

Enrolment Trends in Phnom Penh

A Needs Assessment

Investigation Carried out by:

KAMPUCHEAN ACTION FOR PRIMARY EDUCATION

Funded by:

SAVE THE CHILDREN INTERNATIONAL

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DISCLAIMER

The views expressed in this report are those of the writers and do not necessarily reflect those of either KAPE or Save the Children.

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LIST OF ABBREVIATIONS

ADB	Asian Development Bank
AIS	American Intercon School
ASEAN	Association of Southeast Asian Nations
ASPECA	Enfants d'Asie
BSI	Beacon School Initiative
CFS	Child Friendly School
Ciai	Centro Italiano d'Aiuti dell Infanzia
CRUMP	Cambodia Rural-Urban Migration Project
EAP	East Asia and the Pacific
EFA	Education for All
EMIS	Education Management and Information System
FGD	Focus Group Discussion
KAPE	Kampuchean Action for Primary Education
IPM	Integrated Pest Management
MDG	Millennium Development Goals
MOEYS	Ministry of Education, Youth, and Sport
MOEYSPP	Municipal Office of Education, Youth, and Sport of Phnom Penh
MoP	Ministry of Planning
NER	Net Enrollment Rate
NFE	Nonformal Education
NGO	Non-governmental Organization
NSA	Non-state Actor
NSP	Non-state Provider
NYIS	New York International School
PPP	Public Private Partnership
PSE	Pour un Sourire d'Enfant
PTR	Pupil Teacher Ratio
SCI	Save the Children International
UNICEF	United Nations' International Children's Fund

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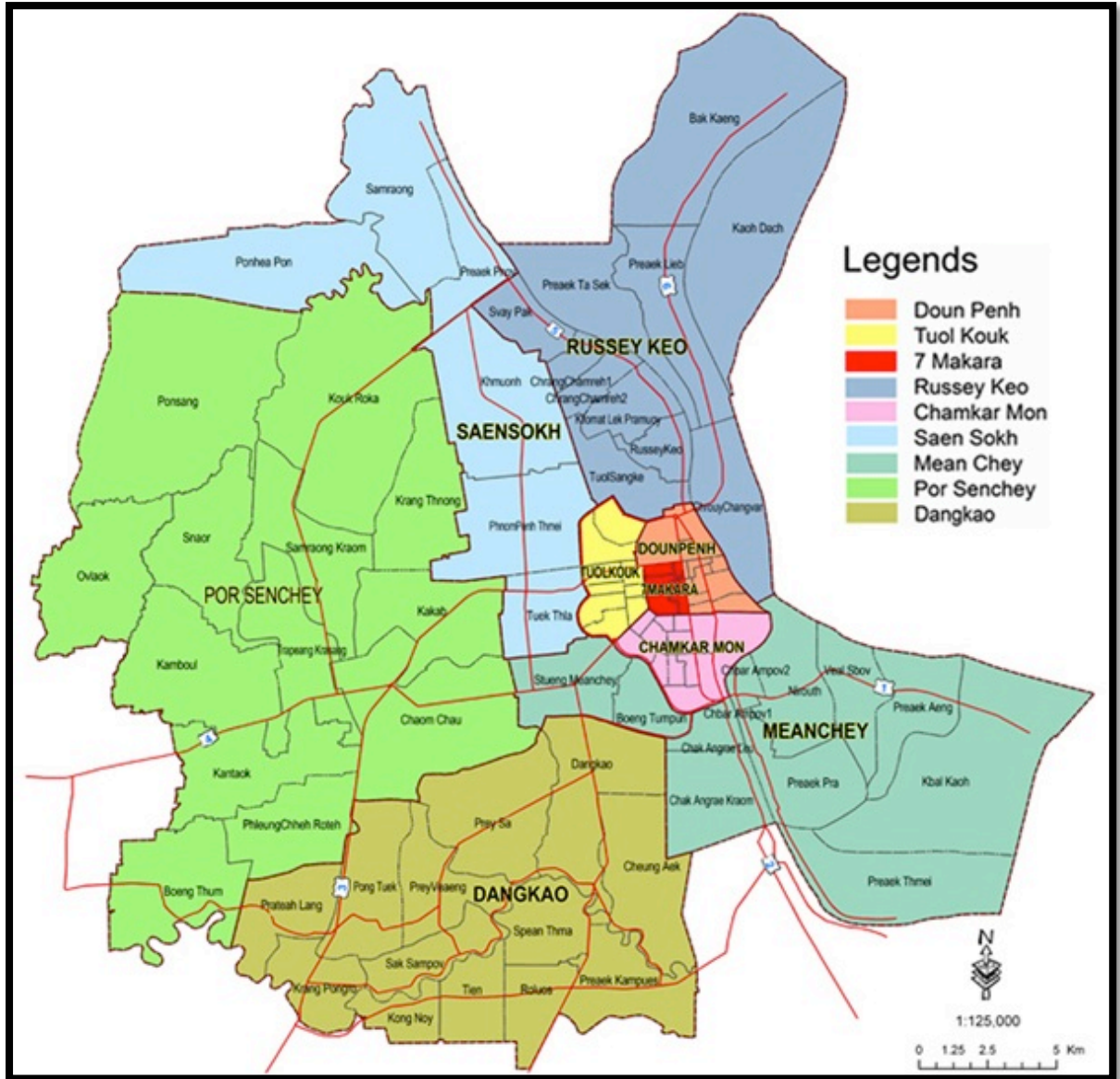
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MAP OF PHNOM PENH



Source: Google Maps

EXECUTIVE SUMMARY

Purpose: The findings of the present assessment are intended to help inform *Save the Children's* program development to increase access to education for urban children populations. The study will also have useful policy implications for the MoEYS and the Municipality, particularly as these relate to how to deal with the increasingly prominent role of private schools in the city's midst. In this respect, the information provided will shed light on the dynamics driving the proliferation of private education in the municipality, which has been the subject of a great deal of speculation but little systematic investigation until now. As ASEAN moves forward quickly with experimentation in *Public Private Partnership* in the education sector, the present study may suggest some future directions for the government along these lines. The assessment will also help inform wider investigation into the effects of migration on children's rights and well-being.

