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Naron Hang-Chuon

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ยุทธศาสตร์การปฏิรูปการบริหารการศึกษาเพื่อพัฒนาความเป็นพลเมืองคุณภาพของกัมพูชา

Education Management Reform Strategy for Enhancing Quality
Citizenship in Cambodia

นารน ฮางชวน¹, พฤทธิ ศิริบรรณพิทักษ์², และ ชญาพิมพ์ อุษโห³

Naron Hang-Chuon¹, Pruet Siribanpitak², and Chayapim Usaho³

บทคัดย่อ

การวิจัยนี้มีวัตถุประสงค์เพื่อศึกษาความต้องการจำเป็นในการปฏิรูปการบริหารการศึกษา และพัฒนายุทธศาสตร์ปฏิรูปการบริหารการศึกษาเพื่อพัฒนาความเป็นพลเมืองคุณภาพของกัมพูชา เก็บข้อมูลสภาพปัจจุบันและสภาพที่พึงประสงค์ของการปฏิรูปการบริหารศึกษาจำนวน 710 คน เครื่องมือที่ใช้มีแบบสอบถาม การประเมินยุทธศาสตร์ และการสนทนากลุ่ม วิเคราะห์ข้อมูลโดยสถิติบรรยายและค่าความต้องการจำเป็น

ผลการวิจัย 1) ความต้องการจำเป็น อันดับที่ 1 คือการปฏิรูปการบริหารการเงิน ที่ 2 การปฏิรูปการบริหารทั่วไป ที่ 3 การปฏิรูปการบริหารวิชาการ และที่ 4 การปฏิรูปการบริหารบุคคล 2) ยุทธศาสตร์การปฏิรูปการบริหารการศึกษา มี 4 ยุทธศาสตร์หลัก และ 12 ยุทธศาสตร์รอง ได้แก่ (1) ปฏิรูปการบริหารการเงิน 1.1 เพิ่มความเป็นอิสระและความรับผิดชอบที่ตรวจสอบได้ 1.2 ตรวจสอบงบประมาณเพื่อพลเมืองคุณภาพ 1.3 เชื่อมโยงงบประมาณกับนโยบายการศึกษา (2) ปฏิรูปการบริหารทั่วไป ได้แก่ 2.1 ให้ชุมชนมีส่วนร่วมในการบริหารโรงเรียน 2.2 บริหารโดยใช้โรงเรียนเป็นฐาน 2.3 เชื่อมโยงนโยบายและแผนยุทธศาสตร์การศึกษา (3) ปฏิรูปการบริหารวิชาการ ได้แก่ 3.1 ประเมินผลการเรียน 3.2 ปรับปรุงวิธีการสอน 3.3 บูรณาการความเป็นพลเมืองที่ดีในหลักสูตรและหนังสือเรียน และ (4) การปฏิรูปการบริหารบุคคล ได้แก่ 4.1 ฝึกอบรมครูประจำการ โดยเน้นที่วิธีการสอนและการเป็นพี่เลี้ยง 4.2 ยกระดับคุณสมบัติของครู 4.3 ประเมินผลการปฏิบัติของครู

คำสำคัญ: การปฏิรูปการบริหารการศึกษา / พลเมืองคุณภาพ / ความต้องการจำเป็น / ยุทธศาสตร์ / กัมพูชา

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¹ Ph.D. Candidate, Department of Educational Policy, Management and Leadership, Division of Educational Administration, Faculty of Education, Chulalongkorn University Email: hangnaron@yahoo.com

² Professor, Department of Educational Policy, Management and Leadership, Division of Educational Administration, Faculty of Education, Chulalongkorn University Email: pruet.s@chula.ac.th

³ Lecturer, Department of Educational Policy, Management and Leadership, Division of Educational Administration, Faculty of Education, Chulalongkorn University Email: chayapim.u@chula.ac.th

Abstract

The objectives of this research were: 1) to identify the needs in education management reform for enhancing quality citizenship in Cambodia through needs assessment; and 2) to develop education management reform strategies for enhancing quality citizenship in Cambodia. Data collection was employed with 710 participants. The collected data were analyzed using descriptive statistics and PNI modified calculation.

