



Teaching Matters

A policy report on the motivation and morale of teachers in Cambodia

VSO

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Paper written for Third International Policy Dialogue Forum, International Taskforce for Teachers for Education For All, 13-14 of September 2011 Bali, Indonesia

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Abstract

Coming from a situation in which the education system was totally destroyed, the Royal Government of Cambodia (RGC) has made tremendous efforts over the last twenty years to build up an effective educational system for the huge number of young people (more than 40 per cent of the 14 million inhabitants of Cambodia is under the age of 15 (National Census, 2008)) in this post-conflict society. Together with developmental partners (DP), non government organisations (NGOs) and civil Society, the Ministry of Education, Youth and Sport (MoEYS) continues to implement policies and interventions in order to improve the ability of teachers and the quality of education.

VSO is the world's leading international development organisation that works through volunteers to fight poverty by building the capacity of partner organisations (governments and NGOs) in developing countries. As part of its strategy, VSO supports the Ministry of Education, Youths and Sports (MoEYS) and NGOs and civil society organisations (CSOs) to improve the quality of education at all levels. VSO is part of the Cambodian NGO Education Partnership (NEP), an umbrella organisation of more than 100 education NGOs in Cambodia. VSO supported NEP in conducting the "Valuing Teachers" research in 2008.

This paper starts with an overview of the context of Cambodian education and, describes the recommendations of the research and response of the major stakeholders, the MoEYS, and VSO to ensure equity in the policies and practice for providing quality teachers. The challenges to quality in pre-service training (PRESET) and in-service training (INSET) are outlined and finally, the paper makes some recommendations for new policies and actions to improve the quality of teaching and learning in Cambodia.

1: Background

Cambodia's population is approximately 14 million (National Census, 2008) and has a unique age-related distribution that reflects the nation's tragic losses, including the loss of many of the educated people, during the Khmer Rouge period of the 1970s and the ensuing civil war. When the Khmer Rouge regime was overthrown in 1979, Cambodia was left without proper schools, textbooks, publishing houses, administrators, but even more important: it had almost no teachers, no professors and no researchers (Bunlay et al, 2010). Not only did 75 per cent of the teachers lost their lives, but also 96 per cent of higher education students and 67 per cent of the primary and secondary school-aged pupils.

Since the series of conflicts ended in 1998, there have been considerable efforts made to rebuild both societal and economic infrastructures in Cambodia. Initially, the principle was "those who have more education will teach those with less" (Bunlay et al, 2010). People who finished three or more years of primary school taught grade one and two; people who had primary school taught the higher primary grades; teachers who had some years of secondary education taught in the secondary schools and so on. Although current policies require new teacher training candidates to have a high school diploma, four per cent of the current teacher force has not studied beyond primary school level (MoEYS (2010a) p. 10).

The following examples demonstrate the efforts made in Cambodia to improve the education system in Cambodia over the last fifteen years:

- The Education Law was promulgated by the Royal Government of Cambodia (RGC) in December 2007, making provision for free compulsory education for nine years.
- A code of conduct for the teaching profession was issued in September 2008.
- The MoEYS was given the responsibility for establishing national education policies and guidelines to be implemented at provincial and district levels (e.g.the Teacher Development Master Plan (2010-2014).
- Instead of Priority Action Programmes, since 2007, the MoEYS has introduced Programme-Based Budgeting to contribute to the adoption of public financial management reform and to strengthen result-oriented management.
- Efforts have been made to institutionalize the Annual Operation Plan (AOP) which includes details of all MoEYS programmes and those of development partners to ensure the harmonization, alignment and results focused activities.
- The gender mainstreaming strategic plan 2006-2010 was developed and implemented.
- A human resource management information system has been implemented since 2006.

- One pre-school teacher training college, 18 provincial teacher-training colleges (for teaching in primary school), six regional teacher-training colleges (for teaching in lower secondary schools) and one National Institute for Education (to prepare teachers for higher secondary education) have been established.
- Strategies to overcome the shortage of teachers (e.g., training programs and scholarships programmes for teachers from ethnic minorities, initiatives for multi-grade teaching) have been introduced.
- A Child Friendly School policy has been implemented since 2004. This aims to create an effective and motivating environment for all students who come to school, supported by a strong community network.

