade 5 to further studies			
Option 1	78.9	80.4	80.9
Option 2	78.9	83.6	86.0
Option 3	78.9	86.7	91.0
Grade 8 to USE			
Option 1	84.4	77.0	77.0
Option 2	84.4	82.0	82.0
Option 3	84.4	87.0	87.0
Grade 8 to further studies			
Option 1	87.7	85.2	85.2
Option 2	87.7	85.2	85.2
Option 3	87.7	95.2	95.2
Grade 11 to further studies			
Option 1	76.0	71.0	71.1
Option 2	76.0	76.0	76.1
Option 3	76.0	81.0	81.1

Option 2, which was preferred to Option 1 by MOE (see Table 17), aims at:

- A higher transition rate from Grade 5 to Grade 6 than Option 1, in order to pave the way for a generalization of basic education (primary plus lower secondary) between 2020 and 2025
- A higher transition rate from Grade 8 to upper secondary education than Option 1. Given the range of study options for Grade 8 graduates (upper secondary, teacher training 8+3 and VET), and the need to increase admissions to TT 8+3 in relation with the generalization of primary education, such decision means that under Option 2 the overall transition rate from Grade 8 to further studies would stay more or less stable at 85.2% in 2014/15 as compared with 87.7% in 2002/03, while it would decline with Option 1. Option 1 had been initially designed to strictly limit admissions to post-EFA levels in order to achieve more quickly financial sustainability.

- A constant transition rate from Grade 11 to further tertiary studies.
- Option 3 was considered too high, especially for the transition rate from Grade 5 to 6, given its financial impact (see sensitivity analysis, below).

Sensitivity analysis shows that the most important decision is the one concerning the transition rate from Grade 5 to Grade 6 since it progressively impacts on the enrollments in lower secondary, upper secondary, VET and tertiary education (see Table 18).

Table 18: Transition Rates Sensitivity Analysis (comparing options in 2014/15)

	TRANSITION RATE G5 TO G6				
Transition rate G5 to G6	80%	85%	90%	C - B	D - C
Projected Recurrent Expenditure (Billion Kip)	1,995.2	2,034.1	2,072.2	38.9	38.0
Projected Investment Expenditure (Billion Kip)	136.3	145.3	154.4	9.0	9.0
Projected Sector Expenditure (Billion Kip)	2,131.5	2,179.4	2,226.5	47.9	47.1
Projected Revenue for Education (Billion Kip)	1,902.4	1,902.4	1,902.4	0.0	0.0
Projected sector gap	-229.1	-277.0	-324.1	-47.9	-47.1
Projected Education Expenditure as a share of Total Expenditure	19.49%	19.93%	20.36%	0.44%	0.43%
Projected Education Expenditure as a share of GDP	4.47%	4.57%	4.67%	0.10%	0.10%
	TRANSITION RATE G8 TO G9				
Transition rate G8 to G9	77%	82%	87%	C - B	D - C
Projected Recurrent Expenditure (Billion Kip)	1,999.5	2,034.1	2,042.2	34.6	8.1
Projected Investment Expenditure (Billion Kip)	136.7	145.3	147.5	8.7	2.2
Projected Sector Expenditure (Billion Kip)	2,136.2	2,179.4	2,189.7	43.2	10.3
Projected Revenue for Education (Billion Kip)	1,902.4	1,902.4	1,902.4	0.0	0.0
Projected sector gap	-233.8	-277.0	-287.3	-43.2	-10.3
Projected Education Expenditure as a share of Total Expenditure	19.54%	19.93%	20.03%	0.40%	0.09%
Projected Education Expenditure as a share of GDP	4.48%	4.57%	4.59%	0.09%	0.02%
	TRANSITION RATE G11 TO FS				
Transition rate G11 to further studies	71.1%	76.1%	81.1%	C - B	D - C
Projected Recurrent Expenditure (Billion Kip)	2,023.1	2,034.1	2,044.2	11.0	10.1
Projected Investment Expenditure (Billion Kip)	140.9	145.3	149.7	4.4	4.4
Projected Sector Expenditure (Billion Kip)	2,164.1	2,179.4	2,194.0	15.4	14.5
Projected Revenue for Education (Billion Kip)	1,902.4	1,902.4	1,902.4	0.0	0.0
Projected sector gap	-261.6	-277.0	-291.5	-15.4	-14.5
Projected Education Expenditure as a share of Total Expenditure	19.79%	19.93%	20.07%	0.14%	0.13%
Projected Education Expenditure as a share of GDP	4.54%	4.57%	4.60%	0.03%	0.03%

Policy options concerning the number of grades in lower secondary education

In a vast majority of countries in the region and around the world, basic education consists of nine grades, and the MOE deemed it necessary to adjust to international standards. From 2010/11, a ninth grade will be added to lower secondary education, and the structure of the education system will become 5 + 4 + 3 instead of 5 + 3 + 3. This decision has a significant impact on EFA recurrent and capital expenditure, and on total sector expenditure (see Table 19): over the 2010 – 2015 period, the **cumulated sector gap** increases by 103 billion kip.

Policy options concerning scholarships and the quota system

In 2002/03, the scholarships which were granted to students in teacher training institutions, vocational and technical schools, and higher education amounted to 7% of the total recurrent budget of MOE. While the option of suppressing quotas and scholarships was considered, it was finally agreed to limit progressively their numbers, especially for students in VET (see Table 20 for Options 1, 2, and 3).

Table 21 shows the impact of Option 2 versus Option 1, and Option 3 versus Option 2 on education expenditure and the sector gap, which while significant is not very high.