The present assessment is timely because net enrolment rates (NER) in Phnom Penh have been fluctuating significantly and are currently 3 to 4% less than the national average (EMIS, 2012), particularly in certain khans. These trends have occurred in spite of known in-migration on a large scale by rural migrants with their children in search of work. These trends have been intensified by the recent geographical expansion of the city to include 20 new communes that were formerly part of rural Kandal Province. These developments raise concerns about the effects of rural to urban migration with respect to children's educational access.

Methodology: The current investigation focuses primarily on variations in *participation rates* among school age children residing in the Municipality of Phnom Penh. 'Participation' has been operationalized using three key variables including *Net Enrolment*, *Dropout*, and *Intent to Continue Schooling*. The first two of these variables were examined based on a review of official statistics reported by the Ministry's EMIS Office while 'intent' was examined based on primary data collection in certain khans with erratic enrolment rates. Variations in participation rate variables of all kinds have been assessed based on a review of such factors as location, demand-side factors (e.g., overage enrolment, parental attitudes, sex, socio-economic status, etc), supply-side factors (e.g., educational quality, curricular relevance, etc.), and the profusion of private schools. Data collection methods included interviews, focus group discussions, and the administration of questionnaires to 281 informants ranging from MOEYSPP officials, Khan Education Officials, School Directors, Teachers, Students, Parents, Private School Directors, and NGO representatives. The assessment also sought to provide information on *effective interventions designed to heighten participation rates* in state schools or reduce dropout. This information has been based on a review of the literature and interviews with relevant projects and organizations working in those khans that evidence the greatest decline in participation rates in the municipality.

Literature Review:

Fluctuations in Net Enrolment: As noted above, the current difference between the NER in Phnom Penh and the rest of the kingdom is about 4% for the most recent year

for which data is available (the 2011/12 academic year). In this respect, the total NER for the kingdom is 96.4% while for the Municipality of Phnom Penh it is only 92.4%. This difference had widened to about 7% in 2009, which is the year that 20 communes were absorbed by the city from Kandal Province (see Annex 3). This administrative event is a key factor that has greatly fueled the decline in educational participation rates as many of the new communes coming into the city are quite rural and with very poor infrastructure both in terms of their schools and roads (affecting access between villages and schools). The residents in these areas seem more prone to seasonal migration of an agricultural nature given the rural demographic settings there. The khan with the lowest NER in the city is 7 Makara, which is an affluent inner city khan in the heart of Phnom Penh. This khan had a reported NER of 64.4%, which by comparison is even lower than that of Ratanakiri Province (86.2%). The next lowest NER is in Chamgar Morn Khan with 72.0%. These two khans are among the wealthiest districts in the city but yet have the lowest net enrolment. This is explained mainly by the proliferation of private schools in these khans, which have taken a significant part of the student population from the public schools.

Since 2010, many khans have reported a significant improvement in their net enrolment rates that seems difficult to account for. For example, the NER in Meanchey recovered from 81.0% in 2010 to 98.6% in just one short year. A similar change was observed in Sen Sok where NER improved from 85.5% in 2010 to 92.3% in the following year. Khan officials attributed this change to either situational factors such as the completion of improved road infrastructure or investments that prevented serious flooding while others stated that they had started to include private school enrollment in the total enrollment figures reported to the Ministry. Officially, however, khan education offices are only supposed to report enrollment figures for the state schools and not for private schools, which is why the NER is so low in places like 7 Makara, since nearly 40% of the district's children are enrolled in private schools. The above review highlights four khans as those with historically high or volatile rates of Net Enrolment, namely 7 Makara, Chamgar Morn, Meanchey, and Sen Sok. These are city districts that could potentially host new SCI programming to assist the city to increase educational participation rates.

Dropout Rate Trends: Surprisingly, several of the khans with fluctuating net enrolment rates have dropout rates that are low relative to the city average. In this respect, Chamgar Morn, 7 Makara, and Sen Sok each have dropout rates that are below the city's average of 5.0%. Although Russey Keo has an NER of 99.1%, it also has the highest overall dropout rate among primary school children in the city (7.5%), especially among boys (9.5%). Dropout in this khan inexplicably spikes to 16% among boys in Grade 2. In general, boys in the city evidence a higher rate of dropout (5.4% versus 4.5% among girls) though this varies from khan to khan. Looking beyond the aggregate rates of dropout in the various khans reveals some striking variations between grades. For the city overall, dropout appears to first spike at Grade 2, decline somewhat in the middle primary years and then begin a gradual but steady ascent towards the end of the primary cycle. In several khans, dropout seems to invariably spike significantly at Grade 5 or 6, with the exception of Chamgar Morn, where dropout inexplicably declines precipitously at the end

of the cycle. This suggests interventions targeting children at the end of the primary school cycle are more likely to be effective than those spread across the entire cycle.

Migration Trends: Calculations from the 2008 Census indicate that well over 80% of Phnom Penh's growth between census periods has been due to net in-migration. These trends have been accelerating in recent years so that the city now comprises 10% of the country's total population, compared to only about 5% in 1998. Migrants come to seek employment in the city's burgeoning garment, construction, and tourist industries. The city's migration patterns are accounted for by a combination of 'push' and 'pull' factors. *Push factors* are determinants of migration in the locality of origin that persuade someone to leave. *Pull factors* are those that attract someone to a place of destination.