In spite of all such efforts, there is much more to be done to improve the quality of teaching in Cambodia and to be able to meet the standards of education in the surrounding south-east Asian countries. Major problems are difficulties of access to schooling, the high pupil-teacher ratio (average class of 54 students (Bunlay et al, 2010)), and the high dropout rates from primary schools. Many teachers still have only high school level education. Importantly, teachers are not sufficiently well paid. They need to have extra jobs in order to support their families (VSO Cambodia, 2008). Inadequate teaching facilities and lack of materials add to the problems in the education sector.

2: Valuing Teachers

2.1: Aims of the research

In order to examine education from the teachers' perspective and understand what they consider necessary to improve the quality of the teachers, in collaboration with NGO Education Partnership (NEP), VSO conducted "Valuing Teachers" research in 2008. The purpose of the research was to:

- focus on those issues that affect teachers' motivation, morale and performance, and the quality of education they can deliver;
- determine the views of other education stakeholders about the position of teachers and their role in providing quality education in Cambodia;
- support the cooperative efforts of the Cambodian government and its civil society and development partners by offering recommendations on how improvements might be made to teacher motivation, participation and performance, thus increasing the quality of education (VSO Cambodia, 2008).

2.2: Research design

In terms of geography, accessibility and local economies five provinces were selected, where 144 teachers were interviewed individually. In addition to individual interviews, other qualitative and quantitative research tools such as focus-group discussions, questionnaires and desk research were used. Primary respondents of the research were from both rural and urban schools. Focus group discussions were held with a mixture of primary and lower secondary teachers.

2.3: Findings

The research showed that Cambodian teachers are motivated to become teachers. Reasons given for their motivation are that they have a strong interest in the job, they enjoy the contact with the children and they wish to help Cambodia's development by improving education. It was encouraging to note that some respondents expressed volunteering to leave their own province and go to teach in remote areas because of greater need for teachers there. Job security was a strong motivator for teachers. It was also found that teaching is seen as a responsibility towards future generation to develop Cambodia's human resource pool.

While respondents generally reported being intrinsically motivated, they also stated a number of external factors that de-motivate them. In order of significance the main de-motivating factors were:

- poor salary
- corruption
- poor leadership
- lack of a voice.

Poor Salary

The salary of the Cambodian teacher isn't enough to cover their living costs. Besides that, payment is often unreliable and irregular. Teachers therefore have no other option but to find additional income. The research showed that 93 per cent of the teachers had second jobs. The consequences of these extra jobs are clear:

"a teacher who works a four hour shift in a school and has one or more additional jobs plus family responsibilities cannot allocate sufficient time to planning and preparing lessons, and [therefore has problems] delivering the quality education required by the government and other education stakeholders" (VSO Cambodia, 2008, p. 26).

Of course, the teachers themselves know this and understand the criticism, but they have no other choice: they are devaluing their own role due to enforced circumstances.

Paying the teachers a better salary and ensuring that this is done on time each month can therefore be seen as the key element of improving the education standard in Cambodia. Teachers shouldn't have to find extra jobs in order to support their basic income.

Corruption

Corruption frustrates teachers. This problem is acknowledged and is even stated as "one of the most significant and pervasive problems" by the government in the National Strategic Development Plan 2006-2010 (VSO Cambodia, 2008, p 17). Problems with transparency of the budget and accountability of the leaders are part of this issue. Informal school fees are also a concern. Although officially abolished, in many schools it is common practice that children have to pay a small fee to get education. Parents consider that the costs of attending school for such as for the purchase food, clothing and transport are acceptable. However, this is different for the fees that are associated with being provided with education, like lessons, resources and teachers' pay, which are seen as the responsibility of the government. This issue is a complicated one. As mentioned before, teachers are forced into a position in which they have to supplement their salaries; otherwise they will not be able to survive. On the other hand, it also remains a fact that children of poorer families who cannot afford to pay the informal school fees are at risk of not attending school or of dropping out of school early.