Table 19: Incremental cost of establishing grade 9 in LSE over not changing the length of LSE

Sector Expenditure	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	Total Cost
Administration	0	0	0	0	0	0	0
EFA	210.5	81.0	100.3	113.0	83.8	136.1	724.6
NON-EFA	-169.5	-124.8	-126.4	22.5	-111.9	-111.4	-621.6
Total	41.0	-43.8	-26.2	135.5	-28.2	24.8	103.1
Incremental Sector Gap	41.0	-43.8	-26.2	135.5	-28.2	24.8	103.1
Projected sector gap	-41.0	43.8	26.2	-135.5	28.2	-24.8	-103.1

Table 20: Options concerning the percentage of quota students and the amount of the scholarship

SCHOLARSHIPS		Option 1	Option 2	Option 3
TEACHER TRAINING	2002/03	2015/16	2015/16	2015/16
% of quota students 5+4	100.0%	100.0%	100.0%	100.0%
% of quota students 8+3	23.2%	25.0%	40.0%	50.0%
% of quota students 11+1	43.9%	25.0%	40.0%	50.0%
% of quota students 11+3	56.2%	25.0%	40.0%	50.0%
Total number quota student teachers	4,895	11,508	16,545	19,903
Average scholarship per quota student teacher (X 000)	830	1,415	1,427	1,431
Total value of scholarships (X 000000)	4,065	16,280	23,605	28,488
TECHNICAL AND VOCATIONAL EDUCATION				
% of quota students, technicians 8+3	54.4%	5.0%	10.0%	20.0%
% of quota students, nursing 11+2	31.5%	5.0%	10.0%	20.0%
% of quota students, other 5+4	0.0%	0.0%	0.0%	0.0%
% of quota students, art 8+4	76.9%	5.0%	10.0%	20.0%
% of quota students, technicians 11+3	29.7%	5.0%	10.0%	20.0%
Total number quota students	6,965	2,298	4,596	9,193
Average scholarship per quota student (X 000)	802	1,486	1,486	1,486
Total value of scholarships (X 000000)	5,589	3,414	6,829	13,657
HIGHER EDUCATION				
% of quota students, technicians 11+3	1.4%	5.0%	5.0%	20.0%
% of quota students, School of foundation studies	43.3%	5.0%	10.0%	20.0%
% of quota students, all faculties except engineering & medicine	36.3%	5.0%	10.0%	20.0%
% of quota students, engineering	10.5%	5.0%	10.0%	20.0%
% of quota students, medicine	91.1%	5.0%	10.0%	20.0%
Total number quota students	5,358	4,109	6,351	16,437
Average scholarship per quota student (X 000)	1,080	1,961	1,961	1,961
Total value of scholarships (X 000000)	5,787	8,060	12,458	32,240
TOTAL NUMBER OF SCHOLARSHIPS	17,218	17,916	27,493	45,533
TOTAL VALUE OF SCHOLARSHIPS (X 000000)	15,441	27,754	42,891	74,386

Table 21: Quotas and Scholarships Sensitivity Analysis (comparing options in 2014/15)

	QUOTAS AND SCHOLARSHIPS			C - B	D - C
	20%	Champ.	50%		
Projected Recurrent Expenditure (Billion Kip)	2,030.1	2,034.1	2,045.2	4.0	11.1
Projected Investment Expenditure (Billion Kip)	145.3	145.3	145.3	0.0	0.0
Projected Sector Expenditure (Billion Kip)	2,175.4	2,179.4	2,190.5	4.0	11.1
Projected Revenue for Education (Billion Kip)	1,902.4	1,902.4	1,902.4	0.0	0.0
Projected sector gap	-273.0	-277.0	-288.1	-4.0	-11.1
Projected Education Expenditure as a share of Total Expenditure	19.90%	19.93%	20.03%	0.04%	0.10%
Projected Education Expenditure as a share of GDP	4.56%	4.57%	4.60%	0.01%	0.02%

1.3 EFA Plan Scenario Proposed for Approval by Prime Minister

The scenario characteristics include:

Population:

- Diminution in the number of villages in relation to consolidation and urbanization; decline of fertility and number of births; decline in infant mortality rates until 2010

Economic and Financial Projections:

- Annual GDP growth rate at 7%
- Revenue excluding grants reaching 20.5% of GDP in 2015, as compared to 11.5% in 2002
- Public current expenditure reaching 15%¹⁶ of GDP in 2015, as compared to 7.7% in 2002
- Public investment expenditure decreasing 8.5% of GDP in 2015, as compared to 12.7% in 2002
- Total revenue for education reaching 15% of total public expenditure in 2010 and 18% in 2015, as compared to 11.8% in 2002

Salaries

- Salaries are projected to reach 2.0 GDP per capita for primary school teachers in 2010/11, based on the regional averages
- Salary increases have been spread over the 8-year period from 2002-03 to 2010-11
- Average salaries in other levels keep the same ratio to the average primary school teacher
- Non-teaching staff salaries average 80% of the average teacher salary at the same level
- Based on the projected GDP per capita, the average primary teacher salary will reach 10.8 and 13.7 million Kip in 2010 and 2015, respectively

¹⁶ It is to be noted that the Standing Member of the Politbureau, Permanent Member of the Government, Deputy Prime Minister in Charge of Education, has highlighted the 7th Party resolution to commit at least 12% of total public expenditure for the Education Sector, as well as the provincial expenditure for education not to be less than 12%.

ECCD

- Enrollment projections in ECCD and KG are based on target age enrollment rates
- Minor increase of enrollment rates in crèches
- Promotion in developing community and private crèches and kindergartens
- Enrollment rate for 3- and 4-years-olds to reach 11% and 17% respectively in 2010/11 and 2015/16, as compared to 5.9% in 2002-03
- Enrollment rate for 5-years-olds to reach 30% and 55% respectively in 2010/11 and 2015/16, as compared to 9.2% in 2002-03
- Share of community crèches and kindergartens to reach 20% and 30% respectively in 2010/11 and 2015/16, as compared to 0% in 2002-03
- Share of private crèches and kindergartens to reach 25% and 30% respectively in 2010/11 and 2015/16, as compared to 0% in 2002-03

Primary

- Enrollment projections in primary are based on actual target admission rates (100% in 2010/11). Actual admissions should be generalized by 2010/11.
- Flow rates (promotion, repetition and dropout rates) are projected based on target values in 2010/11 and 2015/16, which are linked to actions concerning the completion of incomplete schools, teacher in-service training, headmasters in-service training, textbook production and free distribution to all pupils, etc.
- Conversion of 80% of all incomplete schools into complete schools by 2010, and all complete schools by 2015. The conversion of incomplete schools is based on the distribution by size of existing incomplete schools and their projected size characteristics by 2010/11. Small incomplete schools are supposed to become incomplete multi-grade schools, while medium and large incomplete schools are supposed to become complete either multi-grade or single-grade schools.
- The number of classes, classrooms and teachers is based on specific projections of school network.
- Establishment of new complete multi-grade or single-grade schools in all unserved villages (1 school per 2 villages on average) by 2010/11: Projections concerning unserved villages are based on trends concerning the number of villages and average size of villages.
- Actual generalization of primary education by 2015/16: The goal is to have all children at school and very limited dropouts.