The findings of the study revealed that for the first objective the highest priority needs in education management reform for enhancing quality citizenship are education financial management reform, followed by administrative and general management reform, academic management reform, and personnel management reform. The strategies and sub-strategies involved the following: 1) Education financial management reform: 1.1 Increase financial autonomy and accountability. 1.2 Conduct an education budget audit for quality citizenship. 1.3 Link the budget to education policies. 2) Administrative and general management reform: 2.1 Ensure community involvement in school management. 2.2 Implement school-based management. 2.3 Carry out an education policy and education strategic plan. 3) academic management reform: 3.1 Conduct regular assessments of students. 3.2 Improve teaching methods. 3.3 Integrate the concept of quality citizenship into the school curriculum and textbooks. 4) Personnel management reform: 4.1 Provide in-service training, focusing on teaching methods and mentoring program. 4.2 Increase teacher qualifications. 4.3 Implement teacher performance assessment.

KEYWORDS: EDUCATION MANAGEMENT REFORM / QUALITY CITIZENSHIP / PRIORITY NEED INDEX / STRATEGY

Introduction

Humanity in the 21st century is facing many major challenges, ranging from global terrorism to climate change. Moreover, new skills have emerged and old ones have rapidly become obsolete. Education, therefore, should prepare students to transform society for the future, to become responsive national and global citizens. Since 2013, Cambodia has embarked on education management reform. But, there is an urgent need to prioritize education

reforms. Therefore, a research study is needed to develop education management reform strategies for enhancing citizenship in Cambodia.

