



Ministry of Education, Youth
and Sport

KINGDOM OF CAMBODIA
NATION RELIGION KING



Multilingual Education National Action Plan

2015 – 2018

October 2015

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Nation Religion King**

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(MENAP)**

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PREFACE

Guided by the Convention on the Rights of the Child (CRC) of the United Nations' legal framework, the Cambodian Constitution, Education Law, Education Strategic Plan (ESP), Child Friendly School (CFS) Policy and relevant legal frameworks, in collaboration with Development Partners and NGOs (including UNICEF, CARE, Sida and DFAT), the Ministry of Education, Youth and Sport (MoEYS) has developed this Multilingual Education National Action Plan (MENAP) to help ensure that all Cambodian boys and girls from indigenous minorities are able to access and complete quality and relevant education through the Multilingual Education (MLE) programme. Indeed, learning in a language such as Khmer which is not used in children's home is often linked to poor performance and marginalization from education. It is noteworthy that goal number four of the post-2015 sustainable development agenda states clearly that "Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all". In Cambodia, MLE has been an important component of the national CFS policy to reach indigenous children who are not mother tongue speakers of Khmer (the national language).

The vision of this MENAP is to ensure that all ethnic minority children have the right of access to basic education, including the use of their mother tongue in the initial stages of education. MLE is the strategy applied in pre-schools and primary education to enable indigenous and ethnic minority children to build a strong foundation for learning and achievement and ultimately enabling them to become valued and productive citizens of Cambodia. The research shows that generally speaking, children learn best in the language they use at home. Children's understanding grows by linking new ideas into concepts that are familiar to them. If the teaching process, concepts and language are very different from their practical context and there are no links to children's daily lives, learning is more difficult. As a result, MLE provides an essential bridge to formal education for Cambodian children who do not speak Khmer at home.

Guided by this MENAP and with technical and financial support from various development partners, MoEYS will extend support to Provincial Offices of Education (POEs) to expand and implement MLE mainly in the five northeast provinces including Rattanakiri, Mondulakiri, Stung Treng, Kratie and Preah Vihea where many ethnic indigenous minority populations reside. The Plan includes projections to increase the provision of MLE schools by 100 percent as well as the institutionalization of the overall support for MLE implementation.

On behalf of MoEYS, I hope that with support from development partners, NGOs, local authorities, communities and parents, the concerned provinces, districts and schools will use this MENAP as their guide to develop their Provincial and District ESP, Annual Operation Plan (AOP) and School Development Plan in order to address children's equitable access to quality education through expanding the MLE programme.

Phnom Penh: 2015 

Minister of MoEYS



HE Dr. Hang Chuon Naron

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ABBREVIATIONS

AOP	Annual Operation Plan
ASEAN	Association of Southeast Asian Nations
AusAID	Australian Agency for International Development, now Australian Aid
CARE	Cooperative for Assistance and Relief Everywhere
CDD	Curriculum Development Department
CFS	Child Friendly School
CPS	Community Preschool
DFAT	Department of Foreign Affairs and Trade
DTMT	District Training and Monitoring Team
ECED	Early Childhood Education Department
EMC	Ethnic Minority Children
EMIS	Education Management Information System
ESP	Education Strategic Plan
HCEP	Highland Children's Education Project
ICC	International Co-operation Cambodia
MENAP	Multilingual Education National Action Plan
MLE	Multilingual Education
MoEYS	Ministry of Education, Youth and Sport
NGO	Non-Governmental Organisation
NIS	National Institute of Statistics
PED	Primary Education Department
POE	Provincial Office of Education
PRD	Pedagogical Research Department
PTTC	Provincial Teacher Training College
NTFP	Non Timber Forest Products
UNICEF	United Nations Children's Fund

enjoy his or her own culture, to profess and practise his or her own religion, or to use his or her own language”.

1.3 Education Law

The Cambodian Education Law provides clear directions for the Ministry responsible for Education to formulate strategies and programs to address the real needs of all children in Cambodia regardless of economical background, cultural and traditional practices and ethnicity etc. Although Khmer is the national language, the laws allows flexibilities for providing education for children from ethnic minority communities, as states in article 24 on languages of teaching and learning that “The Khmer Language is the official language and a subject of the fundamental curriculums at public schools providing general education. The private schools providing general education shall have a Khmer educational program as a fundamental subject in their educational programs. The language for Khmer learners of minority Khmer origin shall be determined by Prakas of the Ministry in charge of Education. Foreign languages, which are international languages, shall be specifically determined as subjects for the fundamental educational programs of general education in accordance with the learners’ needs.”

In addition to these national and international legalities, this MENAP is developed based on the following Legislation, Conventions, Declarations and Policies:

- The United Nations Convention on the Rights of the Indigenous Peoples
- The Dakar Education Declaration, 2000
- National Policy for Ethnic Minorities Development, 2008
- Education For All Education Action Plan
- National Policy on Early Childhood Care and Development, 2010.
- Education Strategic Plan (ESP) 2014-2018
- The Prakas Number 48, 2013, Identification of Language for Learners of Khmer Nationality and Ethnic Minority Origin

2 ETHNIC MINORITY POPULATIONS IN THE NORTH EASTERN PROVINCES

According to data provided by the Ministry of Planning, Department of Statistics³ and Information Service, the population of ethnic minority people in the north eastern provinces of Cambodia are as follows:

Ratanak Kiri. The total population of Ratanak Kiri province is 183,699, with 117,129 of these belonging to an ethnic minority group. Therefore ethnic minority people represent 64% of the population of the province. The largest group in the province are the Tampuan with a total population 51,053.

Mondulkiri. The total population of Mondulkiri province is 72,680 with 41,964 belonging to an ethnic minority group. The Phnong represent by far the biggest minority group in the province with a population of 37,258. Ethnic minority people represent 58% of the total population of the province.

³ The EMIS does not record the ethnicity of students. This is one of the recommendations in this document. Nor is ethnicity recorded in the census. The Ministry of Planning, Department of Statistics, records the mother tongue of Cambodian citizens. The figures recorded are based on the self-identified mother tongue speakers. In Preah Vihear and Stung Treng it may be the case that many Kouy and Lao speakers speak fluent Khmer and have therefore identified Khmer as their mother tongue.

Stung Treng. The total population of Stung Treng is 122,790. It has 17,301 (14%) speakers of languages other than Khmer, which includes significant numbers of Lao and Cham people. The Kavet, with a population of 4,912, are the largest minority group.

Preah Vihear. This province has a total population of 235,370. It has 6,853 (3%) speakers of languages other than Khmer. the vast majority, 6,136, belonging to the Kuy ethnic group.

Kratie. It has a total population of 344,195. It has 22,035 (6%) speakers of languages other than Khmer with the Phnong being the largest group with 8,592 people. Two other minority groups have significant numbers, the Cham with 7,717 and the Kraol with 4,549.

