

CARE CAMBODIA

Evaluation of the state of bilingual education in Cambodia

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Executive summary

In five provinces of northeastern Cambodia—Mondulkiri, Kratie, Ratanakiri, Stung Treng and Preah Vihear—mother tongue-based bilingual education is seen as a key strategy for reaching ethnolinguistic minority groups with much-needed educational services. The purpose of this study is to assess the state of bilingual education implementation in Cambodia and make recommendations toward strengthening the quality, improving the sustainability and further expanding bilingual programs at the preschool and primary levels. This study is meant to contribute to educational planning at the national and provincial levels in 2011 and beyond, and comes at a critical moment of scaling-up of bilingual education.

The study period began with a ten-day preparatory phase, which was followed by a five-week period of in-country travel covering all five provinces. Relevant schools and communities were visited, some of which were quite remote. Data collection methods included report reading/analysis, informational meetings, individual interviews, group discussions, classroom observations, and some photographic and video recording. We were able to talk to speakers of Phnong, Kreung, Kraul, Stieng, Tampuen, Kavet and Kuy, including state and community teachers, local staff, commune councils, mothers' groups, school boards, village leaders and elders, and learners of all ages.

The *Guidelines on Implementation of Education for Indigenous Children in Highland Provinces* (hereafter called the *BE Guidelines*), approved by the Minister of Education in August 2010, outline a set of activities designed to expand bilingual education based on a model developed and piloted by CARE which has gradually been adopted in the region. Essential components of this model are the establishment of community school management committees (CSMCs), the adoption of an alternative school calendar compatible with local farming activities, and the recruitment, training and employment of local language speakers as teachers.

With adoption of the *BE Guidelines*, the Ministry of Education, Youth and Sports (MoEYS) has taken a very important step from relatively small-scale piloting in three provinces to expansion in these and two other provinces with minority populations. Not many countries in the Asia/Pacific region have managed to take this step, which will allow for significantly greater access to quality schooling for learners who do not speak the national language at home, and thus Cambodia serves as a role model for its neighbors.

This report describes the findings of the study and analyses their implications for policy and practice, beginning with an analysis of the *BE Guidelines* themselves. Some information gaps are identified, most notably the needs for:

- A clear definition of bilingual education to guide implementation by POEs, NGOs and other partners
- Clarification that all learners who do not speak Khmer at home can benefit from bilingual programs
- Recommendations for how many schools/communities should be targeted in 2011 and beyond
- Specification of bilingual approaches for early childhood, both preschool and home-based programs

In addition, while the primary bilingual model described in the *Guidelines* has been successfully piloted with the support of CARE, it represents an early transitional approach that could be improved upon to maximize student achievement. The suggestion is not to

change the *Guidelines* but to develop a **bilingual education implementation manual** that goes into more detail regarding the processes and models that can be adopted. The recommended manual should include a clear definition of bilingual education, and should describe an acceptable range of L1-based bilingual interventions for early childhood and primary programs, including the possibility of piloting L1 development and bilingual methodology in upper primary.

To address the lack of a national institution to coordinate linguistic processes, it is recommended that a **Center for Cambodian Languages** be created within existing academic structures in Phnom Penh. Activities could include promoting the development of minority languages, working on orthographies, harmonizing varieties, facilitating agreement among linguistic communities, documenting existing written materials in each language, training linguists from the linguistic communities being studied, and contributing to development of educational materials in relevant languages.

Recommendations directed toward the MoEYS involve **clarifying the reporting dates** for schools operating on the decentralized school calendar, **streamlining the approval system** for languages and learning materials, and **spearheading a media campaign** to raise awareness of bilingual education, particularly in the five targeted provinces. It is suggested that MoEYS **strengthen the sub-group on Inclusive Education** within the Child Friendly Schools Steering Committee, which should be careful to include representatives from Primary Education, Curriculum Development, Early Childhood Education, Teacher Training and Non-Formal Education to promote implementation-related decision-making and communication at MoEYS and the POEs. In addition, a **Bilingual Education Research and Development Unit** is suggested to promote research, monitoring and development of bilingual programs.

Recommendations directed toward the five POEs include participating in province-specific awareness-raising campaigns, promoting widespread capacity building, developing their bilingual education teams further, and determining where bilingual education can most easily and appropriately be initiated. POEs are also encouraged to recruit and train female bilingual community teachers to maximize the participation of girls, and to **promote synergy** by organizing mother tongue-based bilingual programs for early childhood, primary and adult NFE in the same communities. POEs are encouraged to **take a leadership role** in coordinating the work of NGOs and other development partners on bilingual education implementation.

A number of specific recommendations are made on the recruitment and training of community primary teachers, on affirmative action for minority candidates entering state TTCs, on adaptations for state teachers who speak minority languages and on the training and support of bilingual teaching assistants. With acknowledgements for the good work that has already gone into bilingual education implementation, there are suggestions directed toward CARE, ICC, UNICEF and other NGOs and partners. CARE is asked to document its prior work in the form of handbooks and to change its role slightly from an implementer to a builder of capacity that has a coordinating function. Finally, there are some concrete suggestions made concerning bilingual curriculum, methods and materials.

Introduction

In five provinces of northeastern Cambodia—Monduliri, Kratie, Ratanakiri, Stung Treng and Preah Vihear—mother tongue-based bilingual education is seen as a key strategy for reaching ethnolinguistic minority groups with much-needed educational services. The *Guidelines on Implementation of Education for Indigenous Children in Highland Provinces* (hereafter called the *BE Guidelines*), MoEYS document no. 2972, signed into effect by Minister of Education Mr Im Sethy on 26 August 2010, outline a set of activities designed to expand bilingual education based on a model developed and piloted by CARE which has gradually been adopted in the region. Essential components of this model are the establishment of community school management committees (CSMCs), the adoption of an alternative school calendar compatible with local farming activities, and the recruitment, training and employment of local language speakers as teachers.

Although this study was termed an evaluation, the terms of reference (see ToR in Appendix A) called for an assessment of the state of bilingual education in Cambodia which would be the basis for recommendations concerning how to move forward in five provinces. The first part of the consultancy involved the review of a range of relevant documents and reports prior to arrival in Cambodia. This was followed by a five-week period of in-country travel and meetings. All five provincial education offices (POEs) were visited and education staff along with UNICEF and CARE staff accompanied me on visits to relevant schools and communities. Some sites were near main towns, while others were quite remote, allowing me to experience some of the difficulties encountered by residents and by those supporting educational activities in their communities. Data collection methods included report reading/analysis, informational meetings, individual interviews, group discussions, classroom observations, and some photographic and video recording. We were able to talk to speakers of Phnong, Kreung, Kraul, Stieng, Tampuen, Kavet and Kuy, including state and community teachers, local staff, commune councils, mothers' groups, school boards, village leaders and elders, and learners of all ages.

Based on the outcomes of the review, data collection and consultations, the ToR called for recommendations on:

- Improving bilingual programs at preschool and primary levels
- Strengthening the quality of these programs
- Increasing the sustainability of these programs
- How to integrate bilingual education into the CFS Master Plan 2011-2015

A consultative workshop held during the final week of the in-country period allowed me to discuss basic principles and international practices of bilingual education with stakeholders. I was also able to share some of the results and recommendations that would become part of this report and receive valuable feedback from MoEYS and POE staff, as well as other stakeholders including a community teacher and an elder from a Tampuen community. I also gave each of the five POEs a list of possible actions to take in 2011-2012, to assist them in their planning and facilitate their decision-making.

This report describes the findings of the study, analyses their implications and makes recommendations to improve the implementation of bilingual programs, beginning with a discussion of the *Bilingual Education Guidelines* themselves.

1. The state of bilingual education: Impressions and evidence

Bilingual literacy programs have been functioning in Cambodia since the mid-1990s, and primary bilingual education since CARE initiated the HCEP program in 2002. The great strides that have been made since that time are impressive to someone like me, who has worked for many years in a range of multilingual countries to help stakeholders organize schools that use the home language and culture of learners while giving them access to content learning and to a national language. That the Cambodian government has now adopted bilingual schooling as part of the state system, and has committed human and financial resources to its expansion in five key provinces with minority populations, represents a true accomplishment of policy and practice, and one that is being watched with interest internationally, in the Southeast Asia region and beyond.

Most countries in the region have constitutions stating that ethnolinguistic minority people have the right to live, work and receive services in their own languages, but very few of them are actually practicing what is written on paper, even though most have more ethnolinguistic diversity than Cambodia. Like the Cambodian Ministry of Education, Youth and Sports (MoEYS), other education ministries are trying to meet ambitious goals of providing Education for All and meeting the Millennium Development Goals, yet most are still at the piloting stage when it comes to bilingual education. It should come as a source of great pride to everyone who has contributed to this effort that Cambodia is the first in the region to have incorporated primary bilingual education into official practice, with the adoption of the *Bilingual Education Guidelines* in August 2010.

This chapter begins, then, with congratulations to all stakeholders, many of whose contributions are discussed in section 6. CARE in particular has been working hard for many years to find ways to make bilingual education function in Cambodia and to create ownership on the part of communities, their first priority, while incorporating local, provincial and national educators in the process, with sustainability in mind. CARE's close partnership with ICC has been invaluable, as neither bilingual NFE nor primary bilingual education would be possible without the extensive linguistic and materials development work of ICC. Staff at the Ratanakiri Provincial Office of Education (POE) and in key district offices (DOEs) have been pioneers in bilingual education and continue to serve as resources in expansion efforts both within the province and in the other four provinces. The degree to which MoEYS staff currently understand the goals and processes of bilingual education is evidence of raised awareness and experience at the central level, and UNICEF and other partners have facilitated the structural and policy-level dialogue required to bring bilingual education into this new, exciting phase of implementation.

With expanded implementation comes many challenges, since different conditions in the new provinces will demand flexibility and new solutions that have not yet been piloted in Ratanakiri or experienced in Mondulakiri and Stung Treng. Despite the challenges, what we saw in the existing community schools offers strong evidence that solutions have been and will continue to be discovered based on strong practice and community ownership.

This chapter describes some of the impressions and evidence collected during 23 days of field visits to the five provinces of the study, during which we were able to observe and speak with hundreds of community members, teachers, learners, parents, school boards, leaders of villages and communes, and POE, DOE and cluster staff. Transportation was facilitated by

UNICEF, with backup from CARE and the POEs, and I was accompanied by UNICEF staff¹ as well as by staff of MoEYS, the POEs, many DOEs and (in three provinces) CARE. We also met with ICC, VSO and SCN staff. Table 1 provides a summary of the field visits made for this consultancy, and a full list of people consulted can be found in Appendix D.

Table 1: Summary of the field visits

Total	Site or target group of visit	Total by province				
		Rat	Mon	ST	Kra	PV
24	Staff of provincial offices of education (POEs)	6	3	6	3	6
13	Staff of district offices of education (DOEs) and clusters	1	3	2	5	2
11	Community school management committees (CSMCs)	4	2	5	-	-
9	Bilingual community schools	4	2	2	-	-
3	State schools with community bilingual teachers in lower primary	-	-	3	-	-
34	Community teachers observed and/or interviewed	16	6	12	-	-
12	Commune and village leaders and elders in villages that do not yet have bilingual schools	1	3	-	5	3
11	State schools with learners who speak a language other than Khmer at home	1	1	3	3	3
1	State lower secondary school (with minority learners)	1	-	-	-	-
1	Bilingual literacy NFE evening class (Tampuen/Khmer)	1	-	-	-	-
6	Home-based ECE programs (and CARE mother program)	2	3	-	-	1
1	State preschool	-	-	-	-	1
1	Bilingual teacher inservice training supported by CARE (for 141 community teachers)	1	-	-	-	-
2	Provincial teacher training colleges (PTTCs)	-	-	-	1	1

As Table 1 shows, we were able to meet CSMC members, community members and leaders, teachers and learners at a total of 9 bilingual community schools for speakers of Tampuen, Kreung, Phnong and Kavet. We also spoke with community members of three additional linguistic communities that do not yet have primary bilingual education—Stieng, Kraul and Kui—and found there is a great deal of interest.

We were fortunate to visit Ratanakiri in time to observe the final day of a CARE-supported bilingual inservice training for all 141 community teachers, some of whom we visited at their own schools. We gathered the language biographies of two community teachers (one woman and one man) for each of the four languages, and learned that some of them are not just bilingual but multilingual. The results of these biographies are integrated into sections 1 and 7 of this report.

Finally, visits to ECE and NFE programs helped demonstrate the potential for synergy between these and primary bilingual programs in ethnolinguistic minority communities.

This chapter is dedicated to all of the community members and community teachers who have made and will continue to make quality bilingual education possible.

¹ I am grateful for the technical and linguistic assistance provided by Meas Kadul and Nhonh Sophea, as well as for the field support provided by Natalia Mufel, Sain Kimlong and Sroeung Nhean, all UNICEF staff. CARE staff also provided invaluable assistance in the field.

1.1 Community school management committees (CSMCs)

The CARE-supported model of community ownership of bilingual schools is fully adopted in the *BE Guidelines*, which give CSMCs the responsibility to develop and protect the community and school from loss of local language and traditions, and to prevent “irregularities” which would hinder effective functioning of the school. Each CSMC should



consist of five to seven members, including a commune or village chief as chair, an elder as deputy chair, a female representative of the village development committee, and two parents (at least one of whom is a woman). The CSMC chair is tasked with the mobilization of human and financial resources to create and support the school, and with communicating with the DOE; the CSMC deputy chair is tasked with overseeing the school development plan and the school calendar.

As shown in Table 1, we spoke with a total of 9 CSMCs in the three provinces with bilingual schools. These CSMCs have received training, and I understand that there is a training manual available in Khmer for this purpose. In our discussions we learned that the CSMC routinely checks to see that teachers are teaching. A number of committees mentioned that members take turns visiting the school during the week, and virtually all said that they are happy with the community teachers. For example, a Kavet village chief in Stung Treng told us, *“People really like the community teachers. State teachers don’t come to class, and students drop out. There is a big change now.”*



Members of the SCMCs had many interesting things to say about why they are happy with bilingual education for their children:

“Our school isn’t physically comparable to state schools, but the management and teaching are better. People are happy to send their children here, and the children are happier”—Phnong village chief (Mondulkiri)

“The children learn better now that the school is bilingual. If they only use Kreung, they won’t be able to communicate outside this area, but if they only use Khmer, they won’t understand the lessons”—Kreung village chief (Ratanakiri)

“We are very happy to have a school. It is important to build on the local language. It’s a bridge to understanding other languages. It’s not just the language, but reading and writing helps preserve our culture and way of life”—Kavet village chief (Stung Treng)

“People are happy when they see their children learning. Phnong is very important to us and families like that the school is using it. Students in grades 3 and 4 know a lot about Phnong ceremonies and traditions from books like this” [showing us a Phnong book proudly]—Phnong man SCMC member (Mondulkiri)

“They learn in both languages. This way they will know Khmer but they won’t lose Kreung”—elder Kreung woman SCMC member (Ratanakiri)

“This bilingual education is helping. Now our children are in school, not out working. This is a good chance for the new generation. We would like to build another classroom...”—Phnong village chief (Mondulkiri)

1.2 Community schools and classrooms

According to the *BE Guidelines*, the community school should be built in a safe place in a village with at least 30 families, at a location that is agreed among the district governor, commune chief and “legal and cultural specialists for indigenous people.” Decision-making involves the POE, the DOE and the community, along with development partners that help the POE mobilize financial resources. The CSMC plays an important role in mobilizing human resources to build and maintain the school.



As shown in Table 1, we

were able to visit a total of 9 community schools: 2 in Mondulkiri, 4 in Ratanakiri and 2 in Stung Treng. In the latter province we were able to see villagers in action constructing an additional building, as well as to visit an incomplete but functioning community school. In all three provinces, CSMC members discussed with us their plans to expand or improve facilities.



The community bilingual school classrooms we visited were full of teacher-made alphabet charts and other learning materials, as well as drawings and work done by bilingual learners. Even the unfinished school in Stung Treng had posters and bilingual labels on any wall or post that faced where learners sat. Classrooms for grades 1 through 3 were especially decorative and provided a print-rich environment for both the mother tongue and Khmer. In many cases, the school motto was exhibited in both L1 and L2.



In contrast, none of the state schools we visited exposed learners to this range of print, except for the three state schools we visited in Stung Treng where bilingual community teachers have begun working in grade 1 classrooms.

1.3 Community teachers and learners

According to the *BE Guidelines*, community school teachers should be recruited locally or from a nearby village; they should be between 18 and 60 years old and possess the general knowledge, language skills (L1 and L2) and commitment to teach local children. They are offered a six-month preservice training including bilingual teaching methodologies and then regular inservice training once they begin teaching. The trainings include equivalency courses for those who do not have a grade 9 education when they begin teaching.



We were able to observe 141 bilingual teachers participating in an inservice training in Ratanakiri, including speakers of Tampuan, Kreung, Phnong and Kavet. During that day we interviewed one female community teacher and one male from each linguistic group, gathering their language biographies. Except for the Phnong speakers, who are bilingual Phnong-Khmer, all of the others spoke three or four languages, of which Lao was common.



We met a total of 34 bilingual teachers at their own schools, where we were able to observe them teaching and/or interview them about their work. This included 6 (3 of whom were women) in Mondulakiri, 16 (4 of whom were women) in Ratanakiri, and 12 (1 of whom was a woman) in Stung Treng. This report strongly recommends that more women be recruited as community teachers due to their stability in the community and their positive effect as role models.

Although we were not able to do any systematic observations or assessment of learners, we did see well adjusted, happy children working on task, sometimes in groups. We observed lessons in a range of subjects including mother tongue reading and writing, Khmer language, mathematics and social studies. We asked a number of individual children, both boys and girls, to read to us or demonstrate their language skills. Many of them read with fluency and understanding, and when there were small difficulties they sought help from each other, from the teacher, and from sounding out the words. There was a great deal of friendly interaction between teachers and students, and at least twice we heard students question their teachers about something that needed to be corrected on the board—evidence that bilingual students can think and express themselves comfortably. We even saw some young learners who had fun by drawing faces around their letters and numbers.





Overall, we saw community teachers interacting professionally and in a friendly way with young learners, and we saw children who could communicate with each other and with their teachers in ways that promoted learning.

1.4 The potential of ECE

The *BE Guidelines* call for the organization of state or community preschools for children who speak local languages to “allow them to gradually become familiar with” Khmer.



Communities are also encouraged to organize home-based ECE programs, but no details are given. These instructions are ambiguous, and as we discovered, the roles of mother tongue and Khmer L2 are also ambiguous for many of those involved in ECE programs.

For example, one of the first “core mothers”

we met running a home-based (HB) program in Mondulkiri seemed to think that part of her task was to teach Khmer literacy to the other mothers. Fortunately, the mothers reported learning about keeping children clean and other lessons that are a part of the HB curriculum, so their leader was working with them in Phnong; however, the activities calendar she had was in Khmer. We did see Phnong activities calendars in other communities where the HB program seemed to be working better, so L1 materials would be recommended for all, even if core mothers are not literate in their mother tongues. Training in their mother tongues would also be strongly recommended.



Mothers at a CARE-supported Early Childhood and Life Skills Center in Ratanakiri were well aware of the benefits of developing play skills and Kreung language in preparation for grade 1. In stark contrast, a state preschool we visited in Preah Vihear had a trained teacher who did not speak the local language; her original class had 30 children, but there were only 5 in attendance the day we visited. There is a clear need for bilingual policy, materials and teachers in ECE, to realize the full potential of early child development programs.



2. Policy support for bilingual education

2.1 Existing official support for bilingual education

The 1993 Constitution accords the same rights to all citizens irrespective of their ethnic or racial background (ADB 2001; CARE October 2010). However, it fails to mention minority languages (Kosonen 2009) or their use to obtain public services like education or health. Cambodia is signatory to the International Convention on the Rights of the Child, which protects the rights of minority children, which would cover all non-Khmer speakers whether or not they are indigenous.

According to Article 24 of the Law on Education (MoEYS March 2007), the Khmer language is the official language of teaching and learning as well as a subject of study in the national curriculum. However, the same Article adds that for learners of minority origin, i.e. of those 24 minority groups officially recognized as indigenous to Cambodia, the language of instruction shall be decided by education officials. This appears to exclude non-indigenous ethnic minorities like Vietnamese, Lao, Chinese and Cham (see CARE October 2010, pp1-2).

The Education Strategic Plan (ESP) for 2009 to 2013 (MoEYS 20 September 2010) makes frequent mention of bilingual education for early childhood and primary levels, citing the *BE Guidelines* developed in 2010 as well as the Child Friendly Schools framework. Three priorities—ensuring equitable access to education, improving quality and efficiency, and institutional capacity for decentralization—are defined to ensure that all Cambodian children and youth have equal opportunities to access basic education “regardless of social status, geography, ethnicity, religion, language, gender and physical form” (p7; see also p17). With the engagement of communities, access to early childhood programs and primary schools and teachers will be expanded, attending to disabled and minority learners, learners from disadvantaged areas and girls (p18).

To address teacher provision in remote and disadvantaged areas, the ESP says that the number of incoming trainees at the teacher training colleges (TTCs) and the National Institute of Education should “favorably respond to the growing demand...by recruiting, training and placing appropriate ethnic minority people” (p59). Two relevant numerical goals (p60) are:

- 5,000 new TTC trainees per year of which at least 40% will be from rural, remote and disadvantaged areas... and ethnic minority backgrounds
- 1,500 new trainees from disadvantaged areas will be recruited annually and assigned to work in their indigenous areas after completing their education

However, it is not clear how this number of minority teacher trainees will be able to qualify for teacher training programs, nor how they will be trained (though there is reference to promoting multi-grade teaching methods for disadvantaged areas on p59). The ESP also fails to mention language proficiency as a criterion.

Regarding ECE, “pilot programs on inclusive and bilingual education” are planned for implementation in 2012 (pp23, 112) to ensure entry of all age 6 learners including minorities into school (p113). Regarding youth, scholarships are planned for students in lower secondary (grades 7 to 9) from poor and disadvantaged groups including girls (minimum of 60% of recipients) and those from minority groups (p33). Finally, regarding non-formal education (NFE), options will be reviewed to facilitate “government/development partner/NGO/community partnerships and bilingual programs for minority groups” (p36).

At the end of the ESP there are two references to guidelines that the Primary Education Department is to develop by 2011: “guidelines of strengthening CFS, accelerated learning programs and bilingual education” (p119) and “guidelines on the implementation of bilingual education, inclusive education, accelerated learning programs, *use of community teachers* and uses of monitoring lists at schools or educational institutions” (p121). It appears that the *BE Guidelines* approved in 2010 have already met this goal, but that an accompanying implementation plan should be developed, in which case the use of community teachers and all other details may be described in more detail (see Appendix E for activities recommended in this report).

2.2 Bilingual education within the Child Friendly Schools framework

Bilingual education implementation is already well integrated into the ESP, and the Bilingual Education Guidelines provide official and more specific support for action (see next section). Another request of this study was to discuss how to integrate bilingual education into the Child Friendly Schools (CFS) Master Plan 2011-2015. Interestingly, CFS is already well integrated into the planning and thinking of MoEYS, and people in two provinces mentioned to us that bilingual education fit very well into the CFS framework.