Lower Secondary

- The transition rate from Grade 5 to Grade 6 reaches 85% for both sexes in 2015/16, as compared to 75.7% and 81.2% in 2002/03 respectively for females and males. The transition to lower secondary is limited. Enrollment projections in lower secondary are based on transition rates from Grade 5, which are targets. Flow rates (promotion, repetition and dropout rates) are based on target values in 2010/11 and 2015/16, which are linked to actions leading to the improvement of quality. Internal efficiency is improved.
- The number of classes, classrooms and teachers is based on targets concerning class size and the average teacher per class ratio, which ideally should reach 1.75 based on the number of periods per class and the teaching load of teachers.

Adult Literacy and NFE/Vocational and Skills Training

- Enrollment projections are based on a given percentage of the adult illiterates and dropouts from Grades 1 & 2 primary education to be admitted in the main NFE programmes. Primary courses for youth and adults should cater to 2% of adult illiterates and 20% of dropouts from Grade 1 & 2 primary.
- Adult literacy courses should receive 2% of adult illiterates annually.
- Vocational training courses should receive 2% of adult illiterates and 3% of dropouts from Grade 1 & 2 primary annually.

Other Key Characteristics

Teachers' attrition rate

- The high attrition rate of teachers (6.7% in year 2002-03) is expected to drop to 5% in 2010/11, and stay constant till 2015/16 if teacher salaries and incentives increase.

Scholarships

- Scholarships are projected based on the percentages of students in teacher training, technical/vocational education and training, and higher education who would benefit from the quota system. Given the significant share of scholarship expenditure in total recurrent expenditure, the scenario assumes a strong reduction in the proportion of quota students at all levels, except teacher training. The option of suppressing the quota system should be taken into consideration.

Section 2 – Financial Feasibility and Risk Assessment

1.1 Macro-Economic Framework

EFA projections and resource needs are primarily dependent on public resources and the share allocated to education. No EFA NPA may be tested for financial feasibility without inserting it into a macro-economic and fiscal set of projections assessing future GDP and public resources growth.

EFAMOD includes such a set of macro-economic and fiscal projections that are based on MOF and CPI estimated targets for 2009/10 and 2014/15. The most important variables are:

- GDP and GDP growth
- Public resources, excluding grants
- Grants
- Total public recurrent expenditure
- Total public capital expenditure
- The share of total public capital expenditure which is externally funded (loans, grants)
- The share of total public expenditure allocated to education

Since long-term macro-economic projections are generally done in constant prices because of the difficulty of forecasting long-term inflation and changes in the exchange rate, fiscal variables are assessed in percent of GDP (public resources, grants, total public recurrent and capital expenditure).

GDP growth for the overall 2006/15 period is estimated at between 6.5% (intermediate assumption) and 7.0% (high assumption). Since higher economic growth generates more than proportional additional fiscal resources because of the progressiveness of some taxes, the share of public resources in GDP in 2014/15 is higher with a 7% annual growth than with a 6.5% one. From now on, however, only the high assumption will be considered, and a sensitivity analysis will be carried out to assess the potential impact of a lower economic and fiscal growth on public resources for education and impact on EFA targets.

Total public revenues, excluding grants, amounted to 11.5% of GDP in 2002/03, and are projected to increase to 20.5% of GDP in 2014/15. This is a very strong increase based on: (a) a sustained economic growth over a 11-year period, (b) a policy of significantly improving tax recovery, (c) increased cost recovery of specific public services, and (d) the increased revenues of various activities.

On the other hand, grants as a share of GDP are bound to decline as a consequence of growth and the fact that Lao PDR will progressively leave the group of least developed countries. In the macro-economic scenario used in EFAMOD, grants decline from 2.0% to 1.5% of GDP during the projection period.

In 2002/03, the current deficit of the public accounts (public total, recurrent and capital expenditure less public revenues including grants) amounted to 8.4% of GDP, a very high level that implied both significant external loans and an increase in the internal monetary mass that was not based on increased economic activity. In 2014/15, it is assumed that the deficit will be limited to 2% of GDP, thus limiting inflation and the deterioration of the exchange rate with the dollar. Such a target also implies a reduction in foreign loans in relation to GDP.

Based on economic growth and a global improvement of the public accounts, total public recurrent expenditure could increase from 9.2 to 15.0% of GDP and total public capital expenditure from 12.7 to 8.5% of GDP. On the one hand, public recurrent expenditure must increase very significantly: (a) to sustain expenditure associated to past and present investments in order to reap the benefits they should produce, and (b) allow for increased civil servant salaries. On the other hand, investments will not increase quickly in the future since: (a) external loans and grants will decline in proportion of GDP as the country develops and (b) basic investment needs will be less acute.

Finally, the share of education expenditure in relation to total public expenditure should increase from 11.8% to 18.0% during the projection period, with the recognition that education is a crucial priority and one of the four pillars of the poverty reduction strategy.

2.2 Risk Assessment

In order to assess the risk associated with over-estimating public expenditure and the share of public expenditure allocated to education, a sensitivity analysis was conducted to assess the impact on the sector gap of marginal changes in those two key variables. The 'Low' scenario is based on public expenditure and the share for education reaching 14% and 17% in 2014/15, as compared with 15% and 18% in the MOE scenario (see Table 22). The 'High' scenario is based on 16% and 19% for public expenditure and the share for education, respectively.

Table 22: Fiscal Variables Sensitivity Analysis (comparing options in 2014/15)

	RISK ASSESSMENT				
	FISCAL SENSITIVITY ANALYSIS				
	LOW		HIGH		
Public recurrent expenditure as a % of GDP	14.0%	15.0%	16.0%		
Education expenditure as a % of total public expenditure	17.0%	18.0%	19.0%	C – B	D – C
Projected recurrent expenditure (Billion Kip)	2,033.7	2,034.1	2,033.7	0.4	-0.4
Projected investment expenditure (Billion Kip)	145.3	145.3	145.3	0.0	0.0
Projected sector expenditure (Billion Kip)	2,179.0	2,179.4	2,179.0	0.4	-0.4
Projected revenue for education (Billion Kip)	1,743.8	1,902.4	2,068.0	158.7	165.5
Projected sector gap	-435.3	-277.0	-111.0	158.3	166.0
Projected education expenditure as a share of total expenditure	20.74%	19.93%	19.18%	-0.81%	-0.76%
Projected education expenditure as a share of GDP	4.57%	4.57%	4.57%	0.00%	0.00%

Table 22 clearly shows that the sector gap is extremely sensitive to marginal changes in the two key fiscal variables considered. A 1% diminution in each of the two variables induces a 205/210 billion Kip increase of the sector gap. One conclusion is that MOE, MOF and CPC should closely monitor trends in the macro-

economic and fiscal area before making decisions about salary increases and further progress in the variables which strongly impact on education expenditure.