Poor Leadership

Every province in Cambodia has a Provincial Office of Education (POE), which is responsible for all educational activities: including school buildings, teacher appointments and deployment in the province. They also have an advisory role towards the schools. Within the province, there are several district offices of education (DOE's) that supervise the primary schools in their district (the secondary schools are the responsibility of the Provincial offices. Resources at this level are very poor and basic, which is also the case for the salaries of the staff. Thus POE and DOE staff will also try to find supplementary jobs in order to be able to meet their living costs. This, along with heavy workloads and lack of capacity and efficiency results in a lack of leadership for teachers. Although teachers mentioned that receiving praise from directors and staff of the DOE would motivate them strongly (and not receiving this was seen as de-motivating), the teachers felt that there is little support for them, no communication, no proper inspection or assessment programmes and unexplained salary cuts.

The POE should also assist the school directors (head teachers) in their jobs. In the research, it was found that none of the school directors who were interviewed had applied for their jobs: they were just appointed, and in some cases they were the only person available. Although there has been considerable effort to train school directors such as through the Cambodian Education Sector Support Project (CESSP), strong support for and sharing skills between school directors was seen a necessity.

Lack of voice

Teachers in Cambodia are not valued by society because of the low salary and low living standard. Besides that, education itself is not valued in all layers of society, because it cannot guarantee better jobs. Although the law (Education Law of Cambodia, 2007), article 29 states that teachers have the right to actively contribute to the development of educational standards from school level to national level, the research has demonstrated that teachers feel that there is no forum to express their views and that there is a lack of transparency.

2.4: Recommendations

Based on the findings the research made several recommendations to the RGC and different stakeholders:

- **Salary:** It was clear that one of the first recommendations of this research must be that the salary of teachers (as well as school directors and staff of District Offices of Education and Provincial Offices of Education included) needs to be increased to a level which is appropriate to the cost of living and linked to inflation. This remain the top priority and will be the most important factor affecting the quality of education in Cambodia
- **Leadership skills:** Poor leadership was a strong de-motivating factor. Therefore leadership training is required at all levels.
- **Strengthen links and dialogues between all education stakeholders:** There should be mechanisms for regular dialogue need to be implemented so that issues that effect teachers can be discussed.
- **Standards:** In order to improve transparency, standards and criteria must be public and assessment must be seen as the normal way to improve quality. Monitoring and evaluation must be seen as essential procedures.
- **Data:** Reliable and effective systems to gather data need to be developed. If the right education statistics are there, it enables better planning and provision of resources to help the teachers.
- **Community:** Promote the value of quality education to parents and communities, so teachers feel more supported in their jobs.
- **Corruption:** Pass and implement the anti-corruption law, as an important effort to reduce this de-motivating factor for teachers.

3: Follow-up Actions of VSO

VSO has provided interventions through volunteer professionals who have led the development and implementation of strategic development plans in three bodies of education umbrella organisations: NEP, Disability Action Councils (DAC) and Cambodian Independent Teacher's Association (CITA). This has allowed all three organizations to improve their medium and long term advocacy planning and to respond more effectively to external factors while working towards organizational goals in improving teacher's quality. VSO has also been working with the MoEYS as well as civil society to respond to the Valuing Teacher research recommendations. Below were key interventions that followed from the research:

- Two VSO long-term volunteer professionals, management advisor and advocacy advisor and two short-term volunteer professionals, Department of Curriculum Development Advisor and Strategy Development Advisor placed with NEP to support NEP management and leadership and advocacy focused on the findings from Valuing teacher research report.
- Two members of the UK Parliament were placed as short term volunteers with NEP and The Disability Action Council to lobby and advocate the recommendations with the Council of Ministers, Minister of Education and Social Affairs, development partners and civil society organisation.
- The VSO senior staff and NEP Executive Director participated in national forums such as Joint Technical Working Group (JTWG), Education Sector Working Group (ESWG), Teacher Training sub-working group, education congress working group, education quality sub-technical working group and inclusive education working group.
- Many presentations about the research recommendations have been made at both national and international conferences.
- The research report was launched and distributed during the World Teacher Day event as part of the Global Campaign for Education organised by NEP and a group of education NGOs.
- The findings were shared with development partners, NGOs and NEP memberships.
- The research reports were distributed to many teachers, community and education leaders.
- Position papers were written and submitted to MoEYS and other development partners for interventions.
- Twelve volunteer professionals who were placed with central department of MoEYS and Provincial Office of Education influenced the departments in addressing some of the recommendations of the research.
- Advocacy training offered for NGOs and officials of Ministry of Education, Youth and Sport.