Due to delays in the timing of this consultancy, the MoEYS has already integrated bilingual education into dimensions 1, 2 and 5 of the Master Plan 2011-2015. I agree that bilingual education is completely consistent with the intent of all three dimensions: the first calls for access to schooling for children who may be excluded from education because of poverty, ethnicity or gender—and language could be added. The second calls for quality learning, including child-centered learning, which can only happen if the child understands the language of instruction. Finally, the fifth calls for community and family involvement in the school, which is a central feature of bilingual community schooling.

For future reference, it should be noted that bilingual education could be integrated into the three remaining dimensions. The third dimension calls for schools that are safe for and protective of learners, and it could be argued that teachers who share the language and culture of their students are more likely to be in a position to protect and defend them; there is also evidence that bilingual teachers rely much less on corporal punishment because they can communicate well with learners and their families. The fourth calls for education that is gender responsive, and it has been shown that mother tongue-based bilingual education has especially positive effects for girls and women (see Benson 2005). Finally, the sixth dimension calls for effectively resourced schools that continuously develop teachers, which is also a feature of bilingual community schooling, and that engage the community in school planning, which is done through the Community School Management Committees (CSMCs).

2.3 Analysis of the *Bilingual Education Guidelines*

The *Guidelines on Implementation of Education for Indigenous Children in Highland Provinces*, which were officially signed by Minister of Education Mr Im Sathy on 26 August 2010, call for the expansion of bilingual education, i.e. education using both the home language and Khmer, the national language. Directors of the Provincial Education Offices (POEs) in Kratie, Mondulkiri, Preah Vihear, Ratanakiri and Stung Treng are called upon to disseminate the guidelines to relevant stakeholders. The *Guidelines* outline the establishment of community school management committees (CSMCs), the choice of sites for new school

construction as needed, the organization of preschools and primary schools using a bilingual approach, the adoption of a “decentralized” school calendar compatible with local farming seasons, the selection of students, the recruitment, training, placement and payment of bilingual teachers, and how programs will be monitored. The Guidelines do not indicate how many schools or communities should be added in 2011, but this is up for consideration by each POE and should be reflected in an overall action plan as well as provincial plans (see Appendix E for recommended activities). Expansion clearly begins in 2011, and indeed has already begun either in January or since the consultative workshop on 24 February 2011.

The aim of bilingual education, according to the *Guidelines*, is to ensure equitable access to education for indigenous children. There is no explicit definition of bilingual education, but a three-year (early-exit) transitional model is prescribed, where the home language or mother tongue (L1) of the learners is used for 80% of grade 1, 60% of grade 2 and 30% of grade 3, while Khmer, the national language, is introduced in increasing percentages. Beginning in grade 4, instruction is 100% in Khmer. The intention is clearly to implement the model that is already in use in Monduliri, Ratanakiri and Stung Treng. However, a stronger model would be recommended, as discussed in the next section.

The community school management committees (CSMCs), which also follow the model developed through CARE support, are comprised of 5 to 7 members, including local leaders and at least two women. These CSMCs have many responsibilities, including identification of students and teachers, design of a school development plan, and monitoring of teaching and learning activities. It is not clear from the *Guidelines* how the CSMCs are to be supported technically or financially, but they are asked to cooperate closely with their District Offices of Education (DOEs).

Regarding ECE, the *Guidelines* call for organization of a state or community preschool should be organized to allow indigenous children to gradually “become familiar” with the national language. Alternatively, the community can organize a home-based ECE program, but no details are given. It is not made clear how the L1 or L2 should be used at this level.

Regarding primary education, the *Guidelines* describe three types of schools: Community bilingual schools in indigenous villages that do not yet have schools; temporary community bilingual schools on state school compounds; and state schools providing full bilingual education if the percentage of minority learners is over 30%, or bilingual teaching assistants (TAs) if the percentage is under 30%. In the latter case, there is no description of how bilingual TAs will be selected or trained, nor are there details provided about how state school teachers will be converted into (or replaced by) bilingual teachers.

2.4 Discussion and implications

Overall, the official support for bilingual education provided by the *Guidelines* is consistent with Constitutional and educational statements regarding equity in access to basic educational services and the rights-based goals of education for all, including speakers of indigenous minority languages. In addition, the *Guidelines* spell out important details of implementation, thus going beyond the ESP to help POEs and DOEs move forward in five provinces.

With adoption of the *Guidelines*, the MoEYS has taken a very important step, from relatively small-scale piloting and implementation of bilingual programs in three provinces to expansion in these provinces as well as in two others with significant minority populations.

The MoEYS and its development partners should be congratulated, because there are not many countries in the region that have been able to take this step, which will allow for significantly greater access to quality schooling for learners who do not speak the national language at home. Cambodia thus serves as a role model for its neighbors in implementing bilingual programs (Kosonen 2009).

With expansion comes the need for flexibility in models and processes, since there are more diverse contexts for implementation. While past experience in Ratanakiri and the other two provinces is invaluable, use of the term “replication” is not appropriate, because different contexts will require different responses. Some flexibility is already recognized in the *Guidelines*, particularly in the description of different types of schools. However, to maximize the potential of the Guidelines, there are a few remaining questions to be answered:

What is bilingual education? Specialists define bilingual education as the intentional and systematic use of at least two languages for literacy and learning, i.e. as mediums of instruction (García et al. 2006). Programs designed to improve learning outcomes for minority learners are known internationally as mother tongue-based bilingual (or multilingual) education to clarify that the home language (L1) is the basis for literacy and learning while a second or foreign language (L2) is taught systematically. Specialists are in agreement that the best models of mother tongue-based bilingual education are *additive*, i.e. aim for strong literacy skills in the L1 on which to build L2 proficiency, based on L1-L2 *transfer*, i.e. the ability to apply skills and competencies learned in the L1 to literacy and learning in the L2 (Cummins 2009). Thus the aim of a good bilingual program is not simply proficiency in the L2; the best results will come from a bilingual program that aims for bilingualism (ability to speak and understand two or more languages), biliteracy (ability to read and write two or more languages) and interculturalism (understanding and appreciation of two or more cultural systems). Meanwhile, bilingual learners gain access to maths, sciences and other curricular content in a language they understand well, so that even in the case of early dropout, they may leave school with some basic knowledge needed for life.

International research and experience in bilingual education demonstrate that learners with a strong foundation of literacy and learning in the mother tongue—where the L1 is developed at least through the end of primary schooling—have the best chance of successful learning beyond primary school. A large-scale longitudinal study done in North America by Thomas and Collier (2002), which has been confirmed by a number of studies in low-income countries (Heugh 2006), demonstrated that early-exit transitional bilingual education has a positive effect in early primary that is not always sustained at higher levels, whereas greater development of language and learning in the L1 has a positive effect that gains strength throughout secondary education. Put another way, **maintaining and developing the L1 throughout primary schooling will help children learn well, reach higher levels of achievement and stay in school.**

There have been various educational responses to linguistic diversity in Cambodia, some of which have been called bilingual education but do not correspond to the above definition. As the above definition demonstrates, the model described in the *Guidelines* should be strengthened to promote additive bilingualism and optimize learning outcomes. Clarifying the definition could help all development partners provide technical support to the POEs in implementing the *Guidelines*. It could also help with implementation of L1-based bilingual preschool and home-based programs, since the *Guidelines* provide no models for

implementing bilingual ECE. (See Appendix D for a model that would be consistent with the research literature.)

Who needs bilingual education? The classification of some minorities as indigenous, and thus able to gain access to bilingual schooling, is problematic because there are other minority groups in Cambodia with home languages other than Khmer that would also benefit from mother tongue-based bilingual education. It would thus be recommended that MoEYS and its partners develop a policy that clarifies that **all learners who do not speak Khmer at home should have access to mother tongue-based bilingual education**. Indeed, some of these five provinces are challenged to provide equitable education to speakers of languages like Lao, and other provinces in Cambodia have similar issues with languages like Cham (KAPE August 2007).

How can the teacher training system be adapted? The *Guidelines* describe very well the CARE-supported alternative to the state teacher training system, i.e. community recruitment and special training of minority language speakers. However, there is no mention of how these community teachers can gain recognition for their special training and experience, nor how they could eventually become fully qualified teachers. The *Guidelines* are silent regarding the encouragement of minority teachers to enter the state teacher training system; the ESP targets minority language speakers for training but does not specify any plan of affirmative action which would permit candidates from non-Khmer backgrounds to enter the TTCs, and we know that most lack the required grade 9 education. For minority trainees at the TTCs, and for qualified teachers who speak minority languages, there is a need to develop special training programs, as described in section 7 below.

2.5 Recommendations

Because the *Guidelines* represent such an important accomplishment in MoEYS ownership of bilingual education and willingness to expand bilingual education to minority language speakers in five provinces, so much work went into developing them, and such good understandings have been generated, it is not recommended that the *Guidelines* be changed. However, to maximize the potential of the *Guidelines* to enable high quality bilingual education implementation, I recommend that a **bilingual education implementation manual** be developed that goes into more detail regarding the processes and models that can be adopted. Such a manual should include the following:

- Clear definition of bilingual education, with some theoretical background
- Statement of the goals of bilingual education and how they will be assessed
- Testimonies and justifications that can be used for advocacy
- Description of an acceptable range of L1-based bilingual interventions for early childhood programs
- Description of an acceptable range of L1-based bilingual interventions for primary school, including the possibility of piloting L1 development and bilingual methodology in upper primary
- Description of an acceptable range of teacher recruitment and training processes, whether or not they require MoEYS approval and how they are to be developed
- Which NGOs and partners can be relied on for which types of technical and financial support

In Appendix D are some models that could improve the quality of bilingual ECE, primary, and adult literacy programs.

3. Minority languages and the state of linguistic development

3.1 Languages in Cambodia

Khmer speakers make up between 90 and 95 percent of the population of Cambodia (Kosonen 2005; Lewis 2009; CARE October 2010). An estimated 22 to 25 additional languages are spoken, the largest of which are Vietnamese, Mandarin and Cham. The following table is adapted from Lewis (2009; see also Kosonen 2009):

Table 2: Languages of Cambodia

<i>Language group</i>	<i>Population</i>	<i>Province(s)</i>
Khmer, Central	12 300 000	(All)
Vietnamese	393 000	Ratanakiri, Mondulhiri
Mandarin	350 000	(All)
Cham, Western	290 000	Kampong Cham, Preah Vihear
Kuy	37 700	Preah Vihear, Stung Treng, Kratie, Siem Reap, Kampong Thom
Tampuen	31 100	Ratanakiri
Jarai	20 200	Ratanakiri
Bunong/Phnong (Mnong)²	20 000 (or 30 000) ³	Mondulhiri
Kreung/Kru	18 400	Stung Treng, Ratanakiri
Lao	17 000	Preah Vihear, Stung Treng, Ratanakiri
Brao	7 970	Ratanakiri
Stieng/Bulo	6 060	Kratie, Mondulhiri
Chong	5 000	Pursat
Somray	4 000	Pursat
Kaco'/Kachok	3 370	Ratanakiri
Kavet	2 380	Ratanakiri, Stung Treng
Kraul	1 960	Kratie
Pear	1 670	Preah Vihear
Lamam, Suoy, Samre and Sa'och are languages estimated to have less than 1 000 speakers		

(Adapted from Lewis 2009)

Unfortunately the scope of this study does not permit an analysis of the state of development of Cambodia's minority languages, and indeed, the lack of a central Cambodian institution charged with overseeing linguistic processes makes it difficult to access such information. Linguistic development processes include orthography development, harmonization of varieties, facilitating agreement among linguistic communities, developing reference materials like dictionaries, grammars and descriptive studies, and determining how written language will be utilized in signage, public information, religion and other domains of Cambodian life. International Cooperation Cambodia (ICC) has clearly been instrumental in contributing to some of these processes in some of the above languages, but there is no central mechanism for planning for linguistic development in Cambodia.

² While people themselves prefer the name Bunong, the MoEYS recommends that the language be written in English as Phnong, so for consistency I will use Phnong in this report; however, MoEYS should be encouraged to consider the desires of group members when making such decisions.

³ Phnong speakers are currently estimated at closer to 30 000 (per communication with Mariam Smith, ICC in Mondulhiri), but it is noted that all of these figures are estimates, which vary depending on their source.

3.2 Stakeholder activities in linguistic development

ICC's work in language development has been crucial both to NFE programs in adult bilingual literacy (some supported by UNESCO) and to CARE-supported bilingual primary education. Under current procedures for language development, which cover only indigenous minority languages, the only writing systems that can be approved must use the Khmer script. In Cambodia many believe that this facilitates transfer from L1 literacy to reading and writing in the national language. Once the writing systems have been approved, both ICC and CARE have developed learning materials in local languages, with ICC focusing on basic literacy materials and bilingual adult NFE, and CARE focusing on primary bilingual education based on the national curriculum with approved adaptations for bilingualism. ICC has also supported translation of primary bilingual materials developed by CARE with MoEYS.

ICC has been the main actor in developing minority languages in Cambodia. There are other institutions working in linguistics but thus far their involvement has been minimal, particularly in the case of developing minority languages for educational purposes. For example, the Linguistics Department at the Royal University of Phnom Penh (RUPP) offers a Master's degree in linguistics, but the focus appears to be on Khmer and French. The Royal Academy of Cambodia (RAC) lists among its purposes the conducting of research activities "on Khmer studies and other fields of study in Cambodia," the training of researchers at the MA and PhD levels, and even cooperating in the "establishment of research institutes at ministries," so there is potential for RAC linguists to take a leadership role in overseeing the development of Cambodian languages. Finally, there are national and international linguists and anthropologists in higher education in Cambodia who have done studies on some minority groups through the Center for Advanced Study (CAS); see for example the publication coordinated by Professor Hean Sokhom (2009). CAS is an independent, non-political Cambodian institution devoted to research, education and public debate on issues affecting the development of the Cambodian society.⁴

The newly created Mondulkiri Resource and Documentation Centre (MRDC) in Sen Monorom aims to collect available linguistic and cultural information, especially on the province. There is a library, database and internet service open to the public, movie screenings, exhibitions on aspects of Bunong/Phnong culture (e.g. storytelling, weaving, traditional medicine etc.), and a room available for meetings, classes or trainings.

3.3 Languages being used in education

Thanks to the linguistic development work of ICC and the approval process developed over the years by CARE and ICC with the MoEYS, as of March 2003 there are officially approved orthographies and materials for five languages: Tampuan, Kreung, Brao, Phnong and Kavet. All five are used in NFE (literacy) programs, and four (all but Brao) are used in primary bilingual education.

The script of a sixth language, Kuy, was submitted for approval in September 2010, along with the 4-month NFE literacy curriculum. The linguistic aspects were reportedly approved

⁴ This information was drawn from the institutional websites: RUPP www.rupp.edu.kh/master/linguistics/vision_goals.php, RAC www.culturalprofiles.net/Cambodia/Units/323.html, and CAS www.cascambodia.org/index.htm

in 2009 by RAC, but approval by MoEYS has not yet been granted for the alphabet chart and booklets. Additional documentation, including a brief demographic survey and a letter from commune leaders regarding the Kuy literacy trial last year, was requested and supplied, but still no decision has been announced. The next step is for the NFE Department to send the RAC orthography approval and curriculum materials to the Curriculum Development Department for their recommendation before everything goes to the MoEYS management team for approval.

A number of informants mentioned the length and difficulty of the approval process in general, and it was suggested that NFE Department staff should be more involved in the piloting process. Of course, official linguistic and educational approval is necessary and desirable, but the MoEYS should do everything in its power to facilitate the process, especially at this time of expansion of bilingual education. There is an urgent need for primary education materials in Kuy for Preah Vihear, for example, and other languages will also be needed.

Regarding the use of Kuy, there was a well-meaning but misinformed attempt in 2003-2004 by Save the Children Norway and MoEYS to transliterate Kuy into the grade 1 textbook for Khmer-speaking teachers. (See also NGO involvement in section 5.) This type of intervention would **not be recommended** for any language in the future, since it does not provide a sound linguistic basis for the writing of a language, nor does it provide the support needed by minority learners.

According to ICC, there are two other languages being developed at present: Jarai and Kachok. For Jarai, a second survey is being carried out and linguists are working on dialectal comprehension and analysis of the phonology. For Kachok a small survey has been carried out, and there is work being done on the phonology. There are no educational materials developed to date.

In collaboration with MoEYS, CARE has developed an impressive set of learning materials for primary bilingual education. For the L1 core curriculum there are 38 titles that CARE developed in Tampuen and Kreung and ICC translated into Phnong and Kavet, for a total of 38×4 languages = 152 titles in the core curriculum. 21 supplementary readers have been produced in Tampuen and Kreung, for a total of $21 \times 2 = 42$ titles, and there are approximately 8 library books that exist in these two languages plus Khmer. CARE has also developed Khmer language materials (21 titles) for the bilingual program, as well as bilingual materials such as Junior Picture Dictionaries. (For further discussion and recommendations see section 8 below on bilingual curriculum, methods and materials.)

ICC has developed an impressive number of titles, copies of which are kept in a central library. The RIDE project of ICC, which works only in Ratanakiri but extends technical help to 20 Kavet/Khmer NFE classes implemented by YWAM in Siem Pang (Stung Treng), has produced an amazing 633 titles to date: 217 in Brao, 192 in Kreung, 120 in Tampuen and 104 in Kavet. The READ project of ICC, functioning in Mondulkiri, has produced over 150 book titles in Phnong. Many of the latter are easy readers, some are traditional Phnong folk tales, and some are for health and life skills (written at approximately grade 3 level). Finally, ICC in Preah Vihear has developed about 40 titles in Kuy, including a primer, stories, human and animal health booklets. For many of the languages there are picture dictionaries, proverbs and riddles, and other materials that motivate newly literate people to read their own languages.

3.4 Discussion and implications

It is important to note that many non-indigenous minority languages already have orthographies, and could be used relatively easily in bilingual education. For example, Jarai has already been developed in Vietnam, and is currently being used in the bilingual pilot project covering preschool to primary grade 5 which is being piloted by the Ministry of Education and Training in Hanoi and supported by UNICEF Hanoi. The Jarai orthography developed in Vietnam could be adapted to the Khmer script for use in Cambodia. (Note that materials could be collected during the exchange/study visit recommended between Cambodia and Vietnam; see section 4.3 below.) Lao is already read and written in Lao PDR and, with adaptations for local varieties and Cambodian orthography, could also be used in bilingual education in Cambodia.⁵

Regarding minority languages that do not yet have approved written forms, there is a need for discussion and planning between MoEYS, the POEs and ICC to determine which should be prioritized for development and how the process can be facilitated. While the work of ICC is very much appreciated, some leadership from the Cambodian government is needed. In Kratie we met with community members and visited state schools with speakers of Stieng and Kraul who were highly interested in bilingual programs, but it was unclear whether ICC or any other organization is preparing these languages for educational use.

At this time there is no central institution in Cambodia that supervises or serves as a clearinghouse for language development activities and/or documentation of materials in minority languages. Such a central institution would be highly useful for training linguists from the linguistic communities at practical and academic levels, both of which are necessary if these languages are to be used in formal education. Review and approval of scripts is a linguistic task, and should be supervised by a central linguistic institution; likewise, this institution could perform the language testing and development of teaching and learning materials. MoEYS can then concentrate on the review and approval of bilingual curriculum, bilingual methods and the content of bilingual teaching and learning materials.

The idea of creating a Center for Cambodian Languages arose out of discussions with CARE and ICC staff; interestingly, something like this was suggested to CARE some years ago (Purdon March 2006) as part of the proposed regional training centre in Ratanakiri. This is still possible, but it might be advisable to build on existing linguistic and academic structures. In discussions with Professor Sylvain Vogel, a scholar of Phnong language and culture, and with linguistics professor Hean Sokhom (with whom I discussed the idea via e-mail), RAC suggested as a potential site, especially since it is already a site of linguistic activity. Participants at the consultative workshop were also positive, but unfortunately we were not able to talk with any representative of the Academy. It was suggested that members of the RAC leadership be contacted to discuss the creation of such a Center, which would require support in terms of human and financial resources.

⁵ Use of the Khmer script for writing other languages is a government decision that has been respected in the linguistic development process. It is useful but not necessary for cross-linguistic transfer to occur, as international research shows that learners can adapt to two or more different writing systems regardless of script (Kenner 2004; see also Mohanty 2006 for India's long experience with different writing systems).

3.5 Recommendations

The first recommendation is for NGOs and development partners to work with linguists and existing academic institutions to create a **Center for Cambodian Languages**. Some of the possible functions of such as center could be:

- Overseeing the development of all languages spoken in Cambodia
- Coordinating orthography development and harmonization of varieties, and facilitating agreement among linguistic communities
- Coordinating the language-related activities of NGOs (particularly ICC and CARE), government ministries (particularly MoEYS, Ministry of Culture, Ministry of Rural Development), and other partners (e.g. UNESCO, the French Embassy)
- Documenting the types of written materials that exist in each language
- Developing reference materials like dictionaries, grammars and descriptive studies
- Communicating with linguistic institutions in and outside Cambodia regarding languages of common interest
- Providing interpretation and translation services in Cambodian languages
- Training linguists from the linguistic communities being studied to participate in linguistic and applied linguistic activities (including community-based language development as well as academic education at the BA, MA and possibly PhD levels)
- Hosting international linguists who want to study and contribute to linguistic development processes in Cambodia
- Collaborating with MoEYS, NGOs and partners on educational uses of Cambodian languages
- Making recommendations to government regarding language planning, e.g. how written language(s) may be utilized in signage, public information, education and other domains of Cambodian life

To initiate a Center for Cambodian Languages, the current academic situation must be investigated and some determination made regarding whether RAC would have the facilities, motivation and capacity to house such a Center. Assuming this is possible, the next step would be funding and hiring a provisional director. What is needed is a committee of stakeholder representatives who could pursue this proposal and find funding for at least the director position. I propose that a **Committee for the Study of Cambodian Languages** be created as soon as possible, with the following possible members:

- Professor Hean Sokhom, CAS
- A leader/linguist from RUPP
- A leader/linguist from RAC
- Professor Sylvain Vogel, who has volunteered to draft a job description for the director, and might be interested in the position himself
- One or more representatives of ICC
- A representative of MoEYS (preferably someone who has been involved in the linguistic approval process)
- One representative each from the ministries of Culture and Rural Development
- Mr Blaise Kilian, UNESCO Culture Unit
- Representatives of development partners who could potentially fund such a center

I also propose that ICC take the lead on forming this committee, helping develop a proposal and promoting the hiring of a director/coordinator who could initiate activities as soon as possible.

The second recommendation is for MoEYS primary, ECE and NFE departments to discuss with the five POEs, with ICC and with local stakeholders the need for additional minority languages in education, in particular Lao, Jarai and Cham. Pending discussions with members of these linguistic communities, these languages could be adapted for use in bilingual education, allowing MoEYS to reach additional significantly large groups that have not been fully included in basic education. The message from MoEYS should be that all learners who do not speak Khmer at home can gain access to quality education through bilingual ECE, primary and adult programs.

4. Ministry of Education (MoEYS) support

4.1 How support for bilingual education is structured

At the central level, responsibility for primary bilingual education is the responsibility of the Special Education Department within the Primary Education Department (PED). The work of PED is guided by three sets of overlapping aims: Education for All, the Millennium Development Goals and the Education Strategic Plan (ESP).

