



វិទ្យាស្ថានសភាកម្ពុជា
PARLIAMENTARY INSTITUTE OF CAMBODIA
STRENGTHENING PARLIAMENTARY CAPACITY

Research Paper
Regional Fellowship Program

Gender Equity of Teacher Employment in Primary Education in Myanmar

Author: Ms. Academy Lin, Fellow from Myanmar
Direct Supervisor: Mr. Mousar Hisham, Head of Research Unit, PRCD
Editor: Dr. Jan Taylor, Communication Advisor

December 2018

Notice of Disclaimer

The Parliamentary Institute of Cambodia (PIC) is an independent parliamentary support institution for the clients Parliament which, upon request of the parliamentarians and the parliamentary commissions, offers a wide range of training and research publications on current and emerging key issues, legislation and major public policy topics. This research product is the outcome of a six month's parliamentary research fellowship program at PIC, during which the author studied parliamentary research methods and applied what they learned to produce this paper. The information in this product is likely to be relevant to parliamentary and constituency work but does not purport to represent or reflect the views of the Parliamentary Institute of Cambodia, their clients Parliament or any of its members.

The contents of this research paper, current at the date of publication, **are for reference and information purposes only**. This publication is not designed to provide legal or policy advice, and do not necessarily deal with every important topic or aspect of the issues it considers.

The contents of this research paper are covered by applicable Cambodian laws and international copyright agreements. Permission to reproduce in whole or in part or otherwise use the content on this website may be sought from the appropriate source.

© 2019 Parliamentary Institute of Cambodia (PIC)

Acronyms

ASEAN	Association of Southeast Asian Nations
APRE	Asia-Pacific Regional Education
AY	Academic Year
BE	Budget estimate
CESR	Comprehensive Education Sector Review
DTEd	Diploma in Teacher Education
DAU	General Allocation Fund
ECCD	Early Childhood Care and Development
EPM	Educational Performance Management
EPMS	Educational Performance Management System
FY	Fiscal Year
KG	Kindergarten
MDEF	Multi Donor Education Fund
MoE	Ministry of Education
NESP	National Education Strategic Plan
PA	Preliminary actual estimate
PPTT	Pre-service Primary Teacher Training
QBEP	Quality Basic Education Program
RE	Revised Estimate
UDHR	Universal Declaration of Human Rights
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations International Children's Emergency Fund

Table of Contents

1.	Introduction	1
2.	Current situation in primary education related to gender equity in the employment of teachers	3
2.1.	Inequality in teacher employment in the primary education sector	3
2.1.1.	Ratio of male and female teachers in primary education sector	3
2.1.2.	The need for male teachers in remote areas	4
2.2.	Government expenditure on education.....	5
2.2.1.	Review of Government Expenditure on Basic Education.....	6
2.2.2.	Challenges related to the education expenditure by the government.....	7
2.3.	Challenges in teaching careers.....	8
2.4.	Support for the education sector from various international donor organizations	9
3.	Government policies and the legal framework	10
3.1	Current legal framework relating to basic education.....	10
3.1.1	Constitution.....	10
3.1.2	National Education Law in 2014	10
3.1.3	International instruments	11
3.1.4	Other Law and regulations	12
3.2	<i>Current implementation of government policies</i>	12
3.2.1.	The government's strategy for the quality assurance of teachers, equitable teacher recruitment and the development of teachers.....	12
3.2.2.	Other elements of government policy.....	13
4.	Lesson learned in respect of gender equity in teacher employment in primary education in other countries.....	13
4.1.	Teacher employment and incentives in Indonesia.....	13
4.2.	Career development and recruitment of teachers in Singapore.....	15
5.	Policy options.....	15

6. Conclusion.....	16
Appendix 1: Executive Summary	18
Appendix 2: Recruitment and Working conditions	19
Reference List.....	20

List of Figures

Figure 1. Ratio of male/female teachers in basic education sector	4
Figure 2. Expenditure on education during recent government fiscal years.....	6
Figure 3. Basic Education Expenditure from-2011/2014.....	6
Figure 4. Monthly teacher salaries by rank	7

1. Introduction

Education begins at birth and continues throughout our lives, and it is major contributor to the improvement of social and economic capital. In most countries, education starts early with primary schools [1]. Education for sustainable development is integrated into the pre-service and in-service education and training of teachers and trainers in technical education including electronics, computers and other fields requiring industrial training.

The education sector is quite technical and its terminology needs to be well understood. Below are some terms and their definitions that will be used in this research. According to the National Education law of Myanmar, formal education is “a system of school-based education which designates learners’ age, period of study, location, grade, a system of evaluation and a specific curriculum. It includes pre-school, primary, middle school, high school, technical and vocational education and higher education”[2, p1], while non-formal education is “education outside the formal school system, based on a curriculum for upgrading learners’ education and which organizes and instructs learners through flexible methods” [2].

Primary Education is the first stage of education and constitutes a vital foundation for learners to progress to middle and high school level. Its basic aim is to create, start and offer opportunities to all children, regardless of age and gender, and to achieve a balanced cognitive capacity [3]. The current basic education system in Myanmar consists of five years of primary education (kindergarten) (KG to Grade 4), four years of lower secondary and two years of upper secondary education [4]. Employment means people working in a full-time job in a particular sustained activity to earn a salary and make a living.

Teachers are a critical education resource in every country. From Early Childhood Care and Development (ECCD) programs through primary and secondary school, the presence of qualified, well-motivated and supported teachers is vital for student learning. The function of teachers is essential, as they have to inculcate important values in future generations and ensure the holistic development of their students. Among the 17 Sustainable Development

Goals (SDGs), SDG4 calls on States to ensure inclusive and equitable quality education, to promote lifelong learning opportunities for all and to eliminate disparities in education along the lines of gender [5]. Following the same model, the Myanmar government has developed its own sustainable development goals [6].

Deficiencies in quality education are due to the lack of adequately trained teachers and poor condition of schools in rural areas [7]. Every country is expected to substantially increase the number of young people and adults who have relevant skills, including technical and vocational skills, for employment, decent jobs and entrepreneurship [7]. They are also called upon to eliminate gender disparities in education by ensuring equal access to all levels of education and vocational training for the vulnerable members of society, including people with disabilities, indigenous peoples and children in vulnerable situations [7]. A substantial increase in the supply of qualified teachers, including through international cooperation in teacher training in developing countries, especially the least developed countries and small island developing States, is set as a target expected by 2030 [7].