3 RATIONALE

The language used in school can have a very negative impact on children's education.

In many countries of the world, large numbers of children start school, only to find their teachers are speaking to them in a language they do not understand. In other places, teachers start by communicating with children in their own language, but as soon as written words and numbers are introduced, teachers use a language children do not understand.

When children cannot understand the language the teacher is using they often learn to copy and often memorise the words and numbers, but do not understand them and cannot apply them usefully. This is often called 'barking at print'. In these situations, many children drop out of school altogether, while others fail their examinations and spend years repeating grades.

Adults often have powerful reasons for choosing a school language that children do not know. Nevertheless, it has been shown that if the school language is different from the language children use at home with family and friends, this is a major cause of educational failure for many children. In this situation language is the main barrier to education. In many countries, inappropriate use of school language is working against efforts to strengthen the quality of education, wasting resources.

Many government officials and education practitioners are concerned about problems with school language, but are unsure what to do about it, especially when these officials and practitioners are not able to completely change the way they run schools.

Multilingual education is now being seen by many governments and education ministries around the world, as an important strategy in overcoming the language barrier in education that is experienced by ethnic minority and non-dominant language speakers.

In addition to the language, the provision of education services to ethnic minority communities face a number of other barriers. The fact that most ethnic minority communities live in very remote areas with few opportunities to interact with mainstream Khmer society, and with a low population density, adds to the difficulty in the provision of education and monitoring to ensure quality. A lack of infrastructure and severe poverty in these communities are complications associated with remoteness. Severe poverty is often the reason why parents find the prioritizing of education for their children, so difficult.

The result of the above barriers is that ethnic minority communities have had limited opportunities to access quality relevant education. For the most part adults in these communities have very low education, with the vast majority having limited access to formal education.

4 VISION STATEMENT

It is the vision of the Royal Government of Cambodia and the Ministry of Education, Youth and Sport that all Cambodian children, including ethnic minority children, have the right to quality education.

All ethnic minority children have the right of access to basic education, including the use of their mother tongue in the initial stages of education.

Multilingual Education (MLE) is the strategy applied in pre-schools and primary education (grade 1 to 3) to build a foundation for ethnic minority children to continue their studies in secondary education and higher education in the national language to become valued and productive citizens of Cambodia.

By providing sufficient capacity on MLE among government officials, the Ministry of Education, Youth and Sport ensures adequate resources, both financial and human ones, anchoring Multilingual Education firmly in the existing structures in the MoEYS such as the Education Strategic Plan, the Annual Operation Plan (AOP) at national and sub-national levels which will lead to the sustainability of Multilingual Education.

This Multilingual Education National Action Plan (MENAP) aims to improve the quality of education and expansion of multilingual education in all its aspects.

5 OBJECTIVES

The objectives of MENAP are:

1. To ensure ethnic minority boys and girls have inclusive access to quality and relevant education;
2. To build the capacity of national and sub-national education officials to manage and monitor MLE implementation;
3. To scale up MLE provision in relevant provinces; and
4. To promote demand for quality MLE amongst School Support Committees, parents and local authorities.

6 THE CULTURAL CONTEXT

In the five highland provinces of North East Cambodia there are an estimated 183,282 Indigenous people coming from over ten ethnic groups, commonly referred to as "ethnic minorities". Most people live in remote villages with very poor or no access to health or educational services and extremely limited access to commercial activities.

The cultures and languages of the Indigenous ethnic minority groups are distinct from mainstream Khmer culture and language. All groups in this area speak their own languages and practice their own religions. Few speak or understand Khmer, Cambodia's official national language, and those that do, have limited competence.

In 2003, MoEYS approved orthographies for five languages⁴ that are developed by using Khmer alphabets and more widely spoken by ethnic minority population.

To help facilitate the teachers who do not speak indigenous languages, MoEYS has agreed to have teaching and learning materials developed in local ethnic minority languages by using Khmer alphabets for grade 1, 2 and 3, as a bridging course, in compliance with Prakas No.48 អយក.ប្រក of the Ministry of Education, Youth and Sport.

The primary economic activities amongst the Indigenous ethnic minority people focus on rice growing and shifting cultivation, however cash crops such as cashew, coffee and soybean are increasing in importance. In contrast, the ethnic Khmer, who constitute "mainstream" society, live in the towns or along the main roads where they are prominent in business, trading and government service.

7 EDUCATION CONTEXT IN NORTH EASTERN PROVINCES

Education indicators in the highland provinces of north east Cambodia compare poorly with lowland provinces and the situation is at its worst amongst ethnic minority communities.

There are large disparities in participation by highland children, particularly beyond Grade 3, with comparatively few moving on to secondary education. There are many communities without schools. However, even where there are buildings, classes are often not held because few MoEYS teachers are willing to stay at such posts. Teacher absenteeism is commonplace. As a further barrier to successful participation, the language of instruction in government schools is Khmer, and given the fact many Indigenous ethnic minority adults and even more Indigenous children do not understand the Khmer language it is not surprising that the enrolment and retention rates of ethnic minority children in these provinces are the lowest in Cambodia.

Various surveys undertaken by CARE and other NGO's in these provinces indicate that the vast majority of Indigenous ethnic minority community members agree that education is important for their children. Overwhelmingly the majority of ethnic minority parents highly value education if the education is adapted to their culture, and if it provides opportunities for their children to maintain their vernacular language while also learning Khmer.

Learning from the successful implementation of multilingual education in primary schools, the approach was also introduced in preschool education in 2011. A Multilingual Preschool Education training package was developed in partnership with CARE for 5 indigenous languages in 5 North Eastern provinces. CPS were used as the entry point for multilingual education. The training package was designed to equip teachers with skills to deliver the curriculum in indigenous languages with gradual introduction of Khmer. The approach was introduced in 20 pilot CPS in 2011 and subsequently increased to a total of 23 CPS in 2013. Since its inception, the program

⁴ Kreung, Tampuan, Phnong, Kavet, Brou.

has provided equitable access to more than 400 children from minority language groups each year.