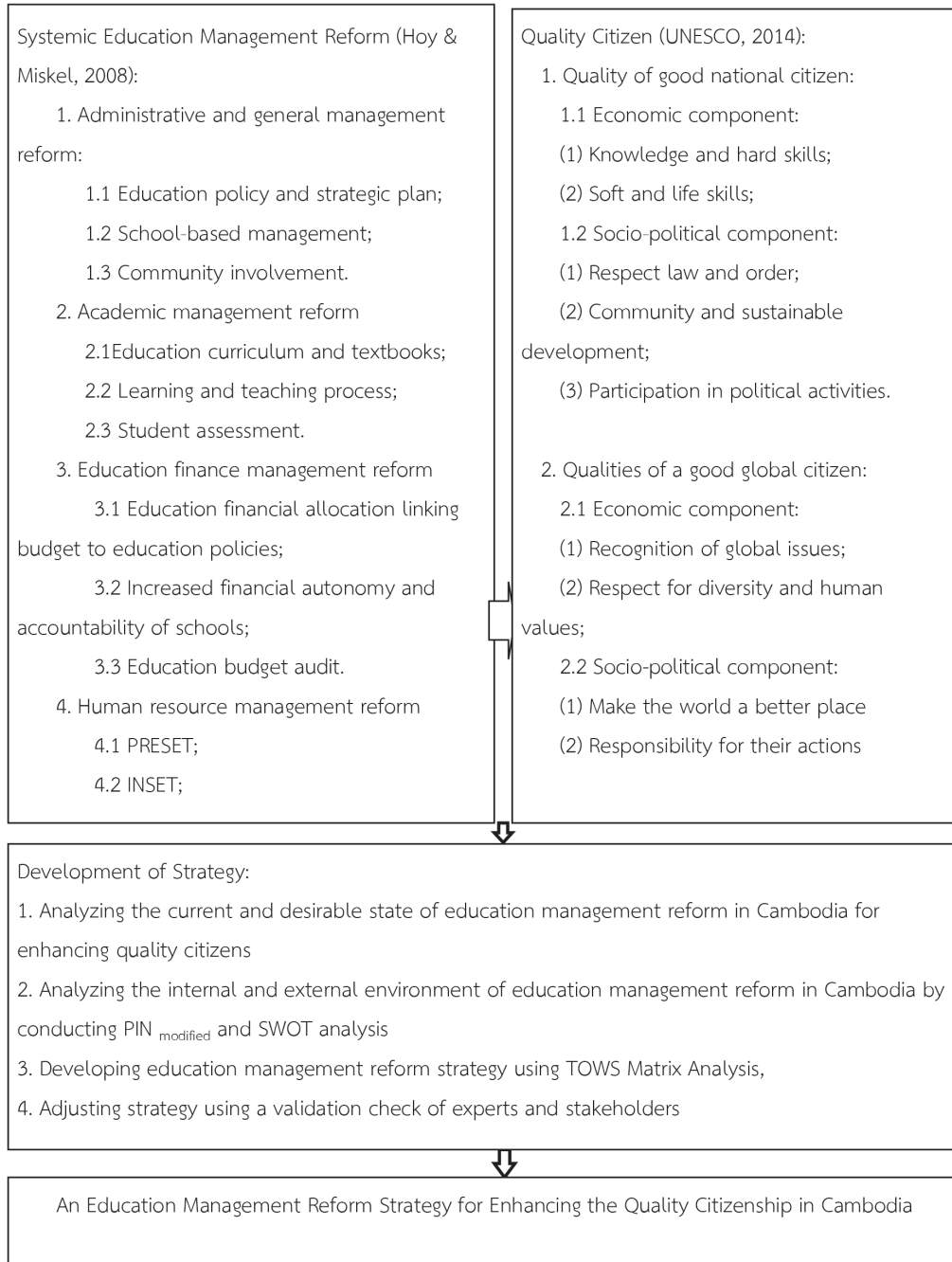


Figure 1 The conceptual framework of the research

Research objectives

1) To identify the needs in education management reform for enhancing quality citizenship in Cambodia.

2) To develop education management reform strategies for enhancing quality citizenship in Cambodia.

Methodology

1. Research design

This research was needs assessment research (Altschuld & Watkins, 2014; Wongwanich, 2005).

2. Population, sample and informants

To obtain the data, research questionnaires in a dual-response format were distributed to 710 respondents (10 policymakers, 30 MoEYS directors, 80 principals, 150 teachers, 80 school board members, 300 students and 60 other stakeholders). Two-stage sampling was used to select schools.

3. Research instruments

Dual-response format questionnaires were used to study the current and the desirable states of education reform through a 5-level rating scale (Wongwanich, 2005). The questionnaires were validated by the advisors and 5 experts. Every question point received 0.60–1.00 of the IOC value.

4. Data collection and analysis

The obtained data was analyzed using SPSS software to discover the frequency, percentage, mean and standard deviations (SD) of the current and the desirable state of education management reform in Cambodia. After that, the PNI modified was calculated.

Research Procedure

Initially the researcher studied the concept and theories of education management reform and quality citizenship. Then, the researcher defined the conceptual framework. After that, the researcher studied the current and desirable state of education management reform for quality citizenship in Cambodia. This descriptive research employed needs assessment research, which consists of R1D1, R2D2 and R3D3 consecutively:

Phase 1: To analyze the Priority Needs Index (PNI) to identify the gaps between the current and the desirable states (R1D1) by calculating the PNI level range.

Phase 2: To analyze internal and external factors using SWOT analysis (R2) and TOWS Matrix analysis.

Phase 3: To develop the first draft strategy of education management reform for enhancing quality citizenship in Cambodia (D2), using the TOWS Matrix analysis results.

Phase 4: Individual validation of the first draft strategy of education management reform for quality citizenship in Cambodia (R3) with 51 education specialists.

Phase 5: Development of the second draft strategy (D3).

Phase 6: Group validation of the second draft of strategy and development of the final draft strategy (R4&D4).

Findings

The findings of this study were the priority needs in education management reform for enhancing quality citizenship in Cambodia and

education management reform strategies for enhancing quality citizenship in Cambodia.

1. Priority needs in education management reform for enhancing quality citizenship in Cambodia

The findings of the study revealed that the priority needs in education management reform for enhancing quality citizenship in Cambodia showing the highest priority needs were education financial management reform (PNI modified = 0.385), followed by administrative and general management reform (PNI modified = 0.370), academic management reform (PNI modified = 0.360), and human resource management reform (PNI modified = 0.357).