UNESCO have reported that, from 2001 to 2014, the ratio of teachers/students was around 30 students for one teacher [4, p-14]. Over the last three years, the Ministry of Education has employed 72,000 new teachers to ensure that there are more teachers in every school [4]. Even though this figure seems sufficient, it was reported during a plenary session of the House of Representatives that in many rural and urban areas the public education system is deficient and there are often cases where there is a school building with no teachers working there [8]. In addition to the lack of teachers in rural and remote areas, there is a significant gap between the number of male and female teachers due to the lack of male teachers. A major reason for this is that males are heads of households and teaching presents disincentives such as lower salaries, and insufficient accommodation and facilities. The number of female teachers is higher than that of males [9]. This paper aims to identify barriers to gender equity among teachers, to present strategy options to achieve gender equity in the employment of teachers in primary schools in the whole country, and to give

more incentives for people to participate in teaching as a career. It will therefore develop three research questions below and attempt to address them:

- What is the current state of gender equity among in teacher employment in primary education?
- What government policies exist to promote gender equity in this sector?
- How can gender equity in teacher employment in primary education be further promoted to strengthen current public policies in Myanmar?

In doing so, this paper will review existing information provided by the government, international organizations, civil society, press and media, and other existing data.

2. Current situation in primary education related to gender equity in the employment of teachers

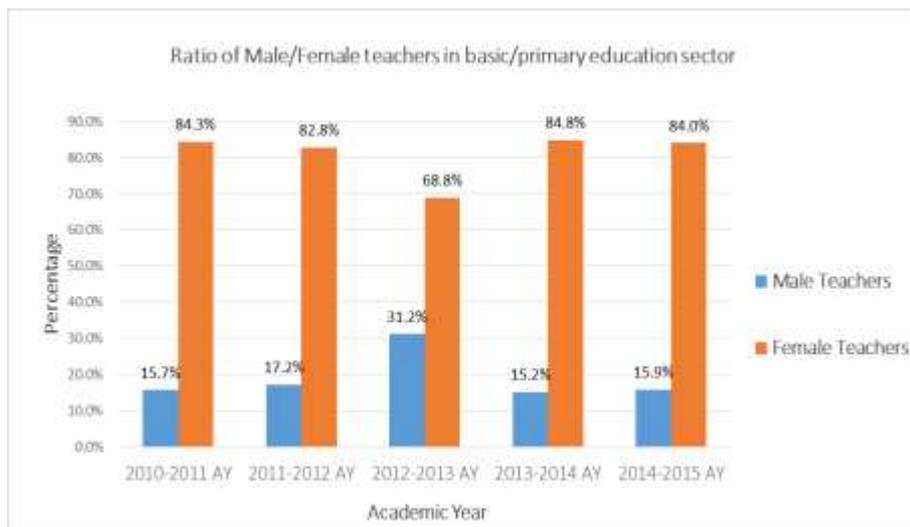
2.1. Inequality in teacher employment in the primary education sector

In most schools in Myanmar the teachers are female. They constitute more than 80 percent of teachers (primary school: 82.4 percent, middle school: 88.7 percent, high school: 86.9 percent) [10, p-74]. Currently, Myanmar is facing many problems due to the lack of sufficient funds and particularly salaries for primary school teachers, which makes the profession unattractive. Since most men are heads of their households and because of the disincentives such as lower salaries, inadequate accommodation and facilities, they do not choose teaching as their profession [11]. Potential male teachers seek extra income which can cover their household expenditure, and these conditions cause them to lose interest in teaching [12].

2.1.1. Ratio of male and female teachers in primary education sector

Since 1992 there have been 78.6 percent more female teachers than male teachers [13], because the people of Myanmar traditionally believe that the teaching profession is more suitable for women. This explains why women are more motivated to become teachers than men are [13, p-12]. Figure 1 below shows this trend in the basic education sector from 2010 to 2015.

Figure 1. Ratio of male/female teachers in basic education sector



Source: Ministry of Education, Myanmar (2016) [14]

Though in the academic year (AY) 2012-2013, the ratio of male teacher is higher than in other academic years, overall, there have clearly been more females than males in the teaching workforce.

2.1.2. The need for male teachers in remote areas

Myanmar is currently reforming its policies in many sectors for social and economic development purposes [15]. In the same vein, one of its priorities is to achieve a satisfactory teacher/student ratio and to improve teachers' capacity and competence [15] in order to make an appropriate response to the needs of the market and the employment sector. Schools in rural and outlying regions of the country are overcrowded and understaffed. In 1999, the average number of pupils per class was 40 and the average teacher-pupil ratio was 1:31 in rural areas and 1:26.5 in urban areas [16, p-13]. Most men in Myanmar have less interest in a teaching position than women do, because the incentive structure in teaching service is low and the teaching profession is less attractive to men. With regard to gender issues in teacher deployment, male teachers are less numerous than their female counterparts, so the government is trying to reduce the gender gap [10, p-82].

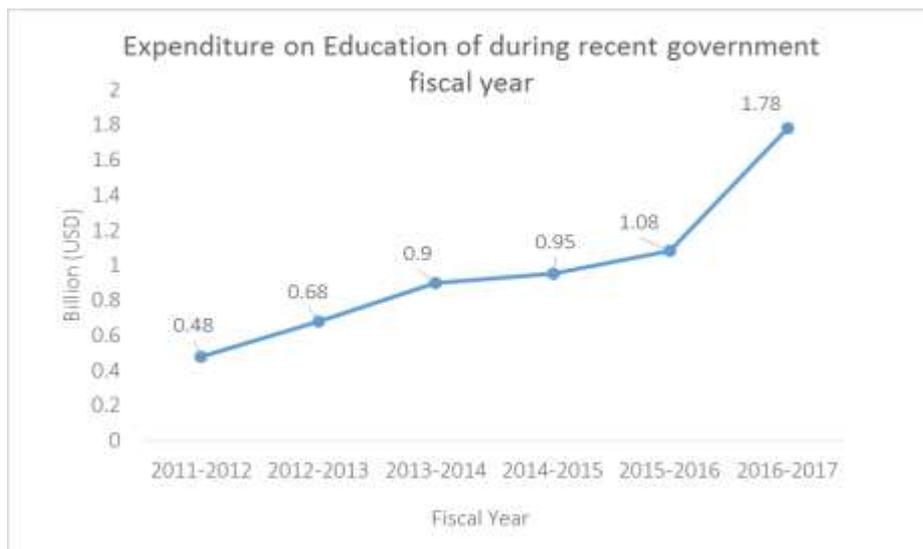
In many rural areas, the government education system is non-existent [17]. This includes frequent cases in which there is a school building but no teacher working in the village[8]. Teachers are usually reluctant to go to rural areas. Most of the female teachers do not want to serve in remote areas because it is difficult to communicate with their family, and personal safety, including access to health care, is an issue for them [9]. As a consequence, rural schools in particular are often overcrowded and the student/teacher ratio is very high. UNESCO reported that, from 2001 to 2014, the ratio of teachers to students was still around 30 students to one teacher¹ [4, p.16].