The Curriculum Development Department has also been very involved in bilingual primary education to the extent that they approved a bridge document that explains how the bilingual curriculum adapts the national curriculum to bilingualism and adds cultural components. Recently, with USAID assistance, national curriculum standards were piloted and approved for grades 3, 6 and 9. CARE provided me with those standards, demonstrating that they are fully aware of the changes and are adapting them to the bilingual curriculum.

There are three other departments that have been involved but should be linked more strongly to bilingual education efforts, and these are the Teacher Training, Early Childhood Education and Non-Formal Education departments:

- The Teacher Training Department was not available to meet with me at the beginning of this consultancy, and it was uncertain if they saw the relevance; one TTD representative attended the consultative workshop, but unfortunately we were not able to meet individually.
- NFE has very relevant prior experience with bilingual literacy and learning, and continues to support programs in the five provinces that can and should be linked to ECE and primary programs to create synergy (see Figure 2 in section 5.1.2 below for discussion of how a three-pronged approach may improve bilingual learning among all community members). NFE is also part of the language approval process, and is reportedly where the Kuy approval process is now held up.
- ECED is very supportive of bilingual education, and sees the linkages between ECE programs (both preschool and home-based) and primary. They are also very aware that the cultural component is important. ECED kindly sent a representative with us to one province (Mondulkiri).

As mentioned above, there is a decentralized school calendar that provides an alternative to the state school calendar for rural people who need their children's help during certain harvesting periods during the year. This has been promoted for bilingual community schools based on the experiences of the HCEP program in Ratanakiri. However, state schools do not seem to see it as an option, even when they serve learners whose families engage in agricultural practices. Where bilingual programs are being conducted in state schools, and in communities that rely on both state and community schools, this leads to problems for families, for school leaders and for DOE and POE reporting mechanisms.

There are new monitoring procedures in place that should support bilingual education implementation, specifically the District Training and Monitoring Teams, which will be responsible for providing support to cluster schools in implementing decentralized monitoring of school performance (MoEYS 20 September 2010, p30). Since appropriate design and implementation of bilingual programs depends on decentralized decision-making,

decentralization and empowering of POE and DOE authority is well timed with bilingual education expansion.

4.2 Discussion and implications

Regarding the locating of bilingual education in the Special Education Department, my first impression was that it seemed inappropriate, since learners who speak languages other than Khmer do not suffer from physical or mental impairments. They are “differently abled” in the sense that they speak different languages than the majority Khmer, but this can be a resource in that they will become bilingual and biliterate—in effect, more talented than Khmer speakers who speak only one language. On further thought, I see that what bilingual education has in common with special education is that they are both *inclusive*, and both require extraordinary strategies (including affirmative action) to provide equitable education for learners in their target groups. I hope that this is indeed how PED views bilingual education programs, because affirmative action measures are recommended in section 7 to promote more equitable education for previously marginalized groups.

In an early meeting at PED, we heard that one of the challenges of implementing bilingual education is that POE staff are busy and have some limitations in experience. It may be that the same holds true for some MoEYS staff, at least in terms of the details of implementing bilingual education in hard to reach areas. Fortunately, the understandings of why bilingual education is being implemented—to improve access of language minority learners to basic education, to meet EFA goals, to meet the Millenium Development Goals—appear to give MoEYS staff a good basis for supporting bilingual education. It also appears that the basic structural support at MoEYS (e.g. ESP and the Annual Operation Plan) will allow for the POEs to move ahead in implementing programs, and that development of POE-level AOPs during 2011 will lead to effective decentralization in the future.

In our discussions with PED staff, it seems that some are concerned about the lack of official qualifications of community bilingual teachers, and question their proficiency in Khmer. There was no corresponding concern about the lack of qualification of state teachers who do not speak the language of their students. Clearly both types of teachers require appropriate training (see section 7.1.6 below), and this is why the Teacher Training Department should be included in all discussions and decision-making regarding both ECE and primary bilingual education. It is not clear whether or not the *BE Guidelines* have been disseminated at TTD, but during our visits to the PTTCs in Kratie and Preah Vihear we exposed staff to bilingual education for the first time.

At the consultative workshop on 24 February, I spent the morning discussing international research in bilingual education and the most theoretically sound approaches to using first and second languages (L1 and L2) at the pre-primary and primary levels. This was in preparation for one of the principal recommendations presented in the afternoon, which is to consider improving on the current early-exit transitional model of bilingual education. This recommendation was met with a mixture of understanding and confusion, but more than one participant commented that if the current model is working, why change it. The fact is that the current model is working much better than non-bilingual education, and it is giving minority learners a much better start in their schooling. However, as explained in section 2.4 above, if the model were additive, i.e. offered stronger development of the L1 at least through the end of primary schooling, it would give learners a better foundation for future literacy and learning. In my discussions with grade 4 community and state teachers in bilingual schools, it

was apparent that “100% Khmer” in grade 4 is a goal but not a reality. This is ***not in any way the fault of learners or teachers***; it is confirmed by international research, which shows that learners need 5 to 7 years of L2 development before they can learn academic subjects exclusively through the L2 (i.e. without L1 explanations or support).

The role of MoEYS is to provide leadership in terms of improving quality education for all. To provide leadership in implementing bilingual education, key MoEYS staff from all relevant departments need to gain a deeper technical understanding of why and how mother tongue-based bilingual education works. The MoEYS should also promote research among key staff in collaboration with POEs, DOEs and future DTMTs to continuously evaluate and improve bilingual programs.

While stronger, more additive approaches to bilingual education will not be possible in all languages due to differing levels of linguistic development. The implication is thus that the *BE Guidelines* should remain in place to define the basic structure of bilingual education, but that some flexibility should be allowed (which could be described in the proposed bilingual education manual) for schools to pilot more additive approaches, i.e. continued development of the L1 and bilingual methods in grades 4 through 6, wherever possible. CARE and ICC may be asked to consider which language or languages could be used to develop materials for grades 4 through 6.

4.3 Recommendations

The following are some recommendations for MoEYS to consider in improving its capacity for leadership in the implementation and expansion of bilingual education programs in the five provinces.

- Regarding the **decentralized school calendar**, there are two very urgent recommendations for MoEYS:
 - MoEYS should clarify official school result reporting dates for the state and decentralized calendars, and reassure the POEs that the later reporting date for the decentralized calendar is equally acceptable.
 - MoEYS and POEs should discuss how state schools in rural areas might adopt the decentralized calendar to address absenteeism on the part of teachers and learners.
 - MoEYS and the five POEs implementing bilingual education should discuss how state schools serving minority learners can adapt to the decentralized calendar so that bilingual programs are not undermined.
- **Streamline the approval system** for languages and learning materials so that decisions can be facilitated. There are recommendations in section 3.5 above related to improving the linguistic process, but in the near future—and in the urgent case of the Kuy language—decisions need to be made in a reasonable amount of time. Possible measures to be taken:
 - Select one MoEYS supervisor to follow the entire process and guarantee the timely decision-making of all relevant members of the committee
 - Set a time limit (e.g. 2 to 3 weeks) for each part of the process to be completed and a decision reported to the supervisor
 - Provide updates to ICC concerning the progress made in the process and when a final decision can be expected

- To improve communication between the relevant departments, it is suggested that MoEYS **strengthen the sub-group on Inclusive Education** within the Child Friendly Schools Steering Committee. This group should include active representatives from Primary Education, Curriculum Development, Early Childhood Education, Teacher Training and Non-Formal Education to promote implementation-related decision-making and communication at MoEYS and the POEs. Some of the group's duties could include:
 - Deepening understandings of mother tongue-based bilingual education through capacity building workshops, field visits to the five provinces and study visits outside Cambodia
 - provide leadership to the POEs on bilingual program design and curriculum
 - Approving proposals from POEs for piloting improvements of the bilingual approach and other alternatives such as adapted trainings and alternative school calendars
 - Facilitating the linguistic approval process and eliminating unnecessary delays
 - Mounting a large-scale awareness campaign regarding bilingual education for speakers of languages other than Khmer (see last recommendation in this section)
 - Communicating with NGOs and other partners to be sure that assistance programs are in line with the goals of bilingual education and do not negatively impact implementation of the *BE Guidelines*
 - Communicating and collaborating with other government ministries working with ethnolinguistic minority communities, such as the Ministry of Culture (e.g. for integration of intercultural education and activities relevant to each group) and the Ministry of Rural Development (e.g. for community development programs including education).
- Consider creating a **Bilingual Education Research and Development Unit** at MoEYS that is cross-departmental and involves MoEYS staff who have research training, combined with university researchers in education and linguistics. This unit could follow up with the POEs, DOEs and DTMTs to actually make links between international theory and research and what is happening in bilingual education in Cambodia. The main goals would be:
 - To maintain qualitative and quantitative data on bilingual education practice in each school, allowing for local improvements/adaptations as well as for wider decision-making in provincial and national bilingual education policy
 - To document the processes of community organizing, community teacher recruitment and training, curriculum development and school support, both for other provinces and internationally
 - To provide an ongoing structure for Cambodian and international researchers in bilingual education to engage in academic research that would feed back into improvements in local practice
- Build overall capacity in bilingual education: Capacity begins with dissemination of the *Guidelines*, but it does not stop there. Implementers at all levels need to understand why and how bilingual education functions so they can effectively promote programs. CARE, ICC, UNICEF and UNESCO may all be requested to help with this process. Stakeholders with the most urgent need for capacity building are included in Figure 1.

Figure 1: Capacity needs



As part of the capacity building process, strategically selected representatives of each group should be included in study visits, which should be designed to maximize discussion and analysis between members throughout the visits. There should also be a plan for disseminating results of the visits to colleagues from each group. Some potential sites for study visits are:

- Well functioning community schools in Ratanakiri, Mondulakiri or Stung Treng
 - Preservice or inservice training courses for community teachers supported by the Ratanakiri POE, CARE and UNICEF
 - The pilot bilingual preschool/primary program in Vietnam, with particular attention to the Khmer/Vietnamese pilot to observe transfer between the two writing systems and how action research is conducted; I recommend that this be an *exchange* visit, as the research branch of the Ministry of Education and Training in Hanoi could also learn a lot about community-based bilingual education from Cambodia. UNICEF Phnom Penh, UNICEF Hanoi and CARE can be asked to arrange this exchange.
 - The academic NGO PRAESA (Project for the Study of Alternative Education in South Africa) at the University of Cape Town, South Africa, which has hosted bilingual education teams from Vietnam and many other countries, and is specialized in demonstrating early bilingualism and biliteracy promotion, materials production in local languages, bilingual and trilingual materials, bilingual testing, school-based language policy development, linguistic mapping, and many other relevant aspects of implementing bilingual programs.
- Organize a **media campaign** with development partners to raise awareness of the *BE Guidelines* and bilingual education in general, focused on the five implementing provinces but including all provinces, since many have ethnolinguistic minority groups who could benefit from bilingual programs. Elements of the campaign could include:
 - Testimonials and video footage from community schools (both CARE and UNICEF already have some materials, and CARE has a role-play developed some years ago for community discussions)
 - Posters with comics or photographs demonstrating the benefits of bilingual programs in local languages and Khmer⁶
 - Press releases

⁶ For suggestions on developing popular wall posters using comics, I recommend materials available at www.worldcomics.fi

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- T-shirts and/or bags for stakeholders with a bi- or multilingual slogan that captures the essence of bilingual education, e.g. “Let’s go to school” or “At school we speak our language and learn Khmer”
- Province-specific and/or language-specific campaigns designed to reach appropriate communities with information on the why and how of bilingual education

5. Activities of the five provincial offices of education (POEs)

5.1 Situation common to all five provinces

The POEs are the key to successful implementation of bilingual education, beginning with dissemination of the *Guidelines* and moving ahead with the planning of specific activities in 2011 and beyond. Under the *Guidelines*, the POE's role is one of leadership in planning and implementing bilingual programs in new communities, in collaboration with NGOs and other partners.

5.1.1 Discussion and implications

This comes at a time when administration and financing is increasingly being decentralized, which is highly appropriate given the differences between provinces with regard to languages, cultures and school and training situations. Each POE, whether or not it has prior experience of working in bilingual education, will be developing its capacity for planning and carrying out new activities to offer bilingual ECE and primary programs in new communities.

It is clear to me after visiting all five provinces that there are conditions particular to each province, each ethnolinguistic group and even each commune or village. Even so, prior experience like that of Ratanakiri POE will be useful and should be shared among the provinces. Each POE will have to use the *Guidelines*, prior experience and its own creativity to determine ways to support bilingual education with consideration for local conditions, both now and in the future. This first set of recommendations holds for all five POEs because it helps them interpret and go beyond the *Guidelines* to find their own solutions.

5.1.2 Recommendations

The first step involves disseminating the Guidelines at all levels, including education staff, local leaders, NGOs and the general public. This would be greatly assisted by a centrally organized **awareness-raising campaign**, as discussed above in section 4.3. This should be accompanied by **widespread capacity building** of POE, DOE and cluster staff. CARE and UNICEF are well placed and willing to help with this capacity building, which could coincide with regular monthly DOE meetings or be specially scheduled.

Ratanakiri POE has a "bilingual project implementation team" that has been trained and supported by CARE. The other POEs have designated people from the primary and sometimes ECE departments, but may need to **develop their bilingual education teams further**, and CARE is willing to help in this process. It could be useful to have POE staff from primary, ECE and NFE departments so that synergy is promoted (as recommended above) between adult, early childhood and primary bilingual education in the province. In Mondulakiri and Stung Treng this team should work closely with the two CARE staff members specializing in Khmer teacher training and local language resource development (Phnong in Mondulakiri and Kavet in Stung Treng). Kratie and Preah Vihear POEs should request CARE's assistance in training and placing similar staff in their provinces.

The next step for all POEs is to **determine where bilingual education can most easily and appropriately be initiated**. Information gathering with DOE staff may be necessary to determine which communities have the best chance of smooth and successful implementation. The following community characteristics should be considered:

- Where 90 to 100% speak one language
- Where the language is ready to be used and/or has already been used elsewhere
- Where community members and their leaders understand and are motivated to implement bilingual education
- Where there are teacher candidates with some formal education background, especially women and especially those literate in the L1, or where there are state teachers who speak the community language
- Where there are nearby communities with existing bilingual schools or schools that would like to implement bilingual education at the same time
- Where there are already adult literacy (NFE) and/or ECE programs, to maximize synergy

Ratanakiri province is clearly a role model for the other provinces, and it is clear that the POE and CARE staff have high capacity and willingness to be of assistance to other provinces, which is appreciated. This opportunity for other provinces to use Ratanakiri's expertise should be maximized through field visits and collaborative meetings between the five provinces whenever possible; in addition, POE and CARE **staff from Ratanakiri should be encouraged to make official visits to the other provinces** to offer advice and encouragement. This should be done with the understanding that there are conditions in the other provinces that Ratanakiri has not directly dealt with before, such as the existence of state teachers who speak local languages, so this could be a learning experience for all.

The triangle in Figure 2 below illustrates how **synergy can be promoted** if mother tongue-based bilingual programs for early childhood, primary learners and adults are operating in the same community. Synergy is defined as the way two or more agents work together to produce a result that could not be achieved by any of the agents on its own. Experience has shown that communities with adult bilingual literacy programs (NFE) understand the benefits of primary bilingual education more readily, and there is likely to be synergy between the programs in the form of intergenerational literacy and story sharing, understanding of the need for study time, confidence in talking to teachers about learning, and growing interest in materials written in the local language (see e.g. Benson 2004 on adult literacy and primary bilingual education in Mozambique). Similarly, if ECE programs make good use of the L1 and offer children some exposure to the L2, families are likely to enroll children in primary bilingual schooling. Strong community involvement in schools is already part of the CARE-supported model; the recommendation is now to plan even more holistically to involve all ages in learning, increase enrolment, and promote lifelong learning.

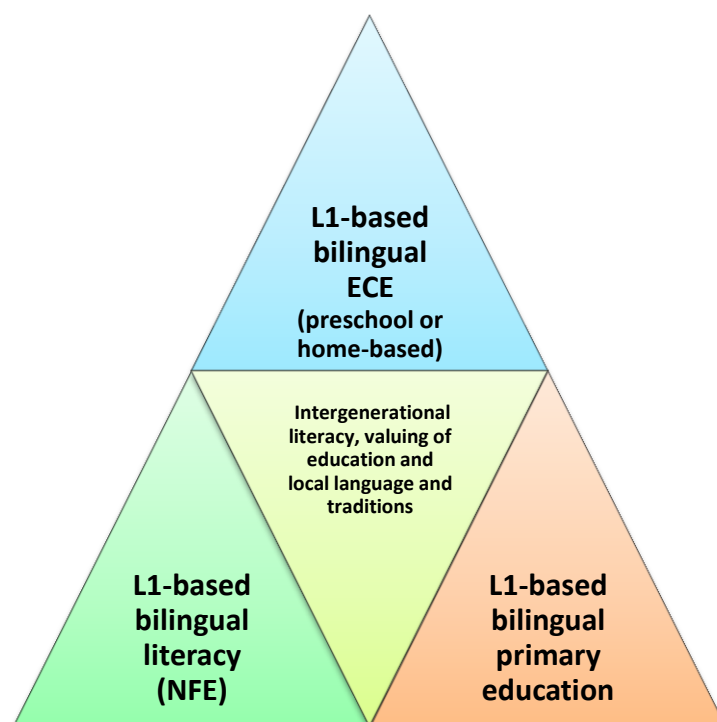


Figure 2: Holistic community-based bilingual education

Although the *Guidelines* do not indicate how many schools/communities should be targeted for implementation in 2011 and beyond, UNICEF has suggested that a minimum of two be selected this year, at least for ECE programs. For reasons of efficiency, it may be useful to select more, especially if they are in the same areas, and especially if it means that a group of **female community teacher candidates** could attend preservice training in Ratanakiri together, which could give them the additional support they need while away from their home communities. Another reason to select more schools is the great need in the minority communities for education in a language learners understand, so that more generations are not left behind.

Once the POE and DOE have identified and prioritized communities for bilingual education implementation, **community school management committees (CSMCs) should be formed and trained**. In the case of state schools in minority communities, **existing school boards should be supplemented** with additional community representatives according to the criteria in the *BE Guidelines*.

Based on our school visits in the provinces, there is a range of options for implementing bilingual education based on local conditions. The following conditions apply:

- *Where there is no school*, create a community school with locally recruited teachers to be sent to the CARE training in Ratanakiri (note that planning needs to include CARE so that places can be reserved in advance for the preservice training)
- *Where there is a state school*, recruit community teachers and/or train existing state teachers who speak the local language to teach bilingually
- *Where there are both state and community schools*, consider joining them (and organizing classrooms by language) and/or aligning their calendars to be consistent with each other and correspond to local needs

There are a number of recommendations made in past reports done for CARE which might be considered or reconsidered at this point. For example, the very detailed feasibility study on

the five provinces (Purdon March 2006) is still highly relevant, and recommends among other things strengthening the bilingual model.

A final recommendation for all of the POEs is to **take a leadership role** in coordinating the work of NGOs and other development partners on bilingual education implementation. NGOs should support MoEYS and POE priorities and should not conduct activities that could undermine the quality of true bilingual education. For example, teaching assistants speaking local languages may be useful where there are no better options, but bilingual teachers speaking, reading and writing local languages will provide learners with a better quality of bilingual education.

5.2 Ratanakiri POE

5.2.1 Situation

Ratanakiri POE clearly has the most experience and highest capacity in implementing bilingual education, and the other POEs already see Ratanakiri as a resource and role model. Ratanakiri province has the most optimal conditions for expansion of bilingual programs, both in community schools and in state schools with ethnolinguistic minority learners. In addition, I see Ratanakiri as a place where improvements and refinements should be made in bilingual education provision, for example in piloting a stronger bilingual model. In this section each province is described based on the data available to this study, and implications are discussed.

The HCEP program developed by CARE began in 2002 with MoEYS, ICC and UNICEF support, adapting the national curriculum to be more culturally appropriate and to use learners' home languages (Tampuen and Kreung in this case) in six bilingual schools. Between 2007 and 2009, seven more community schools were established. Bilingual community schools are now functioning in a total of four districts in the province, and strong bilingual education capacity has been built at the DOEs as well as the POE (see CARE August 2010). A new generation has come into the program with the 11 graduates of HCEP schools who have become community teachers.

CARE and the POE have built up strong support units in teacher training, community support and resource production. Now there is a CARE-funded project underway to build a much-needed regional bilingual education resource center in Ban Lung. This center will be involved in bilingual teacher training and resource development for all five provinces, at least in the next few years, but it is proposed that the center be integrated with the future provincial TTC so that government-supported teacher training will be sustainable. This represents an opportunity to influence all TTCs to provide bilingual training to their teacher candidates.

5.2.2 Discussion and implications

All of these very positive accomplishments demonstrate that it is time to expand based on the experiences, support and momentum gained from this solid foundation built by CARE and the POE with other partners. Considering the length of experience and degree of technical and financial support put into bilingual education in Ratanakiri, it could be asked why there are not more bilingual schools already in the province. On the other hand, it is understandable that development of the community schools model and ownership of the process by communities, local leaders, the POE and MoEYS, while taking time, has brought us to this

point of integration into official structures and expansion throughout five provinces. This means that Ratanakiri is very well placed to begin a real expansion of bilingual programs in 2011 and 2012 without losing quality, and even to improve on some of the structures already established.

There are a few expansions or improvements which might be considered or reconsidered at this point. As mentioned above, I am not the first to make many of these recommendations (see e.g. Purdon March 2006, CARE June 2010). This might be an indication that CARE along with the Ratanakiri POE need to remind themselves of their priorities and the ideas they have had over the years and determine which individuals or teams should be responsible for following up on new actions. If personnel is the issue, perhaps other NGOs or partners can be brought on board, or DOE or other staff be trained; if technical support is the issue, perhaps a bilingual education specialist position should be created.

Some of the possible areas of development include investigating the need for additional local languages, strengthening the bilingual model, expanding bilingual education into state schools, raising public awareness in the province, developing bilingual ECE programs, and strengthening links between bilingual ECE, bilingual primary and minority-responsive lower secondary programs.

5.2.3 Recommendations

Many of the following recommendations were developed based on suggestions made by the bilingual education team at the POE, and thus represent their own planning and initiatives. I have added a few special tasks in light of Ratanakiri's pioneering role in bilingual education in Cambodia. These recommendations were offered at the consultative workshop, but unfortunately time did not allow for discussion, so they are offered only as ideas for moving forward.

- Expand bilingual programs by creating new community schools and new bilingual programs in state schools based on the *Guidelines*. I recommend targeting communities that already have ECE (both preschool and home-based) and/or adult literacy programs, or introducing two or three parts of the “triangle” at the same time with committed school boards.
- Regarding teacher training and qualification: Work with CARE to integrate the regional bilingual education resource center with the planned provincial TTC or to promote their collaboration. The aim is to maximise resources and help integrate bilingual intercultural methodologies into state teacher training where appropriate. For example, one course on bilingual and L2 methodologies could be offered for all state teacher trainees, in addition to a whole program of bilingual education training for community teachers and other tailor-made trainings for qualified state teachers who already speak local languages. The long-term goal would be to train and qualify teachers from the linguistic communities of learners so that the alternative community teacher model would no longer be necessary.
- Continue working on linkages between ECE and grade 1, between primary grade 6 and lower secondary, and between grade 9 and TTC for minority learners. Use government and NGO funds strategically to promote these linkages, planning for future sustainability. (Ratanakiri is a role model for other provinces that may not have as many funds or as much NGO support.)