2.3 EFA Plan Scenario – Summary of Costs

Based on the present scenario, total education expenditure (TEE) is bound to increase very rapidly until reaching 21.1% of total public expenditure in 2009/10 and 19.9% in 2014/15 (see Table 23). Since the planned share of education expenditure in relation to total public expenditure is supposed to reach 15% in 2009/10 and 18% in 2014/15, there will be a financing gap reaching a peak of 6.1% of total public expenditure (445 billion Kip) in 2009/10 and declining to 1.9% of total public expenditure (277 billion Kip) in 2014/15.

As a share of GDP, TEE should jump from 2.3% in 2002/03 to 4.25% in 2009/10, and to 4.57% in 2014/15. This is not far from the average of other countries, but it does represent a very quick increase that must be tested for feasibility and absorptive capacity.

To a very large extent, the increase in TEE is due to changes in recurrent expenditure that are multiplied by 10 in constant prices, while capital expenditure is divided by two. The balance between recurrent and capital expenditure in 2014/15 is completely different from 2002/03: While recurrent education expenditure amounted to 40.3% of total education expenditure in 2002/03, it should represent 93.6% of TEE in 2014/15.

Three main factors are driving recurrent education expenditure:

- Salary increases
- Generalization of primary education and the improvement of its quality
- Transition rates from Grade 5 to Grade 6 and from Grade 8 to Grade 9

Any attempt at finding a more sustainable development of the education system must, thus, consider less ambitious targets for the above-mentioned variables.

Table 23: Summary of Costs

SECTOR COSTS (Million Kip)	2002/03	2004/05	2009/10	2014/15
RECURRENT EXPENDITURE	Actual	Projected	Projected	Projected
Administration and management	19,316	49,268	102,047	138,460
ECCD	8,486	13,766	44,592	79,003
Primary	109,325	242,372	459,217	681,132
Lower Secondary	32,624	95,026	266,011	557,896
NFE	NA	36,447	61,817	78,258
Teacher Training	NA	17,062	66,245	97,262
Sub-total EFA	NA	404,674	897,881	1,493,551
Upper Secondary	15,498	48,441	152,130	250,404
Technical & Vocational Training	NA	19,773	50,682	57,070
Higher Education	5,303	14,237	53,638	94,636
TOTAL RECURRENT EXPENDITURE	201,410	536,393	1,256,378	2,034,120
Of which scholarships	15,441	19,019	36,087	35,996
Share of scholarships in total recurrent expenditure	7.67%	3.55%	2.87%	1.77%
INVESTMENT EXPENDITURE				
Administration and management		2,080	2,080	2,080
ECCD	966	8,849	6,144	5,767
Primary	115,643	59,265	60,763	32,408
Lower Secondary	6,995	25,808	31,380	56,486
NFE	NA	5,925	1,029	428
Teacher Training	NA	3,724	9,212	450
Sub-total EFA	NA	103,569	108,528	95,539
Upper Secondary	39,781	24,943	25,026	20,863
Technical & Vocational Training	NA	4,430	4,873	1,595
Higher Education	18,665	13,892	47,140	25,250
TOTAL INVESTMENT EXPENDITURE	298,146	148,914	187,647	145,327
TOTAL SECTOR EXPENDITURE (million kip)				
ADMINISTRATION	19,316	51,348	104,127	140,540
EFA	NA	508,243	1,006,409	1,589,090
NON-EFA	NA	125,716	333,489	449,818
TOTAL	499,556	685,307	1,444,025	2,179,448
EFA as % of Sector Expenditure		74.16%	69.69%	72.91%
SECTOR FINANCING & FINANCING GAP				
GDP (Billion Kip)	21,422	24,327	33,982	47,662
GDP per capita (Thousand Kip)	3,817	4,128	5,147	6,529
Public Revenue and Expenditure (billion kip)				
Total Revenue excluding grants	2,467	3,107	5,804	9,532
Grants	420	608	745	763
Total Revenue, including grants	2,887	3,715	6,549	10,295
Total Expenditure	4,241	4,508	6,844	10,934
Sector Gap				
Projected Revenue for Education (Billion Kip)	500	567	999	1,902
Projected sector expenditure	500	685	1,444	2,179
Projected sector gap	0	-118	-445	-277
Projected Education Expenditure as a share of Total Expenditure	11.78%	15.20%	21.10%	19.93%
Projected Education Expenditure as a share of GDP	2.33%	2.82%	4.25%	4.57%