4: Responses to recommendations by MoEYS and civil society

The recommendations of the Valuing Teachers research have been taken into account at different levels and have supported decision-making on improvements in some areas highlighted in the research as of concern.

Salary

In 2010 the Royal Government of Cambodia increased the salary of the teachers by 20 per cent. A primary school teacher now earns US\$50 per month, a lower secondary teacher US\$75 and a higher secondary teacher US\$100. Although this is still not enough to support the basic living of the teachers, the first step has been made and there has been an acknowledgement that in the coming years salaries should improve more.

Leadership skills

A group of National Core Trainers (NCT) was established and trained in 2010. The NCT is a new mechanism to improve the leadership and management skills at all levels. The five years capacity development plan for MoEYS officials was completed and is in the process of implementation.

Strengthened links and dialogues between all education stakeholders

In order to strengthen the communication between all education stakeholders, the DPs and civil society organisations and MoEYS have established several working groups such as the Education Sector Working Group (ESWG), Joint Technical Working Group (JTWG) and sub working groups on teacher training, decentralisation and deconcentration, public financial reform and English teaching. These groups are now functioning well and are supporting MoEYS to make improvements.

Standards

A new quality assurance department has been established which is responsible for quality assurance. Curriculum standards and teacher standards have been produced and are being implemented.

Data

Education Management Information System (EMIS) was improved for better data collection. Now, the statistics of children with disabilities are integrated on to the EMIS.

Community

The MoEYS have made community participation in school activities a top priority in the Educational Strategic Plan 2009-13 through the implementation of the Child Friendly School policy.

Corruption law

The corruption law was passed in April 19th, 2010. A national committee on corruption has been established and is starting to function.

5: Positive developments

Since VSO conducted this research, almost four years have passed by. In these years, the MoEYS has launched new plans and positive developments have been observed for the improvement of the quality of teaching in Cambodia.

Education Strategic Plan 2009-2013 (ESP)

In the Education Strategic Plan the Royal Government of Cambodia has the following strategies to improve teacher quality:

- improving the quality of education; for example by improving the curriculum, providing incentives, improve classroom conditions and learning materials and training teachers and upgrading teaching methodologies;
- improving equitable opportunities. For example by providing dormitories for students, continuing to build schools, especially in remote areas, encouraging teachers who work in primary and lower secondary school and who have obtained bachelor degrees to study for an examination to become high school teachers and teachers in primary school who haven't completed high school to study to obtain certificates of equivalency of high school qualifications. Furthermore, the government will seek to train adequate numbers of new teachers.

The three policies, which were already part of the ESP of 2006-2010, remain the core of the ESP for the coming years as well:

- ensuring equitable access to education
- improving the quality and efficiency of education services

- institutional and capacity development for educational staff and decentralization.

New in this plan is that the ministry and the development partners have agreed on a set of core break through indicators (CBIs): result indicators at the outcome level. *"CBIs demonstrate to what extent the primary cause of underperformance in the sector has been addressed and how far specified efforts have triggered significant improvement in the current stagnated situation."* (MoEYS, 2010b, p. 13)

Teacher Development Masterplan 2010-2014

As part of the "Rectangular strategy" (the socio-economic agenda of the Royal Government of Cambodia), capacity building and human resource development are supported by the sub-strategies of enhancing the quality of education and fostering gender equality in the education sector (MoEYS, 2010a). In order to improve the quality of education and to maximize effects on Education for All, the MoEYS has developed a teacher development master plan, which will be integrated into the ESP. In this plan issues related to teachers' employment and deployment, living and working conditions particularly in remote and rural areas, have been addressed. The plan describes aspect of monitoring and evaluation on the outputs and impacts of teacher training activities. Regarding teacher quality, MoEYS sees the necessity of ensuring an effective supply of teachers of all education levels to respond to the education system expansion. Regarding equity, the ministry wants to ensure the enrolment of new intakes of all teacher training institutions should favourably respond to the growing

| Policy area | Core break through indicator | Current status 2009 | Target in 2013 |
|--|---|---------------------|--------------------|
| 1. ensuring equitable access to education services | Percentage of five-year-olds in all aspects of early childhood education | 39.80 per cent | 60 per cent |
| | Number of districts achieving a primary completion rate of at least 80 per cent | 106 | 121 |
| 2. Improving the quality and efficiency of all education services | Number of complete primary schools with repetition rate below 10 per cent | 3,444 out of 5,462 | 4,464 out of 5,462 |
| | Standardised national assessment on students achievements in: | n/a | 70 per cent |
| | | | 80 per cent |
| – grade three – grade six – grade nine | 90 per cent | | |
| 3. Institutional and capacity development for educational staff for decentralisation | Timely disbursement of programme budget to school | 95 per cent | 95 per cent |
| | Provincial annual operations plans produced | n/a | 24 |