2.2. Government expenditure on education

In Myanmar, education is included among the key policy priorities formulated by the government, which recognizes the importance of investment in education. Within the five fiscal years 2011-2012 to 2015-2016, expenditure on education has been quadrupled. From fiscal years 2011-2012 to 2016-2017, expenditure on Education in Myanmar was as follows.

¹The number of teachers and students are 216,039 teachers and 6,906,065 students within the academic year 2001-2002, and 281,759 teachers (an increase of 30.4 percent), and 8,597,348 students (an increase of 24.5 percent) in 2013-2014.

Figure 2. Expenditure on education during recent government fiscal years

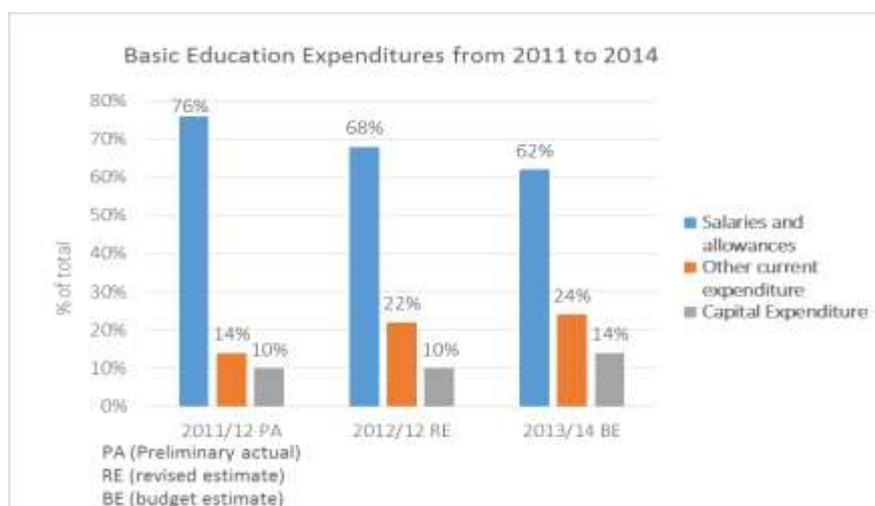


Sources: Myanmar President Office (2016-2017 Fiscal Year, National Plan Investment Target) [14]

There was a slight increase in expenditure on education from the 2011-2012 to the 2015-2016 fiscal years. But education expenditure has quadrupled when 2011-2012 is compared with the 2016-2017 fiscal year.

2.2.1. Review of Government Expenditure on Basic Education

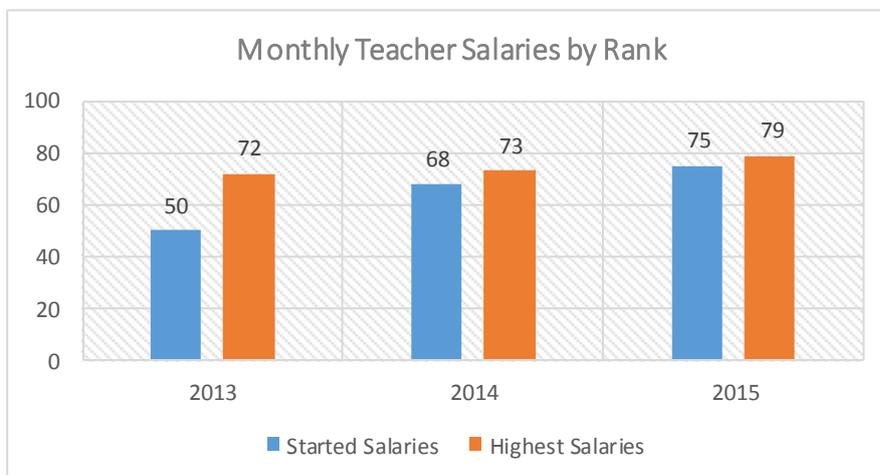
Figure 3. Basic Education Expenditure from-2011/2014



Sources: MOF BOOST database [18]

In 2011/12, around three quarters of the total percentage of basic education expenditure was spent on teacher salaries and allowances. In 2013-2014, 62 percent of the total budget was spent on salaries and allowances for teachers. Other current expenditure was 14 percent in 2011-2012, and this increased until 2014 [18, p.50].

Figure 4. Monthly teacher salaries by rank



Sources: Ministry of Education [18, p.50]

One of the major issues for Myanmar’s teachers has been the low salaries they receive [19, p.13]. All teachers started their salaries approximately USD 50 dollars in 2013 and they received higher salaries based on their experience. Additionally, in the 2012-2013 budget year, “supporting money” of 30,000 kyats (around USD 19) monthly was given to all government staff by the government, including teachers in public schools.

2.2.2. Challenges related to the education expenditure by the government

Education expenditure is related to the basic schools, infrastructure, curriculum, and teacher/student ratios. If the education expenditure is not sufficient, teachers cannot teach all of the children efficiently and effectively, and cannot create a good learning environment for the future [20]. In 2012, a Comprehensive Education Sector Review (CESR) was launched by the Ministry of Education (MoE) in Myanmar. The CESR is implementing a strategy to develop the education sector and to promote the quality of education [21]. Working

alongside are a number of international development partners who are supporting the Myanmar government in this landmark initiative [22]. According to the survey conducted by the Comprehensive Education Sector Review (CESR), teachers reported that only 54.6 percent of classrooms have enough desks and chairs for students. In addition, classroom size is inadequate, and there are no toilets in many schools [20, p.34]. Moreover, many classes are crowded together in the same room without any walls or partitions between them. These kinds of problems are mostly the result of inadequate budget allocation [20, p.31].