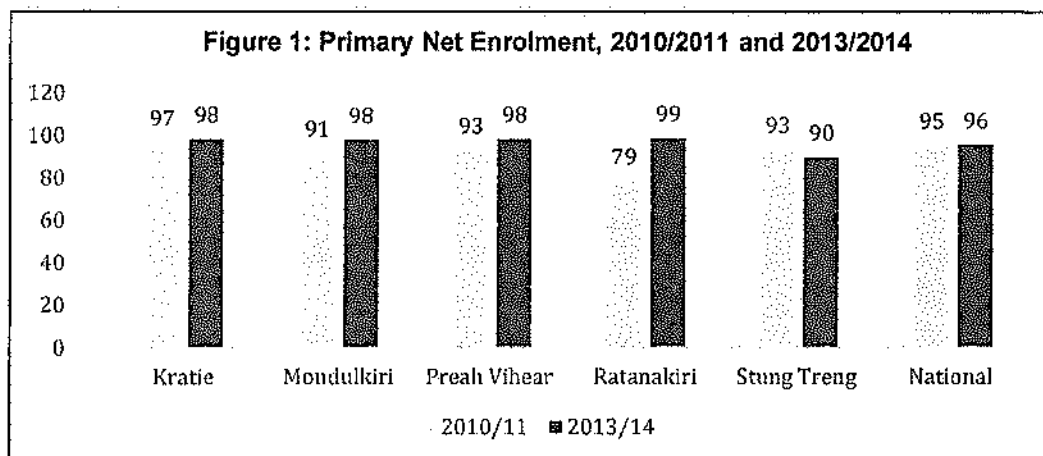


Figure 1 below show the progress between 2010/2011 and 2013/2014 in the five North Eastern provinces where Multilingual Education is being implemented in relation to the primary net enrolment rate, primary repetition rate and primary dropout rate compared to national data. The provincial level data on primary net enrolment reveals progress in all provinces bar one, Stung Treng. Ratanak Kiri saw an impressive increase of 20 percentage points. Indeed, all four provinces had an increase beyond the national average. It is important to acknowledge that four provinces had lower enrolment rates than the national average in 2010/2011 and therefore it was comparatively easier to achieve progress.

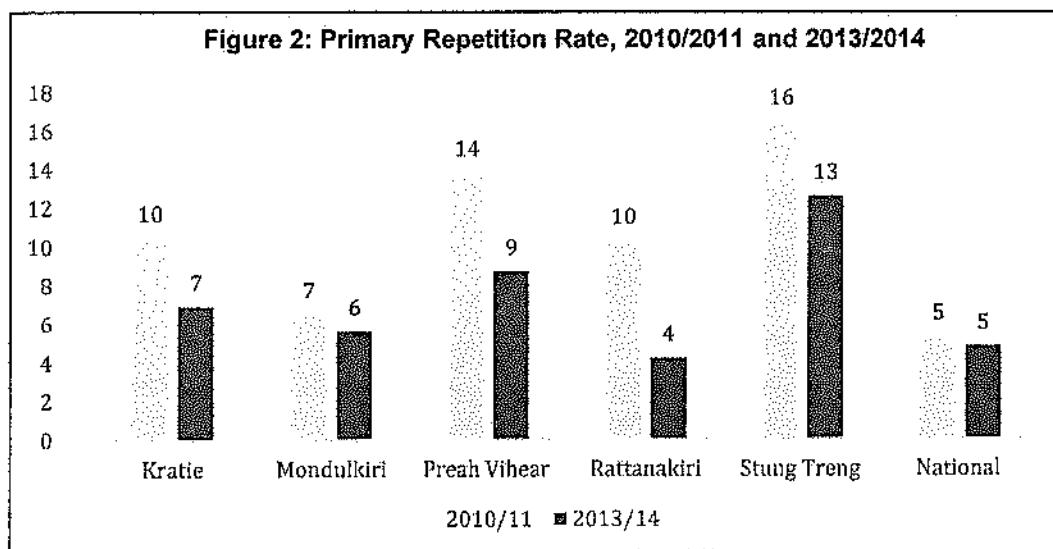


Figure 2 shows the reduction in the repetition rate in all five provinces implementing multilingual education. Meanwhile the national repetition rate reduced by only half a percentage point from 5.3 percent to 4.8 percent. It is noted however that rates of 13 percent in Stung Treng and 9 percent in Preah Vihear remain high despite overall progress. While it is not possible to attribute these positive changes to the multilingual education program alone (which is still comparatively small in scope), it is assumed that the fact that 3,332 children are now learning in more relevant environments and

in a language they are familiar with, has enabled them to be promoted through primary school more efficiently.

8. MAKING MLE PROGRAMS SUSTAINABLE

Mother tongue-based education programs have been started in almost every country of the world. Unfortunately, many of these programs have not been sustained. The programs often end and students do not achieve their long-term educational goals. As education specialists, we might ask;

- "Why do some programs fail and others survive?"
- What can we do to make sure our own programs are successful and sustained?"

A study of programs that have been sustained over a period of time reveals that they share several characteristics:

- The program is started because people in the community want it. They believe that the program will help them achieve specific goals or meet specific needs.
- Community members take leadership in planning, implementing and maintaining their program.
- Once the program has been established, people in the community (especially the students) find that the program is indeed helping them to achieve their goals and meet their needs.
- The community has taken responsibility for the program. They make the decisions about it; they evaluate it, and they decide what changes are needed.
- The program is linked to other development projects so that, as people learn to read and write, they can continue to gain new and useful ideas, skills and information.
- The program is linked to other formal and/or non-formal education programs within and outside the community. When students complete the community program they can continue their education if they want to do so. For example, students who have completed a primary education program in their village can move into the secondary education system.
- The program receives necessary support from outside the community—government, non-government organizations (NGOs), universities, the business sector, and donor organizations and from other institutions (for example, language and culture associations.)

9 STRATEGIES

Despite access and quality of education have been generally improved for the last couple of years, there are still challenges and barriers to education in the Northeastern provinces. Those challenges include distance from home to school, communities are not integrated but live in exclusion, lack of qualified teachers, high dropout from upper secondary level and nutrition issues and so on.

MENAP will greatly contribute to addressing the above mentioned challenges through the following strategies which were discussed and agreed by the workshop participants from five provinces⁵:

⁵ Preah Vihear Province has been actively involved in developing the MENAP, but has so far not yet decided to implement MLE

9.1 Capacity building, in particular teachers and teacher training:

- Select teacher trainees to attend the pre-service training at Provincial Teacher Training College (PTTC) through national examination with special priorities given to the candidates from ethnic minority communities, so that they become state school teachers, where they will receive additional training in MLE as a long term strategy.
- Mainstream the status of MLE community teachers by providing official recognition of those who meet criteria of the certain minimum standards and the training they have received, when they become state school teachers. Clarify criteria for giving scholarship to primary and secondary school students and re-deploy teachers to the remote areas/schools
- Provide more professional development and orientation for MLE contract and state teachers with a special focus on the further development and improvement of the teachers' skills in MLE teaching methodologies and techniques.
- Provide further training and professional development for MLE national core trainers and provincial trainers (early childhood education/pre-schools & primary schools).
- Conduct study tours inside (by teachers and officials from the "emerging" provinces to those with more established MLE) and outside country (by key national and provincial leaders of MoEYS to other ASEAN countries with well-established MLE, such as the Philippines)

9.2 Provide teaching-learning materials:

- Publish textbooks, teachers' guides and other teaching materials, and involve MLE teachers and teacher trainees (from Indigenous ethnic minority backgrounds) in the development of materials that are relevant to the local living condition, livelihood and culture. This should include a review of current materials with recommendations for improvement, and ensure all MLE classrooms have sufficient numbers of all relevant materials and reprint existing materials where necessary.