- Consider piloting Child Friendly Schools-related innovations and advocacy in Borkeo lower secondary school to retain bilingual learners. Return to some of the recommendations made in the report (CARE June 2010) concerning house parents in the dormitories or other support strategies.
- Consider piloting stronger models of bilingual education wherever possible. This means developing L1 subject materials and/or bilingual content materials for upper primary (grades 4 to 6) with CARE and ICC support.
- Participate in a study visit/exchange between bilingual teams in Cambodia and Vietnam, with CARE and UNICEF support.
- Provide leadership in planning an awareness-raising and advocacy campaign with partners in all five provinces. Slogans should be bi- or multilingual, e.g. “I’m going to school” or “I speak my language in school” in local languages and Khmer.

5.3 Mondulkiri

5.3.1 Situation

Mondulkiri POE has been implementing bilingual schools in Phnong communities since 2005 with support from CARE, ICC and UNICEF. With four community schools running in three districts and the *Guidelines* in place, Mondulkiri POE is now in a good position to move forward (see CARE August 2010). There are two POE/CARE staff (a Khmer trainer and a Phnong resource production officer) who are providing support to those schools, and key POE staff have been actively working to implement bilingual education.

ICC is based at the POE and is providing strong support in the Phnong language for NFE, while gradually becoming more involved in primary bilingual education. ICC has adult literacy programs in 25 villages and is paying literacy volunteers 10 to 15 USD per month. Since 2003 when a baseline linguistic survey was done, awareness of bilingual education has been significantly raised in the province through NFE programs. The POE was reportedly implementing bilingual NFE classes in six villages with UNESCO funding, but following the funding period classes stopped functioning, and now it seems that there is a general lack of training or monitoring for NFE in the province.

There are other language groups such as Stieng (with a small but concentrated population) and Vietnamese (with much larger numbers) that have not yet received attention in ECE or primary education.

The POE director is anxious to implement bilingual programs in state schools, and has estimated that there are between 70 and 80 existing state teachers (TTC graduates) who are Phnong speakers. He has asked ICC to help train these teachers during two two-week vacation periods in 2011 (20 days total). ICC has experience and special books to train literacy facilitators by promoting “back transfer,” meaning transfer from Khmer to Phnong, and an understanding of bilingual learning processes. According to Mariam Smith of ICC, these trainings could provide an introduction to bilingual methodology and materials, including:

- An introduction to the role of the L1 in education, benefits of bilingual education

- Promotion of fluency in reading and writing Phnong through reading of Big Books, doing creative writing, practicing using the language experience approach
- Discussion of practical applications of L2 use in the classroom
- Practice teaching L1 and bilingual lessons, depending on the grade level

New Humanity (NH) is working in Mondulkiri at the preschool level. According to a volunteer with whom we spoke, they do not have a curriculum but are trying to teach Khmer at the preschool level to prepare children for grade 1 to prevent early dropout. All NH preschool teachers are graduates of grades 8 to 10 who speak Phnong (note that this would make them candidates for affirmative action to become bilingual primary teachers). NH also has scholarships for primary and a feeding program.

5.3.2 Discussion and implications

Some of the possible areas of development include strengthening the bilingual model through study of Phnong in grades 4 through 6, raising public awareness in the province, developing bilingual ECE programs, and coordinating efforts of teacher training between CARE, ICC and the PTTC. Again I am not the first to make many of these recommendations; see especially CARE (June 2010) for province-specific analysis and suggestions.

There is a need (also noticed in Stung Treng) for core mothers in ECE home-based programs to be trained in how to use local languages and Khmer in their work. The fact that their training is in Khmer may be part of the problem, so some effort should be made to give them methods, materials and training that use the local language that they will be using.

What is particularly relevant for Mondulkiri POE is to align all of the different stakeholders in teacher training with the needs of the province, most immediately the needs of Phnong-speaking state teachers. It is also apparent that New Humanity needs to be brought on board with bilingual education methods and materials to improve the links between ECE and primary education.

5.3.3 Recommendations

Some of the following recommendations were developed in discussion with POE and DOE staff at our debriefing, but I added some specific suggestions to help with the difficult task of activities planning. Since there was unfortunately no time at the consultative workshop to discuss the recommendations relating to specific villages, they should be considered suggestions only, pending POE decision-making based on conditions in each community. I have added some new recommendations since the workshop based on further analysis.

- Continue research with the DOEs to identify Phnong speakers among existing state teachers and to ensure that they are placed in appropriate grades (lower primary) to enable bilingual teaching once the teachers are trained.
- Plan for Phnong-speaking teachers in grade 1 to begin teaching bilingually beginning as soon as possible, pending creation of appropriate school management committees (SCMCs) and the agreement of communities. (The number of schools is limited only by the availability of teacher training, as CARE-supported bilingual supervisors are already in place.)

- Facilitate a technical meeting between POE, ICC and CARE staff to develop an appropriate training curriculum for Phnong-speaking teachers and determine responsibilities based on technical strengths. [Note: We were told that the POE and CARE have different forms for lesson planning; can these be aligned?]
- Arrange for Phnong-speaking state teachers to visit functioning bilingual community schools in their areas; Bu Til community school in Bu Sra commune (visited 28 Jan) would be a good place to visit/observe.
- Investigate communities where new community schools can be created, possibly where there has been experience in adult bilingual literacy and/or where there are ECE programs. Consider:
 - Bu Tang community in Sen Monorom district (already has home-based ECE; visited 29 Jan)
 - Sre Ampoum village in Pich Chreada district (visited 28 Jan)
 - Lao Ca village, which has an active ECE program and already has a small primary school (visited 28 Jan and women said they would like it to be bilingual)[Note: Have new community teacher candidates been sent to Ratanakiri to begin the preservice training in March?]
- Pilot at least two new bilingual ECE (home-based) programs. This might be a good way to initiate bilingual education in new communities, OR initiate along with bilingual primary programs to generate synergy.
 - Bu Til community school in Bu Sra commune (visited 28 Jan) might be a good site; it has a well-functioning bilingual community school and an ICC-supported bilingual literacy program.
 - Bu Trom community school (visited 29 Jan) has an active school board that wants to build another classroom, and thisThe community could support an ECE program.
- Improve the training of bilingual ECE (home-based) core mothers by strengthening the bilingual approach, offering methods, materials and training that use the local language that they will be using.
- Consider piloting a stronger bilingual model in existing community schools using Phnong subject materials and/or bilingual content materials for upper primary (grades 4 to 6), with CARE and ICC support.

5.4 Stung Treng

5.4.1 Situation

Stung Treng POE has been implementing bilingual schools in Kavet communities since 2007/08 with support from CARE, ICC and UNICEF. There are three community schools running in one commune (Santepheap) in one district (Siem Pang) that is 100 km from the provincial center, and the POE has introduced ECE in the same three communities so that children are better prepared for primary schooling. UNICEF has provided financial support for the buildings, for community teacher salaries, and for CSMC transportation. Now three state schools have initiated bilingual education this year using community teachers in grade 1 (see CARE August 2010). We reached two community schools and all three state schools by motorbike, joined by POE, DOE and CARE-supported POE staff.

The POE has good understanding of bilingual education and a commitment to implementing the Guidelines. They appear to have high capacity in their areas, particularly in primary and ECE, and been working actively with UNICEF support in recent years to implement bilingual programs. They identified the positive aspects as strong community involvement, good community teacher attendance, community satisfaction, good student attendance and effective learning. The challenges have been difficulty in reaching the schools for monitoring, low educational background and low Khmer language proficiency among community teachers, and an additional farming period in March/April for which neither school calendar allows.

There are two new POE/CARE staff, a Khmer trainer and a Kavet resource production officer, who have just begun to provide support to those schools. This is a key moment in the expansion process in Stung Treng.

There are two other main languages—Brao and Lao—that have not yet received attention in ECE or primary education. ICC in Ratanakiri has detailed data on Brao, Kavet, Lun and Kreung languages, all of which use the same writing system (see CARE March 2006). We understood that many Kavet speakers also speak Lao due to past time spent on the other side of the border; this multilingualism was true of two key community teacher informants we interviewed at their inservice training in Ratanakiri and later visited in their schools. Lao is reportedly a widely spoken language in Stung Treng, and worthy of consideration for use in bilingual programs in NFE and eventually for primary schooling. In addition, there are reportedly some villages in Thalabarivet in western Stung Treng where Kuy is spoken.

Youth with a Mission (YWAM), a faith-based NGO working among other things in NFE, supports adult bilingual literacy based on the ICC model and using ICC materials in Kavet, and has strong programs in the Santepheap commune. In the feasibility study done for CARE (Purdon March 2006) it was reported that YWAM was interested in helping some communities to develop bilingual community schools, but that POE staff were concerned because YWAM was not communicating or collaborating closely enough with them. Indeed, this concern was expressed again during this fieldwork.

5.4.2 Discussion and implications

Stung Treng POE is now in a strong position to expand bilingual education through community schools, and to expand bilingual ECE programs in some of the same communities.

It was noted during the field visits that most of the Kavet community teachers are young men; in fact, we only met one female community teacher, and the positive effect she was having on her school and community was unmistakable. There is a great need in this province to recruit female community teachers, even if their formal education qualifications are slightly less than those of men; see section 7.1.2 below on affirmative action and the need for female role models.

It was also noted during the field visits that some new community teachers need more support in terms of teaching principles, and that support could be provided by experienced DOE and POE educators, with linguistic help from the CARE-supported team. For example, one community teacher was having difficulty varying the teaching and learning activities to keep

his students interested. Others were trying to teach more advanced skills to students who still lacked the basics, for example, reading grade 2 texts when students still had not learned all of the sounds and letters needed to decode words, or teaching long division when students still had not learned their multiplication tables. These are difficulties common to new teachers, but they need to be helped so that students are not rushed into curriculum they have not been prepared for.

YWAM is clearly a leading implementer of adult bilingual literacy under NFE in the province, yet there are serious challenges in improving communication between this NGO and the POE. While part of the reason seems to be that YWAM's Memorandum of Understanding was signed with the Ministry of Health rather than with MoEYS, there is a need for better collaboration in the interest of all stakeholders, but more importantly, to improve educational conditions for ethnolinguistic minority community members.

Finally, we noticed as in Mondulkiri that core mothers in ECE home-based programs are not well trained in how to use local languages and Khmer in their work. The fact that their training is in Khmer may be part of the problem, so some effort should be made to give them methods, materials and training that use the local language.

5.4.3 Recommendations

Many of the following recommendations were developed based on suggestions discussed with the POE during our debriefing session after the field visits. These recommendations were expanded slightly for presentation at the consultative workshop, but unfortunately time did not allow for discussion, so as for Mondulkiri they are offered mainly as ideas for moving forward.

- Encourage collaboration between experienced POE, DOE and CARE-supported staff to support new community teachers working with minority learners. The particular issues discovered: using a variety of teaching and learning activities, and being sure children have the basics before proceeding to more complex skills (examples: teaching sound-letter correspondence before reading texts, and teaching multiplication tables before doing division). These difficulties were noticed at Kae Nan community school (visited 10 Feb) and O Ka Pin community school (visited 11 Feb).
- Core mothers in the ECE home-based program need bilingual and methodological support. Consider strengthening the bilingual approach, offering methods, materials and training in the local language that they will be using.
- Consider piloting locally adapted models at the school level—and documenting the results to share with other provinces. There are two potential sites with certain needs:
 - The Kon Chan state school (visited 10 Feb) has only one Kavet teacher at grade 1 and one Khmer teacher for grades 2/3 at this time. These teachers could help each other with language teaching, focusing on their best languages and switching classes at planned times of the school day.
 - O Ka Pin community school has requested a more flexible calendar to allow for two farming/work periods instead of one. While this would be challenging administratively, some adaptations could be made to pilot this type of calendar and determine whether or not it decreases absenteeism and dropout rates.

- Related to the need for flexibility in school calendars (not only in O Ka Pin but also in state schools with community teachers), work with CARE and the provincial Teacher Training College to provide bilingual inservice trainings at appropriate times.
- Strengthen the capacity of POE, DOE and CARE staff to work with school committees and community teacher recruitment in preparation of expansion of bilingual education to additional schools/districts. Try to initiate bilingual primary programs in communities with adult literacy and/or ECE programs to create synergy.
- Officially request information about YWAM's Kavet literacy activities and plan with YWAM (assisted by MoEYS and UNICEF if necessary) a reporting schedule and collaboration with the NFE department of the POE. All NGOs can be requested to work more closely with POE to implement the *Bilingual Education Guidelines*.

5.5 Kratie

5.5.1 Situation

There are a lot of needs in Kratie province, and the POE has been challenged in particular to deal with lack of schools and the need to extend services in incomplete primary schools. Kratie province intended to introduce bilingual primary education some years ago, and CARE, ICC and UNICEF have offered assistance, but it is not until 2010 that the POE has expressed the serious intention to begin implementing bilingual programs (see CARE August 2010).

The situation analysis done by CARE a few years ago (Purdon March 2006) provides detailed linguistic survey data from ICC covering the languages of Kratie province, which include (beginning with the largest number of speakers) Stieng approximately 50 000 (mainly in Snuol district), Kuy 6 000 (Kratie and Sambor districts), Kraul 3 000 (Sambor district), Mil 3 000 (Sambor and Kratie), Cham 1 600 (Chhlong and Snuol) and Phnong 1 200 (Kratie, Sambor and Snuol). This context is useful considering that although Phnong is one of the least spoken minority languages in the province, it has been identified as the easiest language in which to begin bilingual education, since it is the language in which primary bilingual materials exist.

5.5.2 Discussion and implications

Part of the reason for the delay in implementing bilingual education in Kratie may have been the lack of consistent technical support, and part may have been the desire for a clear official message from MoEYS that prioritizes bilingual education over other interventions. It also seemed during our visit that the *BE Guidelines* had not yet been widely disseminated, even at the POE level, which is surprising given that the August 2010 meeting just prior to the signing of the *Guidelines* was held in Kratie.

During our visit we were able to raise awareness further and distribute copies of the *Guidelines*, which now give the province an official impetus to start moving forward in concrete ways, and POE staff can begin to request the technical assistance they need. CARE has expressed its sincere willingness to provide support, and the next step in this process may be identifying and training two bilingual education support staff as CARE has done in Mondulkiri and Stung Treng.

VSO should be brought on board in all five provinces, since there is a VSO educator at each province meant to share good practices, promote Child Friendly Schools, support POE planning and support the DTMT monitoring teams, and bilingual education can be integrated into all of these activities.

As noted in other provinces, World Education/KAPE are working with oral Cham language assistance in the form of teaching assistants (TAs), and might be willing to discuss cooperating in Kratie. The challenge is for Kratie POE to coordinate the efforts of all NGOs to work towards strong models of bilingual education that involve reading and writing of the L1s and not just oral language assistance, but the latter does represent a helpful first step in the process. In fact, teaching assistants might be considered for the other languages in the province that are not yet approved for use in formal education.

5.5.3 Recommendations

The following recommendations were based on findings during the field visits, and many were given to the two POE staff who participated in the consultative workshop. Immediately following the workshop, these staff members asked to discuss the recommendations with us, and both Meas Kadul (UNICEF) and I helped to clarify the ideas, pointing out that they were meant to support the POE's own decisions based on their better knowledge of each context. These recommendations have been expanded slightly here, and it is my hope that Kratie POE will now feel able to move forward based on these ideas.

- Start in Phnong communities to make use of materials and experiences in Mondulkiri, for example in Srai Bung village (visited 1 Feb).
- Consider which Kuy communities would be interested in bilingual education in the near future, once MoEYS approval has been granted and CARE materials can be translated/developed.
- As soon as possible, use monthly workshops with DoE staff to disseminate information in the *BE Guidelines* and implementation options. Request DoE staff advice on the situation in each school and ask them to collect data on available state teachers, community teachers and possible teaching assistants.
- Where there are existing state teachers who speak the local language, try to adjust their placement to appropriate communities and lower primary levels (grades 1 and 2).
- Conduct a study visit (POE, DOE, community leaders, local teachers) to Phnong community schools in Mondulkiri to raise awareness of why and how bilingual programs work.
- Assess the technical needs of the province for bilingual education implementation and discuss with CARE, ICC, UNICEF and other partners to determine how these needs can be met.
- Involve the Provincial Teacher Training College; for example, trainers could help/observe community teacher training. Develop affirmative action procedures with the PTTC to promote the enrollment of minority language speakers among teacher trainees, and

determine which special programs are needed to support these trainees (see also general recommendations in section 7.1.3).

- Clarify the designation of a bilingual education implementation team at the POE, including someone from the ECE department, and determine what technical training can be obtained through participation in CARE community teacher trainings or special study visits so that this team feels ready to move forward.
- Request CARE and ICC assistance in local language and teacher training for state teachers who speak Phnong as well as community teachers. Consider the needs of other linguistic groups and seek ICC support for language development in these communities.
- Locate two appropriate Phnong-speaking communities to initiate ECE as soon as possible (as agreed at the August 2010 workshop), and request technical assistance from UNICEF for bilingual training, methods and materials (in particular the Phnong version of the HB activities calendar).

5.6 Preah Vihear

5.6.1 Situation

The Preah Vihear POE is aware of the language issues in the province and has attempted to use Kuy in various ways, specifically through a Save the Children Norway-sponsored project that transliterated Kuy into the grade 1 textbooks (see section 3.3 above) and special PTTC entry requirements for Kuy-speaking candidates who had completed grade 9. The situation analysis done by CARE a few years ago (Purdon March 2006) pointed out the linguistic and educational limitations of the SCN approach, which was not supported by ICC linguists nor by bilingual education specialists, and noted as well that the number of Kuy-speaking teacher trainees was much lower than the number needed.

To date no bilingual community schools have been initiated, but there are some state schools with Kuy-speaking teachers. During our visits and information-gathering sessions, we raised awareness on the part of POE and DOE staff as well as community leaders and teachers, and encouraged dissemination of the *BE Guidelines*, which were unfortunately new to many, including some key POE staff. Fortunately, the *Guidelines* are clearly seen as an official approval of bilingual education implementation, and we were able to discuss the recommendations with POE representatives at the consultative workshop on 24 February.

While Kuy is the main language in which bilingual education will be needed, Lewis (2009) lists a large Lao-speaking population in the province, and there are significant numbers of speakers of Cham and Pear.

The TTC is willing to be involved, and suggests integrating bilingual education into the Child Friendly Schools framework.

5.6.2 Discussion and implications

As in Kratie, part of the reason for the delay in implementing bilingual education may have been the lack of consistent technical support, and part may have been the desire for a clear official message from MoEYS that prioritizes bilingual education over other interventions. It

also seemed during our visit that the *BE Guidelines* had not yet been widely disseminated, even at the POE level, but during our visit we were able to raise awareness further and distribute copies. CARE has expressed its willingness to provide support, and the next step in this process may be identifying and training two bilingual education support staff as CARE has done in Mondulkiri and Stung Treng.

As in Kratie, the VSO educator at the POE should be brought on board, as bilingual education can be integrated into all of the VSO activities such as sharing good pedagogical practices, promoting Child Friendly Schools, supporting POE planning and supporting the DTMT monitoring teams.

Finally, as noted in other provinces, World Education/KAPE are working with oral Cham language assistance in the form of teaching assistants (TAs), and might be willing to discuss cooperating in Preah Vihear. The challenge is for the Preah Vihear POE to coordinate the efforts of all NGOs to work towards strong models of bilingual education that involve reading and writing of the L1s and not just oral language assistance, but the latter does represent a helpful first step in the process. In fact, teaching assistants might be considered for the other languages in the province that are not yet approved for use in formal education.

The Kuy language is in the process of being approved by the MoEYS, and materials for true bilingual education are greatly needed in Preah Vihear. It will also be important for Kuy-speaking community members to be identified for training as community teachers beginning as early as March 2011.

5.6.3 Recommendations

The following recommendations were based on findings during the field visits, and were given to the two POE staff who participated in the consultative workshop. Immediately following the workshop, these staff members asked to discuss the recommendations with us, and both Sroeung Nhean (UNICEF) and I helped to clarify the ideas, pointing out that they were meant to support the POE's own decisions based on their better knowledge of each context. Since then Sroeung Nhean communicated with the POE and there are updates based on the recommendations; they are included below.

- As soon as possible, use monthly workshops with DoE staff to disseminate the *BE Guidelines* and implementation options. (Ask DoE staff and cluster teachers to collect data on available state teachers, community teachers and possible teaching assistants who speak Kuy.) [Update: An extraordinary meeting was called and all DOEs have received copies of the Guidelines along with instructions.]
- At the POE, designate one or two focal points for bilingual education (primary and ECE) who can gain experience/training and disseminate information to others. [Response: Two people have already been identified and these people have been involved in BE meetings.]
- This year, identify pilot areas to begin bilingual education. Prome village (visited 15 Feb) is a good choice because of the existence of state teachers who speak Kuy and motivation to improve classroom communication. [Response: The three primary schools visited—Prome, Bangkoen Phal, and Svay Damnak—were already identified for bilingual program implementation, and this will be followed up.]

- There is a need for special L1 and bilingual education training for existing state teachers who speak Kuy. [Update: Six teachers have been selected for the BE teacher training in Ratanakiri beginning on 14 March. Two (one from Bangkoen Phal and one from Svay Damnak, qualify for the TTC as they have finished grade 9).
- Consider identifying and training community teaching assistants for ECE and lower primary teachers who do not speak Kuy.
- Enlist the help of Kuy-speaking state teachers to assist with materials development as soon as the Kuy orthography and NFE materials are approved.
- Research the need for Lao-medium bilingual schooling. Investigate the availability of Lao-speaking state teachers and community members who could become community teachers. [Response: The POE feels that the best option for Lao speakers at this time is the use of TAs.]
- Undertake a study visit (POE, DOE, community leaders, local teachers) to another province to see some community schools in operation and determine how the model can be applied in Preah Vihear. [Update: A study visit will be done as soon as the BE program is implemented, and the activity will be put into the Annual Operation Plan (AOP).]
- Assess the technical needs for bilingual education implementation and discuss them with CARE, ICC and other partners. Investigate how partners like SCN can help support the stronger model of bilingual education described in the *Guidelines*.
- Involve the PTTC trainers in helping or observing community teacher training. Encourage the PTTC to communicate regarding minority language speakers among current teacher trainees, and if special consideration can be made to increase enrolment of minority teacher trainees. [Update: POE will work harder on this.]

6. Support needed from non-governmental organizations and other partners

It is very clear that the efforts of NGOs and other partners have helped the MoEYS and POEs to reach this point of officially expanding bilingual education in five provinces. The approval of the *Bilingual Education Guidelines* demonstrates the degree to which MoEYS has taken responsibility and leadership for this effort, but with expansion comes the need for additional support in terms of technical and financial resources. It appears that CARE, ICC and UNICEF are well positioned to continue offering high quality support to this effort. Meanwhile, other NGOs need to be brought on board, and the MoEYS and POEs will need to take a stronger leadership role in coordinating their efforts.