2.3. Challenges in teaching careers

Teacher promotions are based on a ranking system, and most qualified teachers start their profession from the lowest primary grade. Teachers at senior grades are promoted on the basis of the experience they have gathered. The logic of this promotion system for teachers led the government to assign inexperienced junior teachers to primary schools in rural areas [23, p.35]. The children from ethnic and rural areas, therefore, have experienced teaching delivered by teachers who lack experience because qualified teachers have been promoted to higher levels [23, p.19]. Moreover, teachers can earn more money in urban than in rural areas, so they are hesitant to transfer to rural areas [19, p.8]. ~~There are also no advantages to~~ Working in rural areas, teachers also have to manage numerous classes consecutively due to the general lack of teachers [23, p.35].

Therefore, Myanmar currently has an ineffective system for recruitment, promotion and arrangements in respect of teachers' deployment. Government policies are still weak in terms of the promotion system, and quality standards to measure the teachers' qualifications are not yet in place [4, p.144]. Moreover, the least qualified teachers are placed in remote areas to fill gaps as experienced teachers leave primary schools after being promoted to middle and high schools by the government's current promotion system [4, p.144].

2.4. Support for the education sector from various international donor organizations

There are several programs supporting the education sector in Myanmar. Below are the main ones. The Comprehensive Education Sector Review (CESR) is the first systematic education sector development project in Myanmar, in operation since the early 1990s, and has been conducted under the direction of the Ministry of Education (MoE), in consultation with other Ministries, and with support from various international donor organizations. Its purpose is to develop policies, legislation and plans for the education sector [24, p.1].

Another program designed to support Myanmar's government education efforts is known as the Quality Basic Education Program (QBEP). This aims to improve access to quality primary-level education for all children. QBEP is supported by the Multi Donor Education Fund (MDEF), from donors including Australia, Denmark, the European Union, Norway and the United Kingdom, and by UNICEF in partnership with the government of Myanmar [25]. Objectives of this QBEP and UNICEF program include:(a) Strengthening existing teaching-learning materials, (b) Improving human resources, especially for teacher training, (c) Early Childhood Care and Development by improving training and resources, (d) Strengthening kindergarten, and (e) Piloting School-based, In-Service Teacher Education [26].

From 2016 to 2020, the Denmark-Myanmar Country Program has been supporting quality basic education with USD 21.5 million. Education is a central focus for Denmark, which has provided additional support of DKK 100 million (approximately USD 15 million) through the Denmark-Myanmar Country Program (2016-2020) to the World Bank's Myanmar Decentralizing Funding to Schools Project. This project has contributed to improve Myanmar's school grants and student stipends program and will help to enhance in-service teacher development [27]. These projects will contribute to, among others, the enhancement of in-service teacher development and improved school leadership. Likewise, Denmark is supporting access to quality and qualified education through a fund of DKK 40 million (approximately USD 6 million) donated to the Myanmar Education Consortium (MEC) in order to respond to the fact that many children do not have access to the formal education system and depend instead on ethnic, community and monastic schools [27].

The EU is one of the largest providers of development funding for Myanmar, with EUR 688 million (approximately USD 858 million) of bilateral assistance allocated for the period 2014-2020 [25]. Among the donors, the European Union provides (EUR 241 million) [28], and Australia gives the equivalent of USD 80 million to the education sector largely via the Multi-Donor Education Fund (MDEF) [24, p.37].

3. Government policies and the legal framework

3.1 Current legal framework relating to basic education

3.1.1 Constitution

In Article 21, the Constitution of the Republic of the Union of Myanmar affirms the right to equality of citizens and requires legislators to take the necessary legislative measures to guarantee the application of this right. Article 31 prescribes that the necessary measures should be taken to reduce unemployment in the country as far as possible. Article 352 mentioned that “[t]here shall be no discrimination for or against any citizen of the Republic of the Union of Myanmar, based on race, birth, religion, and sex. However, nothing in this Section shall prevent appointment of men to the positions that are suitable for men only” [29, p.7,8,150].

3.1.2 National Education Law in 2014

This Law first states that primary education is part of formal education (Art. 2), and defines teachers as instructors who meet the established criteria for instructing (Art. 2, i). The National Education Law in 2014, Article 4 (k) provides that all areas of education shall be developed on an equal basis producing quality human resources at all levels, and Article 4 (m) pays particular attention to improving the quality of all educational personnel by providing an increasingly important role and level of responsibility for decentralized authorities. This Law also provides that formal education at the basic education level should be implemented by the central government with the support of regional governments (Art. 15), but without specifying their respective roles and responsibilities. Nevertheless, regional governments will

only have a role in enforcing the laws passed by Pyidaungsu Hluttaw in the field of education insofar as matters relating to education fall within the exclusive legislative competence of the national Parliament (Article 96 of the Constitution and Schedule One: Union Legislative List, Article 9, paragraphs a, b, c, and d) [30, p-3,4].

A National Education Commission has been established by the 2014 Law, which gives it the task of evaluating and guiding the education system and policy and education projects; and working with the international community, the central government and regional governments to provide the necessary support and funds for the education sector (Art. 6, c). Finally, the 2014 Act provides that the previous laws and legislative provisions in force before its adoption remain applicable as long as they do not contradict it (Art. 67) [30, pp.5-12].

3.1.3 International instruments: 4th Meeting of the Sustainable Development Goals Education 2030 Steering Committee

Teachers are the key to achieving the Sustainable Development Goal 4 Education 2030 agenda, and a link is made between higher levels of learning outcomes and investment in teachers [31, p.59]. Likewise, for the best students to enter a professional teaching career, it is deemed necessary to offer them higher salaries and greater professional status. In developing countries, supplying increased salaries for qualified teachers to achieve SDG 4 in order to replace teachers leaving the profession: extra teachers are needed to respond to the need to increase school access and to reduce the number of students per class to achieve quality learning environments [31]. Moreover, teacher quality is critically important and teachers need to be trained, supported and motivated [31, p.59-67].