9.3 Coordination, data and information, monitoring and evaluation:

- Create collaborative roles between Early Childhood Education Department (ECED) and Primary Education Department (PED) under the framework of MENAP, so that MLE at ECE and primary level is integrated, and a smooth transition of MLE students from early childhood education to primary education is ensured.
- Integrate credible statistics on ethnic minority children and MLE data into the national statistics (EMIS).
- Conduct monitoring and evaluation on the implementation of MLE including arranging meetings with community/contracted teacher on semester basis.

9.4 Expansion of MLE delivery:

- Expand MLE services to ethnic minority children and transform community MLE schools to become state schools. MoEYS to develop action plan to acknowledge community MLE schools to become state schools that are managed by MoEYS which provides quality education services to all children including ethnic minority children.

Projected Expansion Number of MLE Preschools

Province	# of schools (2014-15)	New Schools***				Total # schools	% Increased
		2015-16	2016-17	2017-18	2018-19		
Ratanakiri	14	10	0	0	0	24	71%
Mondulkiri	4	7	0	0	0	11	175%
Stung Treng	6	7	0	0	0	13	117%
Kratie	6	6	0	0	0	12	100%
Preah Vihear	4	0	0	0	0	4	0%
Total	34*	30	0	0	0	64**	88%

- **ECE sub-sector report.*
- ***ECE Result Framework set annual target of 10 school which is small for a training. Yet, the total by 2018 would be the same at 64.*
- ****Number of schools are not cumulative. This mean support still needed for those schools although the number is zero.*

Projected Expansion Number of Students in MLE Preschools

Province	# students (2014-15)	New Student				Total # Students	% Increased
		2015-16	2016-17	2017-18	2018-19		
Ratanakiri	105	210	0	0	0	315	200%
Mondulkiri	177	147	0	0	0	324	83%
Stung Treng	176	147	0	0	0	323	84%
Kratie	116	126	0	0	0	242	109%
Preah Vihear	133	0	0	0	0	133	0%
Total	707	630	0	0	0	1,337	89%

Projected Expansion Number of Teachers in MLE Preschools

Province	# teachers (2014-15)	New Teachers				Total # Teachers	% Increased
		2015-16	2016-17	2017-18	2018-19		
Ratanakiri	14	10	0	0	0	24	71%
Mondulkiri	4	7	0	0	0	11	175%
Stung Treng	6	7	0	0	0	13	117%
Kratie	6	6	0	0	0	12	100%
Preah Vihear	4	0	0	0	0	4	0%
Total	34	30	0	0	0	64	88%

Projected Expansion Number of MLE Primary Schools

Province	# of schools (2014-15)	New Schools				Total # schools	% Increased
		2015-16	2016-17	2017-18	2018-19		
Ratanakiri	20	12	2	2	2	38	90%
Mondulkiri	12	-	10	10	10	42	250%
Stung Treng	9	0	0	0	0	9	0%
Kratie	13	0	2	2	2	19	46%
Preah Vihear*							0%
Total	54	12	14	14	14	108	100%

Preah Vihear pending result of community mapping*

Projected Expansion Number of students in MLE Primary Schools

Province	# of students (2014-15)	New Student				Total # Students	% Increase
		2015-16	2016-17	2017-18	2018-19		
Ratanakiri	2,029	540	630	720	270	4,189	106.5%
Mondulkiri	524	0	276	600	700	2,100	300.8%
Stung Treng	914	0	0	0	0	914	0%
Kratie	577	0	450	120	180	1,327	130%
Preah Vihear*							0%
Total	3,572	540	1,356	1,440	1,150	8,530	125.6%

Preah Vihear pending result of community mapping*

Projected Expansion Number of teachers in MLE Primary Schools

Province	# teachers (2014-15)	New Teachers				Total # Teachers	% Increase
		2015-16	2016-17	2017-18	2018-19		
Ratanakiri	88	12	14	16	6	136	54.5%
Mondulkiri	26	0	25	0	25	76	192%
Stung Treng	37	0	0	0	0	37	0%
Kratie	23	0	5	13	10	51	121.7%
Preah Vihear*							0%
Total	174	12	44	29	41	300	72.4%

Preah Vihear pending result of community mapping*

9.5 Infrastructure and resourcing:

- Ensure sufficient resources and infrastructure to implement this plan at the national level.
- Construction of dormitories at secondary schools for students who come from ethnic minority communities.

9.6 Community schools:

- Ensure all community schools are converted to state schools.

10 COMMON ISSUES TO BE ADDRESSED.

1. Identify the number of ethnic minority children who;
 - are enrolled in school
 - dropped out of school
 - never enrolled in school
2. Develop strategies for quality improvement of schools and the implementation of school improvement plans.
3. Training on community consultations, community involvement, and building the capacity of school support committees.
4. MLE training for school teachers working in MLE schools.
5. Conduct a workshop per province to map Indigenous children in and out-of-school.

Develop a checklist of steps to be taken when planning new MLE schools / pre-schools. This checklist would include such items as community consultations and awareness raising, community language survey, and teacher selection.

11 QUALITY, MONITORING AND ASSESSMENT

To ensure quality implementation of the MLE program in Cambodia, the Curriculum Development Department (CDD) within MoEYS will establish a monitoring regime for MLE schools, which will include ongoing research and assessment of students. The results of this work will regularly be fed back to stakeholders, community school committees, parents and teachers, the POE and DOE's, thereby providing essential data for opportunities for ongoing program quality improvements.