2.4 Estimated Annual Resource Allocations 2006-2010

Table 24: Estimated Annual Resource Allocation to MOE

SECTOR COSTS (Million Kip)					
RECURRENT EXPENDITURE	2005	2006	2007	2008	2009
Administration and management	60,085	71,453	80,938	92,605	102,047
ECCD	18,358	23,624	29,927	37,054	44,592
Primary	280,375	320,011	359,530	403,655	459,217
Lower Secondary	121,657	153,077	191,117	230,092	266,011
NFE	40,739	45,443	50,470	55,909	61,817
Teacher Training	22,607	30,516	40,276	52,164	66,245
Sub-total EFA	483,737	572,670	671,319	778,874	897,881
Upper Secondary	66,213	84,832	104,447	126,150	152,130
Technical & Vocational Training	24,933	31,043	37,540	44,190	50,682
Higher Education	18,569	24,634	32,437	42,109	53,638
TOTAL RECURRENT EXPENDITURE	653,538	784,632	926,681	1,083,928	1,256,378
Of which scholarships	21,404	24,742	28,395	32,252	36,087
Share of scholarships in total recurrent expenditure	3.28%	3.15%	3.06%	2.98%	2.87%
INVESTMENT EXPENDITURE					
Administration and management	2,080	2,080	2,080	2,080	2,080
ECCD	8,187	7,487	8,112	7,653	6,144
Primary	59,538	59,824	60,123	60,436	60,763
Lower Secondary	28,023	34,630	42,906	39,573	31,380
NFE	5,901	5,881	5,863	1,030	1,029
Teacher Training	5,558	7,582	8,199	8,867	9,212
Sub-total EFA	107,206	115,403	125,202	117,558	108,528
Upper Secondary	22,558	19,917	18,883	20,335	25,026
Technical & Vocational Training	5,187	6,343	6,121	5,640	4,873
Higher Education	14,544	41,076	43,005	45,025	47,140
TOTAL INVESTMENT EXPENDITURE	151,576	184,820	195,291	190,639	187,647
TOTAL SECTOR EXPENDITURE (million kip)	805,113	969,452	1,121,973	1,274,567	1,444,025
ADMINISTRATION	62,165	73,533	83,018	94,685	104,127
EFA	590,944	688,073	796,521	896,432	1,006,409
NON-EFA	152,004	207,845	242,434	283,450	333,489
TOTAL	805,113	969,452	1,121,973	1,274,567	1,444,025
EFA as % of Sector Expenditure	73.40%	70.98%	70.99%	70.33%	69.69%
SECTOR FINANCING & FINANCING GAP					
GDP (Billion Kip)	25,925	27,740	29,681	31,759	33,982
GDP per capita (Thousand Kip)	4,300	4,498	4,701	4,916	5,147
Public Revenue and Expenditure (billion kip)					
Total Revenue, including grants	4,241	4,740	5,288	5,889	6,549
Total Expenditure	4,641	5,121	5,645	6,218	6,844
Sector Gap					
Projected Revenue for Education (Billion Kip)	603	686	779	883	999
Projected sector expenditure	805	969	1,122	1,275	1,444
Projected sector gap	-202	-284	-343	-392	-445
Projected Education Expenditure as a share of Total Expenditure	17.35%	18.93%	19.87%	20.50%	21.10%
Projected Education Expenditure as a share of GDP	3.11%	3.49%	3.78%	4.01%	4.25%

Based on MOE scenario, sector annual resources should quickly increase as indicated in Table 24.

CHAPTER 5

Strategy for EFA Plan Implementation



Section 1 – Capacity-Building for Provincial and District Education Planning

EFA must eventually be planned and implemented at the provincial level, and should incorporate district plans with specific targets and activities. However, provinces lack the guidelines, information and skills required to produce a relevant situation analysis; set provincial development targets in accordance with national EFA targets and specific district targets; design activities aimed at achieving provincial and district targets; produce provincial education plans and allocate resources accordingly; and finally, monitor the implementation of plans and revise them as necessary.

In order to design and implement provincial EFA plans, various steps must, therefore, be taken:

- Carrying out an education situation analysis in the 18 provinces
- Based on the structure of the national model (EFAMOD), designing provincial projection models in order to set provincial targets for the two five-year periods/plans during which the EFA NPA will be implemented (targets should only be preliminary for the second five-year period); such targets should be consistent with national EFA targets, and a consensus should be reached in each province between the provincial governor and PES team
- Designing and testing a pilot EFA provincial development plan
- Producing guidelines for EFA planning at the provincial level
- Training provincial and district teams in educational planning and school mapping
- Designing the EFA provincial plans of all 18 provinces of the country with the assistance of MOE staff and trainers in educational planning
- Monitoring provincial education development and revising provincial plans
- Revising the guidelines for EFA planning at the provincial level

BOX 1: SCOPE OF THE SITUATION ANALYSIS

The situation analysis should be done for each district belonging to the province and encompass the whole province. For all levels and types of education under EFA, it should include:

- The assessment of access and participation, by level and type of education (ECCD, primary, lower secondary, NFE), by sex and ethnic group (to the extent possible)
- The assessment of internal efficiency, achievement and transition rates from pre-school to primary, and from primary to lower secondary, by sex and ethnic group
- A map of schools with characteristics of premises (condition and rehabilitation needs, materials) and equipment, specifying the location of incomplete schools and villages without school, as well as access to school; the provincial map should indicate the school age population of all villages, including those which are partly served and not served; for each school, the school map database should specify the teaching staff (trained-untrained; qualified-unqualified), average PTR and class size, number and enrollments of multi-grade classes, and teaching materials/textbooks available.

The analysis of expenditure, recurrent and investment, by economic category, level of education and funding source

Each step can be further analyzed as follows:

1.1 Carrying out an education situation analysis in the 18 provinces

- Piloting one provincial education situation analysis, training the trainers and producing guidelines for situation analysis (see Box 1)
- Carrying out education situation analyses in the 18 provinces with PES staff being trained on the job by the trainers

- Collecting information to be used when designing provincial simulation models

1.2 Designing provincial simulation models (PSM) and setting provincial targets

- Designing one pilot PSM
- Designing the 18 PSM and scenarios, based on preliminary provincial targets, with PES staff being trained on the job by the trainers
- Checking the consistency of provincial scenarios and targets with the national EFA scenario and targets, and agreeing on provincial scenarios and preliminary targets (national workshop)

1.3 Designing a pilot EFA provincial development plan (PDP), writing PDP guidelines and training trainers

- Selecting a pilot province comprised of the poorest and poor districts; designing a pilot PDP, taking into account provincial EFA targets, as well as NGPES district targets
- Writing guidelines for the design of PDPs
- Training trainers

1.4 Training provincial and district teams in educational planning, and developing all 18 PDPs

- Training PES and DEB heads, PES and DEB planning units, and other staff participating in the design of EFA PDPs
- Designing all 18 EFA provincial development plans

1.5 Monitoring provincial education development and revising provincial EFA targets and PDPs

- Annual assessing of indicators (see Section 2 below) and comparing with targets
- Analyzing the causes for under-achievement of targets
- Designing remedial measures

1.6 Revising the guidelines for EFA planning at the provincial level

- Assessing the first set of PDPs and revising the guidelines

BOX 2: SCOPE OF THE EFA PROVINCIAL PLAN

The provincial plan should aim to achieve EFA in the province and incorporate all EFA objectives/actions which are relevant for the province, as well as NGPES district objectives and actions, if additional to EFA. Based on national targets, provincial targets should be set.