NGOs supporting education in the five provinces also bear a responsibility to stay updated concerning MoEYS activities and to offer appropriate assistance. Specifically, they need to be aware of the goals of mother tongue-based bilingual education and understanding the community-based approach, so that they do not conduct activities that could undermine the quality of true bilingual education. For example, teaching assistants speaking local languages may be useful where there are no better options, but bilingual teachers who speak, read and write local languages will provide learners with a higher quality of basic education.

This section provides brief descriptions of the main NGOs and partners and suggests the type of support that will be needed from them this year and in the near future.

6.1 CARE

CARE has taken the lead in developing bilingual education with four key components: establishment of community school boards, creation of community schools, elaboration of a bilingual curriculum, and recruitment, training and support of community teachers. Along with generating high levels of community ownership, CARE has worked closely with the MoEYS and POEs as well as with NGOs and donors to generate a high level of government ownership, particularly in the three highland provinces targeted and extending to Kratie and Preah Vihear. CARE also provides scholarships to girls and more recently to bilingually trained learners in lower secondary school. The most recent large-scale project, that of a regional bilingual education resource center based in Ban Lung, has been welcomed by all stakeholders, and the Ratanakiri POE looks forward to cooperation between this center and their planned PTTC which will be on the same compound and possibly integrated.

CARE's approach to both community development and structural development at the POE and MoEYS levels has been gradual and well thought out. By being the main implementer in terms of teacher training and support, CARE has helped to ensure the quality of bilingual primary schooling in Ratanakiri, Mondulkiri and Stung Treng.

With the expansion of bilingual education programs comes the need for increased flexibility, since there are new contexts that may not have been encountered previously. CARE's expertise and experience are well regarded, and will be called on more and more. Meanwhile, there are areas of bilingual education that need to be developed and adapted to new contexts. CARE may need to adapt its role from horizontal collaborator and implementer to provider of technical leadership and supervision/collaboration with other implementers. Other implementers may be the POEs, PTTCs, NGOs or other partners.

With full acknowledgement and great respect for the pivotal role CARE has played and will continue to play in implementing quality bilingual education in Cambodia, I make the following recommendations. It should be noted that CARE has already considered many of these ideas; indeed, many of the CARE reports, which are thoroughly researched and reflect the latest thinking in bilingual education, contain similar recommendations. The fact that recommendations made in 2006 are still relevant leads me to believe that CARE staff need to make some changes, reminding themselves of their priorities and determining which individuals or teams should be responsible for following up on new actions. If time or personnel are issues, new ways of working are needed, such as enabling other actors to take on some of the training tasks; if technical support is an issue, perhaps a bilingual education specialist position should be created. I hope that the recommendations below will give CARE staff the support and motivation to continue this very important work, in ways that are beneficial to all stakeholders in this new phase of implementation.

- Systematize and document the key processes and lessons learned by HCEP and during the implementation process in three provinces, considering the development of handbooks on forming Community School Management Committees (CSMCs), raising awareness, staff capacity building and training of trainers, curriculum development and materials production.
- Using the handbooks as a basis, empower ICC (e.g. in Mondulkiri where they have been asked to provide an initial training to state teachers who speak Phnong) and other NGOs and partners to develop their capacity to support bilingual education trainings and follow-up in the provinces where they operate.
- Work with the Teacher Training Department and key MoEYS and PTTC staff to develop appropriate courses for teacher trainees who speak local languages. Involve potential trainers in the preservice and inservice courses for bilingual community teachers to raise capacity among trainers.
- Work with MoEYS and the POEs with state teachers who speak local languages to develop a training curriculum and schedule that is appropriate to their technical needs as well as to the times they are available for training.
- Work with ICC to begin preparing teaching and learning materials for bilingual primary education in Kuy in preparation for MoEYS approval; this will be very useful for Preah Vihear POE.
- Consider hiring a full-time bilingual education specialist who can guide capacity building of education staff and trainers as well as planning for technical improvements in the bilingual approach and the intercultural component. This specialist could also guide relevant research, monitoring and evaluation of bilingual schools in all five provinces. If a full-time specialist cannot be recruited, perhaps a series of short-term consultancies by a small team of consultants in communication with each other could address the technical needs of the scaling-up process.
- The following are potential new areas of involvement that build on CARE's experience and expertise:
 - Working with MoEYS, UNICEF and relevant partners to provide technical support to bilingual ECE programs (both preschool and home-based), including the immediate

- development of appropriate bilingual approaches to each type of ECE and the training of trainers from each POE
- Investigating the options for providing larger parts of the technical training of community teachers in the language they will be using to teach
 - Development and piloting of stronger (more additive) bilingual models at the primary level, including study of the L1 as a subject in grades 4 through 6, the use of bilingual content instructional strategies beginning in grades 3 and 4 and continuing through grade 6 (see sections 2.5 and 4.3 above)
 - Strengthening the teaching methodology for Khmer as a second language, both for teacher trainees and for pre-primary and primary learners
 - Helping strengthen links between bilingual ECE, primary and NFE literacy curricula
 - Working with ICC, university anthropologists/linguists and members of each ethnolinguistic community to further develop the intercultural and culture-specific aspects of bilingual education
 - Working with or creating local publishing capability at the provincial or national level to develop more sustainable materials production processes
- Particularly in the new provinces of Kratie and Preah Vihear, special technical support is needed, and if CARE is willing, the following activities could be considered:
 - Recruit, train and place bilingual education advisors for these two POEs like those in Monduliri and Stung Treng POEs
 - Send a BE team from Ratanakiri POE to Kratie and Preah Vihear to help with immediate concerns and activities planning
 - Work with the PTTCs in Kratie and Preah Vihear to determine which kinds of training might be done within the province (with support) and which should be done in Ratanakiri

6.2 ICC

International Cooperation Cambodia (ICC) has been the main actor in developing minority languages in Cambodia. There are other institutions working in linguistics but thus far their involvement has been minimal. As discussed in section 2 above, ICC has been instrumental in contributing to linguistic development processes in many minority languages of Cambodia, processes which include surveying communities, developing orthographies, harmonizing varieties, facilitating agreement among linguistic communities and developing reference materials like dictionaries, grammars and descriptive studies as well as elaborating teaching and learning materials for bilingual literacy NFE classes, for bilingual primary education and for training literacy instructors.

As recommended in section 2.5, there is a need for a central Cambodian institution charged with overseeing linguistic processes and planning for future needs. ICC staff have agreed that this would facilitate their work. While ICC tries to respond to educational needs, and has done a great service to education through its collaboration and cooperation with MoEYS and CARE, the existence of a national structure would facilitate the linguistic development work that ICC does best. As I have done for CARE, I make the following suggestions respectfully and with the intent to support and motivate ICC to continue its very important work.

- Improve communication within the organization and be prepared to send cross-linguistic teams to MoEYS events. (This is based on the fact that linguistic development teams are

pairs or individuals and because following the consultative workshop people said they were not aware it had happened.)

- Collaborate with the POEs and with CARE to plan ahead for the development of languages for linguistic communities that would like and need bilingual education; for example, there are communities asking for educational materials in Stieng and Kraul. (This is an activity that will hopefully fall under the future responsibility of the proposed Center for Cambodian Languages.)
- In Cambodia many believe that this facilitates transfer from L1 literacy to reading and writing in the national language, and it has become a MoEYS mandate of sorts that newly written languages should be based on the Khmer script. ICC has complied with this mandate without necessarily questioning its assumptions or supporting existing writing systems that deserve to be defended, and this issue is particularly relevant in the case of cross-border languages like Jarai. ICC as linguists need to provide reliable linguistic advice that would be supported internationally, even if MOEYs does not always take that advice for their own reasons, which they will have to justify.
- Consider making the effort to collaborate with internationally trained linguists and linguistic students at RAC, RUPP and CAS to involve them in the linguistic survey and other linguistic development work on minority languages in Cambodia. There are so many opportunities for linguistic collaboration that could be realized if partnerships could be created and academic research funding could be sought.
- Contribute time and technical resources to the organization and support of a Center for Cambodian Languages, as proposed in section 3.5. Use ICC's contacts with SIL International to see if more university-level support can be given to minority language issues such as this proposed Center.
- Particularly in the new provinces of Kratie and Preah Vihear, special technical support is needed. If ICC could collaborate with CARE, the following activities would be welcome:
 - Help with recruiting and training bilingual education advisors like those at Mondulkiri and Stung Treng POEs
 - Send a BE team from Ratanakiri POE to Kratie and Preah Vihear to help with immediate concerns and activities planning
 - Work with the PTTCs in Kratie and Preah Vihear to determine which kinds of training might be done within the province (with support) and which should be done in Ratanakiri

6.3 UNICEF

UNICEF has long played an important role in supporting innovations at the ECE and primary levels and helping governments adopt progressive policies based on those innovations. For the past five years, UNICEF has played a bridge role with CARE support, working with MoEYS to expand bilingual education based on the successes of programs in three provinces. The focus on MoEYS ownership and policy development is in evidence in the *Guidelines*, which are a real milestone in the process of government adoption of NGO-supported innovations.

UNICEF has also played a key role in coordinating NGOs and other partners, but more will need to be done now that the *Guidelines* are officially approved and two new provinces are initiating bilingual programs. It was also clear during our visits that those involved in UNICEF-supported home-based ECE programs require better training in bilingual approaches as well as bilingual materials, and some suggestions are made in section 7.2.

UNICEF field staff are effective advocates of bilingual education once they understand the technical aspects, which are still being learned by some new staff supporting Stung Treng and Preah Vihear. I recommend that these staff members participate in study visits and capacity building workshops to improve their understanding of the why and how of bilingual programs. The following are some tips with regard to advocacy:

- Avoid the word “problem” when talking about ethnolinguistic minority learners or about bilingualism; bilingualism and biliteracy are resources for learners.
- Use the name of the local language whenever possible to help people understand concretely what happens in bilingual education, to give it appropriate status in the conversation, and to give symbolic value to the language and its speakers.
- Advocacy is an important activity, but it should be combined with listening to community members and gathering information. Listening and recording responses are good field skills that can be developed and modelled for others like POE and DOE staff.
- CARE has a role-play developed some years ago for use with communities; I recommend that UNICEF learn from CARE and ICC about using this and other participatory methods.

Since UNICEF staff are not speakers of minority languages and must use interpreters, I recommend that UNICEF adopt a policy for the use of local interpreters during field visits. This policy could be discussed and agreed with other partners, since it holds for all outsiders visiting communities. Here are some suggestions:

- Arranging for interpreting: In my short experience it seems that community leaders are often charged with interpreting from Khmer to the community language, and perhaps they are the most bilingual community members, but they are not necessarily the most adept at interpreting. Try to inquire beforehand if there is someone who is good at interpreting, perhaps a teacher, co-mother or literacy instructor.
- Keep your points in Khmer short and clear, and stop often for interpretation. Wait until the interpreter is finished, even a few seconds longer in case the interpreter corrects him/herself. Clarify ideas for the interpreter if s/he looks confused.
- Look at everyone in the group, not only the one or two people who speak often. Be sure everyone is in a place you can see and hear each other. Be sure women are included in the discussion as equals.
- Do not assume that everyone understands Khmer. Even if many understand some things, you should continue to respect the interpreter’s turn. This gives some people two chances to understand your points, while respecting the needs of community members who do not speak Khmer. It is also important to practice what we preach about the value of bilingualism and the inherent equality of languages. The symbolism is important.

UNICEF is uniquely placed to take a leadership role in helping the MoEYS and other stakeholders become more aware of international research and good practices in bilingual education at the ECE and primary levels. The following points could be made more widely:

- Mother tongue-based bilingual education can be used to address enrolment, quality and inclusion issues for all ethnolinguistic groups whose members do not speak Khmer at home. Bilingual education should not be tied only to indigenous minorities nor to groups whose languages have “no script” (i.e. no prior written form). Even groups with established orthographies that are different than Khmer should have the right to bilingual education. Use of languages with non-Khmer writing systems in bilingual education, based on the principle that learners who speak a language other than Khmer at home should have access to mother tongue-based bilingual education. (This issue should not be tied to whether or not a group is indigenous, what religion is practiced by the group, or whether or not the language has its own writing system.) I would hope that this could be pursued as an educational policy issue rather than a political or cultural one.
- Intercultural education is an important component of bilingual programs because it helps minority learners develop self-esteem and pride in their own traditions and build on these to learn about dominant (Khmer) cultural traditions.
- Bilingual education could also be a valuable option for ethnolinguistic groups whose members want their languages to be used in school because of past assimilative practices leading to language loss and endangerment.
- Bilingual approaches could also be useful for Khmer speakers who want to learn other languages, particularly in mixed language areas.

UNICEF could also play a very important role (working with the EDUCAM/NEP network of NGOs) in bringing NGOs on board with the *BE Guidelines* and helping them adapt programs such as oral use of local languages by teaching assistants to lead over time to stronger bilingual approaches. UNICEF could keep the network informed on bilingual education implementation and funding needs. Finally, UNICEF could help MoEYS to coordinate educational efforts in ethnolinguistic minority communities with other relevant government ministries, including the Ministry of Culture (working to integrate cultural and traditional activities into bilingual curriculum) and the Ministry of Rural Development (developing policies related to indigenous groups).

UNICEF financial and organizational resources could be used to help carry out some recommendations made elsewhere in this report, for example:

- Awareness-raising media campaign about mother tongue-based bilingual programs
- Study visit exchange with the pilot bilingual ECE and primary project of MOET Hanoi (in communication with UNICEF Hanoi)

6.4 Others using local languages

The NGOs Kampuchean Action for Primary Education (KAPE) and World Education are both supporting educational assistance in a number of ways, and might be interested in helping implement stronger bilingual education approaches. There are three projects worthy of mention: First, the Improved Basic Education in Cambodia (IBEC), is funded by USAID with World Education as the main contractor, is implemented by KAPE. This project includes advocacy for minority groups including Phnong, Stieng, Kuy and Cham in Kratie and Kampong Cham. The project provides bilingual classroom assistants in Cham areas and scholarships for minority students at the PTTCs. Second, the Minority Outreach in Education (MORE) project, funded by Save the Children Sweden and implemented by KAPE, works in Kampong Cham. Interventions include: multicultural education in state schools; building bridges between state schools and Cham private schools, and affirmative action in recruiting

minority teacher candidates into TTCs. The project also provides grants to state schools for classroom assistants who are bilingual in Cham and Khmer to work with Khmer teachers in mixed language classrooms. Third, the Phnong Education Initiative (PEI), funded by Lotus Outreach, is implemented by KAPE in Mondulkiri. This project gives scholarships to Phnong learners in lower secondary school and supports Phnong trainees at the PTTC in Stung Treng.

Save the Children Norway has worked in Preah Vihear since 2003 to increase access to primary schooling and improve the quality of teaching and learning. Among the innovations piloted have been school mapping, supporting teacher self-improvement and collaboration, increasing DOE visiting and support to schools, promoting community support to school infrastructure, and “engaging local resource people in the school’s instructional program” (Geeves et al. January 2006, p4). In 2006 it was recommended that Save address linguistic and cultural difference more broadly by developing supplementary materials, to support bilingual and multi-grade teaching at the TTC, and to clarify Save’s position on working with minority children and their languages. These recommendations are still valid.

As mentioned in section 5.3 on Mondulkiri province, the NGO New Humanity is working with Phnong-speaking preschool teaching assistants to help children learn Khmer. This faith-based NGO works in a number of areas including agriculture, primary education, literacy, health (including health at the ECE level) and working with disabilities. The ECE program follows the community kindergarten syllabus from MoEYS and UNICEF, but volunteers have no experience in or knowledge about bilingual education, nor do they know that the home-based activities calendar has been produced in Phnong. This is another example of an NGO that needs to be brought on board by the POE and/or MoEYS with UNICEF help. Collaboration with New Humanity would be productive since they have already recruited Phnong-speaking community members with grade 9 educational backgrounds who could qualify for bilingual community teacher training. (Note that if bilingual community ECE teacher training were also an option, this NGO might help support the teacher candidates.)

Youth With a Mission (YWAM), a faith-based NGO working in community development and NFE, has already been mentioned in section 5.4 on Stung Treng province because the NGO is working in Kavet bilingual literacy based on the ICC model. While YWAM is apparently communicating more with the Ministry of Health than with MoEYS, it would be in the interest of all stakeholders for there to be better communication and collaboration with YWAM.

Finally, UNESCO’s Education section has supported various NFE projects involving adult bilingual literacy, and UNESCO’s Culture section has promoted linguistic and anthropological studies and development projects involving minority people in Cambodia. UNESCO Education should be encouraged to collaborate with UNICEF and the five POEs in implementing holistic bilingual education planning for synergy between ECE, primary and adult programs. UNESCO Culture could also be a useful technical resource and funding partner in creating structural support for linguistic and cultural studies, for example in developing the proposed Center for Cambodian Languages.

As a footnote, we heard that USAID was giving “millions” to ethnolinguistic research in the Southeast Asia region, some of which might be utilized to help set up the proposed Center.

7. Bilingual teacher supply and training

The supply of teachers who are proficient in local languages may be the single most important factor in the scaling-up of bilingual programs. There is an urgent need for teachers who speak minority languages and are willing to live and work in remote and disadvantaged areas and teach bilingually. Addressing this need requires a range of strategies, many of which are discussed in the *BE Guidelines*, and many of which have already been piloted. However, more details may be needed for all relevant stakeholders to undertake appropriate action.

The types of teachers discussed below correspond to this range of strategies. Some, like teaching assistants (TAs), could be recruited and put in place relatively quickly to address immediate needs through oral L1 use. State teachers who speak local languages can help pre-primary and primary learners with oral explanations in the L1, but will require some training to follow a fully bilingual model. The recruitment and training of community members for bilingual ECE (preschool and home-based) and primary teaching requires more investment in time and resources, as does the recruitment and training of minority language and bilingual education specialists at state TTCs.

7.1 Primary teachers

7.1.1 Analyzing the need

According to the *Guidelines* there are three types of bilingual primary schools which need teachers who speak minority languages along with Khmer: community bilingual schools in indigenous villages that do not yet have schools, temporary community bilingual schools on state school compounds, and state schools providing full bilingual education if the percentage of minority learners is over 30%. Teachers can come from the community or state teacher training systems.

It is recommended that bilingual education implementation in the near future prioritize communities with 90 to 100% speakers of one minority language, since this is the most effective use of human resources and the easiest way to apply mother tongue-based bilingual education. Of course, it would be possible to provide bilingual education of the same type to a mixed community if learners were organized based on language rather than grade level, e.g. a minority language multi-grade stream and a Khmer language multi-grade stream.

7.1.2 Recruitment and training of community primary teachers

As the HCEP program demonstrated in Ratanakiri, and as current practice in three provinces shows, the recruitment of teachers from the community is clearly the best way to find local language speakers who can communicate and share understandings with learners, and who are committed to living and working in rural communities, even under relatively difficult conditions such as remote locations. Teacher absenteeism, an acute problem among state teachers in rural areas, is much less of an issue among community teachers, and the many community school management committees (CSMCs) with whom we spoke reported their satisfaction with and praise for the work of the community teachers.

We also heard some heart-warming stories about how communities have chosen particularly promising young people to become community teachers. For example, one young female

community teacher interviewed at a CARE inservice training in Ban Lung, who incidentally speaks Tampuan and Lao in addition to the Kreung she uses with her students, said she only learned Khmer when she began her CARE training in 2002. Khmer reading and writing was hard for her, as she comes from a very remote village, and she wanted to stop, but her village encouraged her, saying “You are the only one who can do it.”

Regarding the recruitment of community teachers, we were able to observe the particularly positive effects of female community teachers on girls. For example, in one Kavet community in Stung Treng, an experienced female community teacher of grade 1 was constantly surrounded by confident female students of all ages, even during our meeting with the CSMC and community elders. She was clearly a role model for the girls as well as for the other community teachers, who were less experienced men. Internationally, minority girls face a double disadvantage, and there are known benefits to having women teachers as role models (see Benson 2005). It is thus advisable to prioritize the recruitment of minority women, even if their formal education qualifications are slightly lower than their male counterparts.

According to the *Guidelines*, community teachers are needed for community bilingual schools (in villages that do not have state schools) and temporary community bilingual schools on state school compounds. They may also be needed in state schools that are converting to bilingual education, particularly if state teachers do not speak the language of the learners. The latter point raises the issue of the timing of the CARE-supported community teacher training, which is planned for breaks in the decentralized school calendar. There are two possible solutions to this issue: the state school can change to the decentralized calendar (based on a school board decision) so that teachers can attend the community teacher training, or an alternative community teacher training can be planned for those who will be working on the state calendar. The POEs should determine how many trainees are affected and discuss the training options with MoEYS and CARE.

Regarding the CARE-supported community teacher training, it appears that this system functions very well and that POEs are relying on being able to send new trainees to Ratanakiri as early as March 2011. This short notice raises a few important issues:

- Can the POEs get community schools boards set up in target communities and recruit community teachers in time to participate in the preservice training beginning in March?
- Has enough prior planning been done to make technical and financial resources available to support an expanded preservice training?
- If not, can an additional preservice training be planned for later in 2011 to accommodate the expanded numbers of community teacher trainees needed to implement bilingual grade 1 in 2012?

The CARE-supported trainings are extremely well thought out to reach the needs of community teachers with L1 literacy learning, Khmer L2 literacy and language learning, bilingual education methodology, and proper use of the teaching and learning materials, while providing equivalency courses to help trainees reach the grade 9 level. It is also exciting that graduates of grade 6 bilingual schooling in Ratanakiri are becoming community teachers themselves, which is an indication of the potential of bilingual schooling, but may also demonstrate the continued lack of opportunities for minority learners for relevant secondary schooling. Thus the CARE trainings are very much needed and appreciated, and it

is hoped that they can be scaled up to accommodate teachers from the new provinces and districts, even though the planned regional bilingual training center has not yet been built.

The grade 9 equivalency is discussed by CARE and by MoEYS as a goal so that community teachers can gain entrance into the TTCs. However, this presumes that community teachers, who are already trained and experienced in teaching two languages and teaching content bilingually as well as using active learning approaches, can learn useful skills at the TTCs. In my opinion it is preferable (as well as more resource-efficient) to design a route for community teachers to become qualified in the state system that does not require them to attend a complete TTC program. Community teachers should gain recognition (and salary increments) for completing grade 9 equivalency, receiving preservice and inservice community teacher training, and a certain number of years of service. Perhaps some TTC coursework would be needed to complete certification requirements, but this coursework should be relevant to bilingual teaching. MoEYS Primary and Teacher Training Departments should work with CARE to agree on criteria for assessment and certification.

7.1.3 Affirmative action for minority candidates entering TTCs

The ESP calls for 40% of the 5 000 new TTC trainees to be from rural, remote and disadvantaged areas and ethnic minority backgrounds. What is needed to put this goal into operation is to plan with the POEs to specify numbers of teachers needed by province and by local language proficiency, for 2011 and for each year following. Next, there should be an investigation of what type of education background can be expected from candidates from each ethnolinguistic group. Because these are marginalized groups, it is not likely that candidates can compete on equal footing with speakers of Khmer, particularly because the TTC entrance examination is in Khmer. Special entrance requirements should be established, either centrally by the MoEYS or at the provincial level in collaboration with the TTCs, as some POEs have already done. It makes sense for MoEYS to give the POEs the authority to develop criteria in collaboration with the TTCs, and even to consider different criteria for different minority groups depending on the local context.

