Towards synergistic policies on multilingual education in Cambodia: *Interacting with the local, the provincial and the national*

Carol Benson, Teachers College, Columbia University & Kevin M. Wong, New York University
Lessons learned from 2011 and 2015 evaluations of the state of MLE planning and implementation in Cambodia

Results from longitudinal study (Lee, Watt & Frawley 2015) and a small-scale writing assessment (done in May 2016)

Benson & Wong (forthcoming) Effectiveness of policy development and implementation of L1-based multilingual education in Cambodia. *International Journal of Bilingual Education and Bilingualism.*
Policy change trajectories (working theory, Kosonen & Benson forthcoming)
Background

CARE collaboration with MoEYS and the POEs
Partners ICC and UNICEF

- Target: School access, quality, equity for ethnolinguistic minority learners (special attention to girls)
- L1-based multilingual education (MLE) since 2002 using a community schools approach: School Support Committees built schools, chose teachers to be trained in MLE
- Started in Ratanak Kiri, expanded to Mondul Kiri, now MoEyS policy in five northeastern provinces, adding Kratie, Preah Vihear and Steung Treng
- Ongoing partnership MoEYS and NGOs
Methodology

Acknowledgement:
Our thanks to CARE, MoEYS, and the POEs of Ratanak Kiri and Mondul Kiri ... also partners ICC and UNICEF

Benson 2011:
Policy analysis, field visits to all five provinces, interviews with MoEYS, POE, UNICEF, CARE and ICC staff

Wong & Benson 2015:
Policy analysis, field visits and video recordings to three MLE schools in Kreung communities (Ratanak Kiri), interviews with MoEYS, POE and CARE staff

Benson et al 2016:
Policy analysis, field visits to Ratanak Kiri and Mondul Kiri POEs and schools, meta-analysis of longitudinal data, piloting of written language assessment in gr 2-3, interviews with CARE and UNICEF staff
Findings: Communities and schools

Community School Mgmt Committees (now School Support Committees): Leaders who build, maintain, organize and supervise teachers of their own schools in their own languages

- SSCs have:
  - ensured that schools are responsive to community needs
  - reinforced the value of non-dominant languages, as communities have invested in the preservation of their home languages and cultures
Findings: Communities and schools

- **Community teachers**: Individuals chosen by their communities to be trained for MLE
  - Trained in L1, Khmer and MLE methodology; also content areas (equivalence of formal ed)

This system has:
- ensured that teachers know L1 and C1
- helped teachers gain credentials
Findings: Communities and schools

Children are learning!

Results below:
- Longitudinal study (Lee et al 2015)
- Pilot writing assessment
Findings: POE support

- Since 2002 *Highland Children’s Education Project*, CARE and POE have worked together to identify communities, organize SSCs, conduct trainings, visit schools, report to MoEYS...
- By 2007, CARE and POE in Ratanak Kiri opened six community MLE schools in Kreung and Tampuen (with UNICEF support)
- 2007-2009 collaboration with POEs in Mondul Kiri and Stung Treng opened MLE schools in Bunong and Kavet
- 2008 CARE’s *Bending Bamboo* initiative with POE in Ratanak Kiri mainstreamed primary MLE into six state schools, setting a precedent for other provinces.
- In 2011 Kratie introduced MLE in Bunong in state schools.
Findings:
POE support

Number of students enrolled in MLE in Cambodia 2009-2015 (Nowaczyk 2015:17)
Findings: POE support

POE role in expanding MLE:
- Tackle the challenges of implementation
- Provide solutions and trainings to other POEs
- Integrate MLE into state schools (incl. teacher pay)
- Compile portfolios of community teachers for promotion
- Collaborate continually with CARE

Ongoing work:
- Collaborating with SScs on decentralized calendar
- Developing curriculum and teacher training for additional non-dominant languages (add Brao, Kuy and Jarai; working in Kreung, Tampuen, Bunong and Kavet)
Findings: MoEYS support

Increased efforts to expand MLE
- Collaboration with NGO partners CARE, UNICEF, ICC
- Passing of policies to institutionalize MLE
- Organization of in-country exchange visits on MLE
- Criteria for integrating community schools into the state system (school environment, classroom environment and teacher qualifications)
- Building capacity for community teachers to become state teachers

Challenges
- Need for greater technical expertise in MLE among MoEYS officials
- Decentralized calendar presents differences between schools
- More female participation is needed
Findings: MoEYS support

2007 MoEYS Education Law states that Khmer is main language of instruction but authorities can issue sub-decrees where Khmer Lue (Indigenous languages) are spoken. 2013 Prakas (sub-decree) frees “national learners who are Indigenous people” from the Khmer as LOI and designates MoEYS as authority for MLE implementation in choice of schools, curriculum, textbooks, and pedagogies.

2010 Bilingual Education Guidelines for implementation of “bilingual education programs for Indigenous children in [the five] highland provinces.”

2014 Education Strategic Plan 2014-2018: MLE for ECD, and defines those with right to bilingual services as “children from disadvantaged areas, over-aged children, poor families, ethnic minority children, and immigrant children.”