ECCD

- Build new pre-schools and improve existing ones
- Mobilize communities in favor of ECCD and pre-school education, and promote the development of pre-school community centres

Primary education

- Based on the provincial and district school maps, develop the school network to provide all children of admission age with access to a complete multi-grade or single-grade primary school
- Recruit and deploy primary teachers according to needs as determined by the annual school mapping programme
- Promote demand from girls, ethnic groups and the poorest families
- Improve access of children with special needs in normal schools

Lower Secondary Education

- Based on the provincial and district school maps, develop the LSE School Network in order to increase the enrollments of ethnic group children, girls and children from rural and remote areas; selectively respond to demand from Grade 5 graduates, according to the provincial target
- Recruit and deploy LSE teachers according to needs as determined by the annual school mapping programme
- Reduce dropout rates in LSE schools, especially in rural and remote areas
- Design schemes to promote retention in LSE - especially of girls, ethnic groups and the poorest children - based on measures like: recruiting ethnic group teachers, especially women; supplemental food programmes; subsidies for girls' dormitories and for other young children living far from the school; adjusting the annual school calendar to the rhythm of rural activities; etc.
- Design and implement in each PES measures aimed at promoting retention (according to PES studies)
- Increase enrollments of disabled children
- In each province, select and equip one lower secondary school to include children with light disabilities; promotion campaigns should be carried out to convince parents of children with light disabilities to apply for seats in the school

Youth and Adult Literacy

- Organize promotion campaigns to motivate children - especially ethnic group girls, youth and adults - to participate in NFE literacy and vocational skills training programmes
- Construct/rehabilitate and equip CLCs according to an expansion plan

Skills Development

- Plan and implement skills development training courses for youth, especially school dropouts and women/girls from ethnic groups, to acquire skills for income-generating activities

Quality and Relevance

Effective Deployment of Trained Teachers

- Deploy teachers based upon subject teaching needs and teachers' specialization; give priority to schools in remote and ethnic group areas, as well as to incomplete rural schools

Improved Quality of In-Service Training

- Train unqualified primary school teachers (EQIP II) through TUP
- Train teachers (EQIP II)

Provision of Learning Materials and Adaptation to Local Conditions

- Build capacity of school cluster teachers and DEB supervisors in local curriculum development; establish local curriculum development units in DEB

Improved Management and Supervision of Schools

- Train primary school heads and lower secondary school heads in school management
- Train teachers, school heads and community members to develop school and community plans to increase quality and improve participation - especially by girls and ethnic group students
- Establish school cluster resource centres

Education Administration and Management

Improve Budget and Financial Management

- Train PES and DEB staff in budgeting and financial management, including accounting and reporting
- Produce revised budgets for PES and DEB, in line with MTEF and PDP

Improve School Construction and Procurement

- Build PES and DEB capacity in bidding management; construction management; data collection and school mapping; use of school models; supervision and monitoring

Section 2 – Need to Improve Information and Decision Support Systems

2.1 EMIS

EMIS cuts across all activities aimed at planning, implementing, monitoring and evaluating the NPA at national, provincial, district and school levels. Adapting the EMIS to produce the information needed at each stage of the overall process and collecting the information requested for EFA is, therefore, a crucial and urgent pre-requisite.

All externally funded projects include components or activities for improving the EMIS, especially the EDP2, BEGP, TTEST, EQUIP II, PESL and the EC project. With the exception of EDP2, all projects aim at improving EMIS in the area (provinces/districts) covered by the project. Hence, consistency and coordination between those projects is extremely important.

As one key activity of donor coordination and the Sector Wide Approach (SWAP), it is suggested that MOE design a comprehensive plan for improving the EMIS, in close cooperation with funding agencies, based on already programmed and funded project components and needs for EFA NPA.

2.2 Indicators (Monitoring and Evaluation)

A list of EFA **national- and provincial-level** indicators is already available, and projected values of all indicators are computed within EFAMOD. Such indicators include:

ECCD

- ECCD enrollment rate, 3-5 years old, by sex

Primary

- New primary admissions with ECCD experience, by sex
- Apparent admission rate, by sex
- Net admission rate, by sex
- Gross enrollment rate, by sex
- Net enrollment rate, by sex
- Repetition rates, by grade and sex
- Dropout rates, by grade and sex
- Survival rate to Grade 5, by sex
- Coefficient of efficiency, by sex
- Completion rate, by sex
- Pupil-teacher ratio
- % of teachers with academic qualification
- % of teachers with training certificate for primary

Lower secondary

- Transition rate to LSE, by sex
- Gross enrollment rate, by sex

- Net enrollment rate, by sex
- Repetition rates, by grade and sex
- Dropout rates, by grade and sex
- Pupil-teacher ratio

NFE:

- Declared literacy rate, 15-59 years old, by sex
- Tested literacy rate, 15-59 years old, by sex

District EFA indicators might include:

ECCD

- ECCD enrollments, 3-5 years old, by sex

Primary

- New admissions in primary with ECCD experience, by sex
- New admissions, by age and sex
- Total enrollments, by sex
- Total enrollments in the official age group, by sex
- Repetition rates, by grade and sex
- Dropout rates, by grade and sex
- Survival rate to Grade 5, by sex
- Coefficient of efficiency, by sex
- Completion rate, by sex
- Pupil-teacher ratio
- % of teachers with academic qualification
- % of teachers with training certificate for primary teaching

Lower secondary

- Transition rate to LSE, by sex
- Total enrollments, by sex
- Total enrollments in the official age group, by sex
- Repetition rates, by grade and sex
- Dropout rates, by grade and sex
- Pupil-teacher ratio

NFE:

- Number of illiterate adults, 15-59 years old, by sex

2.3 MTEF (National and Provincial)

While EFAMOD is an effective tool for assessing the financial impact of alternative policy decisions and the financial sustainability of strategies to achieve EFA, it is not equivalent to a budget. **Annual resource**

allocations by level of education, purpose, category of expenditure and source of funding must be assessed in order to support MOE demands to MOF and CPI, and to ensure that the Education sector - and especially EFA programmes - are protected. The format of the traditional budget at the central and provincial levels offers little transparency by way of identifying the resources which are or should be allocated to EFA programmes and sub-programmes: there is currently no categorizing of expenditure by level, purpose, nature of expenditure or source of funding.