Phnom Penh's migrant population today tends to be much younger and a bit more educated than the earlier waves of migrants who have moved to the city. For example, the median age of a Phnom Penh resident in 2004 was 30.0 whereas the median age of the newly arriving migrant population is 28.0. In addition, migrant households today tend to be smaller than the average household in the city in earlier years. In this respect, migrant households have on average 3.78 persons compared with the city mean of 4.69 in 2004. Indeed, it is estimated that more than 10% of recent migrants reside in single person households, that is, they come to the city completely on their own. Since many migrants are also students, the city's migrant population is much more educated than in the past. In addition, today's migrants are less likely to bring family members such as their children or siblings with them than in the past, keeping them with relatives in their places of origin. This is an important finding since it implies that the effects of migration on enrolment may be less odious than in the past when children more frequently accompanied their parents to the city when they were in search of work.

Although the data above clearly demonstrates that today's migrants come with no or fewer children and are better educated than in the past, it is important to keep in mind that there is still a sizable number who fit a more traditional profile of low education and large households that include one or more accompanied children. Such migrant families still do tend to be prone to taking their children out of school, which impacts on enrolment rates.

Role of Private Education on Public School Enrolment: Until recently, cooperation with the private or non-state sector in Cambodia has been of the more traditional variety whereby subsidies to public education are provided by Non-state Actors (NSA) like NGOs but the state retains firm control of management. There have been few instances of experimentation in Cambodia in which the state has ceded some of its management authority to a private sector entity through some form of PPP and where this has occurred, it has been mainly through local initiatives rather than central government collaboration.¹ Given the long-standing historical struggle of the Cambodian public education system to achieve consistently high standards of quality in its service provision, the failure to utilize the private sector in more dynamic ways is an area where the country

¹ One example where such experimentation has occurred has been a PPP pilot in a basic education school between KAPE and the Provincial Office of Education in Kampong Cham.

needs to move forward, as have other countries in the EAP Region.

In recent years, the private sector has moved vigorously without state collaboration to establish many independent private schools. This movement has been most visible in Phnom Penh, where an increasingly affluent middle class has created enough demand to apparently make such ventures economically viable. In this regard, the MOEYSPP reports that there are now 119 private primary schools operating in the city (see Table 3.7). This compares with 164 public schools in the city. Although these schools have been nominally registered with the MoEYS and are subject to nominal oversight by MOEYSPP, they appear to run very independently. In some khans, the number of private schools outnumbers the number of public schools. This is clearly the case in 7 Makara (four public schools versus 12 private schools) and Chamgar Morn (13 public versus 24 private). Although the city has reported that only 15% of total enrolment at primary level is comprised by the private schools, this figure jumps to 34% in places like Chamgar Morn Khan and 37% in 7 Makara Khan. These trends are clearly of great concern to local education authorities. They also explain why the net enrolment rate in these khans has dropped so precipitously in recent years.

The emergence of a viable alternative to public education has raised many questions about the quality of private schools with many key informants claiming that public schools still offer higher 'quality' education. Nevertheless, the decision of so many families to move their children to the private sector suggests an impatience with the public schools that at some point must be addressed. From a societal perspective, it also raises concerns about the emergence of a tiered educational system in which those who can send their children to private schools while those that can't stay in the public schools. Such trends will exacerbate already sharp class differences in Cambodian society.

Key Findings:

A review of data provided by the Municipal Office of Education and primary data in the form of discussions with a wide range of stakeholders confirmed that two factors originally proposed by the study do indeed play a major role in declining enrolment trends in the city. These factors include *migration* and the rapid emergence of *private schools*. Of the four khans studied most intensively, private alternatives to the public schools appear to affect 7 Makara and Chamgar Morn most heavily while fluctuations in NER in Sen Sok appear most strongly linked with migration issues. On the other hand, Meanchey seems to be affected by both migration issues as well as a large number of private schools.

In terms of migration, the study found that there is a statistically significant relationship between a child's intent to complete primary education and one's migratory status. In this respect, questionnaires completed by students in the five schools studied indicated that children who did not think that they would complete primary education or who were unsure about doing so tended to come from migrant families ($r=0.25$, $p=.05$). This finding helps to empirically validate the conventional wisdom linking migration issues and educational participation rates.

Discussions with education officials at khan level that identified private schools as a potent factor reducing enrolment in the public schools were further confirmed by other stake-holders such as students and parents. For example, 27% of the students completing questionnaires for the study indicated that they had themselves once studied at a private primary school while 36% indicated that they knew friends studying at private schools. Although 51% of students indicated that private and public schools have about the same level of quality, another 30% indicated that they actually had better quality.

In addition to private schools and migration, the investigation also identified additional factors accounting for the fluctuations in city enrolment levels. This included the recent **administrative re-organization** of the city that incorporated many rural areas with very poor populations from Kandal Province into the city limits. It is likely not a coincidence that the city's NER plummeted from 93.2% to 87.8% in the year that this administrative re-organization occurred.

Anomalies in the way that data is compiled and reported may also account for some of the wild fluctuations in reported NER levels, in which a khan's enrolment can change by 20 percentage points in a single year. Some khans appear to include private school enrolment when reporting enrolment numbers to the MOEYSPP leading to much higher figures for educational participation, whereas only public school enrolment is reported to the Planning Department leading to much lower figures reported by MoEYS.

Finally, another factor accounting for declining enrolment in some public schools that was not anticipated relates to the **ethnicity of the children** attending. In one case, school officials noted the antipathy between certain ethnic groups, mainly the Khmer and Vietnamese communities, as a major factor in enrolment fluctuations. On the other hand, schools with large Cham populations appear to be much more integrated with strong communication reported between mosque elders and the school.

Role of NGOs as Education Service Providers: NGOs in the city have started to provide more flexible education packages in order to guarantee basic literacy. Similarly, the government has been supporting the expansion of the NFE services. NGOs and Government have been expanding services such as pre- primary school or full time daily schooling. NGOs provide a curricular instruction in line with public schools in order for children to easily re-enroll if and when they decide to. These kinds of services are specifically designed for poor children. The current investigation indicated that NGO schools targeting the poorer classes seem to be receiving an increased number of requests for enrollment each year. This is most probably due to the fact that they provide an education of quality combined with additional services that help parents cope with long work hours and the provision of a safe environment for their children.