Once special criteria have been established for TTC candidates from targeted minority groups, the POEs and TTCs should also determine whether or not special orientation courses and/or ongoing support should be provided so that candidates can succeed in the TTC program. CARE and MoEYS have reportedly created some financial support in the form of scholarships for minority trainees, and this could be of particular importance to women. However, it is important to investigate the possible need for Khmer L2 language teaching and support. It would be useful to develop a diagnostic test for oral and written Khmer as a second language that could be used to determine the need for extra language help at this level.

The most important consideration in training bilingual teachers at state TTCs is that they will require a special training program that includes L1 literacy, L1, L2 and bilingual methods, and intercultural training (some of which could be useful for all TTC trainees). One teacher educator in Preah Vihear suggested integrating bilingual education into the CFS curriculum for all trainees, which is appropriate for awareness raising but not providing details needed by bilingual teachers. Instead, a program similar to the CARE community teacher training program would be recommended. It has already been suggested to CARE in section 6.1 above that its training curriculum and methodology be systematized in anticipation of sharing

it with TTCs, and CARE could also play an essential role in building teacher educator capacity (training of trainers).

7.1.4 Adaptations for existing state teachers who speak minority languages

In Mondulkiri and Preah Vihear, and possibly in other provinces, there are speakers of minority languages who have graduated from TTCs and are already in the teaching force. The first step is for POEs to locate these existing teachers and determine where they can be placed to maximize their usefulness, with consideration of the individual teachers' own motivation and willingness to work in bilingual education in or near their home communities. POEs and DOEs may need to work together to find ways to shift staff if some Khmer speakers (especially teachers of early grades in minority areas) are displaced by teachers with local language backgrounds.

Identification of teachers' language skills is important now and will be in the future. It is recommended that POE and MoEYS add language proficiency data to current teacher personnel files if possible.

Once these teachers are located and placed appropriately, the next step is for them to be trained to teach bilingually. Because only parts of the CARE-supported community teacher trainings would be relevant for these teachers, and because many of them may be at schools using the state calendar, a special training should be designed for them. This training should include L1 reading and writing, L1 and L2 teaching methodology, and familiarization with the bilingual model and materials. It also seems fair to consider some kind of extra certification or incentive for qualified teachers who become bilingual teachers.

At some point these teachers should have the opportunity to interact with community teachers to promote mutual learning and sharing of experiences; perhaps this can be done at the cluster or DOE levels, or perhaps at the POE level. In some provinces it might be possible for experienced community teachers to help train state teachers to read and write the L1 and to teach bilingually. Likewise, state teachers may be able to help community teachers with their Khmer language and/or academic content like maths.

7.1.5 Training and support of bilingual teaching assistants

According to the *Guidelines*, if the percentage of minority learners is under 30%, bilingual teaching assistants (TAs) can be used, but there is no description of how bilingual TAs will be selected or trained. The *Guidelines* fail to mention the other more common situation in which bilingual TAs would be extremely useful—the schools where state teachers are all Khmer speakers but learners are all local language speakers. If the local language is not one of the five languages approved for bilingual education, TAs could fill in the gap until such time as bilingual education can be offered.

Note that the use of bilingual TAs should not be called bilingual education, because their use of the local language is only oral and does not involve literacy; it could be called “oral language support.” TAs should be seen as a temporary solution to communication issues pending the implementation of true bilingual schooling. Since the *Guidelines* do mention TAs, and since some NGOs are supporting the use of TAs in some minority areas (e.g. World Education/Kape in Cham areas), it would be helpful if MoEYS along with these NGOs could systematize procedures and practices in collaboration with CARE. For example, the use of CSMCs to select TA candidates from the communities could be modelled after community

teacher selection, and training methodology could be similar. Indeed, people who have worked as TAs might be good candidates to eventually become community teachers when written materials in their languages become available.

7.1.6 Summary of recommendations

Because there are so many details to consider in bilingual primary teacher supply and training, the recommendations already discussed above are organized in Table 3 and numbered consecutively for later ease in follow-up.

Table 3: Recommendations on bilingual primary teacher supply and training

Recommendations on the recruitment and training of community primary teachers:
<ol style="list-style-type: none"> 1. Communities with 90 to 100% speakers of one minority language should be prioritized to use community teachers most effectively. 2. Communities should be encouraged to recruit women community teachers, even if their formal education qualifications are slightly lower than their male counterparts, because they are such important role models. 3. Where community teachers are working in state schools, and are not available for the community teacher training during breaks in the decentralized calendar, there are two possible solutions: <ul style="list-style-type: none"> - The state school should change to the decentralized calendar (based on a school board decision) so that teachers can attend the community teacher training, or - An alternative community teacher training should be planned for those who work on the state calendar <p>The POEs should determine how many trainees are affected and discuss the training options with MoEYS and CARE.</p> 4. Depending on the speed at which POEs can get community schools boards set up in target communities and recruit community teachers (in March 2011): <ul style="list-style-type: none"> - CARE and MoEYS need to determine what technical and financial resources are available to support an expanded preservice training in Ratanakiri this year. - If new community teachers from some provinces are not able to attend the planned preservice training, can an additional preservice training be planned for later in 2011 to accommodate the expanded numbers of community teacher trainees needed to implement bilingual grade 1 in 2012? 5. It is recommended that MoEYS discuss with CARE the scaling-up of community teacher training based in Ratanakiri and plan with the POEs for the next year even though the planned regional bilingual training center has not yet been built. 6. MoEYS Primary and Teacher Training Departments (with CARE and UNICEF assistance) should design a route for community teachers to become qualified in the state system that does not require them to attend a complete TTC program. Community teachers should gain recognition (and salary increments) for completing grade 9 equivalency, receiving preservice and inservice community teacher training, years of service, and possibly some TTC coursework in bilingual education.

Recommendations on affirmative action for minority candidates entering state TTCs:

7. The POEs need to plan for 2011 and for each year following, to specify how many teachers with which languages will be needed.
8. Depending on the education background of TTC candidates from each language group, POEs should collaborate with TTCs with MoEYS support to:
 - Establish special entrance requirements for minority candidates (possibly different for different groups, depending on the context)
 - Design relevant orientation or support for minority trainees, including Khmer L2 instruction (based on results of a diagnostic test for oral and written Khmer as a second language)
 - Continue providing financial support in the form of scholarships for minority trainees, especially women
9. MoEYS Teacher Training Department and relevant TTC staff (using CARE expertise and experience) should develop a bilingual education program for TTCs.
 - Curriculum and manuals to train bilingual education teachers can be adapted from CARE's community teacher training program.
 - Train or hire appropriate teacher educators to teach the program (relying on CARE's experience in building teacher educator capacity/training trainers).
10. If indeed a set of guidelines will be developed on the use of community teachers, as indicated in the ESP (see section 2.1 above), some of these recommendations about affirmative action and training may be included.

Recommendations on adaptations for state teachers who speak minority languages:

11. The POEs should identify existing teachers who speak minority languages and try to place them appropriately (i.e. in lower grades, in their linguistic communities)
12. MoEYS and POEs should add language proficiency data to current teacher personnel files, since language skills are relevant to training and placement.
13. MoEYS/TTCs/CARE should design and implement a special training (during the appropriate school breaks) for qualified teachers to develop L1 literacy and learn to teach bilingually. A special certification or incentive should be considered for qualified teachers who become bilingual teachers.

Recommendations on the training and support of bilingual teaching assistants:

14. The use of TAs should not be called bilingual education, but "oral language support."
15. MoEYS should systematize with NGOs the training and use of TAs according to the *Guidelines*, agreeing that TAs are a temporary solution to communication issues pending the implementation of true bilingual schooling. TAs should be seen as future community bilingual teachers.

7.2 ECE teachers and staff

Regarding ECE, the *Guidelines* call for organization of a state or community preschool should be organized to allow indigenous children to gradually “become familiar” with the national language. Alternatively, the community can organize a home-based ECE program, but no details are given. It is not made clear how the L1 or L2 should be used at this level.

7.2.1 Preschool programs

We were not able to visit any community preschools in the five provinces, but we did visit one state preschool in Preah Vihear. That preschool was attached to a primary school and had a preschool teacher trained in the two-year preschool teacher program in Phnom Penh, the only preservice ECE training of its kind in Cambodia. As mentioned in section 1 above, that teacher did not speak Kuy, the language of the community and learners, and her class had gone from 30 at the beginning of the year to 5 the day we visited. She had been living in the community since school started in October, and was surprisingly upbeat about staying, promising that if we came back we would see a difference in her classroom. However, the techniques she had learned clearly did not prepare her for working with children who do not speak Khmer. Interestingly, the state teachers of grades 1 and 2 at that school are Kuy speakers and have been helping learners understand academic content. For the few children who attend that preschool, there will be a disconnect when they reach grade 1, so a bilingual preschool would be recommended.

The *BE Guidelines* call for the organization of state or community preschools for children who speak local languages to “allow them to gradually become familiar with” Khmer. The situation in that Preah Vihear state school highlights the need for community teachers at the preschool level as well as in the early primary grades, not only to expose children to some Khmer but to build on the knowledge and experiences children bring to preschool in their home languages (L1s). Another model is the CARE-supported ECE programs established at seven Early Childhood and Life Skills Centers in Ratanakiri, such as the one we visited in Tus Chrech village. There we talked to mothers working with a local Kreung-speaking facilitator, and they were well aware of the benefits of developing play skills and Kreung language in preparation for grade 1; however, facilitators still require training in systematic approaches to L1 and L2 teaching and learning.

Teaching assistants have been proposed as a solution for situations like that of Preah Vihear, and that is certainly a possibility given that preschools should focus on oral language development (in L1 and L2), reading readiness like story reading and storytelling, and writing readiness like practicing common letters and numbers. However, community preschool teachers with local language skills would be more effective in terms of communicating with families and learners and understanding and building on local cultural traditions, and why train a preschool teacher and a TA when a community preschool teacher is sufficient?

A recent report on ECE for UNICEF (Zanolini Jan 2011) reported on a longitudinal study of community preschools (CPSs) and home-based programs (HBPs) compared with state preschools in six UNICEF-supported provinces: Kampong Speu, Kampong Thom, Prey Veng, Suay Rieng, Odtar Meanchey and Stung Treng. (Note that only Stung Treng province overlaps with the five currently covered by the *BE Guidelines*.) Data analysis demonstrated that ECE programs all have positive effects, and that hiring local teachers is both cost-

effective and likely to offer better quality results; however, better training and follow-up is needed.

7.2.2 Home-based programs

The *BE Guidelines* also encourage communities to organize home-based ECE programs, but no details are given. As mentioned in section 1 above, our visits to six home-based programs (HBPs) provided evidence that the roles of L1 and Khmer L2 are ambiguous for many core mothers and mother leaders. The first core mother we met in Mondulkiri was trying to teach Khmer literacy to the other mothers based on the activities calendar written in Khmer, yet she and her fellow mothers were all Phnong speakers. We later saw Phnong activities calendars in other communities where the HB program seemed to be working better. Such materials would clearly be useful in other languages, both for symbolic reasons and to provide more support for the home language and culture of program participants. In addition, trainings and orientations should be in these languages so that facilitators have the vocabulary and explanations they will need to work effectively.

7.2.3 Recommendations

There is a clear need for bilingual policy, bilingual materials and bilingual training in ECE, both for preschool teachers and for core mothers and mother leaders in the HBP, to realize the full potential of early child development programs. Because the *BE Guidelines* do not provide guidance regarding bilingual ECE approaches, there is a need for another official document (like the bilingual education implementation manual mentioned above—or even included in that manual) to spell out the roles of L1 and Khmer L2 in ECE. This would be a good time for the ECE Department at MoEYS to become more integrally involved in mother tongue-based bilingual education by discussing bilingual community schooling with PED and **adopting an appropriate bilingual approach that will link with bilingual primary grade 1.** (See Appendix D for some suggestions; Ron Watt of CARE has sketched out some basic tenets of language use for the ECE level that would be consistent with these suggestions, and I recommend that these be presented to MoEYS for discussion. The readiness materials already developed by CARE for the initial phase of grade 1 can easily be adapted and expanded for preschool use.)

Materials in the L1, including locally appropriate alphabet-based illustrated key words, numbers and story books for preschool and L1 activities calendars for HBPs, should be produced and used during trainings so that the role of the community language is clear. If some basic Khmer is to be taught, appropriate materials for teaching Khmer as a second language should also be made available, along with L2 teaching strategies.

Regarding training, as recommended for primary teachers above, I recommend that **at least part of the training of community preschool teachers and HBP volunteers should be done through their mother tongues.** Providing training through the L1 has a number of benefits: better understanding of training content, familiarity with L1 terminology needed to teach, ability to link new information to local cultural traditions and beliefs, and giving symbolic value to the home language and culture, which helps raise self-esteem and thus improves learning outcomes. It could be argued that all of these benefits should be maximized for those working in ECE because they are the people who help link the home with the school, preparing young learners and their families with important attitudes and skills that will help them be successful in their school careers.

Regarding the recruitment and training of community preschool teachers, I recommend that CARE be consulted as to the feasibility of **adding a training program for bilingual community preschool teachers** to the tasks of the regional bilingual resource centre that will be built in Ratanakiri. This would maximize language resources in terms of L1-based literacy and promote links between preschool and primary readiness and early literacy practices, including sharing of methodologies and materials. This program or a similar one could be directed towards **training HBP facilitators** who could then train local volunteer mothers in their own languages. Instructors from the Preschool TTC in Phnom Penh should be included in planning and implementation so that bilingual education can be integrated into their programs in the next few years.

8. Primary bilingual curriculum, methods and materials

8.1 Situation analysis

CARE began developing bilingual materials in 2002 as part of the HCEP program, adapting the national curriculum to be more culturally appropriate and to use learners' home languages (Tampuen and Kreung at that time). The adapted materials based on the national curriculum went through lengthy revision by the MoEYS (Noorlander, Khat and Keo 2003). These and other materials produced over the past ten years promote learner-centered methodology by promoting questioning, arranging classroom activities for group work, using the environment for teaching and learning materials, and using the learners' home language. Curriculum and materials include learners' and communities' own experiences and are intended to contribute to the maintenance and development of traditional culture and lifestyles.

As mentioned in section 2 above, there are now approved scripts and materials for five languages: Tampuen, Kreung, Brao, Phnong and Kavet. Four (all but Brao) are used in primary bilingual education. The Kuy language is in the process of being approved and is presumably the next language to be included in bilingual programs, which is an important consideration for planning by Preah Vihear POE.

In collaboration with MoEYS and with the linguistic support of ICC, CARE has developed an impressive set of learning materials for primary bilingual education. For the L1 core curriculum there are 38 titles (17 for grade 1, 9 for grade 2 and 10 for grade 3) that CARE developed in Tampuen and Kreung and ICC translated into Phnong and Kavet, for a total of 38×4 languages = 152 titles in the core curriculum. 21 supplementary readers (5 for grade 1, 3 for grade 2 and 13 for grade 3) have been produced in Tampuen and Kreung, for a total of $21 \times 2 = 42$ titles, and there are approximately 8 library books that exist in these two languages plus Khmer. Supplementary readers have apparently not yet been developed in the other two languages, nor are there library books yet.

As part of the bilingual methodology DO, TALK, RECORD developed by CARE, teachers and students develop their own materials in the L1 based on discussion of their own experiences. This is an excellent means for bringing children's own experiences and relevant cultural and traditional practices into the classroom and into written texts that can be shared at school and at home. When applied to local languages, the methodology takes on special meaning because of the dearth of written material in these languages, and because local culture and traditions are documented and valued. Student-made materials could potentially be useful for adult literacy programs, and vice-versa, where adult literacy classes could produce reading materials for bilingual primary learners. Overall, this methodology is well suited to any early literacy program and should be seen as a useful model throughout Cambodia, i.e. for Khmer speaking classrooms as well.

In addition to the materials in local languages, CARE has developed Khmer language materials for the bilingual program, most notably for grade 2 (12 titles) and grade 3 (9 titles). In order to teach Khmer as an L2 to speakers of other languages, these materials are essential, because texts designed for Khmer speakers will be too advanced.

CARE has also developed checklists for individual assessment of bilingual learners that could be considered a useful model throughout Cambodia to promote formative assessment.

8.2 Recommendations

Referring to the number of titles already produced in Tampuen and Kreung, no such supplementary readers or library books have been developed in Phnong or Kavet. If NGOs or donors are looking for concrete projects, support for their development and publication would be timely.

The DO, TALK, RECORD approach, which allows teachers and students to develop their own materials in the L1, is an excellent means for adding to existing literature in any language, even Khmer, and should be promoted by MoEYS as part of learner-centered education. CARE and other NGOs could look into ways to promote local publishing of learner-made materials. As mentioned in section 6.1 above, it would be helpful if CARE could work with or create local publishing capability at the provincial or national level to help develop more sustainable materials production processes for local language and bilingual materials.

The approval process has already been discussed in sections 3 and 4, and the point made is that while MoEYS understandably needs to supervise the bilingual curriculum, the process could be streamlined. For example, Preah Vihear is in urgent need of Kuy language materials for primary bilingual education. Since the materials would be based on primary materials that already exist in four other languages, there should be a new, more rapid process that is followed in the next few years.

Since an extension of the bilingual model through the end of primary schooling is recommended, at least on a pilot basis in the next few years, there will be a need for materials. As a first step, the L1 could be taught as a subject in grades 4 through 6, which would necessitate L1 subject materials for those grades. In terms of improving the quality of content instruction in upper primary in particular, it is recommended that more bilingual materials, i.e. materials in L1 and Khmer such as Junior Picture Dictionaries, be produced to support learning in and transfer between both languages.

Since it takes from 5 to 7 years for children to develop the level of understanding, speaking, reading and writing in a second language required for school learning (Cummins 2009), bilingual methods and materials for the content areas would be recommended.

There is also a need for upper primary materials for the teaching of Khmer as a second language, because state texts designed for Khmer speakers are not at the appropriate level. To improve the quality of Khmer teaching and learning, it would thus be recommended to develop level-appropriate Khmer language materials for upper primary that build on what has been learned in grades 1 to 3.

Conclusion

This assessment of the state of bilingual education implementation in Cambodia has described situations observed in the five provinces covered by the *Bilingual Education Guidealines*; analysed support to bilingual education in terms of policy, linguistic development, MoEYS and POE activities, NGO and other partner activities; and examined the supply and training of bilingual teachers and the development of bilingual curriculum, methods and materials. Based on each description or analysis, a number of recommendations have been made to improve existing support and/or create new structures. These are collected in Appendix E, referenced by page number in the report and prioritized as a guide for planning activities at the central and provincial levels.

Not all of these recommendations are new to MoEYS or to the development partners, which was apparent from the document review. In addition, the POEs were often able to diagnose their own challenges and make their own recommendations. The implications here are first, that recommendations need to be taken seriously if bilingual education is to be implemented more widely while maintaining or improving its quality; and second, that POE staff need to be empowered to make decisions based on a well-developed understanding of bilingual education coupled with their already good understanding of conditions in each school. CARE is asked to adapt its focus from being an implementer of trainings and support to documenting and demonstrating effective strategies to other NGOs and, most importantly, to building capacity among government staff from relevant MoEYS departments, the POEs and the PTTCs. UNICEF is called on to continue its work on policy and building the kinds of structures and capacity necessary for expanded implementation of bilingual ECE and primary education in the five provinces and beyond. ICC is challenged to help create a government structure for development of Cambodian languages, and other partners are asked to design their support in concert with the *Bilingual Education Guidelines*.

Overall, it should be apparent that I am very optimistic about the future of mother tongue-based bilingual education in Cambodia, and about the positive and expanding impact it is having on the quality of teaching and learning for speakers of languages other than Khmer. I end this report with a final challenge to the Cambodian government to see the potential of bilingual education to improve educational opportunities not only for indigenous minority groups but rather for all of the country's ethnolinguistic minority communities.

Appendix A: Terms of Reference

Evaluation of the bilingual education programme

UNICEF, Cambodia

Requesting Section: Education

1. Background and purpose:

At the national level, Cambodia has been quite successful in getting children to attend school, but further efforts are necessary to ensure students successfully complete basic education and to achieve equal participation in remote areas of the country. Bilingual education is a key strategy in overcoming the multiple obstacles to ethnic minority children's access to quality education.

In Cambodia, the Khmer ethno-linguistic community makes up 96 per cent of the country's population of 13.4 million. In the five provinces of north-eastern Cambodia, there are approximately 115,000 indigenous people who come from over 10 ethnic groups⁷. Other minority groups in Cambodia such as Lao, Vietnamese, and Thai primarily concentrated in border areas and along major river systems.

In the north-eastern province of Ratanakiri, for instance, various ethnic groups make up an estimated 57 per cent of the province's 125,000 inhabitants. All speak their own languages and practice their own religion. Few speak Khmer, the national language, and those that do have limited competence. In remote areas, less than 10 per cent of the total population completes primary school and there are large disparities in participation, particularly beyond Grade 3, as very few indigenous children move on to secondary education.

In response to the lack of educational opportunities available for the children of remote indigenous communities, a participatory community school model of Bilingual Education (BE) was developed in 2006 with support of CARE International that targets indigenous children. These schools have been set up for communities without state schools. Initially, students are taught in their native languages and the Khmer language is progressively introduced over the course of four years. The programme is based on community participation: communities establish their own school boards based on traditional decision-making processes; these boards are actively involved in the development of the books and materials used in the schools; the boards manage the schools and select people from within their communities to be trained as teachers. Classes are regularly monitored by provincial and district educational staff.

A formal evaluation of the programme is crucial to measure its impact and to provide recommendations for further development/replication of the model as appropriate.

The evaluation of the Bilingual Education Programme is planned as a part of the MoEYS 2010 AOP/UNICEF AWP. The results of the evaluation will inform future planning of MoEYS, UNICEF and other partners, feed into the preparation of the 2011-2015 Child Friendly Schools MasterPlan, as well as in the next UNICEF Country Programme.

⁷ The largest indigenous groups are the Kreung, Tampoun, Broa, Joray, Phnong, Kouy and Stieng

2. Overall objectives:

1. To evaluate the Bilingual Education programme 2006-2010 _with focus on relevance to national priorities, effectiveness in achieving desired objectives, and potential sustainability for the long term;
2. Based on the findings of the evaluation, generate recommendations for future improvement of the programme, including recommendations for the CFS MasterPlan 2011-2015.

3. Work Assignment

- 1) Review the relevant documents and existing materials related to the Bilingual Education Programme in Cambodia, these include:
 - Education for All Mid-Decade Assessment 2005;
 - ESP/ESSP 2006-2010;
 - ESP 2009-2013 (draft);
 - Child-Friendly Schools (CFS) Policy and Master Plan 2007-2011;
 - Mid-Term Review of UNICEF Education Pilots and ECD Initiatives, 2006-2008;
 - 2010 Bilingual Education Guideline (draft);
 - Bilingual Education materials (produced by the MoEYS with technical support from CARE International, World Education and Save the Children Norway) ;
 - 2008-2010 ECE Longitudinal Study;
 - Highland Community Education Programme: Bending Bamboo. Situation Analysis (CARE International, 2008).
- 2) Undertake consultations with relevant stakeholders including different MoEYS departments (PED, CDD, ECED, TTD), UNICEF (Phnom Penh and provincial staff), CARE International, Save the Children Norway and World Education.
- 3) Undertake field visits to observe and collect information in Ratanakiri, Mondulakiri, Stung Treng, Kratie, Preah Vihear.
- 4) Conduct a one-day consultative workshop to disseminate and discuss findings of the study and develop recommendations on improving BE programmes for relevant ministry officials and NGOs.
- 5) Based on the outcomes of the review, data collection and consultations:
 - To propose recommendations for MoEYS on further improvement of BE programmes at preschool and primary school levels, including transition into lower secondary.
 - To propose recommendations to strengthen quality of the programmes.
 - To propose recommendations towards sustainability of the programmes
 - To propose recommendations for CFS MasterPlan 2011-2015
- 6) Prepare a Power Point presentation on the findings
- 7) Produce a final evaluation report.