3.1.4 Other Law and regulations

The other laws relating to education are the University Education Law of 1973 (amended in 1988) [32] and Technical Agricultural and Vocational Education Law promulgated in 1974 and amended in 1989 [16, p.3], the Law of the Myanmar Board of Examination of 1973 [33, p-10], the Education Research Law of 1973 [34], and the Agricultural and Vocational Education Law of 1974 which was amended in 1989. Additionally, the Private Education Laws of 1984 were amended in 2006 as the tool for engaging private sector in human resource development of Myanmar [35, p.9].

3.2 Current implementation of government policies

The government is implementing policies to upgrade the professional standard of the curriculum as well as the capacity of head teachers and teachers to successfully implement it [4, p-17]. In Myanmar, programs have been introduced to encourage young graduates to enter the teaching profession such as practical teaching skills, reflective abilities and professional confidence [36].

3.2.1. The government's strategy for the quality assurance of teachers, equitable teacher recruitment and the development of teachers

Currently, many countries, including Myanmar, are facing widespread teacher shortages. Some countries are working to solve these problems, especially in providing qualified and experienced teachers for remote areas. In Myanmar, the government is replacing the least qualified teachers in remote areas, and recruiting teachers paid by the day to fill gaps in current policy stipulations [4, p.144]. There are no standards against which teachers' performance can be measured, and the promotion system is based only on years of experience. Recently, the number of qualified teachers in primary schools has declined slightly due to the promotion system that allows teachers in primary school to be promoted to middle school level. As previously mentioned, the government of Myanmar has admitted in the National Strategic Plan 2016-21 that the promotion system is inequitable and inefficient for recruitment and deployment, and needs to be developed [4, p.144]. To

strengthen teacher quality assurance and management, the current government is developing teacher skills [4, p.39].

3.2.2. Other elements of government policy

The government has increased expenditure on education in recent years. To promote investment in education, new policies have been announced by the Ministry of Education, and a national level plan will be started [4, p.100]. This plan will include the recruitment of new teachers, free education, scholarships and stipends in basic schools [4, p.177]. In addition, the government has implemented a training program to improve the professional capacities of new teachers. This investment in the basic education sector is expected to improve the quality of education and student learning outcomes in the schools who receive these new recruits. The National Education Strategic Plan 2016-2021 states that there is an immediate need for the comprehensive and integrated reform of teacher management to improve the recruitment, deployment and retention of teachers, and to establish clear and equitable career paths for all teachers in the national education system [4, p.14-18]. The Ministry of Education arranged to train teachers to be permanent during the summer holidays in 2014 and in the previous year: there are 28,053 bachelor degree holders who were employed as probationary primary teachers by the government [20, p.41].

4. Lesson learned in respect of gender equity in teacher employment in primary education in other countries

4.1. Teacher employment and incentives in Indonesia

As in Cambodia, teachers in Indonesia are reluctant to teach in remote areas for similar reasons. Facilities and social services, such as inadequate housing for teachers and limited health care and transportation [37]. It is consequently common for teachers working in remote areas to use small engine planes, which in some areas may only be available every three months or more [37]. There is also a lack of incentives for teachers to work in remote areas. Indeed, the cost of living in remote areas is higher than it is in urban areas. Therefore, without additional incentives, teachers are unwilling to serve in these regions [37].

Overall, there is already a shortage of teachers in schools across the country, and this shortage is even more severe in remote areas [37]. The average basic salary of teachers in remote areas is lower than the average salary [37]. The central government, through a General Allocation Fund (DAU), pays extra wages to all civil servants if they will transfer to the more remote districts, and teachers will receive the incentives given to hire more civil servants. Teachers' professional allowance should become part of the DAU and go through the district to schools. Additional funds can be allocated to civil servants in remote and disadvantaged areas to meet their supplementary needs, including incentives for teachers [37, p.21].

This is the reason why the national government passed a new Teacher Law in December 2005 [37, p.5]. This law is intended to improve the quality of the workforce and to recognize the competencies and qualifications of professional teachers and the importance of location incentives [37, p.6]. It provides for major incentives to be given for service in remote schools. Generally, teacher salaries are low compared with those of other civil servants with similar qualifications. But the Teacher Law establishes regular allowances for teachers that vary considerably from one region to another, based on local conditions [37, p.21]. Indeed, in accordance with the 2005 Teacher Law, teachers assigned to poor and remote areas receive a special unreserved allowance that is a non-permanent stipend equivalent to the basic salary of teachers, paid by the Ministry of Education and Culture [37]. As in Myanmar, the teacher distribution system in Indonesia is highly uneven and pupil-teacher ratios are also unequal. Moreover, there are many pupils in each class. The number of pupils per class is high in the most remote areas. However, the Teacher Law imposes a new condition: potential recruits must have at least a post-secondary degree to become teachers and, depending on their performance, receive professional allowances [37].

4.2. Career development and recruitment of teachers in Singapore

The Ministry of Education recruits teachers and provides a high level of qualifications for the teachers in Singapore schools. This Ministry invites feedback from schools to make strategic forecasting on recruitment, planning for new schools, initiatives and programs [38, p.16]. It is distinctive in the way it recruits teachers, and the preparation and deployment system in Singapore is different from those of other countries. For example, Singapore's government provides equal salaries from the beginning of a teacher's career pathway and gives incentives in the form of education bonuses that increase teachers' salaries based on their performance and according to the standards laid out in the Educational Performance Management System (EPMS) [38, p.17]. Furthermore, the government gives a stipend equivalent to 60 percent of a teacher's salary after the teacher trains and if he/she commits to teaching at least three years. Teachers are assessed annually, and are directed, according to their potential, to follow one of three different career paths (master teacher, specialist in curriculum or research, or school leader) [22]. Additionally, teachers' performance with respect to the Educational Performance Management System (EPMS) determines their advancement on the career ladder: teachers are not automatically promoted, as promotion is not easy [39].

5. Policy options

Strategy to establish a system of assurance and promotion for teachers: The Myanmar Comprehensive Education Sector Review and (CESR) and Working Group reports have suggested that career pathways should be modified rather than follow the current promotion system [26]. According to these reports, the government should review teachers' salaries and stipends to retain qualified teachers in their positions. Likewise, the teacher promotion system, which is based on a teachers years of experience, should be based on a system for evaluating the performance of qualified teachers. The teacher recruitment system should be strengthened to attract experienced and qualified teachers to remote areas, and it should include service in monastic schools or refugee camps as teaching experience when the government moves teachers to the next level. Furthermore, the policy of five teachers per primary school will be reviewed because there are still not enough teachers in remote areas.