The increasing propensity for many families to be highly mobile poses a serious challenges for many NGO services, particularly those that provide social services through fixed centers. Many NGO services are anchored in centers that were originally built to address nearby vulnerable populations. Due to the mobility of the city's poor and the changing demographics in the city, many of these vulnerable populations have now moved to other locations. Permanent centers therefore, need to be better integrated

with more mobile services and innovative approaches that are able to cope with the increasing ubiquity of mobile populations. There is a danger of investing heavily in permanent structures, which then are not suitably located to meet the needs of migrant populations. Finally, some areas in Phnom Penh have been suffering from an oversaturation of services while others are not receiving enough support; hence, it is necessary to ensure that services are flexible enough to meet the needs of vulnerable populations in all areas.

Conclusions and Recommendations:

The present study confirmed that Net Enrolment Rates in the municipality of Phnom Penh have been dropping or moving erratically since 2005, particularly in certain khans. These trends have been intensified by a re-organization of the city in 2008 involving the absorption of 20 largely rural communes from Kandal Province and the creation of two new khans (Sen Sok and Por Senchey²). Not all khans are affected equally by these trends. Problems seem to be greatest in 7 Makara, Chamgar Morn, Meanchey, and Sen Sok and to a lesser degree in Dangkor and Russey Keo. Future programming in the city should consider these khans as high priority areas.

The study identified six main factors that sometimes overlap in their effects (e.g., integration of new communes from Kandal Province and rural migrant populations that reside in these areas). These factors include the highly mobile population in the city, the administrative re-organization that incorporated 20 rural communes into the city's jurisdiction, the proliferation of private schools, anomalies in data reporting, issues linked to ethnicity, and traffic conditions.

An analysis of these issues demonstrated that different khans suffer from different problems. Thus, there is no *silver bullet solution* for the problem of declining enrolment in Phnom Penh. NGO cooperation with the MOEYSPP will need to stress modulated assistance in different areas to address the different factors identified above.

This investigation identified a very stark dichotomy between the needs of inner city khans such as 7 Makara and those on the outskirts that have received new communes from Kandal. As noted many times earlier, the inner city khans require assistance to make them competitive with private schools while the khans struggling with integration of new sangkhats require expansion of educational services focusing on the needs usually found in rural schools (e.g., lack of teachers, more relevant curricula, subsidies for direct education costs, incentives that act as counterweight for opportunity costs, etc.) with large numbers of migrant families.

The new sangkhats added to the city's outskirts represent the most compelling area of need for NGOs wishing to cooperate with the city to increase educational enrolment there. Given the rural nature of many of the schools in the outskirts and the centrality of demand-side concerns cited by stakeholders such as students and parents, a balanced program that includes interventions that stimulate *educational demand* is strongly rec-

² Por Senchey was created in 2011.

ommended. This is not to say that elements of more traditional supply-side programming is not also required (e.g., infrastructure, textbooks, teacher training, etc) but that there needs to be a very strong focus on demand-side issues. Balanced programs that include a combination of both demand- and supply-side driven interventions are highly congruent of the policy context in Cambodia because they fit with the holistic approach to development set out in the Child Friendly School policy.

The key problem faced by inner city khans is competition with the private sector. The intervention that screams out for adoption is support for a *Public Private Partnership* between both sectors that would break the cycle of competition for students, which in any case is a losing proposition for the public schools. Several of the private school directors interviewed said that they saw this as the best option for the public schools in the inner city and one private school owner even said that he would welcome such an opportunity to work with the city.

Assuming that an agency or group of agencies attempted such a model, what would it look like? There are many possible variations of a PPP venture in Cambodia ranging from minimal NSA involvement to those with prominent roles for an NSA, which might even entail the introduction of tuition fees for those who are able and willing to afford them. Development partners considering such ventures would need to gauge the acceptability of different models to officials who are often averse to risk-taking as well as their compatibility with agency philosophies and mandates. For example, the introduction of school fees might be compatible with the mandate of a development bank but not with the mandate of a humanitarian organization such as Save the Children.

Essentially, a PPP model would be administered like a *Charter School* with strict conditions for performance but also considerable autonomy to allow for flexible implementation, innovation, and risk-taking where needed. Charter Schools have also been used successfully in cities with public schools that face many of the same problems faced by Phnom Penh's schools, particularly with regards to the flight of middle class children to the private sector. The time may now be right for the Municipality of Phnom Penh to consider such options, given the challenge that it now faces from the private sector.

1. INTRODUCTION

1.1 BACKGROUND

In 2013, *Save the Children* received extra funding from NORAD to support additional activities for Educational Programming in Cambodia. Among these activities, *Save the Children* has sought to conduct an educational assessment in Phnom Penh where net enrolment rates (NER) have been fluctuating significantly and are currently 3 to 4% less than the national average (EMIS, 2012), particularly in certain khans.³ These trends have occurred in spite of known in-migration on a large scale by rural migrants with their children in search of work. These trends have been intensified by the recent geographical expansion of the city to include 20 new communes that were formerly part of rural Kandal Province. These developments raise concerns about the effects of rural to urban migration with respect to children’s educational access. *Save the Children* recently conducted a child rights situation analysis in 2012, which found that newly migrated children and their families often face more difficulties in accessing basic services (e.g., education, health, protection) in urban areas. This is also confirmed by other studies globally, focusing on the complexities of urban settings when it comes to accessing to social services.

Other known social transformations impacting participation rates in the public sector are also occurring in Cambodian society such as the exodus of middle class children to study in private schools. This is a relatively recent social phenomenon in Cambodia that has not yet been systematically investigated. With the exception of private schools that have in the past catered to the expatriate community and certain ethnic groups (e.g., Chinese schools), the widespread proliferation of private primary schools targeting Cambodia’s mainstream population is a novel development for the country. According to MoEYS statistics, there are now 119 private primary schools in the city, compared to 164 public primary schools. Many of these schools have been established within the last five years. The emergence of a parallel education system in the private sector could have significant social implications for Cambodian society if two class-based educational systems arise in the near future. The loss of middle class students from state schools could also have serious impacts on targeted pedagogical methodologies (such as cooperative learning), which rely on mixed ability groupings of students in the classroom.