4. Outcomes of the consultancy:

- Evaluation of the Bilingual Education programme;
- Recommendations for further expansion/development of BE at preschool and primary levels;
- Recommendations to strengthen quality of BE;
- Recommendations towards sustainability of BE
- Recommendations for the CFS Master Plan 2011-2015.

5. Partners of the consultancy

The consultant will work in close collaboration with the MOEYS Primary Education Department (PED), Early Childhood Education Department, Department for Curriculum Development (DCD), Teacher Training Department (TTD), Provincial offices of Education (POE) and Community School Management Committees in Stung Treng, Ratanakiri, Moldulkiri, Kratie, Preah Vihear, CARE International as well as UNICEF staff members in Phnom Penh and in the provinces in undertaking this assignment.

UNICEF will assist the consultant in coordinating meetings with the main stakeholders, and provide translation assistance, if necessary. The consultant will develop a plan, coordinate the review, conduct the evaluation, and produce the final report.

6. Qualifications or Specialized Knowledge/experience required:

- a. Advanced university degree, preferably advanced university degree in Education;
- b. Eight years progressively responsible work experience in education programmes evaluation;
- c. Knowledge of Bilingual education programmes
- d. Demonstrated, strong evaluation skills;
- e. Knowledge of Cambodian education system is an asset;
- f. Excellent writing skills and communication skills.
- g. Demonstrated ability to work in a multicultural environment (specific knowledge of Khmer, ethnic minority languages of Cambodia, and working experiences in Cambodia are an asset).

7. Estimated duration of contract (dates and period)

It is estimated that the consultant will require 50 working days to complete the assignment:

- desk review of relevant documents will be done by consultant at consultant's place of residence - 4 working days,
- development of the consultancy plan, methodology, data collection, preparations for consultative workshop - 14 working days
- consultations with main stakeholders – 10 working days
- field visits – 15 working days
- consultative workshop to disseminate findings of the study – one day
- finalization of the report will be done by consultant at consultant's place of residence -6 working days.

7. Work Schedule:

The consultant will develop a work plan that covers desk review, consultation plan and report preparation.

8. Deliverables with due date:

- Prepare the consultancy plan and conduct the desk review - by the end of the third week
- Undertake consultations and field visits– by the end of the eighth week.
- Submit the final report – by end of tenth week. The soft and hard copies of the final report as well as the final Power Point presentation should be submitted to UNICEF. The final report should be prepared in English and include the following chapters:
 - executive summary;
 - situation analysis, including analysis of the existing policies and guidelines;
 - description of the approach to the evaluation (evaluation methods and tools);
 - evaluation findings;
 - recommendations;
 - annexes, including work schedule; evaluation tools; list of interviews, places visited.

The length of the report should be up to 40 pages (without annexes).

9. Payment Schedule.

The consultant will be paid as follows:

30% upon agreement on the consultancy plan

70% upon submission of the final report, accepted by UNICEF and MoEYS

10. Official Travel Involved.

The consultant will travel to three provinces (Stung Treng, Ratanakiri, Mondulakiri) to collect information about Bilingual Education programmes and to two provinces to examine the possibility for replication (Kratie, Preah Vihear). It is estimated that travel will take 15 working days.

11. Contract Supervisor:

The consultant will work under the direct supervision of the Unicef ECD Specialist (Natalia Mufel) with guidance of the Section Chief, Education.

12. Type of Supervision that will be provided:

Regular meetings to ensure compliance with the TOR and overall progress, as per the agreed work plan.

14. Consultant's Work Place/Any facilities to be provided by office:

The Consultant will be expected to use his/her laptop. If needed UNICEF will provide space.

15. Nature of "Penalty Clause" to be Stipulated in Contract:

Penalties for Unsatisfactory Performance or incomplete Assignment:

In all cases, consultants may only be paid their fees upon satisfactory completion of services. In such cases where payment of fees is to be made in a lump sum, this may only be payable upon completion of the services to UNICEF's satisfaction and certification to that effect, and any advance on the lump sum may not exceed 30% of the fees. In such cases where payment of fees is to be made in instalments, the final instalment may not be less than ten per cent (10%) of the total value of the contract, and will only be payable upon completion of the services to UNICEF's satisfaction and certification to that effect.

Appendix B: Schedule (updated with actual activities) of the evaluation of bilingual education

Carol Benson
Jan 24 – Feb 26 2011

Date/Time	Schedule	Meeting with	Accompanied	Coord by
23 Jan, Sun	Arrival in Phnom Penh			
24 Jan, Mon	In Phnom Penh	Stakeholders	NM, NS	
08:30-09:00	Car to pick up Natalia from Office, then Carol from Cara Hotel, and to PED <i>Cara Hotel, #18 Street 47 & 84, Sras Chark Tel: 023-430-066</i>		Natalia, Sophea	
09:00-10:15	Meeting with Director and/or Deputy directors and relevant staff of Primary Ed Department (PED)	Mr Chum Sophal, Dpty Dir PED Mr Nhean Saroeun, Chief of Spec Ed office Mr Un Siren, Spec Ed	Natalia, Sophea	Sophea
	[Work at UNICEF]			
Lunch	[Discussion with Natalia and Peter]			
14:00-15:00	Orientation with Natalia at UNICEF		Natalia	Natalia
15:10-15:30	Leave Office for ECED Department			
15:30-16:35	Meeting with Director and/or Deputy directors and relevant staff of Early Childhood Ed Department (ECED)	Ms Yim Chansrey Ms Chan Sophea Mr Prak Kosal	Natalia, Sophea	Sophea
25 Jan, Tue	In Phnom Penh		NM	
08:45	Leave office/hotel for UNESCO office		Natalia	Sophea
09:00-10:15	Meeting with UNESCO Education Specialists at UNESCO office	Sun Lei, Education Specialist, UNESCO Ms Naoko Arakawa Ms Marte Vindspoll	Natalia	Sophea
Lunch	[Lunch with Natalia, Peter and Joel]			
14:00-18:00	<i>[No meeting with Save the Children; meet in Preah Vihear]</i> Work at UNICEF: security certif, admin			
26 Jan, Wed	In Phnom Penh		NM, NS	
08:10-08:30	Leave office/hotel for DCD		Natalia, Sophea	Sophea
08:30-10:00	Meeting with Director of Curriculum Development Department	Mr Eng Kimly, Mr Nov Sonn	Natalia, Sophea	Sophea
10:30-11:30	Meeting with Culture Unit at UNESCO office	Mr Blaise Kilian		Natalia/ Sun Lei
Lunch	[Lunch with Natalia and Uli]	Ms Ulrike Gilbert-Nandra		
14:15-16:15	Meeting with CARE , at CARE office, first with Country Dir and Asst CD, then in Jan's office	Mr Jan Noorlander Ms Stav Zotalis, CD Mr Bill Pennington, Asst CD	Natalia	Sophea
16:30-17:30	Meeting with Chief of Party, World Education (#20, street 222)	Mr Kurt Bredenberg	Natalia	Sophea
	<i>(TTD director declined to meet as doesn't know about BE, but to be invited for the workshop)</i>			
27 Jan, Thu	Travel to Mondulkiri [driver You Vuth, tel 012 900 061]		NM, MK	
07:00-14:00	Leave PNH for Mondulkiri	Mr Chhon Chheang, ECE Dept MoE	Natalia	
	Stop at UNICEF zonal office in Kampong Cham to pick up Kadul	Mr Meas Kadul, UNICEF Mr Sain Kimlong Other UNICEF zonal staff		

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15:10-15:45	Informal meeting with ICC member during action research workshop at POE	Ms Mariam Smith	Natalia	Carol
16:00-16:30	Meeting with POE representatives	Ms Duong Phan, Prim Ed Mr Chea Socheat, BE	Natalia, Kadul	
16:30-17:05	Arrival of POE director and continuation of meeting	Mr Tim Sangvat	Natalia, Kadul	Sopheha
	[Visit to Sea Forest mountain view at sunset]			
18:00-19:15	Dinner meeting with New Humanity member regarding pre-primary	Ms Lucia Wong	Natalia, Kadul	Natalia
28 Jan, Fri	In Mondulkiri		NM, MK	
07:30-8:00	Pick up team, travel from town center to Pich Chreada district	Ms Thon Nithi, CARE teacher trainer (Kmer) Mr. Phon Sarin, CARE RPO (Phnong)	Natalia, Kadul MoE: MrC. Chheang POE: MrC. Socheat	Kadul
08:15-08:35	[Unplanned] visit to (non-bilingual) primary school in Sre Ampoum village	Gr2 teacher (f) Gr5/6 teacher (m)		Carol
08:35-09:30	Visit home-based (HB) activities in Sre Ampoum village	1 core mother, 1 mother grp leader (approx 5 mothers)		Kadul
09:45-11:00	Visit Pou Til community school in Bou Sra commune [Absent: Gr4 Mr Srap Sa Mein]	Gr1 Ms Pon Chiau Vi Gr2 Ms Kai Srai In Gr3 Mr Tal Kuet Gr5 Mr Tieu Bou Ri Village chief Man from school council		Kadul
Lunch	[Picnic at Bou Sra waterfall]			Kadul
14:30	Leave town center, 15 minute drive to visit HB activities in Lao Ka village	Core mother (approx. 8 mothers) Dpty village chief DOE: Mr Kieu Noreth, Sen Monorom munic		Kadul
16:15-17:00	Return to town center [via Gorilla guest house/café]			
20:00-20:30	Telephone discussion about linguistic development in Cambodia	Prof Silvan Vogel		Carol
29 Jan, Sat	In Mondulkiri		NM, MK	
07:30-08:00	Travel with team to Pou Trom		Natalia, Kadul MoE: MrC. Chheang POE: Mr C. Socheat CARE: Ms T. Nithi, Mr P. Sarin	Kadul
08:00-09:15	Meet village chief, community and school board members, observe BE classes in Pou Trom community school (Sen Monorom municipality)	Village chief Mr Yas Dy, head of School Board (approx. 9 women, 11 men, many kids) Ms __, gr2 biling tchr Mr __, gr3 biling tchr		Kadul

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9:30-11:15	Vist HB in Bu Tang (also Sen Monorom municipality)	1 core mother 1 village health volunteer 7 mothers, kids DOE: Mr Kieu Noreth		
	[Cancelled visit to O Raing district—BE class in Pou La community school and HB in Pou Raing and Dak Dam villages]			Kadul
15:00-17:00	Meeting with POE director, staff, DOE, ICC and CARE	POE: Mr Tim Sangvat Ms Duong Phan Mr Chea Socheat DOE: Mr Kieu Noreth Mr Srong Polonh Mr Seng Klan ICC: Mariam Smith CARE: Ms Nithi, Mr. Sarin		Kadul
	[Visit Rumanea II waterfall on the way back to town center]			
30 Jan, Sun	Travel to Kratie [driver Mo Cono]	NM back to PNH	MK	
07:30-aftn	Travel from Mondulkiri to Kratie [Lunch on the river; boat to see river dolphins]		Kadul	
31 Jan, Mon	In Kratie		MK	
07:00-07:40	Breakfast with POE staff	Mr Chan Rottana, POE Primary head Mr ____, POE head of Planning/Finance	Kadul	Kadul
07:45-08:30	Meeting with POE dpty director [POE dir Mr Lay Bova was ill and could not attend]	Mr Sou Pisith, POE Dpty Director Gilly Clifford, VSO		
08:30-09:50	Left for Phong community, picking up DOE staff, commune leader and village chief	Mr Pronh Noch (Kh), DOE in ChetRakBorey Commune leader (Ph) in Mean Chey Village chief (Ph)	Kadul POE: Rottana	
10:05-11:00	Meeting with Phnong community of “Village 105” (which has 50 families)	Approx 15 adults, many children		
11:00-12:15	Travel to Snuol, dropping off chief and commune leader on the way			
13:30-13:50	Informal observation of state school gr 6 (some Stieng students) reading in Khmer	1 gr 6 teacher, 28 students Mr Kan Sean, school dir		
14:00-15:10	Meeting at Py Thnou primary school of Stieng community elders from Pravanh village	4 elders (2m, 2f) Mr Ton Nget, DOE Snuol district Mr Li Gon (St), state teacher in Pravanh		
15:35-16:15	Visit Stieng community in Mo Ha village	1 village leader/translr (Approx 15 adults, many kids)		
16:15-17:45	Travel back to Kratie			
01 Feb, Tue	In Kratie		MK	
07:00-10:00	Travel to Srai Bung village	DOE: Ms Sy Kim Luor, Mr Mao Ponnaray	Kadul POE: Rottana	Kadul

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10:20-11:50	Meeting at Tom village school (built by Oxfam in 2010) with Phnong community	Mr Ou Kim Ea, chief of Roluos Mean Chey commune Mr Soven Tuon, village chief (translated) Approx 65 adults, more outside		
11:50-12:30	Meeting with teachers	Mr Sen Taing (Mill ethnicity), Roluoss cluster head Mr Cheat Doeurn (Phnong), adult lit gr 1/overage youth Mr Chea Sophal (Khm), gr 1/2		
12:30-16:30	(Picnic lunch in the forest) Travel to Srae Chis village			
16:45-17:35	Meeting with Kroul community in Srae Chis village			
17:35-19:40	Return to Kratie			
02 Feb, Wed	In Kratie	MK back to PNH		
08:00-08:30	Meeting to discuss today's work	Ms Gilly Clifford Mr ____ (translated)	Mr Rottana	Carol
08:35-09:30	Visit to Kratie TTC	Ms Leng Seng Hak, Dir of TTC Mr Mao Veasna (Eng tchr, translated)	Mr Rottana Ms Gilly	Carol
09:40-10:10	Debriefing for POE	Mr Theam Heng, Dpty Dir of POE	Mr Rottana Ms Gilly	Carol
10:10-12:20	Meeting with VSO	Ms Gilly Clifford		Carol
Afternoon	(Work on final report, work on press release for Mother Language Day on 21 February)			
03 Feb, Thu	Travel to Ratanakiri [driver Savut]	[Sopheha arrives]	NS	
Morning	(Work on final report)			
13:45-17:15	Picked up by Sopheha, drop off extra copies of BE Guidelines at POE, travel to Ban Lung, Ratanakiri province			
04 Feb, Fri	In Ratanakiri	[Note: In-service training in RKR 31/01-06/02]	NS	
07:45-08:00	Meet POE staff, CARE at POE		Sopheha	CARE
08:00-09:00	Official meeting with POE director, BE staff, ICC, CARE and NTFP	POE: Ms Chan Kham Khoeur, Dir Mr Pa Satha, Dpty Dir Mr Khath Samal, Asst Dir Mr Seng Yien, BE Coord Mr Korm Vandy, Chief of primary and ECE ICC: Mr Chhouk Sakoeun, NFE advisor Mr Thieng Savoeun, materials coordinator CARE: Mr Jan Noorlander, program coordinator Mr Thoh Thany, PQU manager Mr Pheng Map, CFSS team leader NTFP: Mr Lak Samnang, ____	Sopheha	CARE

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09:15-12:00	Observe in-service training of BE teachers (gr 1-3 Khmer, gr 4-6 maths)	Mr Sean Song Lim, CARE team leader of tchr training unit Ms Nithi, Mr Sarin, other trainers (Bun, Phany, Heng, Sethan and Narom) CARE staff POE staff POE Stung Treng Dpty Dir and two staff members	Sophea	CARE
14:00-15:40	Observe and interact with Round Table discussion	Mr Song Lim, trainers, CARE and POE staff 141 bilingual teacher trainees	Sophea	CARE
16:00-17:00	Interviews with eight teacher trainees (one man, one woman from each of four language groups)	8 bilingual teacher trainees Mr Map, CARE Mr Yoeun, POE	Sophea	Carol
17:00-17:40	Informal visit to CARE office to talk to trainers, see materials	CARE staff	Sophea	Carol
05 Feb, Sat	In Ratanakiri		NS	
08:15-11:00	Meeting with POE dir and BE implementation team	Ms Chan Kham Khoeur, Dir Mr Pa Satha, Dpty Dir Mr Khath Samal, Asst Dir Mr Seng Yien, BE Coord Mr Koam Vandy, Chief of primary and ECE Mr Seng Yoeun, Chief of Inspection, member of BE team, CARE counterpart	Sophea	POE
11:10-11:55	Meeting at ICC	Mr Savoeun (Tampuen) Mr Beck Yeck (Tampuen), Ride Proj Mgr	Sophea	
17:30-17:45	Travel to ICC project of NFE [3 cars]	ICC: Mr Sakoeun, Mr Savoeun, Ms Jacqueline Jordi	Sophea POE: Mr Satha, Mr Vandy	
17:45-18:10	Arrive at Parchon Tom village, informal discussions			
18:10-18:40	Interview with village chief	Mr Young Te, village chief		
18:00-19:45	Observe classes, meet teachers			
19:45-20:00	Travel back to town			
05 Feb, Sun	In Ratanakiri		NS	
	[Ban Lung market and lake.]			
	[Dinner with Ron Watt and Jan N.]	Mr Ron Watt, CARE Mr Jan Noorlander, CARE		
07 Feb, Mon	In Ratanakiri		NS	
07:35-08:05	Depart for Phum Pi (Village Two); discussions with Pa Sitha in transit	Ms Nun Varina, team leader of Bending Bamboo Proj CARE	POE: Mr Sitha Mr Vandy Mr Yoeun CARE: Ron Watt	CARE
08:05-08:30	Welcome by elders and meet community teachers, observe classes	Ms __, CT gr 1 Mr __, CT gr 2 Mr __, CT gr 3 Mr __, CT gr 4/5multigrade		CARE

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08:35-09:10	Meeting with elders and school board	Village chief Members: 1 man, 2 women, 2 female CTs		
09:10-10:00	Depart for Tus Chrech village			
10:00-10:30	Meeting at community resource centre (CARE) with mother group	Mr Mean Sopheak, research & info officer CARE Ms Cheoun Sopheap, commun support CARE		
10:30-11:00	Meet community teachers and observe classes at community school	Mr __, CT gr 1 Mr __, CT gr 2 Mr __, CT gr 3 Mr __, CT gr 4		
11:00-11:25	Meeting with elders and school board			
11:30-12:00	Return to Ban Lung for lunch			
14:00-14:20	Depart for Sik village		Ron Watt Ms Varina	CARE
14:25-15:30	Meet with village Women's Committee and school board			
15:30-15:50	Meeting with community teachers	2 ECE teachers (f) Ms Toeur La Boeur, CT Mr Tam Pung Khonh, CT Ms Tinh Rattana, ECE trainer CARE		
15:55-16:15	Meeting with state school teacher	Ms Heng Narah, gr 1 (am) and gr 2 (pm)		
16:15-16:45	Discussion with school board member			
16:45-17:15	Return to Ban Lung			
08 Feb, Tue	In Ratanakiri	[Kadul and Kim Long arrive]	NS, MK, KL	
07:40-08:15	Depart for Krola village		POE: Mr Yoeun CARE: Mr Ron Watt	CARE
08:25-09:00	Visit HB program (POE)	Ms Ohm Sam Oen, ECE dir POE Ms Yun Chou Vi, core mother	CARE: Ms Battana Mr Lim	
09:15-10:00	Meeting with elders and school board	Village chief Dpty village chief School board head 2 board members (women) [missing: 1 woman busy at farm and 1 man who had a visiting relative]		CARE
10:00-11:00	Observe bilingual classes, meet community teachers	Ms Nang, CT gr 1 Mr Dara, CT gr 2 Mr Lapin, CT gr 3 Mr Bunarith, CT gr 4 Mr Chiya, CT gr 5 Ms Chovi, CT gr 6		
11:00-11:30	Return to Ban Lung for lunch			
14:00-14:40	Depart for Borkeo lower sec school		Jan, Map, Mr Sitha, Mr Yoeun	CARE
14:40-16:15	Meeting with school director, dpty, POE/DOE staff, CARE and UNICEF	Mr Chan Phearun, director Mr Heng Chab, dpty director Mr __, DOE POE: Sitha, Yoeun CARE: Jan, Map	Sophea (arrival of Kadul and Kim Long, UNICEF)	
16:15-16:55	Observe classes, meet teachers and students at dormitories		Sophea, Jan, Map	

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16:55-17:25	Return to Ban Lung			
18:30-21:00	(Dinner with Jan, Ron and visiting CARE evaluators at Terre Rouge)			
09 Feb, Wed	Travel to Stung Treng	[Sophea and Savut travel to PNH; Kadul, Kim Long, Carol go with zonal car, driver Prov Phat]	MS, MK, KL	
07:30-09:00	Debrief with BE team of POE	Mr Pa Sitha Mr Yoeun Mr Vandy Ms Ohm Sam Oen, ECD	Sophea, Kadul, Long	Sophea
09:20-11:40	Travel to Stung Treng			
15:00-16:15	Meeting with POE Director and relevant staff	Mr Noy Sokhan, POE Dir Mr Heang Poly, Dpt Dir/Prim Ms Ty Thida, Chief Prim for CFS and BE Ms Chea Phallin, Chief Prim for ECD	Kadul, Long	Kadul
10 Feb, Thu	In Siem Pang, Stung Treng		MK, KL	
06:00-07:30	Travel to Siem Pang	POE: Ms Yuos Sokthida, ECD staff Mr Im Punlork, Primary staff DOE: Mr That Udorn, cluster head Ms Khemarin, ECD staff	Kadul, Long	Kadul
08:40-09:00	Motorbike travel to Kon Chan state school (Santepheap district), meet CARE staff	Mr Mauch Dime, CARE RPO (Kavet) Mr Noph Sethan CARE teacher trainer (Kmer)		
09:00-09:30	Informal discussions with community members and one teacher (Kavet) [Funeral in village so no meeting]	Village chief Mr Jut Kam Lah, CT gr1 Ms __, state T gr 2/3 (Khmer) Absent: Mr Bhot Thang, CT gr1 (Kavet)		
09:30-09:50	Travel to O Chay state school (Santepheap district),			
09:50-11:15	Meet teachers and school board (Kavet) [No observation because no classes on Thurs]	Village chief, elders Mr Ay Mai, CT gr1A Mr Chhan Nah, CT gr 1B Ms __, state T gr 2/3 (Khmer)		
11:15-12:15	(Travel, picnic lunch in forest)			
12:15-12:30	Travel to Kiri Basleu village			
12:30-12:50	Meeting with community leaders (Kavet)	Village chief, elders		
12:50-13:00	Travel to Kae Nan community school			
13:00-15:45	Meet teachers and school board, observe classes, discuss ECD (Kavet)	Mr __, CT gr 2 Mr Rattah, CT gr 3 Mr Baing Chan Vai , CT gr 4		
15:45-16:30	Return to Siem Pang by motorbike			
11 Feb, Fri	In Siem Pang, Stung Treng		MK, KL	
07:00-09:20	Motorbike travel to O Ka Pin community school	(With same POE, DOE and CARE staff)	Kadul, Long	Kadul
09:20-11:15	Meet teachers and school board, observe classes, meet community (Kavet)	Ms Sok Sam Noeurn, CT gr1 Mr Noerun, CT gr2 Mr Nen Ai, CT gr 2 Mr Sui Kelam, CT gr 4 Absent: Mr Tiem Krehn and Mr Chia Teng, CTs		
11:15-13:45	(Travel and picnic lunch in workers' shelter in Kiri Bonsang Leu)			
13:45-15:00	Meet teachers and community leaders	Mr Thot Bun Thay, CT gr1		