1.1 SWOT analysis of education management reform for enhancing quality citizenship in Cambodia

1.1.1 Strengths and weaknesses of education management reform

The findings of the analysis of each area of the internal environment reveal that human resource management reform has the lowest PNI modified. Then, academic management reform and administrative and general management reform were identified as the strengths of education management reform. Education finance management reform was identified as the weakness of education management reform (Figure 2).

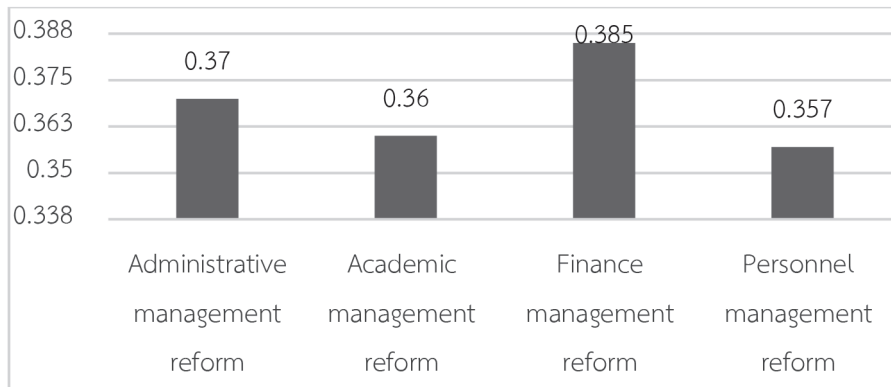


Figure 2 The comparison of the PNI modified of education management reform

The findings on the analysis of each aspect of the internal environment show that community involvement in school management to enhance quality citizenship had the highest PNI modified of 0.434, followed by increasing financial autonomy and accountability of schools (with a PNI modified of 0.388) respectively identified as the weaknesses. Conducting an education budget audit (a PNI modified of 0.386) and conducting regular assessment of students with the high PNI modified of 0.383 were also identified as the weaknesses of education management reform.

1.1.2 Opportunities and threats of education management reform Findings on the analysis of each aspect of the external environment of the education management reform for enhancing quality citizenship in Cambodia in Figure 3 show that the technology aspect had the highest PNI modified, followed by the socio-cultural aspect, and then the economic aspect, respectively. These are identified as the threats to education management reform for enhancing quality citizenship in Cambodia. The aspect gaining a low PNI modified was the political aspect and this was identified as an opportunity.

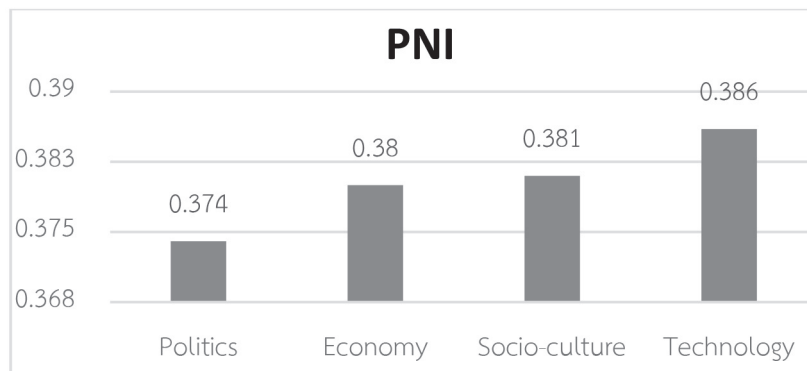


Figure 3 Comparison of the PNI modified of the overall education management reform for enhancing quality citizenship in Cambodia from the external environment

2. Development of the education management reform strategies for enhancing quality citizenship in Cambodia

2.1 The researcher designed the first draft of the education management reform strategies for enhancing quality citizenship in Cambodia using the information obtained from the TOWS Matrix.

Step 1: Prepared the SWOT analysis.

Step 2: The researcher conducted a TOWS analysis and developed a TOWS Matrix chart using the SWOT analysis and put the PNI modified of strengths, weaknesses, opportunities and threats in order from highest to lowest.

Step 3: Prepared a summary of the results of the TOWS Matrix analysis and developed the first draft of the strategies, sub-strategies and procedures.