The Medium-Term Expenditure Framework is a programme budget incorporating all MOE activities, including those relating to EFA. For each programme, sub-programme and activity, MTEF specifies expenditures by category and financing source, and includes output indicators. The MTEF covers various successive years: In Lao PDR's case, it might either cover the 5-year period corresponding to a five-year plan (2005-09 and 2010-14), or a shorter 3-year period while being designed in a rolling format.

Since the NPA should be specified by province, the MTEF should also be produced in the same format at the provincial level. This would ensure that a financial envelope corresponding to the PDP and its funding needs is secured, and that no province would stay without the resources needed to achieve its PDP.

Central and provincial MTEF are useful tools to help and assist decision-makers in resource allocation decisions. They are also useful for dialogue between the MOE and education donors regarding the objectives and territorial targets of new projects, for example.

2.4 Donors Coordination and SWAP

Given the expected size of the financial gap, external funding is a crucial factor in the implementation of EFA NPA in Lao PDR. A high and sustained external contribution for EFA funding is highly dependent, however, on a long-term agreement with donors based on a Sector Wide Approach (SWAP). A SWAP requires the following steps:

- Designing and agreeing with donors on a **Sector Development Strategy (SDS)**, of which EFA should be the most significant component. One obvious and important tool for building the SDS would be EFAMOD, since it is a **sector model** integrated within a macro-economic and fiscal set of projections that allows for periodic revisions and sensitivity analysis (see Policy Analysis in Executive Summary and Policy Analysis, and 1.2 Alternative Policy Options Considered in Section 1, Chapter 4).
- Designing and agreeing with donors on a **MTEF for the education sector**
- Organizing periodic meetings with MOE to assess progress achieved and discuss future funding needs

The Department of Planning and Cooperation (DPC) has started designing a SDS. **It is of utmost importance that the SDS incorporates the EFA NPA as approved by the MOE and the governing Cabinet.** Taking a different approach to EFA and/or selecting alternative targets would amount to sending conflicting signals to the higher authorities and weakening the MOE's contribution.

Section 3: Toward an EFA/NGPES-wide Approach to Planning at the PES and DEB Levels

3.1 Main Characteristics of Provincial and District Planning

- Provincial planning should be considered as an ongoing, constantly improving and deepening process
- Provincial planning should cover all PES districts (poorest, poor and non-poor), and start from DEB situation analyses and proposals in order to prioritize actions by school, village and district, by level of education and by main programme

- Provincial planning should be aligned with provincial budgeting in the short (annual) and medium (five year) term, leading to future preparation of a simplified provincial programme budget and Medium Term Expenditure Framework endorsed by the Governor and provincial Departments of Finance and CPI
- Provincial planning, budget and MTEF should incorporate all activities funded out of national resources, as well as by projects and NGOs
- Provincial planning should incorporate all NGPES activities located in the poorest districts

3.2 EFA and NGPES

While NGPES Strategic Area I of Education Sector Reform suggested for UNDAF prioritization in 2005-2006 mostly deals with the overall education sector, Strategic Area II of Improved Access to Quality Primary Education is a sub-set of the EFA Action Programme. More generally, all specific NGPES objectives, programmes and activities are already included in the EFA NPA. EFA provincial plans of action should - and will - cover all districts, whether they are the poorest, poor or non-poor.

EFA and NGPES are, therefore, complementary approaches, and include the same activities in the poorest districts. Since planning is a provincial responsibility under the Decree of Decentralization, issues of priority in resource allocation for districts of the same province should be assessed and solved at the provincial level, within the specific provincial EFA plan and budget (and MTEF in the medium term).

3.3 Toward a Combined EFA/NGPES-wide Approach to Provincial Planning

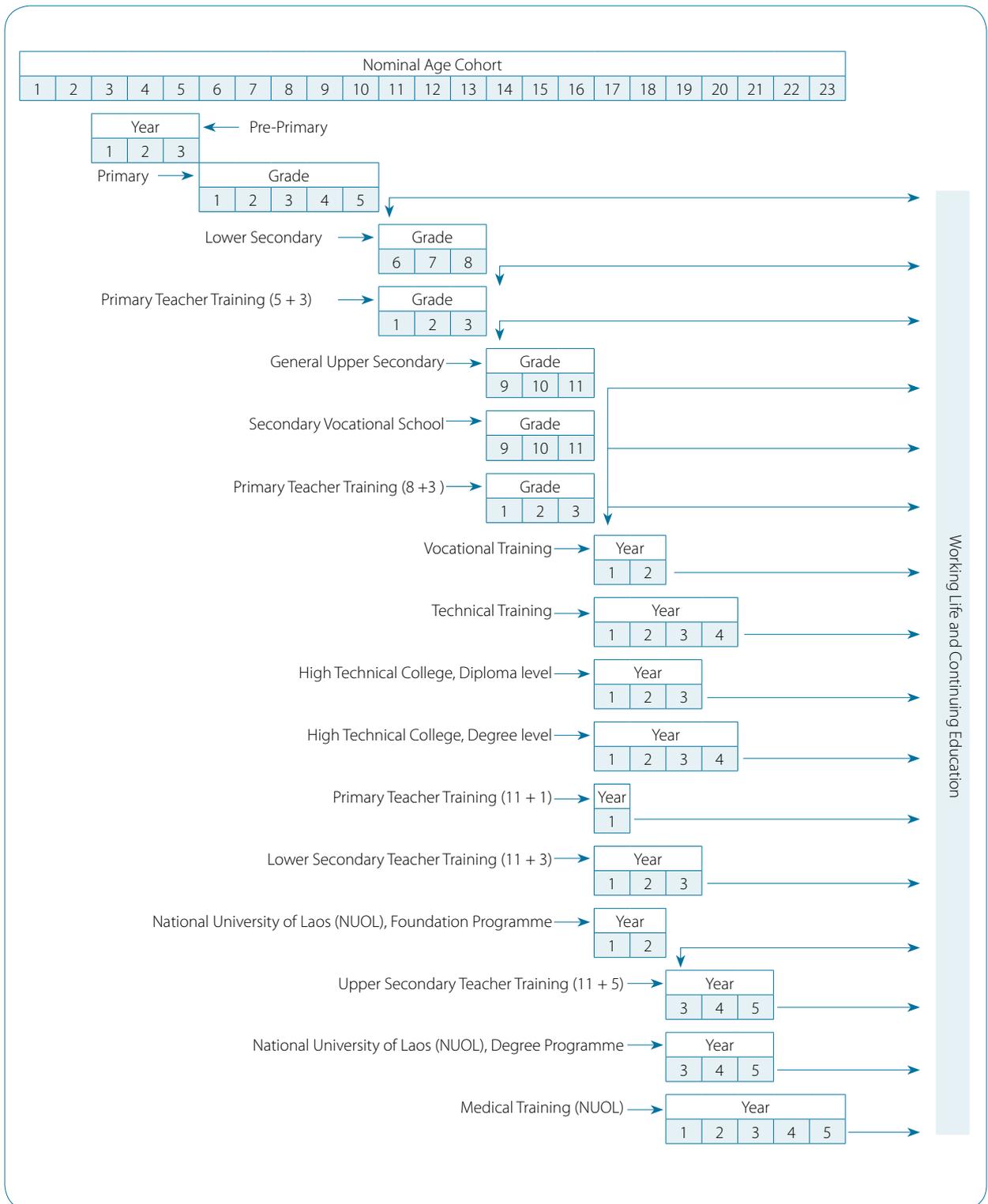
Previous comments suggest the relevance and need for a combined EFA/NGPES-wide approach to planning in PESs and DEBs. Progressively developing such an approach at the PES/DEB level is not only compatible with the complementary, long-term development of a SWAP at the national level, it will also be essentially concrete and action oriented. It may feed into the national SWAP process and help make it more feasible by promoting a pragmatic harmonization of projects and NGO activities at the local level. The two processes should influence and enrich each other.