In view of the above, the present assessment could help to shed considerable light on how access issues in urban areas are evolving and how these impact the state schools. These issues include changing demographics in the city, the city’s geographical expansion, the intensification of migratory trends, and the emergence of a parallel private education sector.

Kampuchean Action for Primary Education is a close local partner of *Save the Children* and was awarded with the contract to undertake the present investigation. KAPE has a

³ Khan is the term used in Cambodia to refer to city districts or boroughs

long-standing and very close relationship with the Ministry of Education, Youth, and Sport (MoEYS) and the Phnom Penh Municipal Office of Education, which greatly facilitated access to key officials in the education system. KAPE has undertaken numerous studies on school participation rates with other agencies such as the World Bank (2003), Plan International (2008), and the Asian Development Bank (2012) that give it a strong historical understanding of the local context and the issues that affect school participation.

1.2 PURPOSE

The findings of the present assessment are intended to help inform *Save the Children's* program development to increase access to education for urban children. The study will also have useful policy implications for the MoEYS and the Municipality, particularly as these relate to how to deal with the increasingly prominent role of private schools in the city's midst. In this respect, the information provided will shed light on the dynamics driving the proliferation of private education in the municipality, which has been the subject of a great deal of speculation but little systematic investigation until now. As the ASEAN region moves forward quickly with experimentation in *Public Private Partnership* in the education sector, the present study may suggest some future directions for the government along these lines. The study will also help inform wider investigation into the effects of migration on children's rights and well-being.

It is important to note too that the present study is not intended to be a 'blaming' exercise that unfairly criticizes government for many factors that are frequently out of its control. Rather, the study seeks to provide information that will help the government and development partners better understand what the educational issues in the city are, how these are changing, and what kinds of interventions might be considered to address them effectively.

2. METHODOLOGY

2.1 KEY FACTORS AND VARIABLES FOR THE ASSESSMENT

The current investigation focuses primarily on variations in **participation rates** among school age children residing in the Municipality of Phnom Penh. 'Participation' has been operationalized using three key variables including **Net Enrolment**, **Dropout**, and **Intent to Continue Schooling**. The first two of these variables were examined based on a review of official statistics reported by the Ministry's EMIS Office. Of particular interest in this regard is the way that such variables as 'dropout' are defined, since a preliminary review of earlier studies indicate that such phenomena as 'transfer' are also reported by state schools as a form of dropout when this is not really the case. 'Intent' has been reviewed based on data collected from student questionnaires enrolled in selected schools. Variations in participation rate variables of all kinds have been assessed based on a review of the following factors:

- **Location:** How these rates vary from location to location (e.g., Khans)
- **Demand Side Factors Affecting Participation:** The influence of factors such as child and parental attitudes towards education, age/overage considerations, sex, socio-economic status, migratory status, direct and opportunity costs of education, etc.
- **Supply Side Factors Affecting Participation:** The influence of school-side factors affecting enrolment such as educational quality (textbook availability, teacher qualifications, pupil-teacher ratio, etc.) and curricular relevance
- **Availability of Private Educational Facilities:** The influence of alternatives to the state education system on participation rates in state schools; comparisons of cost between private and state schools, etc.

A complete listing of all variables to be investigated in the study is provided in Annex 1.

The exploration of demand-side factors helps to shed light on the **types of children** living in Phnom Penh who do not easily access primary education or who are most prone to dropout, which is a key requirement of the current Terms of Reference for this assessment.

The influence of **emerging private schools** on Net Enrolment Rates and Dropout is also an area of key concern, since a preliminary review of government data indicates that participation rates are also dropping in highly affluent areas of the city such as 7 Makara and Chamgar Morn Khans. The availability of private schools seems a likely explanation of these trends but surprisingly, there has been very little systematic research on these developments. Thus, it is hoped that the present needs assessment can improve the understanding of the role of the private sector in providing educational services in the city and how this has altered perceptions of the state schools.

The assessment also seeks to provide information on **effective interventions designed to heighten participation rates** in state schools or reduce dropout. This information has been based on a review of the literature and interviews with relevant projects and organizations

working in those khans that evidence the greatest decline in participation rates in the municipality.

2.2 SECONDARY DATA REVIEW

The investigation began with a review of secondary data sources including government statistics on participation rates in the public and private education sector as well as relevant reports and studies on student dropout in Cambodia (see Literature Review Section). Accordingly, the investigation reviewed relevant statistical yearbooks compiled by the Ministry's *Education Management Information System* (EMIS) in order to carry out a time series analysis of changes in Net Enrolment and Dropout with data disaggregated by khan, sex, and grade. This information was of great use in identifying those geographical areas within the municipality where participation rates have been declining. Viewing these changes year by year also suggested some links between changes in the administrative configuration of Phnom Penh when the city absorbed 20 rural communes from neighboring Kandal Province (in 2008) and fluctuations in net enrolment. Incidentally, these new administrative areas also evidence high rates of in- and out-migration that are likely linked to observed declines in net enrolment. A preliminary review of Net Enrolment using 2005 as a base year forms an important part of the information provided in this report.⁴ The study also reviewed recent literature on dropout in Cambodia, the role of the private sector in educational service provision, and recent studies of migration within the municipality of Phnom Penh.