2.2 Formulation of the education management reform strategies for enhancing quality citizenship

The findings enabled the researcher to develop four main strategies, twelve sub-strategies and procedures, ranked by priority order.

Table 1 Formulation of the education management reform strategies for enhancing quality citizenship

Strategies and sub-strategies	Procedure
1. Education financial management reform for quality citizenship (PNI modified = 0.385):	1.1 Increase support of political and government policy and technology and enhance economic and socio-cultural dimensions to develop sub-strategy to increase financial autonomy and accountability of schools to promote quality citizenship.
1.1 Increasing financial autonomy and accountability of schools for quality citizenship (PNI modified = 0.388);	1.2 Increase support of political and government policy and enhance economy and technology to develop strategy to conduct an education budget audit to promote quality citizenship.
1.2 Conducting education budget audit for quality citizenship (PNI modified = 0.386);	1.3 Increase support of the economy and technology and enhance the socio-cultural context to develop sub-strategy of linking budget to education policies to promote both quality national and global citizenship level.
1.3 Linking budget to education policies for quality citizenship (PNI modified = 0.381);	
2. Administrative and general management reform for quality citizenship (PNI modified = 0.370):	2.1 Increase support of political and government policy and enhance economic, socio-cultural and technologic dimensions to become an opportunity that contributes to the strength of ensuring community involvement in the school management to promote quality citizenship.
2.1 Ensuring community involvement in school management for quality citizenship (PNI modified = 0.434);	2.2 Increase support of political and government policy and enhance economic, socio-cultural and technological dimensions to develop strategy to become an opportunity that contributes to the strength of implementing school-based management to promote quality national and global citizenship.
2.2 Implementing school-based management for quality citizenship (PNI modified = 0.361);	2.3 Enhance political and government policy and promote economic dimensions to
2.3 Implementing education policies and an education strategic plan for quality citizenship (PNI modified = 0.347);	

Table 1 (cont.) Formulatio of the education management reform strategies for enhancing quality ciricenship

Strategies and sub-strategies	Procedure
	implementing education policy and education strategic plan (ESP) to enhance quality national and global citizenship.
3. Academic Management Reform for Quality Citizenship (PNI modified = 0.360):	3.1 Increase support of political and government policy and technology and enhance economic and socio-cultural dimensions to develop education management reform strategies in conducting regular assessment of students to promote quality national and global citizens.
3.1 Conducting regular assessment of students for quality citizenship (PNI modified = 0.383);	
3.2 Improving teaching methods for quality citizenship (PNI modified = 0.352);	3.2 Increase the support of political and government policy and socio-cultural aspects and enhance economic and technologic dimensions to develop education management reform strategies in improving teaching methods to promote quality national and global citizenship.
3.3 Integrating good citizenship into school curriculum and textbooks for quality citizenship (PNI modified = 0.349);	
	3.3 Increase support of political and government policy and socio-cultural aspects and enhance the economy and technology to develop education management reform strategies to integrating good citizenship into school curriculum and textbooks to promote quality national and global citizenship.
4. Human resource management reform for quality citizenship (PNI modified = 0.357):	4.1 Increase support of political and government policy and technology; enhance economic and socio-cultural dimensions to develop education management reform strategies to provide INSET development to promote quality national and global citizenship.
4.1 Providing INSET training for quality citizenship (PNI modified = 0.361);	

Table 1 (cont.) Formulation of the education management reform strategies for enhancing quality citizenship

Strategies and sub-strategies	Procedure
4.2 Increasing teacher's PRESET qualifications for quality citizenship (PNI modified = 0.356);	4.2 Increase support of political and government policy and socio-cultural aspects and enhance the economy and technology to develop education management reform strategies to increasing PRESET teacher qualifications to promote quality national and global citizenship.
4.3 Implementing teacher performance assessment for quality citizenship (PNI modified = 0.354);	4.3 Increase support of political and government policy and technology and enhance the economic and socio-cultural dimensions to develop education management reform strategies in implementing teacher performance assessment to promote quality national and global citizenship.