6. Challenges ahead

6.1: Teacher equity

Research by VSO (2008) showed that there was no formal policy for equal gender opportunities. *"Of the 30 Phnom Penh secondary schools, two have women directors and 70 percent have woman deputies. In primary schools, 15 per cent have women directors and 70 percent have women deputy directors"* (VSO, 2008, p. 36). The situation in the provincial offices isn't much different: there are at least two or three women deputy directors and chiefs of offices, but rarely a women POE director. In the district offices, at last 80% is male. Women tend to be employed in lower-level secretarial and support staff roles" (VSO, 2008, p. 36)

There is more awareness about inclusion for disabled people. Although the Disability Action Council reports there is still a problem with the wording and interpretation of the Civil Service Law, which states that government officials must be *"of good physical appearance"*, there are some disabled teachers now working in the schools (VSO, 2008, p. 36).

Although it seems that discrimination against ethnic minorities in the education system doesn't appear, the research showed provincial offices were not aware of any staff from ethnic minority backgrounds. Although positive sounds come from Ratanakiri, a province with a high proportion of ethnic minorities, where the Province's Non-formal Education Department handles a Equity Appointment policy, there are still many situations where there are no teachers from ethnic minority backgrounds at all (VSO, 2008, p. 36).

6.2. Teacher quality

The MoEYS recognises that the education sector could not reach the policy targets for the ESP 2006-2010 (MoEYS, 2010a) as mentioned above and that increased efforts have to be made in improving teacher quality. The teacher development master plan 2010-2014 sees the following challenges in teacher development:

- Teacher qualifications are still low; Inservice Training is still insufficient and there are not many chances for further training in the schools. MoEYS has recently offered the opportunity for primary school teachers with upper-secondary certificates to become basic education teachers.
- Adequate replacement of teachers leaving schools: this is especially an issue in remote areas. Reasons for the loss of teachers are job abandonment, job transfer and retirement.
- Limited effectiveness of use of resources: because of a lack of coordination among teacher training programmes.

demand of teachers in rural/remote and disadvantaged areas through training of teacher trainees from these areas as well from areas inhabited by ethnic minority people. Promoting participation of women in teacher development programs is another support to reach teacher equity. Finally, improving the quality of teaching in general will be reached by enhancement and expansion of the pre-service and in-service teacher training systems. (MoEYS, 2010a)

By 2014 MoEYS plans to train:

- 1000 pre-school teachers
- 9.900 primary school teachers
- 7950 basic education teachers
- 4950 teachers with bachelor degree
- 750 sports and physical education coaches for basic education
- 250 higher education teachers.

MoEYS also plans to train 120 primary school inspectors and 160 secondary school inspectors. Such training was conducted from the 1990s until the early 2000s, but since 2005 there has been no training. Many of the inspectors who were trained initially are now retired.

Standard of Teacher Institute (2010)

As the MoEYS pledges to train so many teachers, it is clear that teacher-training colleges are an indispensable factor in improving the quality of education. After improving the general education curriculum and the training curriculum, developing teachers-trainers' professional standards and the capacity standard of the director of the teacher training institutes, MoEYS has initiated the development of standards for teacher training institutions *"to serve as a compass to show the directions and the tasks for managers, lecturers and education personnel of the institution to prepare, and develop their institutions by their own"* (MoEYS, 2010c, p. 1). The standards cite seven components, which a training college needs to develop and implement. These cover:

1. Infrastructure (buildings, location and sources)
2. Support and recognition (which deals with recognition by the Royal Government of Cambodia and development partners and the support of the local authorities and community)
3. Resources (human resources, material resources and financial resources)
4. Environment (external, internal and classroom)
5. Training and learning of teacher-trainees (curriculum, training, learning, standards of students)
6. The commissions and councils in the training institution
7. Structure of the training institution