2.3 PRIMARY DATA COLLECTION METHODS AND KEY INFORMANTS

2.3.1 Overview of Data Sources and Methods

The collection of primary data from key informants encompassing government officials, school level stakeholders, private sector players, and NGOs figured prominently in this investigation. Researchers *utilized focus group discussions, interviews and standardized questionnaires* for relevant stakeholders within the local government and schools (both private and public) as well as among communities and organizations working in the city. In all 30 key informants were interviewed (see Annex 2) in addition to students, parents, and teachers who were met in larger groupings. Key informants in this regard included:

- Government officials (MOEYSPP, Khan Offices of Education)
- School Administrators (Directors, Vice Directors)
- Teachers (All Grades)
- Students (Grades 5 and 6)
- Parents/Community Members
- NGO Workers
- Private Education Officials

2.3.2 Sample Construction

School-level Stakeholders: A cursory examination of the participation rates in Phnom Penh indicated that there were four khans with declining or erratic participation rates, relative to a base year of 2005. These included 7 Makara, Chamgar Morn, Meanchey, and Sen Sok. The latter khan was carved out of Dangkor Khan several years ago in 2008 but had among the lowest Net Enrolment in the municipality, particularly for girls (85% in total and 71% for

⁴ 2005 has been selected as a base year as it is also used as such by MoEYS for the EFA Mid-decade assessment

girls).⁵ Based on this situation, the investigators visited one primary school with very high dropout rates, as suggested by the authorities in each khan while in the case of Sen Sok, two schools were visited due to preliminary indications that there are high in- and out-migration rates in this khan. Thus, a *judgmental sampling methodology* was used for the selection of schools using key criteria relating to dropout levels and proximity to migrant communities.

For each school, the investigators met with selected teachers (one to two per each grade) and school administrators in separate focus group discussions. At the same time, students from Grades 5 and 6 were *systematically* selected from the enrolment roster to participate in focus group discussions as well as complete a standardized questionnaire designed for young children. Students at upper primary were used for this purpose, as it was thought to be easier for them to participate in more structured discussions. Investigators met with 113 students across the five schools visited

Schools were also asked to facilitate the collection of parents and community members from local communities to participate in a focus group discussion. In all 103 parents/community members participated in these discussions at each school. These parents included those who have children currently enrolled in school at any grade level or formerly enrolled or not at all.

Government Level Officials: Investigators also interviewed representatives from the following offices:

- Municipal Office of Education Directorate: 2 informants
- Primary Education Office (Municipal Level): 3 informants
- Primary Education Office (Khan Level): 1 to 2 informants for each of the four khans visited (Khan Meanchey, Khan Sen Sok, Khan Chamgar Morn, and Khan 7 Makara)

NGO Informants: Following a review of the literature and discussions with government officials, the investigators selected a number of NGOs with relevant and innovative programming dealing with the problem of declining school participation, migrant populations, and the role of the private sector in education. The investigation team interviewed five NGOs in this regard including the following:

- *ASPECA*: Leading school shelter program for vulnerable children in the city, particularly those who are orphans or living in single parent households (Meanchey)
- *Pour un Sourire d'Enfant (PSE)*: Comprehensive programming including both social welfare and education (Meanchey)
- *Mith Samlanh*: Comprehensive education programming encompassing both Non-formal Education (vocational training) and outreach to street children
- *Don Bosco*: Well-established NGO providing Vocational training and primary schools for poor kids in Phnom Penh Municipality (Sen Sok)
- *Kampuchean Action for Private Education (Beacon School Initiative)*: Relevant programming in public private partnership that could provide a practical bridge between private

⁵ It should be noted, however, that recently released data in 2012 indicated that NER had recovered to 92%.

and public schools (Kampong Cham)

Private School Sector Informants: A final group of key informants interviewed by investigators included stakeholders working in the private education sector in three target khans (7 Makara, Chamgar Morn, and Meanchey Khan). The investigators identified nine prominent private schools in these khans that have been attracting children from more middle class backgrounds. The schools identified tended to be the more popular name brands in the city such as New York International School, American Intercon, and others. A small number of NGO-run schools were also included in the sample. Private schools for the expatriate community or Cambodian elite were not included in the survey since these demographic groups do not use the public schools. A key administrator from each of the 9 selected schools was interviewed during the investigation.

2.3.3 Data Collection Methods

The investigators designed and administered 9 data collection tools based on the key informants identified above. The data collection tools developed for purposes of the present investigation took in a wide range of methodologies including *interview schedules*, *focus group discussions*, and *standardized questionnaires*, as noted earlier. Table 2.1 below summarizes the methodologies employed at different sampling levels, relevant key informants, the name of the form employed, and the number of informants.

TABLE 2.1: Summary of Data Collection Methodologies Employed by Key Informant and Relevant Forms

No	Key Informant	Data Collection Methodology	Relevant Form	Number Interviewed	Formula for Sample Construction
1	School Administrators	Interview Schedule	FORM 1	5	Number of Schools
2	Teachers	Focus Group Discussion Questionnaire	FORM 2A FORM 2B	37	6 to 12 teachers per school
3	Students	Focus Group Discussion Questionnaire	FORM 3A FORM 3B	113	20 to 25 students per school
4	Parents	Focus Group Discussion	FORM 4	103	20 to 25 students per school
5	Government Officials (MOEYSPP, Khan)	Interview Schedule	FORM 5	9	4 Khans and MOEYSPP Direc- torate
6	NGO Representatives	Interview Schedule	FORM 6	5	1 representative per NGO
7	Private Education Representatives	Interview Schedule	FORM 7	9	1 representative per school
Number of Informants		--	--	281	

Structured interview schedules were mainly used where the number of informants was small as in the case of government officials and managers at municipal, khan, and school level. The data generated through the use of teacher and student questionnaires provided a wide range of responses regarding factors that affect school participation rates such as cost, migratory status, socio-economic status, etc. Attitudes about the role of private schools in affecting participation in the public schools also proved to be quite valuable in terms of understanding enrolment trends in the city from a totally different perspective.

Finally, the use of focus groups, as a research technique, was selected as a data collection strategy because it enables the emergence of the so-called *circulating* discourse in a given community or society. It allows for the contrast of positions and opinions of the participants in the group and the negotiation of different identities and social interests, all of which provides very refined and meaningful information. Of particular interest in this study, focus group discussions allowed data collectors to better gauge the expectations and attitudes of different stakeholders in areas where perceptions may be quite different. For example, it is always interesting to hear the different perceptions of parents and school personnel about educational services. Similarly, there was considerable scope for triangulation of views about the new role of private schools among different stakeholders in the government and the private sector.