This shortage indicates that the government probably needs to recruit new teachers to serve in remote areas. Additionally, daily wage teachers will be able to become professional teachers and benefit from more training opportunities [4, p.144].

Increase in the budget allocated to the recruitment of teachers in primary education: The increase in education expenditure needs to be expanded because budget allocations are still limited. Most graduates are not interested in teaching as a profession due to low salaries and overcrowded classrooms. In addition, Myanmar has the highest pupil-teacher ratios in the ASEAN region. To solve this problem, the government needs to recruit more teachers to reduce pupil-teacher ratios. Due to the lack of incentives for teachers, most of the teachers take on supplementary classes to earn extra income [40, p-74]. To address this, policy-makers need to shape and implement strategies that make teachers' work in education more attractive for men. Lessons learned from Singapore's government suggest that giving equivalent salaries to new teachers and giving incentives with education bonuses that increase teachers' salaries based on their performance are good ideas. So, the government should increase benefits if it wants to hire more male teachers.

6. Conclusion

A survey conducted in 1991 found that about 57 percent of primary schools were overcrowded as a result of inadequate facilities, including a lack of basic furniture [41]. The problem of inadequate facilities is particularly serious in rural areas. The education sector was reviewed by the World Bank in 2017 [42]. Even though government expenditure on education has slightly increased, the main challenge identified was inadequate teacher-student ratios in education. Although there are between 7,000 and 8,000 teachers recruited each year by Education Colleges, the inequity between demand and supply in schools has compelled the government to recruit temporary teachers paid daily. The lack of quality education is due to teachers who are inadequately trained and poor conditions in schools.

There are, therefore, still many challenges and obstacles to be overcome in order to increase the number of teachers in Myanmar. In summary, data from several studies strongly supports

the notion that many families are unable to cover the basic costs for sending their children to school and keeping them there. In summary, the poor quality of teaching and learning methods, lack of basic learning materials, and overcrowded and inadequate facilities may prevent many students from completing school. According to the Asia-Pacific Regional Education for All Report, all countries cited teacher quality as a very important area to be addressed for education. Reducing gender disparities among teachers remains a major challenge and it is important to strengthen the capacity of teachers and increase the number of qualified teachers in many countries. Some countries also expressed the need to improve the gender balance among their teachers [41, p.55].

Appendix 1: Executive Summary

Education provides individuals with the opportunity to improve their lives, become successful members of their communities, and actively contribute to national socio-economic development. Educators are one of the most important actors to foster educational change and to facilitate learning for sustainable development. Teachers have a key role to play in implementation of National Education Strategic Plan (NESP) reforms. Schools in rural and outlying regions of the country are overcrowded and understaffed, and the average number of pupils per class in 1999 was 40. The average teacher-pupil ratio was 1:31 in rural areas and 1:26.5 in urban areas. UNESCO reported that from 2001 to 2014, the ratio of teacher-students was around 30 students to one teacher. Furthermore, much of the school infrastructure is inadequate, there is a shortage of teachers, and classrooms are overcrowded. These are the main problems that prevent effective and efficient teaching for all of the children. Currently, teacher deployment and promotion are not linked to performance, but instead are based on years of experience. This results in an inequitable and inefficient system that drains quality teachers from primary schools where they are needed the most. Most of the male teachers have been of less preference than female teachers because the incentive structure in teaching is low which makes the teaching profession less attractive to men. In Myanmar, more than 80 percent of teachers are women (Primary school: 82.4 percent, Middle school: 88.7% percent High school: 86.9 percent).

A priority is to achieve a satisfactory teacher/student ratio and to improve teachers' capacity and competence in order to respond appropriately to the needs of the market and the employment sector. Currently, Myanmar operates an ineffective recruitment process for teachers as well as promotion and arrangement systems that are inappropriate. With current policies, the least qualified teachers are placed in remote areas gaps, there is no standard to measure the performance of qualified of teachers, and promotion is based on years of experience.

Appendix 2: Recruitment and Working Conditions

In Myanmar, programs have been introduced to encourage young graduates to enter the teaching profession. These cover topics such as practical teaching skills, reflective abilities and professional confidence [43]. Participants in these programs can give more understanding to the children so, in 2013, the government also introduced pre-service training for older teachers [14]. Recruitment is important and the effectiveness of this process depends in particular on the training and deployment of civil servants. In Myanmar, applicants must pass a test to obtain a job, and this constitutes a fundamental and major channel for the selection of civil servants [25, p.95].

Overall, 40 percent of successful applicants are male and 60 percent are female. To enable applicants to become qualified teachers, the Ministry of Education gives Pre-service Teacher Education and In-service Teacher Education. Pre-service Primary Teacher Training (PPTT) is offered as a post-graduate course through Education Colleges [44]. In Pre-service Primary Teacher Training (PPTT), 30 percent of participants are male and 70 percent female. Moreover, PPTT provided 9,172 teachers and 5,517 teachers in 2015-2016 and 2016-2017 [44]. The Department of Basic Education provides trainees, under the authority of the Ministry of Education, with teaching skills. Its mission is to upgrade primary schools, improving teachers' teaching skills in the classroom and the management and oversight of the training of teachers in the teaching of learning. The government has provided training in 22 education colleges and has strengthened the capacity of the education colleges and the teachers. Primary and junior teachers who complete these college courses have better skills [45]. The government is trying to open more pre-service primary training centers. In 2014 and 2015, the Ministry of Education built new education colleges, which are training centers, in Northern Shan State and in Kayah State in order to increase the number of trained teachers for basic education schools [25, p.120]. According to the World Bank report, primary assistant teachers received 150,000 to 160,000 kyats in the fiscal year 2015/2016 and that sum will increase by 2,000 kyats every two years. In hardship areas the government has agreed from 70,000 to 82,000 kyats as an extra amount [25, p.124].