12 STATISTICS FOR ETHNIC MINORITIES IN CAMBODIA

12.1 Coverage of Multilingual Education by Province

Province	Estimated population of EMP	Current number of MLE schools	Current number of MLE community teachers	Number of qualified EM teachers in non MLE schools
Ratanak Kiri	117,129	19	60	
Mondulkiri	41,964	12	7	
Stung Treng	4,912	9	37	
Kratie	13,141	13	23	
Preah Vihear	6,136	2	2	
Total	183,283	55	129	

12.2 Children from Ethnic Minorities and their Educational Status

Province	Total Provincial Projected Population aged 3-17 (2014)	NIS	Estimated Ethnic Minority Children (EMC) aged 3-17 (2014)	EMC (3-17 yrs) In school (MLE+Non-MLE) (2014/2015)	% of EMC in School (2014/2015)	EMC (3-17 yrs) In Non MLE schools	% of EMC in Non-MLE Schools (2014/2015)		Estimated Out-of-school EMC (2014)	% Estimated Out-of-school EMC (2014)	Never attended school of school non-Khmer mother tongue children aged 3-17 ^e
							As a proportion of all EMC	As a proportion of EMCs in School			
Source		NIS	Estimation based on NIS data	Data from POEs	Data from POEs	Data from POEs					
Kratie	126,211		19,184	7,412	39%	6,647	35%	90%	11,772	61%	51%
Mondulkiri	26,436		16,285	7,408	45%	6,708	41%	91%	8,877	55%	57%
Ratanak Kiri	61,539		43,139	17,321	40%	2,029	5%	12%	25,818	60%	72%
Stung Treng	43,691		3,845	1,088	28%	8	0%	1%	2,757	72%	60%
Total	257,877		82,452	33,229	40%	15,392	19%	46%	49,223	60%	

^e Census 2008, Access to school, p61-62

Assumptions of the data:

- Due to unavailability of data, the NIS population projection for 2014 is used in this table.
- The estimated ethnic minority children aged 3-17 is calculated from NIS projected population with the percentage of EMP population in "Analysis of Children Access to Education, based on General Population Census)
- The actual in-school population are provided by POE of the relevant provinces.
- Data on out-of-school EMC is the calculation from the total population EMP minus the in-school EMP provided by POE.

12.3 Children from Ethnic Minorities and their Educational Status at Pre-School Level

Province	Total Provincial Projected Population aged 3-5 (2014)	Estimated Ethnic Minority Children (EMC) aged 3-5 (2014)	EMC (3-5 yrs) In Pre-School (MLE+Non-MLE) (2014/2015)	% of EMC in Pre-School (2014/2015)	EMC (3-5 yrs) In Non MLE Pre-Schools	% of EMC in Non-MLE Pr-Schools (2014/2015)		Estimated Out-of-school EMC (2014)	% Estimated Out-of-school EMC (2014)
						As a proportion of all EMC	As a proportion of EMCs in School		
Source	NIS	Estimation based on NIS data	Data from POEs	Data from POEs	Data from POEs				
Kratie	24,933	3,790	171	5%	-	0%	0%	3,619	95%
MondulKiri	4,905	3,021	537	18%	361	12%	67%	2,484	82%
Ratanak Kiri	10,551	7,396	105	1%	105	1%	100%	7,291	99%
Stung Treng	8,155	718	184	26%	8	1%	4%	534	74%
Total	48,544	14,925	997	7%	474	3%	48%	13,928	93%

12.4 Children from Ethnic Minorities and their Educational Status at Primary Level

Province	Total Provincial Projected Population aged 6-17 (2014)	Estimated Ethnic Minority Children aged 6-17 (2014)	EMC regardless of age In Primary School (MLE+Non-MLE) (2014/2015)	% of EMC in Primary School (2014/2015)	EMC regardless of age In Non MLE schools	% of EMC in Non-MLE Schools (2014/2015)		Estimated Out-of-school EMC (2014)	% Estimated Out-of-school EMC (2014)
						As a proportion of all EMC	As a proportion of EMCs in School		
Source	NIS	Estimation based on NIS data	Data from POEs	Data from POEs	Data from POEs				

Kratie	101,278	15,394	7,171	47%	6,647	43%	8,223	53%
Mondulhiri	21,531	13,263	6,871	52%	6,347	48%	6,392	48%
Ratanak Kiri	50,988	35,743	17,216	48%	15,187	42%	18,527	52%
Stung Treng	35,536	3,127	904	29%	-	0%	2,223	71%
Total	209,333	67,527	32,162	48%	28,181	42%	35,365	52%

12.5 Overview of funding for the implementation of MENAP.

Activity	Funding Source	2015	2016	2017	total
Teacher Training (primary):	CARE (PCTFI Additional)	\$90,000	\$90,000		\$180,000
	MoEYS				
	UNICEF	\$200,000	\$200,000	\$200,000	\$600,000
Teacher Training (early childhood)	CARE (PCTFI)	\$240,000			\$240,000
	UNICEF				
	MoEYS				
Training of core trainers	CARE (Maitri Trust)	\$176,497	\$170,655	\$64,587	\$360,000
Community consultations and capacity building	UNICEF				
	MoEYS				
Community language surveys	UNICEF				
	MoEYS				
	CARE				
School monitoring and quality improvement	UNICEF	\$30,000	\$30,000	\$30,000	\$90,000
	MoEYS				
Teacher salaries	MoEYS	\$20,000			\$20,000

<ul style="list-style-type: none"> • Primary • Early Childhood 	UNICEF/CARE Commune Councils				
Scholarship for upper secondary students	MoEYS CARE UNICEF	60,000	60,000	60,000	180,000
Scholarship for PTTC trainees	MoEYS CARE UNICEF	40,000	40,000	40,000	120,000
PB Budget					
Materials for MLE pre-schools.					
Language research					
Pilot: Six year bridge					
Expansion MLE schools with indigenous state school teachers	CARE/Educate A Child	88,300	88,300	88,300	265,000
Training for state school teachers working in MLE schools.					
Buildings (classrooms)					
<ul style="list-style-type: none"> • Primary • Early Childhood 					

ANNEXES

Annex 1: A brief history of MLE in Cambodia

Multilingual education for ethnic minority people in Cambodia commenced in the mid 1990's when International Co-operation for Cambodia (ICC) began the task of the development of orthographies for five indigenous languages in the remote north east provinces. At the same time, ICC developed multilingual literacy programs designed for the non-formal education sector, with a focus on adult literacy. This initial linguistic work was crucial in laying the foundation for other stakeholders, NGOs and eventually MoEYS, to extend multilingual education into an ever increasing number of communities and into the formal education sector.

The Highland Children's Education Project (HCEP) was established, as a pilot in formal school education by CARE International in Cambodia, in January 2002, in Ratanak Kiri Province. From the beginning the CARE project deliberately set out to involve MoEYS. In fact one of the original objectives was to provide MoEYS with a model of relevant education that would meet the needs of ethnic minority communities. It was envisaged that MoEYS would eventually not only take over the original schools that formed the pilot, but begin the process of expanding MLE services to more communities in order for them to receive relevant education services. UNICEF was also a partner in this pilot project and provided matching funding.

The initial success of the HCEP pilot project resulted in increasing attention from a number of departments within MoEYS, notably the Special Education Office within the Primary Education Department, and the Curriculum Development Department, at that time known as the Pedagogical Research Department (PRD). It was the PRD that approved all the materials developed for the school curriculum in all vernacular languages and Khmer. By 2007, with support from UNICEF, MoEYS began the process, initially only in Ratanak Kiri, of expanding the MLE model into community schools. CARE provided technical support to this process; UNICEF provided additional funding. The expansion of MLE by the Ratanak Kiri POE was soon followed by the POEs in Mondul Kiri, then Stung Treng and finally Kratie. By 2014 the number of MLE schools had grown from six in Ratanak Kiri in 2003 in the original pilot by CARE, to 53 schools across 4 provinces.