2.3.4 Data Treatment

Standardized spreadsheets were prepared for each data collection tool involving interviews or self-administered questionnaires while composite responding forms were used in the case of focus group discussions. All spreadsheets were reviewed to sort out discrepancies and inconsistencies. In the case of interviews and questionnaires, data analysis techniques employed simple summing of respondent scores and conversions into percentages and mean scores where appropriate.

Quantitative data generated by questionnaires was analyzed using some number of descriptive statistics including correlation analyses (e.g., relationship between intent to continue study and selected situational factors such as migratory status, distance to school, cost considerations, etc.). In this respect, a *Pearson's r* was calculated for each relevant variable using a confidence interval of $p=.05$ as the threshold for statistical significance. No inferential statistical analysis techniques were employed for purposes of the present investigation.

Qualitative data collected from focus group discussions and interviews were woven into *composite sketches* of the contexts visited, focusing on an elaboration of the role of various causes for declining school participation rates with a balance of views expressed by different stakeholders.

2.3.5 Constraints in Data Collection

In spite of its best efforts to control for bias and error during the execution of this assessment, the assessment team nevertheless encountered certain constraints that were difficult to control for. The timing of the assessment at the end of the school year and just before national elections required very rapid preparations with respect to the identification of stakeholders to participate in focus group discussions and the administration of questionnaires. These time constraints made it necessary to limit the sample size of various stakeholders. In several cases, it was also difficult to meet with local officials due to their involvement in the election campaigns. In addition, many of the Grade 5 and 6 children participating in the assessment could not read or write, requiring assistance from enumerators in completing questionnaires. This was particularly true of children in rural sangkhats. It is, therefore, important to keep these constraints in mind when interpreting key findings.

3. LITERATURE REVIEW

Investigators reviewed a number of secondary data sources including relevant literature and statistical yearbooks as these relate to participation rates, the proliferation of private education institutions, and migration trends within Phnom Penh. Enrolment statistics are based on compiled data reported by the Planning Department of the MoEYS. Interestingly, there was some debate among certain key informants within the MOEYSPP about the accuracy of the EMIS data. These discussions suggested that there may be some differences in the manner in which schools and khans compile data for reporting to the Ministry and the manner in which reporting is done to the Municipal Office of Education. The MOEYSPP felt in general that net enrolment rates were much higher than reported by the Ministry, based on their own surveys and collection of information from schools.

MOEYSPP was found to keep very detailed data on the private primary schools in the city, of which there are now 119 schools in all. This information was readily available when requested and proved quite valuable to understanding the extent of the proliferation of private schools in the city and the khans that are most affected. This information was supplemented by a review of recent reporting in the East Asia and Pacific (EAP) region regarding the emergence of partnerships between the private and public sector in promoting educational access and quality. Recent experimentation in this area among some NGOs was also reviewed and may provide some direction to policy makers about ways to harness rather than compete against the resources of the private sector.

Investigators also reviewed recent studies of migration in Phnom Penh that were carried out by the Ministry of Planning (MoP) to better understand the characteristics of today's migrants and in particular how these characteristics may affect access to education for their children. This review indicated that there has been a shift in the demographic background of migrant workers that is counter to the common perception that most migrants bring their children with them. These findings have significant implications for possible responses to the issue of declining educational participation in the city.