Preservice Training (PRESET)

With regarding to PRESET, the issue of the curriculum arises. School curricula and textbooks were re-written in 2006, but the teacher-training curriculum has not been revised accordingly. Another challenge is the trainers own capacity to deliver training courses on new curriculum and textbooks. Teacher-trainers must upgrade their own skills to be able to effectively teach teacher-trainees. Since there are not enough qualified teacher-trainers with a major subject specialisation. Teacher-trainers without a major in that subject are teaching. There is an urgent need for teacher trainers to improve their professional competencies. They should get more opportunities for their professional development.

The lack of appropriate infrastructure of teacher training institutes is another challenge to improve the quality of teacher training. Most of the buildings were built before the 1970's and are deteriorated. Facilities such as computers, science laboratories and dormitories are not adequate or not available.

The management performance in the colleges needs to be enhanced. Training needs to be focussed on the transfer of the vision and policies of the MoEYS into actions and behaviour in the daily tasks of educating. The importance of an improvement in salary that was mentioned earlier in relation to teachers is also significant for the teacher-trainers. The MoEYS should consider preparing a separate salary scale for teacher trainers that is different from the one for teachers. Although, overtime now is paid, the salary scale needs to be improved so that teacher trainers are motivated in their job, as should the scholarships program to attract new student teachers.

In-service training (INSET)

With regarding to INSET, regular opportunities for training are lacking. Short-term courses have been conducted by MoEYS in cooperation with development partners, but this is not sufficient. Often these training courses lack follow up, or when there is follow up it is done in a top-down way (Berkvens, J. 2009). Besides that, teachers' competencies vary in different regions because of different training regarding to content being given. There is a shortage of experienced and well-trained teacher-trainers, due to the history of the education in Cambodia (VSO Cambodia, 2008, p. 33). There is a wide variation in the teacher professional development opportunities given to teachers. Phnom Penh based teachers have more opportunities than the teachers in the provinces. Training in all cases is provided by MoEYS (or a POE) or by a regional or provincial teacher training college. Teachers reported incomplete training, lack of skills from the trainers to handle a wide range of abilities in the classrooms and also a lack of time to have training for what to do with slow learners and mixed ability groups (VSO, 2008, p. 34). Some teachers get help from NGOs but it's essential that the ministry approves the new teaching methods. If there is no approval for the new methods that are introduced by the NGOs, teachers don't use them in the classroom.

The academic qualifications of the teachers still needs to be improved. Overall nearly 4% of the teachers have studied only in primary school themselves. There is a difference between the education level of the teachers in urban areas and rural areas, where less than one-third of the teachers have finished upper-secondary education (MoEYS, 2010a).

Also, the capacity of the managers needs to be improved. MoEYS has offered leadership training to a huge number of school directors, but due to school expansion and the numbers newly appointed directors many have not had this training.



7: Opportunities to improve teacher quality and equity

VSO appreciates the efforts of the MoEYS' to improve the quality of education in general and teachers in particular in the recent years. Yet, some policies and practices related to teachers warrant urgent attentions.

- Early Childhood Education policy approved in 2010. The MoEYS has encouraged the expansion of all forms of ECE programmes for decreasing the drop-out rate in primary schools. The expansion of ECE programmes to the north-east of Cambodia must be reinforced as there have been little progress showed in the education congress report delivered in May 2010.
- Upgrade unqualified and qualified academic qualifications is very essential for improving the equitable access through teacher development. The implementation of teacher development action plan 2010-14 which was approved in 2011 must be effectively implemented by MoEYS. Improving management and deployment of teachers based on projection and concrete requirement will need to be reinforced. Scale down the acute shortage of teachers in remote and disadvantaged areas by at least 40 per cent of the total number of new teachers are assigned back to work in their remote and disadvantaged hometowns.
- Motivate teacher trainers and teacher trainees to fulfil their respective duties effectively through adequate scholarships given to all teacher trainees.
- Improving living conditions of teacher trainers, teachers and teacher trainees through teacher policy development is very essential. MoEYS is committed to develop the teacher policy and it is in the process of development through financial and technical support from development partners and civil society.
- Improve teacher salaries at all levels should be the major priority of the MoEYS. Not only the amount of salary needs to improve but MoEYS should also implement financial management systems for improving the system of salary payment to teachers to avoid corruption and late payment. The structure of the salary scale needs to be revised as well. This is particularly important to attract and retain teachers in rural schools.
- Co-ordinate legal documents. The MoEYS is in the process of developing Teacher Policy. Since the 1980s, many different legal documents have been developed by different sub-sectors of the MoEYS. Many documents are not aligned with each other. For instance, the inter-linkage of the two policies - HR policy framework and teacher policy needs to be improved. The responsibility and accountability of the technical departments should be clarified. The MoEYS needs to make sure that the policy is relevant and responds to the needs of teachers (e.g. teachers' terms and