In 2009 CARE Cambodia began another pilot MLE project. This pilot introduced MLE into pre-schools. The Early Childhood Education Department (ECED) within MoEYS became immediately interested and in 2011 the ECED started its own pilot introducing MLE into twenty community pre-schools across five provinces, including Preah Vihear. This expansion by MoEYS was again supported by UNICEF, with technical support provided by CARE.

In 2011 the MLE program in Cambodia was evaluated by Dr Carol Benson from Stockholm University⁷. The resulting report and recommendations has provided MoEYS with a useful framework for future developments and ongoing improvements. Importantly, MLE has now been successfully incorporated into the mainstream administrative and planning structures of MoEYS. The Steering Committee of the Child Friendly Schools (subgroup Inclusive Education) is responsible for further implementation of MLE.

⁷ Dr Carol Benson is now associated with Teachers College, Columbia University, New York.

Annex 2: Timeline of key events in MLE in Cambodia

1995 - 2002: Development of orthographies for five ethnic minority languages using the Khmer script by ICC in collaboration with the Royal Academy of Cambodia.

1996: MLE programs began in non-formal education for adults conducted by two NGOs, ICC and NTFP.

2003: MoEYS approved the orthographies for five ethnic minority languages; Kreung, Tampuen, Phnong, Kavet, Brou.

2003: Pilot MLE program began in formal primary education in six Tampuen and Kreung villages in Ratanak Kiri conducted by CARE with support from AusAID and UNICEF.

2007: Implementation of MLE by MoEYS, starting in Ratanak Kiri and Mondul Kiri, followed by Stung Treng in 2008. (Supported by UNICEF with technical and financial support from CARE).

2009: Pilot MLE in community pre-schools in Ratanak Kiri province implemented by CARE.

2010: The Education Minister signed the 'Guidelines for the Implementation of Bilingual Education Program for Indigenous Children in Highland Provinces'.

2011: External evaluation of the implementation of MLE by MoEYS.

2011: ECED began a MLE pilot in twenty community pre-schools in five provinces with support from UNICEF and CARE.

2013: The Education Minister signed the Prakas for MLE in Cambodia.

2014: Development of MENAP 2015 - 2018

Annex 3: Role of the organizations in the development of MLE in Cambodia

International Co-operation for Cambodia (ICC)

Since the mid 1990's ICC has worked in Cambodia's remote northeast provinces of Ratanak Kiri and Mondulhiri. Initially ICC staff, in partnership with personnel from Summer Institute of Linguistics (SIL) and from the Royal Academy of Cambodia (RAC), worked to linguistically describe five ethnic minority languages in the north east, and develop orthographies for these languages. At the same time ICC developed and implemented multilingual literacy programs for the non-formal education sector. These non-formal programs were primarily targeted at adults.

Non Timber Forest Products (NTFP).

Also since the mid 1990's NTFP has worked closely with ICC to develop multilingual non-formal literacy programs also with a focus on adult learners. NTFP programs included basic mathematics in their curriculum.

CARE

CARE has played a lead role in introducing MLE in formal education and has continued providing technical support to the national and sub-national levels of MoEYS and other (I) NGOs. This was made possible through an Australian Aid grant. In 2002 CARE, in partnership with MoEYS, began working in Ratanak Kiri to develop a model for multilingual programs in the formal education sector. The initial project worked in communities that had never had schools before and from the beginning had a focus on girls' education. Communities had to build their own schools while CARE trained teachers from the community, and developed curriculum materials in vernacular languages and Khmer. CARE developed the model for the implementation of MLE which provided for the inclusion of vernacular languages in the first three years of school, on which the Prakas on MLE in 2013 was based. From the beginning of the project, CARE worked closely with the Curriculum Development Department (and its precursor) and the Primary Education Department within MoEYS. UNICEF supported this work of CARE with matching funding and institutionalization of MLE in MoEYS. In 2009 CARE launched a pilot project implementing MLE into community pre-schools. CARE has been building the capacity of key Ministry officials at national and sub-national level in both pre-school and primary MLE. Over more than a decade this program evolved and was made possible through the support of Australian Aid and private donors from Australia and the USA.

The Primary Education Department (PED) within the Ministry of Education Youth and Sports.

From 2004 the Special Education Office within the PED worked closely with CARE in conducting annual monitoring and evaluation visits to project sites. In 2007 the PED, through the Provincial Offices of Education, started to implement MLE into community schools, then later into state schools. This expansion of MLE was initially in Ratanak Kiri province only, then followed by Mondulhiri, Stung Treng and Kratie. The POE in Preah Vihear has remained engaged with development in the MLE program, but has been unable to implement owing to the lack of official approval of an orthography for the Kuy language. The expansion of MLE by the PED is supported by UNICEF, with technical and financial support from CARE.

The Early Childhood Education Department (ECED) within the Ministry of Education Youth and Sport.

In 2011 the ECED began a pilot project implementing MLE into twenty community pre-schools (CPS) into five provinces, Ratanak Kiri, Mondulhiri, Stung Treng, Kratie and Preah Vihear. This pilot was supported by UNICEF, with technical support from CARE.

UNICEF.

UNICEF has played a crucial role in the development of MLE in Cambodia. From initially supporting CARE with matching funding, then providing leadership and significant funding for the implementation of MLE by MoEYS. UNICEF then played an important role in the development, and eventual approval by the Education Minister, of the Guidelines for the Implementation of Bilingual Education in Ethnic Minority Communities. UNICEF remains a driving force in the ongoing development of MLE in Cambodia.

UNESCO.

The UNESCO Asia Pacific Head Quarters in Bangkok has been highly active in the production and publication of numerous resources to support the implementation of MLE. The majority of these resources have a focus on the South East Asian region. This office also hosts the Asia Pacific MLE Working Group, an advocacy group tasked with role of organizing the biannual MLE conference, as well as develop strategies for the ongoing promotion of MLE in the region.

The UNESCO office in Phnom Penh has been active in supporting MLE in the non-formal education sector of the country. This office works closely with the Department of Non Formal Education within MoEYS.

Annex 4: Model of MLE applied in Cambodian formal education

Primary Education		
Grade 6		
Khmer language 100%		
Grade 5		
Khmer language 100%		
Grade 4		
Khmer language 100%		
Grade 3	Khmer language 70%	
Vernacular language 30%	15% maths	
15% language studies	45% language studies	
15% social studies	10% social studies	
Grade 2	Khmer language 40%	
Vernacular language 60%	25% language studies	
25% language studies	15% maths	
35% social studies		
Grade 1.	Khmer language 20%	
Vernacular language 80%	(oral only)	
15% maths		
35% social studies		
30% language studies		
Pre-school		
	3 and 4 year olds	5 year olds
1st half of year	Home language only.	Home language only.
2nd half of year	Home language only.	Home language plus introduce Khmer lesson time, 20 minutes every day.