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	at Kiri Bonsang Leu school (Kavet)	Mr Mas To, CT gr 1 Mr Thou That Suay, state school dir (Khmer) Absent: Mr Souteing Chenty, state T		
15:00-17:00/ 18:00	Travel back to Siem Pang by motorbike			
18:00-19:45	Return to Stung Treng			
12 Feb, Sat	Travel to Kampong Thom	[Kim Long to Phnom Penh]	MK, KL	
08:00-10:15	Meeting with Stung Treng POE to debrief	Mr Heang Poly, Dpt Dir/Prim Ms Ty Thida, CFS and BE Ms Chea Phallin, ECD	Kadul, Long	Kadul
10:45-17:15	Travel to Kampong Cham to leave Long, then on to Kampong Thom			
13 Feb, Sun	Travel to Preah Vihear		MK, SN	
08:00-11:00	Meet Nhean for breakfast in Kamong Thom, travel to Preah Vihear (Planning for workshop)	Mr Sroeung Nhean, Siem Reap zonal UNICEF staff	Kadul, Nhean	Kadul
14 Feb, Mon	In Preah Vihear		MK, SN	
08:00	(Arrival at POE for meeting with director, who was called away.)		Kadul, Nhean	Kadul
08:30-09:15	Informal meeting with Save the Children (SCN), office at POE	Mr Hing Long Sokha, SC Provincial Ed Officer		
09:15-10:15	Meeting at POE to present ourselves and discuss program for week	Mr Uk Borey Run, Dpty Dir for Planning and Finance Mr Chhorn Kim Horn, Head of Primary		
	(Planning for workshop, discussions by phone with Sophea, Natalia; sent a.m. workshop slides to UNICEF for translation)			
15 Feb, Tue	In Preah Vihear		MK, SN	
07:30-07:50	Travel to Prome	Mr Kim Horn, Head of Primary Mr Cheng Lim Phorn, POE Dpty Dir for primary/ECD	Kadul, Nhean	Kadul
07:50-09:10	Meeting at Prome complete primary school with school directors and DOE (SCN has worked there using translation of gr 1 Khmer materials into Kuy)	Mr Nuon Tauch (Kuy), Dir Mr Chan Savuth (Kuy), Dpty Dir Mr Kuy Lunn (Khmer), DOE staff, Tbeng Mean Chey district		
09:10-10:15	School observations and conversations with classes	Ms Kim Sakana (Khmer), Preschool T Mr __ (Kuy), gr1 T Ms Chim Than (Kuy), gr2 T Mr __, librarian Grade 5 (no teacher) Grade 6 (23 girls, 5 boys)		
10:30-11:30	Meeting with teachers			
11:30-14:30	(Lunch with directors, wait for community leaders)			

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14:30-15:00	Meeting with community leaders (Kuy)	Mr Khoun Tum, Village chief Mr Thoun Nheb, Commune chief Mr Uk Poeun, elder		
15:15-16:15	Meeting with ICC representatives involved with Kuy language	Mr Kees Jan Bos, PhD Ms Miriam Bos Ms So Sophea, Kouy specialist		
16 Feb, Wed	In Preah Vihear		MK, SN	
07:00-09:00	Pick up POE colleagues and travel to Bangkeun Phal (where another variety of Kuy is spoken)	Mr Kim Horn Mr Lim Phorn	Kadul, Nhean	Kadul
09:00-09:40	Visit classes at Bangkeun Phal complete primary school in Rum Tum commune, Ro Vien district			
09:40-11:10	Meeting with teacher, mother group leader and commune council chief [School director and gr1 teacher not present]	Mr Sean Sok Reth (Khmer), gr 2/3 T Ms Chuor Ra, mother grp ldr Mr Noeo Sao, commune council chief		
11:10-13:00	Travel to Svay Pamnak (lunch at school director's home)			
13:00-14:30	Meeting with school director and commune council chief	Mr Chou Chamrong, school director Mr Hom Phon (Kuy), commune council chief Mr Un Chhorn, DOE Director, Ro Vien district		
14:30-15:00	Visit to school, discussions with students and DOE director			
15:00-16:55	Return to Preah Vihear			
17 Feb, Thu	In Preah Vihear		MK, SN	
07:30-09:30	Visit to provincial TTC; discussion with director and staff, observation of trainee classes and annex school	Mr Rath Sokha, Dir TTC Mr Nhem Ren, Dpty Dir Mr Nov Pros, Dir of Studies Ms Liang Chenda, Admin	Kadul, Nhean	Kadul
09:40-10:35	Debriefing for POE	Mr Horn Chhan, Dir POE Mr Sieng Sarith, Dpty Dir for Admin Mr Heng Sokhom, DptyDir for NFE/Secondary Mr Cheng Lim Phorn, Dpty Dir for Primary/ECD Mr Chhorn Kim Horn, Head of Primary		
	(Work on recommendations; sent p.m. workshop slides to UNICEF for translation)			
18 Feb, Fri	Travel to Phnom Penh			
08:30-16:00	Travel to Phnom Penh [via Sambor Prei Kuk; lunch in Kampong Thom]			
	(Work on recommendations for POEs)			
19 Feb, Sat	In Phnom Penh			
	(Work on executive summary and handouts for workshop)			
20 Feb, Sun	In Phnom Penh			

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21 Feb, Mon	In Phnom Penh			
08:00-18:00	At UNICEF: prepare workshop materials, do UNICEF admin		Sophea	
12:00-13:00	(Lunch with Peter to discuss debriefing)	Mr Peter de Vries		
22 Feb, Tue	In Phnom Penh			
08:00-18:00	(Workshop and report preparation)		Sophea	
10:00-11:00	Meeting with UNICEF Dpty Rep	Ms Isabelle Austin, Dpty Representative UNICEF Peter, Sophea		
23 Feb, Wed	In Phnom Penh			
08:00-17:15	(Workshop and report preparation)		Sophea	
17:30-20:00	Dinner/discussions with Ron Watt and Jan N.			
24 Feb, Thur	In Phnom Penh			
08:00-16:30	Consultative workshop at MoEYS	MoEYS: PED, ECED, TTD, NFE, CDD, PreTTC Reps from 5 POEs NGO and donor reps	Sophea Kadul Nhean Peter	
16:45-18:00	Meeting with ICC representatives and Anne Thomas	Ms Chan Samnang, Ed Coord ICC Mr Bun Thi, ICC Ms Anne Thomas, literacy specialist in Lao PDR		
25 Feb, Fri	In Phnom Penh			
09:00-17:30	Workshop follow-up and preparation for debriefing and awareness raising sessions at UNICEF		Sophea	
11:45-13:15	Lunch meeting with CARE to debrief workshop	Peter de Vries Ron Watt Jan Noorlander		
15:00-16:30	Debriefing for UNICEF [awareness raising on bilingual education cancelled – no participants]	Isabelle Austin, Dpty Dir Peter de Vries, Ed Coord Sophea Nhonh (2-3 UNICEF staff members)	Sophea	
26 Feb, Sat	In Phnom Penh			
	(Work on report)			
12:00-14:00	Lunch meeting with Dr. Sylvain Vogel	Dr Sylvain Vogel, specialist in Phnong language/culture		
17:30	Depart for airport			UNICEF car

For the whole trip:

Translators:	Kindly agreed by Kadul and Sophea
Local Translators:	Collaborate with CARE, ICC, commune and village leaders in the provinces
Video/Recording:	Kadul, Sophea, Carol
Transport:	(See drivers' names above)
Coordinator:	Sophea Nhonh

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APPENDIX D:

Models to consider for bilingual preschool, primary and adult literacy education

Here are some models developed by Dr. Kimmo Kosonen to be consistent with international research findings. LoI stands for language of instruction, and SL means study of a second language.

‘Ideal’ model of first language-based multilingual education (ECCD and PE levels)			
Primary Level	G6	L1 (LoI + subject)	L2 (LoI + subject)
	G5	L1 (LoI + subject)	L2 (LoI + subject)
	G4	L1 (LoI + subject)	L2 (LoI) + L2SL
	G3	L1 (LoI)	L2SL
	G2	L1 (LoI)	L2SL (oral + written)
	G1	L1 (LoI, literacy)	L2SL (oral)
Pre-primary level	KG2	L1 (LoI, literacy)	L2SL (oral)
	KG1	L1 (LoI)	

Multilingual education for adults (Non-formal education, non-L2 speaking)				
X	X	Life-long learning in 2 or more languages		X
X	X			X
X	X			X
Life-long learning	Time 6	L1 (Lol)	L2 (Lol)	
	Time 5	L1 (Lol)		L2 (Lol)
	Time 4	L1 (Lol)		L2SL (oral + written)
	Time 3	L1 (Lol, literacy)		L2SL (oral + written)
Initial literacy	Time 2	L1 (Lol, literacy)		L2SL (oral + written)
	Time 1	L1 (Lol, literacy)		

Appendix E: Notations for action planning

Ref no.	Recommendation	Page(s)	Main actor(s) proposed	Priority level 1=immediately 2=next few years 3=mid-term 4=long term
Structural, technical and policy-based support for bilingual education				
1	Develop a bilingual education implementation manual to define BE, describe target groups and outline additive strategies to improve the model	5,17,18, app D	MoEYS with technical assistance	1
2	Develop a stronger (additive) model of bilingual education and pilot it where the gr 4-6 teachers speak the community language	5,16,17, 26-28	CARE and MoEYS	1-2
3	Create a Center for Cambodian Languages within existing academic structures in Phnom Penh (contact RAC leadership, design structure and seek human and financial resources)	5,22-24	Linguists (ICC, UNESCO)	2-3
4	Clarify the reporting dates for schools operating on the decentralized school calendar and reassure the POEs that the later reporting date for the decentralized calendar is equally acceptable	5,27	MoEYS and POEs	1
5	Regarding the decentralized calendar, discuss how state schools might adopt the decentralized calendar to address absenteeism and address the needs of minority learners	27	MoEYS and POEs	1
6	Streamline the approval system for languages and learning materials	5,27,63	MoEYS	1
7	Conduct a media campaign to raise awareness of bilingual education: videos, posters, T-shirts, bags, etc.	5,29-30,51	MoEYS, POEs (UNICEF, CARE support)	1-2
8	Strengthen the sub-group on Inclusive Education within the Child Friendly Schools Steering Committee	5,28	MoEYS	1
9	Create a Bilingual Education Research and Development Unit to promote research and development	5,28	MoEYS with technical assistance	2
10	Promote widespread capacity building and develop bilingual education teams	5,28-29,31	MoEYS and POEs	2-3
11	Plan study visit groups consisting of strategically selected representatives from all levels of implementation; choose sites that will maximize discussion and analysis between members	29	MoEYS and POEs	1-2
12	Plan an exchange visit (Cambodia-Vietnam): <ul style="list-style-type: none"> Camb group learns about Khmer/VN pilot bilingual ECE/primary and action research VN group (RCEME, research branch of the Ministry of Ed and Training Hanoi) learns about community-based BE and expansion 	29,51	UNICEF (Phnom Penh and Hanoi), MoEYS and researchers at MOET Hanoi	2

NGO and partner support for bilingual education				
13	Develop and adapt BE for new contexts by changing role from implementer to capacity builder and collaborator with POEs, PTTCs, and NGOs	5,46-47	CARE	2-3
14	Systematize and document processes and lessons learned in the form of handbooks for implementers	5,47	CARE	2-3
15	Collaborate with Ratanakiri POE to integrate the regional bilingual education resource center based in Ban Lung with the planned PTTC	46	CARE	1-2
16	Make adjustments based on these and past recommendations, setting priorities and determining which individuals or teams should be responsible for following up on new actions.	47	CARE	1
17	Consider following specific list of recommendations	47-48	CARE	1
18	Collaborate on the creation and development of a Center for Cambodian Languages	5,22-24,48	ICC	2-3
19	Consider following specific list of recommendations	48-49	ICC	1
20	Integrate bilingual education into the three remaining Child Friendly School dimensions (3, 4 and 6)	15	UNICEF and MoEYS	2
21	Expand coordination of MoEYS, POEs, NGOs and other partners to support bilingual education	50	UNICEF	1-2
22	Improve training for those involved in home-based ECE programs, including L1/bilingual approaches and materials	50	UNICEF	1-2
23	Build technical capacity of UNICEF field staff in bilingual education	50	UNICEF	1-2
24	Discuss and develop field staff strategies for advocacy, for data gathering and for arranging interpretation in communities (this could be done in collaboration with other partners)	50	UNICEF	1-2
25	Take the lead in raising MoEYS awareness of international research and good practices in BE at the ECE and primary levels	50-51	UNICEF	1-2
26	Take the lead (working with EDUCAM/NEP) in bringing NGOs on board with implementation, helping adapt their programs and keeping them informed on BE funding and technical needs	51	UNICEF	1-2
27	Help MoEYS coordinate activities/services in minority communities with other ministries	51	UNICEF	2-3
28	Expand support to adult bilingual literacy as part of synergistic activities in communities with BE	52	UNESCO (Ed) with MoEYS (NFE Dept)	2-3
29	Expand promotion of linguistic and anthropological studies groups and collaborate with MoEYS to apply data to educational decision-making	52	UNESCO (Culture unit)	2-3
30	Provide technical and financial resources or locate partners (like USAID?) to support the proposed Center for Cambodian Languages	52	UNESCO (Culture unit)	2-3

Linguistic support for bilingual education				
31	Complete the approval process for the Kuy language and NFE literacy curriculum	20-21,63	MoEYS	1
32	Develop materials for use of Kuy in primary bilingual education	21,62	ICC and CARE	1
33	Complete development of Jarai and Kachok and submit them to MoEYS for approval (the Jarai orthography developed in Vietnam could be adapted to the Khmer script for use in Cambodia)	21,22	ICC	1-2
34	Develop materials for use of Jarai and Kachok in primary bilingual education	21	ICC and CARE	2
35	Materials development	21		
36	Adapt Lao orthography to the Khmer script for use in Cambodia	22	ICC	1-2
37	Begin development of Stieng and Kraul (there are communities interested in bilingual programs)	22	ICC	1
38	Discuss policy adaptation for inclusion of additional ethnolinguistic groups like Lao, Jarai and Cham (all learners who do not speak Khmer at home)	24,51	MoEYS and UNICEF	1-2

Provincial-level support for bilingual education				
39	Determine where bilingual education can most easily and appropriately be initiated (prioritize communities with 90 to 100% speakers of one minority language)	5,31-33,53	POEs	1
40	Encourage POE and CARE staff from Ratanakiri to make official visits to the other provinces to offer advice and encouragement	32	MoEYS (CARE and UNICEF)	1-2
41	Recruit and train female bilingual community teachers to maximize the participation of girls	5,33,54	POEs	1-2
42	Promote synergy by organizing mother tongue-based bilingual programs for early childhood, primary and adult NFE in the same communities	5,32-33	POEs	1-2
43	Select at least 2 new schools/communities for expansion in ECE and primary bilingual education per year, per province (but more are recommended, especially for communities in the same areas)	33	POEs	1
44	Organize and train new community school management committees (or supplement existing state school boards with additional community representatives) in the targeted communities	33	POEs	1-2
45	Research and document number of state teachers with local language skills, determining their interest in teaching bilingually, and placing them appropriately	56	POEs	1-2
45	Send community teacher candidates to the Ratanakiri training in March 2011, and/or design appropriate training for state teachers who speak local languages (e.g. Phnong in Mondulakiri)	33	POEs	1
46	Strengthen technical and administrative decision-making power at the POE level	34	POEs with MoEYS support	2-3

Ratanakiri:				
47	Review priorities and identify individuals or teams to be responsible for following up on new actions (bring personnel or other partners on board, train DOE staff, consider hiring a bilingual education specialist)	35	Ratanakiri POE and CARE	1-2
48	Consider areas of development: need for additional languages, strengthening the model, expanding into state schools, raising public awareness, developing ECE, and strengthening links between bilingual ECE, bilingual primary and minority-responsive lower secondary programs.	35	Ratanakiri POE and CARE	2-3
49	Follow up on specific recommendations in AOP	35-36	Ratanakiri POE	1
Mondulkiri:				
50	Analyze the results of UNESCO-supported bilingual NFE classes and re-consider training and monitoring of NFE as linked to BE expansion	36	Mondulkiri POE (ICC, UNESCO)	1
51	Analyze the linguistic and education situation of other language groups such as Stieng and Vietnamese, and make plans for BE services	36	Mondulkiri POE and ICC	2
52	Collaborate to plan the bilingual training of state teachers who speak Phnong	36	Mondulkiri POE, ICC and CARE	1
53	Bring New Humanity (and other NGOs working in the province) on board with bilingual education through partnership mapping	36-37,51-52	Mondulkiri POE	1
54	Consider areas of development: adding Phnong as subject in grades 4-6, raising public awareness, developing ECE and coordinating teacher training between CARE, ICC and the PTTC	37	Mondulkiri POE	2
55	Train ECE core mothers in L1 and provide L1/bilingual materials	37	Mondulkiri POE and UNICEF	2
56	Follow up on specific recommendations in AOP	37-38	Mondulkiri POE	1
Stung Treng:				
57	Analyze the linguistic and education situation of other language groups such as Brao, Lao and Kuy, and make plans for BE services	39	ST POE and ICC	2
58	Bring YWAM (and other NGOs working in the province) on board with bilingual education through partnership mapping	39-40,52	ST POE	1
59	Expand bilingual primary and ECE as much as possible	39	ST POE	1-2
60	Pay particular attention to the recruitment of female community teachers	39	ST POE	1-3
61	Provide more pedagogical support to new community teachers	39	ST POE and DOEs	1
62	Train ECE core mothers in L1 and provide L1/bilingual materials	40	ST POE and UNICEF	2
63	Follow up on specific recommendations in AOP	40	ST POE	1

Kratie:				
64	Analyze the linguistic and education situation of other language groups such as Stieng (50 000) , Kuy (6 000), Kraul (3 000), Mil (3 000) and Cham (1 600), and make plans for BE services	41,49,51	Kratie POE (with ICC support)	2
65	Raise capacity of POE and DOE staff, develop a BE team, and get staff trained in implementing the <i>Guidelines</i>	41	Kratie POE (MoEYS, CARE and UNICEF support)	1
66	Bring VSO and KAPE (and other NGOs working in the province) on board with bilingual education through partnership mapping	42,51-52	Kratie POE	1
67	Follow up on specific recommendations in AOP	42-43	Kratie POE	1
Preah Vihear:				
68	Analyze the linguistic and education situation of other language groups such as Lao, Cham and Pear, and make plans for BE services	43,51-52	PV POE	2
69	Raise capacity of POE and DOE staff, develop a BE team, and get staff trained in implementing the <i>Guidelines</i>	43-44	PV POE (MoEYS, CARE and UNICEF support)	1
70	Bring VSO and SCN (and other NGOs working in the province) on board with bilingual education through partnership mapping	43-44,52	PV POE	1
71	Follow up on specific recommendations in AOP	44-45	PV POE	1

Bilingual teacher supply and training				
72	Recognize community teachers' skills and training officially; develop appropriate assessments, certification and salary increments or incentives	18,55	MoEYS, PTTCs and CARE	1-2
73	Design an appropriate route for community teachers to become qualified in the state system (without attending a complete TTC program)	55	MoEYS	2-3
74	Develop affirmative action policies (e.g. special TTC entrance requirements) for speakers of local languages based on provincial research on ed levels and availability of local language speakers	18,55	MoEYS, POEs and PTTCs	1-2
75	Follow recommendations on the <i>recruitment and training of community primary teachers</i>	57	MoEYS and POEs	1-3
76	Develop special training programs at TTCs for speakers of local languages to become bilingual teachers	18	MoEYS, PTTCs and CARE	1-2
77	Follow recommendations on <i>affirmative action for minority candidates entering state TTCs</i>	58	MoEYS, POEs and PTTCs	1-3
78	Develop special inservice training programs and certification (with salary increment or incentive) for state teachers to become bilingual teachers	56	MoEYS, PTTCs and CARE	1-2
79	Follow recommendations on <i>adaptations for state teachers who speak minority languages</i>	58	MoEYS and POEs	1-2
80	Begin integrating TTCs into bilingual teacher training by planning for the needs of teacher trainers and providing training of trainers	56	MoEYS, PTTCs and CARE	1-2

81	Add language proficiency data to current teacher personnel files for placement purposes	56	MoEYS and POEs	2
82	Identify and train community bilingual teaching assistants <i>as a temporary measure</i> in areas that can not yet be reached by fully bilingual education	56	MoEYS, NGOs with CARE support	1-2
83	Follow recommendations on the <i>training and support of bilingual teaching assistants</i>	58	MoEYS and POEs	1-2
84	Improve training and follow-up for all ECE interventions, based on systematic bilingual approaches	59-60	MoEYS, POEs	1-2
85	Develop HB activities calendars like that in Phnong in other languages and conduct trainings and orientations in the appropriate languages	60	ICC and UNICEF	1-2
86	Develop a bilingual ECE manual (like the bilingual education implementation manual for primary—or even included in that manual) to spell out the roles of L1 and Khmer L2, adopting an approach to link bilingual ECE with bilingual primary grade 1	60	MoEYS (ECE Dept with UNICEF and CARE support)	1-2
87	Recruit and train community bilingual preschool teachers in appropriate languages in Ratanakiri; include instructors from the Preschool TTC in Phnom Penh in planning and implementation so that bilingual ECE can be integrated into their programs in future	60-61	POEs (CARE and UNICEF) with MoEYS and Preschool TTC	1-2

Primary bilingual curriculum, methods and materials				
88	Develop supplementary readers and library books in Phnong and Kavet	63	CARE and ICC	2
89	Promote the DO, TALK, RECORD approach for learner- and teacher-made materials to add to existing literature in local languages and Khmer, for adult literacy as well as primary BE	63	MoEYS	2
90	Promote local publishing of learner-made materials; work with or create publishing capability at the provincial or national level to develop sustainable materials production processes for local language and bilingual materials	63	CARE and MoEYS	2-3
91	Develop bilingual materials for upper primary (e.g. Junior Picture Dictionaries) to support learning in and transfer between both languages	63	CARE and MoEYS	2-3
92	To begin piloting a more additive bilingual model, the L1 could be taught as a subject in grades 4 through 6, necessitating L1 subject materials for those grades	63	CARE and MoEYS	2
93	Develop level-appropriate Khmer L2 materials for upper primary that build on what has been learned in grades 1 to 3	63	CARE and MoEYS	2