PES and DEB EFA plans should derive their targets from the EFA NPA. This might be done by designing simplified provincial strategic models linked to EFAMOD. In parallel, conditions for designing provincial MTEF should be explored, the overarching objective being to align planning and budgeting.

APPENDICES



Appendix 1. Structure of the education system



Appendix 2. Technical Working Group for EFA National Plan of Action

1. Mr. Khamhoung Sacklokham, Director-General of Department of General Education, Chairperson, Head of National EFA Commission Secretariat and National EFA Coordinator.
2. Mr. Ouam Sengchandavong, Deputy Director-General of Department of Planning and Cooperation, Vice-Chairman.
3. Mr. Mythong Souvanvixay, Director-General of National Research Institute for Education Sciences, Member.
4. Dr. Phonphet Boupha, Deputy Director-General of Higher, Technical and Vocational Education, Member.
5. Mr. Bounkhong Thoummavong, Deputy Director-General of Department of Non-Formal Education, Member.
6. Mr. Ly Foug, Deputy Director-General of Teacher Training Department, Member.
7. Mr. Thang, Deputy Director-General of Department of Finance, Member.
8. Mrs. Bounmy Ounnarath, Head of Administration, Statistics and Planning Division, Department of General Education, Member.
9. Mr. Somkhanh Didaravong, Head of the Statistics and ICT Division, Department of Planning and Cooperation, Member.
10. Mr. Kadam Vongdeuane, Deputy Head of Administration, Statistics and Planning Division, Department of General Education, Secretary of the National EFA Commission Secretariat.
11. Mr. Ounpheng Khammang, Deputy Head of Administration Division, Department of Non-Formal Education, Member of Secretariat.

In preparing the EFA National Plan of Action the Technical Working Group benefited from the professional support of UNESCO Bangkok. Technical contributions and methodological guidance were provided by Mr. Claude Tibi, UNESCO Consultant, and Mr. Inthasone Phetsiriseng, UNESCO Consultant, under the professional coordination of Ms Dominique Altner, Chief, Education Policy Reform Unit (EPR), with technical backstopping by Mr. Toshiyuki Matsumoto, EPR, UNESCO Bangkok. Financial support was granted by the French Government, Norwegian Government and UNESCO.

Appendix 3. Prime Minister's Decree the Creation of National Education for All Commission



Lao People's Democratic Republic
Peace Independence Democracy Unity Prosperity

Prime Minister's Office

No. 68/PM
Vientiane Capital, 24 March 2005

Prime Minister's Decree **The Creation of National Education for All Commission**

- With reference to the Government of Lao PDR Law No. 02/NP, dated 6 May 2003.
- With reference to the Education Law No. 03/NP, dated 8 April 2000.
- With reference to the Proposal of the Minister of Education No. 151/MOE, dated 16 February 2005.

The Prime Minister issued the Decree

Article 1: Creation of National Education for All Commission composed of:

1. Deputy Prime Minister, Supervisor of Education, Chairperson
2. Minister of Education, Vice Chairperson
3. Vice Minister of Foreign Affairs, Vice Chairperson
4. Vice Chairperson of the Committee for Planning and Investment, Vice Chairperson
5. Vice Minister of Finance, Vice Chairperson
6. Vice President of Lao Front for National Construction, Supervisor of Ethnic Affairs, Member
7. Vice Minister of Education, Supervisor of Basic Education, Member and Supervisor of the Secretariat
8. Vice President of Lao Women's Union, Member
9. Vice Secretary of Lao People's Revolutionary Youth, Member
10. Vice Minister of Labour and Social Welfare, Member
11. Vice Minister of Agriculture and Forestry, Member
12. Vice Minister of Health, Member
13. Director of Planning and Cooperation Department MOE, Member
14. Director of Finance Department MOE, Member
15. Chief of Cabinet MOE, Member
16. Director of Personnel Department, Member
17. Director of Teacher Training Department, Member
18. Director of Vocational and Higher Education Department, Member
19. Director of Private Education Department, Member

20. Director of Non-formal Education Department, Member
21. Director of National Research Institute for Education Science, Member
22. Secretariat of Lao National Commission for UNESCO, Member
23. Director of General Education Department, Member and Secretariat

Article 2: The National Education for All Commission will supervise the concretization and implementation of the Education for All National Plan of Action 2003 - 2015 to achieve the set targets.

Article 3: Ministers, Heads of relevant organizations, concerned agencies and those who have been appointed should acknowledge and mutually implement this decree effectively through their roles and responsibilities.

Article 4: This decree replaced the decree No. 12/PM dated 4/2/1997 and is enforced from the date of the signing.

For the Prime Minister of Lao PDR
Deputy Prime Minister

(Signed and Sealed)

Buasone Bouphavanh

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