Annex 5: Statement on MLE by HE Ton Sa Im, Under Secretary of State of MoEYS

According to the the Cambodia Inter-censal Population Survey 2013, the population of the Kingdom of Cambodia is 14.86 million. The World Bank (2012) identifies that 5% are from ethnic minorities. They include Chinese, Vietnamese, Cham, Laotian, Brou, Jarai, Kachok, Korng, Khloeung, Kraul, Kavet, Kreung, Kuoy, Sery, Lamann, Mev, Phear, Phnong⁸, Rader, Ror Ung, Samre, Sa Ouch, Stieng, Boulo, Souy, Tampuen and Themore. Some groups have been residing in communities with Khmer people and some are living in their own communities, notably in the provinces of Ratanak Kiri, Monduliri, Kratie, Stung Treng, Preah Vihear, Kampong Thom, Udon Meanchey, Kampong Cham, Pursat, Kampong Speu, Koh Kong, Battambang, Preah Sihanouk, Banteay Meanchey, Siem Reap and other areas in the country.

The Constitution of the Kingdom of Cambodia states in Article 31 that all Cambodians resident in Cambodia are entitled to equal rights regardless of race, color, sex, language, religion, belief, political affiliation, origin, social status, or economic resources. Article 52 highlights the Royal Government's responsibility to manage and provide legal protection of the entire population of the county, in order to promote well-being and the livelihoods of all citizens without any discrimination. Article 67 touches upon the management and development of the school curriculum according to the principles of contemporary pedagogy, including technology and foreign languages. Article 68 refers to free basic education at primary and secondary level to enable all Cambodians to enroll in public education institutions and access nine-years of basic education. Article 69 refers to the conservation and development of the national cultural heritage.

The Royal Government of Cambodia decided to form a national committee to manage the development process of ethnic minority people, and I am a member of this committee on behalf of the Ministry of Education, Youth and Sport. MOEYS has long been concerned with the right of access to education by ethnic minority groups. This concern led to discussions with international development partners. The result of these discussions was the establishment of a pilot project to implement bilingual education at primary level for two ethnic minority groups, Tampuen and Kreung, in Ratanak Kiri province. This pilot remained under the supervision and monitoring of a committee and the Special Education Office within the Primary Education Department, and later formalized by the Prakas No 48 in 2013.

In addition to the above, the Royal Government also developed a new law for the provision of education services, promulgated by Royal Kram in 2007. This new law stipulates quality education services that are equitable and free of charge, from early childhood to general secondary education. Article 24 of this new law states that Khmer should be the language of instruction for the national curriculum, and that the language to be used for the education of ethnic minority populations shall be determined by a Prakas of the ministry in charge of this sector. In addition, the Government also provides a National Policy on the Development of Ethic Minority people, which was launched on April 24, 2009. The policy provides for students from the northeastern regions with upper secondary education certificate to be given priority to enroll in universities in Phnom Penh. In order to reduce poverty, the Royal Government has set out the following directions for Ministry of Education, Youth and Sport:

⁸ Also spelled as Bunong

- Build and develop human resources with the best quality and ethics in all areas to address the priorities, social needs, interests and aspirations of ethnic minority people themselves;
- The state will develop a comprehensive education system to address the needs of ethnic minorities and to provide appropriate education opportunities for children, young men and women from ethnic minority communities. The state will take into account the learning of ethnic minority people through provision of facilities and curriculum reform, which are beneficial for the society. In order that ethnic minority students can further their education at secondary, vocational and in the higher education sector, there will be provision of dormitories, scholarships, and provisions of allowances to facilitate the deployment of teachers to ethnic minority areas.
- Non-formal education for ethnic minority people will be organized to include literacy, numeracy, skills for employment, life skills, and basic education, to provide them with sound basic academic skills, and knowledge of culture and religion. This will allow out of school youth to become functionally literate, and develop their capacity for employment, life management and vocational training. Literacy materials up to grade 4 level in Khmer and ethnic minority languages have been written for these youth. This has greatly assisted the enrollment of youth into education programs.
- Ethnic minority candidates will be prioritized for selection to teacher training programs. This will result in teachers who are capable of using two languages in the classroom, Khmer and their ethnic minority language. A set of incentives, including a placement bonus and additional allowances, will be developed to encourage graduates from teacher training colleges to work in remote ethnic minority communities.
- Community centers will be established in northeastern ethnic minority regions to develop learning materials appropriate for teaching and learning in multilingual classrooms.

Using the regulatory framework outlined above, and with the experiences from close cooperation among development partners, the Ministry of Education, Youth and Sport decided to establish a multilingual education committee to develop official Guidelines No. 2972 AYK.SNN dated Aug 26, 2010, on the implementation of multilingual education. This committee has also collaborated with development partners to produce textbooks for grade 1 to 3 for primary multilingual education. In addition, junior multilingual dictionaries and other curriculum materials have been produced. This multilingual program is designed to provide ethnic minority children with a bridge to the national language. The Guidelines for implementation of multilingual programs stipulates language use throughout the primary school cycle. In grade 1 the ethnic minority language is used for 80% of the time, while Khmer language is used for 20% of the time; in grade 2, vernacular language is used for 60% while Khmer is used for 40% of the time; for grade 3, vernacular language is used for 30% while Khmer language is used for 70% of the time. In grades 4 through to grade 6 Khmer language is used for 100% of the time.

To date⁹, in four provinces of the north east region, Ratanak Kiri, Monduliri, Kratie and Stung Treng, there are 53 schools providing multilingual education services to children

⁹ As per new academic year 2014-2015

from ethnic minority groups. There are 127 MLE teachers, 44 of whom are women, and all are from ethnic minority groups. There are 4,044 ethnic minority children enrolled in multilingual schools, 1966 of them are girls. We have produced 78 basic textbooks recognized by Ministry of Education, Youth and Sport. In addition, approximately 200 youths from these multilingual schools have passed secondary education and are pursuing higher education. Some of them have already graduated and are working in various sectors as published in both national and international media.

Despite these achievements, this program has also experienced challenges, which require active participation from development partners and support from the leadership of Ministry of Education, Youth and Sport.

These challenges include:

- Initial coverage of the multilingual education program uses only five ethnic minority languages. These are Kreung, Tampuen, Kavet, Brao and Phnong;
- The official criteria for the selection of primary school teachers constitute some barriers for potential ethnic minority trainees;
- Dropout rate at basic education level remains a challenge, and there is a challenge related to the provision and ongoing supervision of dormitories;
- Dormitories to provide accommodation and motivation to teachers still have not addressed the needs.