2015 Multilingual Education National Action Plan (MENAP) 2015-2018: blueprint for MLE expansion, states that all ethnolinguistic minority children have the right to high-quality L1-based MLE.
Findings:
Policy support

Multilingual Education National Action Plan (MENAP) 2015-2018:

- Provide access to quality and relevant education
- Build capacity of national and sub-national education officials to manage and monitor MLE implementation
- Scale up MLE provision in the five designated provinces
- Promote demand for quality MLE amongst School Support Committees, parents and local authorities

MLE implementation steps:
- Capacity building for trainers and teachers
- Teaching and learning materials
- Coordination of data for monitoring and evaluation
- Expansion of MLE to new schools and languages
- Provision of sufficient infrastructure and resources
- Conversion of all community schools to state schools
Findings from longitudinal study

Overall reading assessment results by program type and sex, over time
(Krause and Joglekar 2016)

- Non-MLE Classroom – Boys
- Non-MLE Classroom – Girls
- MLE Classroom – Boys
- MLE Classroom – Girls
Findings from longitudinal study

Math scores by program type and sub-group (Krause and Joglekar 2016)

![Bar chart showing math scores by program type and sub-group.](chart.png)
Pilot writing assessment (May 2016): Grade 3

“One night, I dreamed that…”

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<table>
<thead>
<tr>
<th>Class type</th>
<th>N</th>
<th>L1 results: N</th>
<th>Best ex L1 expression</th>
<th>L2 results: N</th>
<th>Best ex L2 expression</th>
</tr>
</thead>
<tbody>
<tr>
<td>MLE</td>
<td>13</td>
<td>Multiple sents: 8 (62%)</td>
<td>“I saw…”</td>
<td>6 (46%)</td>
<td>“…a forest cow run at me and then I climbed a big tree and then I jumped down into the water and I swam away.”</td>
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<tr>
<td></td>
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<td>Long sentence: 3 (23%)</td>
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<td></td>
<td></td>
<td>Short sentence: 1 (8%)</td>
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<td></td>
<td>“…a fish in the water and then I caught it.”</td>
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<tr>
<td></td>
<td></td>
<td>Only copied intro: 1</td>
<td></td>
<td></td>
<td>“…I was riding on the back of an elephant.”</td>
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<tr>
<td>non-MLE</td>
<td>22</td>
<td>Short sentence attempted: 13</td>
<td>[Unsure if they can be translated; we attempted L1 but this class never learned L1 literacy]</td>
<td>22 (100%)</td>
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<tr>
<td></td>
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<td>Only copied intro: 9</td>
<td></td>
<td></td>
<td>“…my uncle Ishan.” [probably deceased]</td>
</tr>
</tbody>
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Pilot writing assessment (May 2016): Grade 2

“One night, I dreamed that…”

<table>
<thead>
<tr>
<th>Class type</th>
<th>N</th>
<th>L1 results: N</th>
<th>Best examples of L1 expression</th>
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</thead>
<tbody>
<tr>
<td>MLE</td>
<td>16</td>
<td>Multiple sents: 2 (13%)</td>
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<tr>
<td></td>
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<td>Long sentence: 6 (38%)</td>
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<td>Only copied intro: 4</td>
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<td></td>
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<td>Copied words: 1</td>
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<td></td>
<td></td>
<td>Unintelligible: 3</td>
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<td>“…a big elephant run at me. When I grow up I will scare elephants.”</td>
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<td>“…something that was stolen from a small house on a farm.”</td>
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<td>“…I rode a motorbike and I rode in a car.”</td>
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<td></td>
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<td>“…someone cut me with a knife.”</td>
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<tr>
<td>MLE</td>
<td>38</td>
<td>Long sentence: 11 (29%)</td>
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<td>Short sentence: 3 (8%)</td>
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<td>Prompt plus one word: 14 (37%)</td>
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<td>Unintelligible: 10</td>
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<td>“…a buffalo walking and looking at a frog.”</td>
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<td>“…an insect eating a leaf.”</td>
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<td>“…a bee sting me.”</td>
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<td>“…money—5000 riel!”</td>
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<td>“…a dog eat rice.”</td>
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<td></td>
<td></td>
<td>“…a frog sitting on a rock.”</td>
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</tbody>
</table>
1. **Diagnosis of literacy development stages:** Stronger L1 literacy needed for effective transfer to L2.

2. **Comparison of MLE vs. non-MLE:** Relatively easy to compare literacy skills in L1 and L2.

3. **Influence on teaching literacy:** More attention needed to self-expression [vs. EGRA focus on reading speed!]
Findings: Synergy

- MoEYS (national)
- POE (provincial)
- Community (local)
- NGO (+research)

Intersections:
- MoEYS (national) with POE (provincial)
- MoEYS (national) with Community (local)
- POE (provincial) with Community (local)
- NGO (+research) with Community (local)


Nowaczyk, Monika. 2015. Advocating for multilingual education in Cambodia. Phnom Penh: CARE.