Discussion and recommendations

The findings are examined and discussed in relation to two main aspects: priority needs and strategies.

1. The priority needs of education management reform for enhancing quality citizenship

The findings reveal that the strengths of the education reform was the human resource management reform with the lowest PNI modified (0.357), with the three sub-components of increasing teacher PRESET qualifications (PNI modified = 0.356), providing INSET training (PNI modified = 0.361) and implementing teacher performance assessment (PNI modified = 0.354). The education literature supports the findings. Glewwe (2014) identified that:

(1) providing more educated teachers improves students' test scores; (2) teacher experience seems to have a positive effect; (3) teacher's knowledge has significantly positive effects on learning outcomes; (4) in-service teacher training on teaching methods has a strong positive impact on student learning and to become active learners.

The greatest weakness of education reform was education financial management reform, with its PNI modified of 0.385. It has three weak subcomponents: (i) linking budget to education policies (PNI modified = 0.381); (ii) increasing the financial autonomy and accountability of schools (PNI modified = 0.388); and conducting education budget audit (PNI modified = 0.386). Fullan (2007) is of the view that the successful implementation of systemic reform requires the clarity of the goals of the reform, institutional capacity, financial and technical support to teachers.

The opportunity of the education reform was the politics aspect (PNI modified = 0.374). Successful systemic educational management reform requires coordination between top-down and bottom-up reforms (Fullan, 2007).

The threats to education reform come from the technology aspect, with a PNI modified of 0.386, the socio-cultural, aspect with a PNI modified of 0.381 and the economic aspect with its PNI modified of 0.380. The research findings imply that successful education management reform requires more inputs and the use of ICT and related materials for teaching and learning.

2. The strategies of education management reform for enhancing quality citizenship

2.1 Education financial management reform for quality citizenship:

(1) increase the financial autonomy and accountability of schools for quality

citizenship; (2) conduct an education budget audit for quality citizenship; and (3) link the budget to education policies for quality citizenship.

Successful school reforms require increasing budgetary resources to schools, developing institutional capacity, and providing technical support to teachers, while linking budget to education policies (World Bank, 2018). Successful reforms require the use of new teaching methods and technologies (Fullan, 2007).

2.2 Administrative and general management reform for quality citizenship: (1) ensure community involvement in school management for quality citizenship; (2) implement school-based management for quality citizenship; and (3) implement education policy and education strategic plan for quality citizenship.

Studies show that parents and the community can exert pressure on schools to increase performance (Bruns, Filmer, & Patrinos, 2011; Fullan, 2007). Enhancing quality citizenship can also be achieved through the implementation of school-based management (SBM) (Bruns et al., 2011).

2.3 Academic management reform for quality citizenship: (1) conduct the regular assessment of students for quality citizenship; (2) improve teaching methods for quality citizenship; and (3) integrate the quality citizenship concept into the school curriculum and textbooks for quality citizenship.

Students should be assessed to diagnose issues and assessment reports that should be used to inform instruction (World Bank, 2018); Elmore (2004) considers improvement in instructional practice as the foundations of school improvement. Students are taught to think while they are doing

something or through metacognition (Bonwell & Eison, 1991). Learning how to learn should be the strategy for the 21st century.

2.4 Personnel management reform for quality citizenship: (1) provide INSET training, focusing on teaching methods and mentoring programs for quality citizenship; (2) increase teacher PRESET qualifications for quality citizenship; and (3) implement teacher performance assessment for quality citizenship.

Education systems perform best when teachers are respected, prepared, selected and advance in their careers on the basis of merits. Teacher training should focus on classroom practice and the ability to teach curriculum (World Bank, 2018). Teachers should be periodically assessed to encourage them to spend more time on professional development and strengthen on-the-job collaboration (PLCs).

The current study focused on the development of education management reform strategies for enhancing quality citizenship in Cambodia. Future research could be undertaken according to the following recommendations:

Firstly, future research should focus on the different components of quality citizenship.

Secondly, future research should specifically explore the role of improving teaching methods to train soft skills.

Thirdly, future research should further explore the process of teaching and learning in the age of digital revolution, focusing on problem-solving.

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