conditions, teaching contact hours, deployment and redeployment and a professional code of conduct).

- Conduct detailed research on teachers' terms and conditions that MoEYS, DPs and Civil Society organisations can use for their planning and policy development.
- Focus on both PRESET and INSET. With the number of new teachers that MoEYS aims to train in the coming years, the education system can get an important injection of well-prepared teachers who can make a significant contribution in the coming years, if proper investment in PRESET human resources and infrastructure is made. Therefore, improving the PRESET training should be one of top priorities for the MoEYS. Similarly serving teachers must also receive adequate professional development opportunities. Development partners in the last few years have focussed on the PRESET, it is important that appropriate investment in INSET training is made to ensure that INSET meets teacher needs.

There are many teacher-trainers who have had extensive training by different international and national non-governmental organisations such as Japan International Cooperation Agency (JICA; science, PE and arts), Belgium Technical Cooperation (BTC; Literature, Math, Health, management skills), Flemish Organisation for Development Cooperation and Technical Assistance (VVOB; health related subjects, Agricultural subjects and ICT) A new INSET model can be proposed in which the teacher-trainers who have been trained, can be asked to do outreach training in the provinces (with out being taken away from their teacher training college base when they have responsibilities for classes). It might be possible to use some weeks in the holiday time for this, or when the teacher-trainees of the second year are doing their final practice period. If they receive a salary enhancement for such work then teacher-trainers can improve their income and therefore do not need another job to meet their basic living standards. This can improve their motivation while doing their job and therefore meet several necessary improvements. Besides that, the teacher-trainees will have a better practice period, because their mentors in school are better prepared. Finally, the teachers in school will have the opportunity for professional development.

Use information technology to offer the same learning opportunities to trainees in different provinces. For example, VSO has helped the Department of Curriculum Development (DCD) of the MoEYS with the development of a set of DVD's with example lessons for Math, Khmer and Science. The aim of the DVD is that teachers can use these DVDs and work with the accompanying self-learning resources in order to discuss

the lessons together. In this way they see examples of student-centred methods in practice. While sharing knowledge and ideas, the teachers will improve their way of teaching. This project is currently in the pilot phase.

- Implement the anti-corruption law and reinforce that policy of informal school fees.
- Improve leadership and management at all levels of the education system; train those who have not yet been trained and support them with on the job training and encourage sharing ideas with experienced and trained colleagues.
- Develop an adequate system of recording which leaders have had training and when. In practice schools directors usually give themselves the opportunities to go to the same training in order to receive the incentives. Because of a lack of transparency it is also possible that instead of the teachers who would benefit from training the teachers who have a good relationship with the director are favoured.
- Ensure meaningful participation of teachers as a major stakeholder in the process of policy development that affects them. A survey by the Cambodian Independent Teachers' Association (CITA) in 2011, 85 per cent of the teachers stated that they were not sufficiently involved (CITA, 2011). The main reason that teachers did not feel involved was that the school director did not consult with them and did not declare the financial reports. Discrimination against individual teachers was also highlighted.

In order to support the MoEYS to improve the quality of the teachers as stated in the opportunities above for achieving the Education Strategic Plan 2009-2013 and the EFA goals by 2015, VSO plans to build on the success of programme and will continue to support the MoEYS in improving effective teaching and learning, education management, increasing community support for schools and advocacy work in both national and sub-national level in the current eight provinces. This will be done through long and short term volunteers to work in target provinces.



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Published 2011

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