Annex 6: Two kinds of language proficiency

Jim Cummins, a notable expert on language education, has developed a theory of language acquisition and language competence. He has concluded that there are two kinds of language competence, Basic Interpersonal Communication Skills (BICS), also known as social language, and Cognitive Academic Language Proficiency (CALP), also known as academic language. This theory of BICS and CALP may be very helpful in explaining the language situation in a number of ethnic minority communities and could also provide the rationale for the need for MLE in these communities even though some of the children seem to be able to speak some Khmer, the national language.

Classroom teachers need to understand the difference between social language and academic language acquisition. Here is a description of BICS and CALP.

Basic Interpersonal Communication Skills

Experts differentiate between the acquisition of social and academic language. Basic Interpersonal Communication Skills (BICS) are language skills needed in social situations. It is the day-to-day language needed to interact socially with other people. Language learners employ BIC skills when they are on the playground, on the school bus, at parties, playing sports and talking on the telephone. Social interactions are usually context embedded and supported by concrete objects. They occur in a meaningful social context. They are not very demanding cognitively. The language required is not specialized. These language skills usually develop within six months to two years after a learner starts to learn the new language.

Problems arise when teachers and administrators think that a child is proficient in a language when they demonstrate good social language (BICS).

Cognitive Academic Language Proficiency

CALP refers to the language needed for formal academic learning. This includes listening, speaking, reading, and writing about subject area content material. This level of language learning is essential for students to succeed in school. Students need time and support to become proficient in the language that is used in academic areas. This usually takes from five to seven years. Prominent research (Thomas & Collier, 1995) has shown that if a child has no prior schooling or has no support in native language development, it may take seven to ten years for learners to catch up to their peers. They often never catch up at all.

Academic language acquisition isn't just the understanding of content area vocabulary. It includes skills such as comparing, classifying, synthesizing, evaluating, analyzing, and inferring. Academic language tasks are context reduced. Information is read from a textbook or presented by the teacher. As a student gets older the context of academic tasks becomes more and more reduced, and the language more and more abstract.

The language also becomes more cognitively demanding. New ideas, concepts and language are presented to the students at the same time.

Implications for teachers.

It is important that teachers and educators are aware of the idea of BICS and CALP. If the teacher does not take into account the distinction between BICS and CALP it may result in unfair assessment of students.

Educators must be careful not to link lower academic performance with deficient cognitive ability. Often, lower academic performance can be accounted for by lack of

prior knowledge and / or lack of vocabulary particular to the content being presented by the teacher. As well, additional time is required by these learners to process information in a language that is new.

BICS are acquired fairly quickly because in day-to-day, face to face conversation, meaning is supported by a range of contextual clues such as: a concrete situation, gestures, intonation, facial expression, immediate feedback, negotiation of meaning, etc. This is seldom the case for CALP – academic and text book language.

Tasks related to academic work require the learner to manipulate textual language without the support provided by contextual clues that are present in conversational language. Academic language is more formal, more abstract and the vocabulary becomes more specifically related to the topic. In short, academic language is substantially different from the language we use in everyday spoken interactions and it is, therefore, not only a lot more difficult to understand, it is also much more challenging for ethnic minority students to carry over and produce that language in their written assignments or to use during classroom discussions.

In addition ethnic minority students are trying to catch up to mainstream Khmer speaking students at a time when these Khmer students are making progress in their academic skills. Trying to catch up in such a situation requires much perseverance and focused learning strategies. Some students find the task too daunting. They give up and withdraw from academic effort, or drop out altogether. Based on the students performance in BICS these students are sometimes perceived as lazy because the teachers do not realize that the students may, in fact, be experiencing legitimate problems related to CALP.

Annex 7: Glossary of terms commonly used in MLE

Alienation: Being disconnected from one's own language and culture

Awareness raising: Providing information that can help people achieve the goals and needs that they have identified for themselves

Bilingual - Individual level: Ability to speak/understand (and sometimes read/write) at least two languages

- **Society level:** Presence of at least two language groups

Competencies: Knowledge, abilities or skills in language or other subjects of the school curriculum

Curriculum: Teaching plan, content and instructional materials for an education program.

Dominant group: Most powerful social group of the country due to population (numerical majority), economics (wealth) and/or politics (power)

Dominant language: Language spoken by the dominant social group, or language that is seen as the main language of a country

First Language First MLE: Schooling beginning with the L1 for reading, writing and learning, while teaching the L2.

Fluency: High competence in speaking, reading and/or writing a language

Heritage language: Language of a person's ancestors or ethno-linguistic group

Home language: Language spoken in the home, sometimes referred to as 'L1' or 'mother tongue'.

Implementation: The process of mobilizing people and resources to carry out a new program.

Interculturalism: Promotion of mutual understanding and tolerance between ethno-linguistic and/or social groups

L1: First language, native language (refers to language or languages learned from birth).

L2: Second language, non-native language, language of wider communication, or foreign language

Language Development - In education: Teaching someone to speak, read and write a language well.

- **In minority language communities:** Promoting oral and written use of a language, for example by expanding its vocabulary, agreeing on a written form, and creating books and school materials

Language of Instruction: Language used for teaching and learning the school curriculum, also called medium of instruction.

Lingua franca: Widely spoken language used for communication between ethno-linguistic groups

Local language: Language spoken in the immediate community

Language minority: Group of people who share a language and often have less power in society due to population (numerically fewer), economics (less wealth) and/or politics

Literacy: Ability to read, write, calculate and otherwise use a language to do whatever is needed in life

Mainstream: Language and culture of the dominant group

Majority language: Language spoken by the majority of people in a region/country

Migrant: Person or group that has moved from one region to another

Minority language: Language spoken by a social and/or ethnic minority group

Mobilization: The process of organizing a community (and its supporters) to work together to plan and implement a program.

Mother tongue (MT): First language, native language

Multilingual - Individual level: Ability to speak/understand (and sometimes read/write) more than two languages.

- **Society:** Presence of more than two language groups

Official language: Language adopted by a country for public administrative and institutional use, often including schools.

Orthography: Standardized system for writing a language, including a script and rules for spelling and punctuation.

Sustainability: Setting up a program so that it will continue for a long time

Unwritten language: Language that is spoken but not yet used for reading/writing

Writing system: Graphic representation of a spoken language in letters or symbols

Other definitions:

Multilingual education can be defined as the planned and systematic use of two or more languages in a program of instruction for children.

Multilingual: Children will use two or more languages, including Khmer, in their everyday interactions and for their learning in school.

Multi-literate: Children will be able to read and write confidently in two or more languages.

Multicultural: Children will be comfortable living and working with people from outside their community while maintaining their love and respect for their home culture and community.

Community: Community members, parents and elders are actively involved in school monitoring and management.