Reference List

1. Kyaw Hein, T. (2013.). *Primary education in Myanmar* [Online]. Available at: <http://www.accent.ac.nz/elto/articles/primary-education-myanmar> [Accessed 24 Aug. 2018].
2. Government of the Republic of the Union of Myanmar, (2014). *National Education Law*. [pdf]. Available at: http://www.burmalibrary.org/docs20/2014-09-30-National_Education_Law-41-en.pdf [Accessed 14 Oct. 2018].
3. Ministry of Education and Culture. (none.). *Department of Pirmary Education*. [Online]. Available at: <http://www.moec.gov.cy/dde/en/index.html> [Accessed 3 Sep. 2018].
4. Government of the Republic of the Union of Myanmar, (2016). *National Education Strategic Plan 2016-2021 (Summary)*. [pdf] Ministry of Education, Available at: <http://www.moe.gov.mm/en/?q=content/national-education-strategic-plan-summary> [Accessed 3 Sep. 2018].
5. Sustainable Development Goals. (none). *Ensure inclusive and equitable quality educatiion and promote lifelong learning opportunities for all* [Online]. Available at: <https://sustainabledevelopment.un.org/sdg4> [Accessed 11 Nov. 2018].
6. Government of the Republic of the Union of Myanmar, (none). *Myanmar Sustatinable Development Plan (2018-2030)*. [pdf] M. o. P. a. Finance, Available at: http://themimu.info/sites/themimu.info/files/documents/Core_Doc_Myanmar_Sustai_nable_Development_Plan_2018_-_2030_Aug2018.pdf [Accessed 12 Nov. 2018].
7. Sustainable Development Goals. (none). *Quality Education* [Online]. Available at: <https://www.un.org/sustainabledevelopment/education/> [Accessed 23 Oct. 2018].
8. House of Representatives, (2017). *Implementation focused on education system of remote areas*. [online]. Available at: <https://www.pyithuhluttaw.gov.mm/edu> [Accessed 11 Sep. 2018].
9. Le Luong Minh, (2013). *Asean state of education report 2013*. [pdf], Available at: <https://www.google.com.kh/search?q=ASEAN+State+of+Education+Report+2013&oq=ASEAN+State+of+Education+Report+2013&aqs=chrome..69i57.1721j0j7&sourceid=chrome&ie=UTF-8> [Accessed 15 Sep. 2018].
10. Keiichi, W. J. a. O. (2017). *Students' Accessibility and Equity in Education Colleges in Myanmar*. *Asia Pacific Journal of Educators and Education*, 32. Available at: [http://apjee.usm.my/APJEE_32_2017/APJEE%2032_Art%206\(73-89\).pdf](http://apjee.usm.my/APJEE_32_2017/APJEE%2032_Art%206(73-89).pdf) [Accessed 30 Sep. 2018].
11. Jakarta, (2013). *Asean state of education report 2013*. European Union, Available at: <https://www.google.com.kh/search?q=ASEAN+State+of+Education+Report+2013&oq=ASEAN+State+of+Education+Report+2013&aqs=chrome..69i57.1721j0j7&sourceid=chrome&ie=UTF-8> [Accessed 15 September 2018].
12. Richard, H. M. a. M. (2013). *Recovery of the Education System in Myanmar*. *Journal of International and Comparative Education*, Volume.2(Issue.2). Available at: https://www.researchgate.net/publication/291215887_Recovery_of_the_Education_System_in_Myanmar/fulltext/569f044408aee4d26ad0606d/291215887_Recovery_of

- [the Education System in Myanmar.pdf?origin=publication_detail](#) [Accessed 24 Sep. 2018].
13. Daw Hla Oo Khin, (1992). *Teacher Quality*. [pdf] Yangon: UNESCO, Available at: <http://unesdoc.unesco.org/images/0014/001440/144009eo.pdf> [Accessed 25 Oct. 2018].
 14. Parliamentary Institute of Cambodia. (2017). *Reform of the Education System: Case Study of Myanmar* [Online]. Available at: [https://www.pic.org.kh/images/2017Research/20170523%20Education Reform Myanmar Eng.pdf](https://www.pic.org.kh/images/2017Research/20170523%20Education%20Reform%20Myanmar%20Eng.pdf) [Accessed 24 Sep. 2018].
 15. Ministry of Information, (2013). *Reform of Basic Education* Available at: <http://www.moi.gov.mm/npe:zg/?q=article/10/07/2013/id-3378> [Accessed 24 Aug. 2018].
 16. United Nations Economics Scientific And Cultural Organization, (2011). *World Data on Education Donne`es mondiales de l'e`ducation Datos Mundiales de Educacio`n*. [pdf], Available at: <http://www.ibe.unesco.org/sites/default/files/Myanmar.pdf> [Accessed 24 Aug. 2018].
 17. Novelli Mario and Sayed Yusuf (2016). *Teachers as Agents of Sustainable Peace, Social Cohesion and Development: Theory, Practice & Evidence*. Volume.20pp.15-37. Available at: <http://www.scielo.org.za/pdf/eac/v20n3/02.pdf> [Accessed 3 Sep. 2018].
 18. World Bank, (2015). *Myanmar Public Expenditure Review 2015*. [pdf], Available at: <http://documents.worldbank.org/curated/en/504121467987907393/pdf/103993-WP-P132668-PUBLIC-Myanmar-PER-Dec-2015.pdf> [Accessed 24 Sep. 2018].
 19. Lall Marie, S. T. S., San Nwe Nwe, Myat Thein Thein and Khaing Lwin Thet Thet, (none). *Teachers' Voice What education reforms does Myanmar need?*. [pdf], Available at: <http://marielall.com/wp/wp-content/uploads/Myanmar-teachers-voice-report-FINAL.pdf>
 20. Government of the Republic of the Union of Myanmar, (2014). *Education for All 2015 National Review*. [pdf] UNESCO, Available at: <https://unesdoc.unesco.org/ark:/48223/pf0000229723> [Accessed 16 Oct. 2018].
 21. Myanmar Education Consortium. (none). *Comprehensive education sector review* [Online]. Available at: <https://myanmareducationconsortium.org/impact/policy-and-advocacy/comprehensive-education-sector-review/> [Accessed 11 Nov. 2018].
 22. Center for Global Education and Global Cities Education Network. (none). *How Singapore Developed a High-Quality Teacher Workforce* [Online]. Asia Society. Available at: <https://asiasociety.org/global-cities-education-network/how-singapore-developed-high-quality-teacher-workforce> [Accessed 24 Oct. 2018].
 23. Sali Jane, (2016). *Gender Dynamics Affecting Participation in Secondary School Education in Myanmar and Implications for Social Cohesion*. [pdf] UNICEF, Available at: [https://www.unicef.org/myanmar/UNICEF Myanmar Gender Bottleneck Analysis Final Report January 2017.pdf](https://www.unicef.org/myanmar/UNICEF_Myanmar_Gender_Bottleneck_Analysis_Final_Report_January_2017.pdf) [Accessed 25 Sep. 2018].
 24. Asian Development Bank, (2013). *Myanmar Comprehensive Education Sector Review (CESR) Phase 1: Rapid Assessment* [pdf] Australia, Available at:

- <https://www.adb.org/sites/default/files/project-document/79489/46369-001-tacr-02.pdf> [Accessed 1 Nov. 2018].
25. World Bank, (none). *Myanmar Pay, Compensation, and Human Resource Management Review*. Available at: <http://documents.worldbank.org/curated/en/167501522309579124/pdf/124697-WP-P162323-PUBLIC-Pay-review.pdf> [Accessed 10 Oct. 2018].
 26. (2016). *Quality Basic Education Programme*. [pdf] UNICEF, Available at: https://www.unicef.org/myanmar/QBEP_Final_Report.pdf [Accessed 13 Oct. 2018].
 27. Denmark in Myanmar. (none). *Basic Education* [Online]. Available at: <http://myanmar.um.dk/en/danida-en/danida-in-burma/education/> [Accessed 1 Nov. 2018].
 28. European Union Delegation to Myanmar. (none). *Development Cooperation* [Online]. Available at: http://eeas.europa.eu/archives/delegations/myanmar/eu_myanmar/tech_financial_cooperation/index_en.htm [Accessed 1 Nov. 2018].
 29. (2008). *Constitution of the Republic of the Union of Myanmar*. [pdf]. Available at: http://www.burmalibrary.org/docs5/Myanmar_Constitution-2008-en.pdf [Accessed 6 Nov. 2018].
 30. Assebley of Union. (2014). Available at: http://www.burmalibrary.org/docs20/2014-09-30-National_Education_Law-41-en.pdf [Accessed 6 November 2018].
 31. Sustainable Development Goals, (2018). *4th Meeting of the SDG-Education 2030 Steering Committee*. [pdf], Available at: <https://unesdoc.unesco.org/ark:/48223/pf0000261973> [Accessed 24 Sep. 2018].
 32. The State Peace and Development council, (1998). *The Law Amending the Union of Myanamr University Educatiion Law, 1973*. Available at: http://www.burmalibrary.org/docs15/1998-SPDC_Law1998-04-%20Law_Amending_the_Union_of_Myanmar_University_Education_Law-1973-en.pdf [Accessed 10 November 2018].
 33. Union of Myanmar, (2009). *Myanmar Laws*. Available at: https://myanmar-law-library.org/IMG/pdf/myanmar_laws_2009.pdf [Accessed 13 September 2018].
 34. Mr.Bo Win. (None). *Access to and Quality of Education: Education for All in Myanmar* [Online]. Available at: <http://yangon.sites.unicnetwork.org/files/2013/05/Final-UBW-presentation-12-2-12-UBW.pdf> [Accessed 10 November 2018].
 35. Japan International Cooperation Agency, (2013). *Data Collection Survey on Education Sector in Myanmar Final Report (Summary)* Available at: http://open_jicareport.jica.go.jp/pdf/12113635.pdf [Accessed 10 Nov. 2018].
 36. Borg Simon (2018). *Having an EfECT: Profesional development for teacher educators in Myanmar*. Available at: <https://reader.elsevier.com/reader/sd/pii/S0742051X17310454?token=A49134983400147602011F948BD1646CDA66020A7865579693DC528990775BBBCB61734CBC2DB0D16908977174F42CD7> [Accessed 10 November 2018].
 37. World Bank, (none). *Transforming Indonesia's Teaching Force*. [pdf], Available at: <https://openknowledge.worldbank.org/bitstream/handle/10986/2852/537320v10ESW0w1eaching0Force0Vol.01.pdf?sequence=1&isAllowed=y> [Accessed 24 Sep. 2018].

38. Low Ee-Ling and Tan Oon-Seng, (none). *Teacher Education Policy: Recruitment, Preparation and Progression*. [pdf], Available at: file:///C:/Users/RF04/Downloads/9789811033841-c2%20(5).pdf [Accessed 11 Oct. 2018].
39. Center on International Education Benchmarking. (none). *Teacher and Principal Quality* [Online]. Available at: <http://ncee.org/what-we-do/center-on-international-education-benchmarking/top-performing-countries/singapore-overview-2/singapore-teacher-and-principal-quality/> [Accessed 11 Oct. 2018].
40. Unicef, (2016). *Based in-service teacher education pilot programme: Final Report*. Available at: https://www.unicef.org/myanmar/SITE_Final_Report_.pdf [Accessed 17 October 2018].
41. (2015). *Asia-Pacific Regional Education for All Report*. [pdf], Available at: <http://unesdoc.unesco.org/images/0023/002332/233236E.pdf> [Accessed 14 Oct. 2018].
42. Ministry of Information, (2013). *Reform of Basic Education*. Available at: <http://www.moi.gov.mm/npe:zg/?q=article/10/07/2013/id-3378> [Accessed 24 Aug. 2018].
43. Bong Simon, (2018). *Having an EfECT: Professional development for teacher educators in Myanmar*. [pdf], Available at: <https://reader.elsevier.com/reader/sd/pii/S0742051X17310454?token=2A905A9B7E6E3B4786C1F8A06FC62308708082B013F0609058D3C571BD5F2838F39570292061BDC6AC231475A5C99F46> [Accessed 10 Nov. 2018].
44. (2017). *Strengthening Pre-Service Teacher Education in Myanmar Review Report* [pdf], Available at: <https://dfat.gov.au/about-us/publications/Documents/myanmar-strengthening-pre-service-teacher-education-stem-project-review.pdf> [Accessed 20 Sep. 2018].
45. (2016). *The Implementation of the Myanmar Teacher Competency Standards Framework* [Online]. Available at: <http://www.globalnewlightofmyanmar.com/the-implementation-of-the-myanmar-teacher-competency-standards-framework/> [Accessed 11 Nov. 2018].