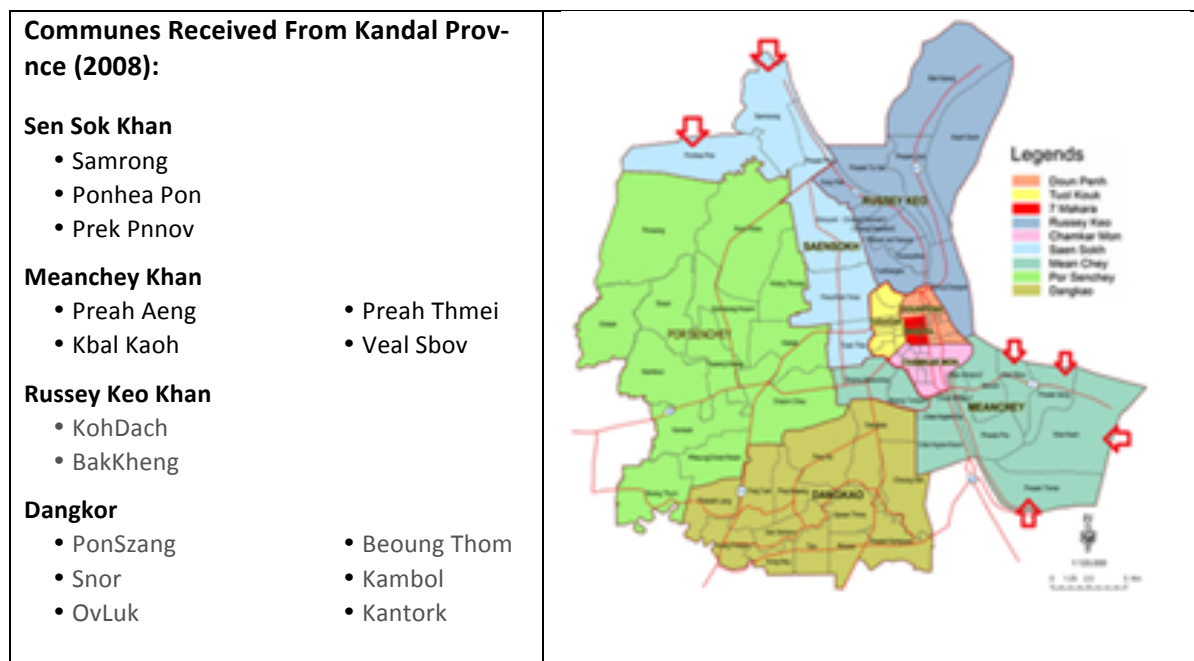
3.1 CURRENT ENROLMENT TRENDS IN THE CITY: AN OVERVIEW

3.1.1 Net and Overage Enrollment Rate

The current difference between the NER in Phnom Penh and the rest of the kingdom is about 4% for the most recent year for which data is available (the 2011/12 academic year). In this respect, the total NER for the kingdom is 96.4% while for the Municipality of Phnom Penh it is only 92.4% (see Table 3.1). This difference had widened to about 7% in 2009, which is the year that 20 communes were absorbed by the city from Kandal Province (see Annex 3). During this administrative re-organization, a new khan called Sen Sok was created from surrounding khans such as Russey Keo (three sangkhats) and supplemented with three communes from Kandal (see Figure 3.1). Around this time too, Meanchey Khan was also supplemented with four communes from Kandal as was Russey Keo (two communes) and Dangkor (11 communes). This administrative event is a key factor that has greatly fueled the decline in educational participation rates as many of the new communes coming into the city are

quite rural and with very poor infrastructure both in terms of their schools and roads (affecting access between villages and schools). The residents in these areas seem more prone to seasonal migration of an agricultural nature given the rural demographic settings there. Most of these communes already had very low NER levels to begin with while they were in Kandal Province. Tellingly, the NER in Meanchey declined from 97.5% before the administrative re-organization to 83.5% in the year after. Sen Sok Khan started with an NER of 72.6% but has since recovered to 92.3%.

FIGURE 3.1: Administrative Re-organization of Phnom Penh and Communes Received from Kandal Province



Source: Phnom Penh Government, 2008

Surprisingly, the khan with the lowest NER in the city is neither Meanchey nor Sen Sok but 7 Makara, which is an affluent inner city khan in the heart of Phnom Penh. This khan had a reported NER of 64.4%, which by comparison is even lower than that of Ratanakiri Province (86.2%). The next lowest NER is in Chamgar Morn Khan with 72.0%. These two khans are among the wealthiest districts in the city but yet have the lowest net enrolment. This is explained mainly by the proliferation of private schools in these khans, which have taken a significant part of the student population from the public schools.⁶ In addition, 7 Makara has only four primary schools serving eight sangkhats with the result that many residents of the district send their children to the schools in the nearby district of Daun Penh. This explains why Daun Penh Khan has a reported NER of 101%, which is technically impossible. The same is likely true in the case of Dangkor Khan, which has an NER of 102.7%. This situation indicates that the administrative boundaries between khans are quite porous, especially given the high rates of geographical mobility shown by the city's population.

Girls' NER generally seems to be somewhat lower than total NER levels in the city suggesting that participation rates are of slightly more concern for girls than for boys although the gap

⁶ Officially, students enrolled in private schools are not supposed to be included in data reported to EMIS for the calculation of Net Enrollment Rates.

has narrowed significantly in the last year. In this regard, the total NER for the city is 92.4% while for girls it is only 92.0%. The contrast is greatest in Russey Keo Khan where girls lag behind the total rate by nearly 6%. This could be explained by the observation that Russey Keo has among the highest concentrations of Cham children in the city, though this is only speculation.

TABLE 3.1: Change in Net Enrolment by Khan and Sex, 2005-2011

District	2005/6		2008/9		2009/10		2010/11		2011/12	
	(Base Year)				<i>(Communes added from Kandal)</i>					
	Total	Female	Total	Female	Total	Female	Total	Female	Total	Female
7 Makara	93.2	90.3	95	94.1	76.3	75.5	76.6	75.9	64.3	64.4
Chamkar Morn	98.3	96.8	98.1	97.6	80.2	78.6	88.5	78.9	72.0	75.0
Dangkor	92.7	92.7	93.8	89.4	96.1	98.1	99.1	98.4	102.7	102.3
Daun Penh	93.5	96.2	98.8	99.4	118.3	121	118.5	121.3	101.1	101.2
Meanchey*	96.0	93.5	97.5	95.7	83.5	84.1	81.0	84.4	98.6	98.4
Por Senchey	--	--	--	--	--	--	-	--	96.4	95.7
Russey Keo	89.4	86.7	88.0	86.2	80.8	78.1	91.9	78.4	99.1	93.6
Sen Sok*	--	--	--	--	72.6	70.7	85.5	71.0	92.3	92.0
Tuol Kauk	95.2	97.6	86.6	92.4	97.5	95.9	96.3	96.2	94.9	95.2
Whole Province	93.7	93.0	93.2	92.5	87.8	87.4	91.8	88.0	92.4	92.0
Whole Kingdom	91.3	89.7	94.4	94.0	94.8	94.6	95.2	94.6	96.4	96.1

*Indicates khans receiving communes from Kandal Province; Khans highlighted in grey indicate those with low or fluctuating NER levels

Source: EMIS, 2005-2012

Since 2010, many khans have reported a significant improvement in their net enrolment rates that seems difficult to account for. For example, the NER in Meanchey recovered from 81.0% in 2010 to 98.6% in just one short year. A similar change was observed in Sen Sok where NER improved from 85.5% in 2010 to 92.3% in the following year. Khan officials attributed this change to either situational factors such as the completion of improved road infrastructure or investments that prevented serious flooding while others stated that they had started to include private school enrollment in the total enrollment figures reported to the Ministry. Officially, however, khan education offices are only supposed to report enrollment figures for the state schools and not for private schools, which is why the NER is so low in places like 7 Makara, since nearly 40% of the district's children are enrolled in private schools.

The above review highlights four khans as those with historically high or volatile rates of Net Enrolment, namely 7 Makara, Chamgar Morn, Meanchey, and Sen Sok. These are city districts that could potentially host new SCI programming to assist the city to increase educational participation rates. But these areas are quite different from each other in terms of the problems that undermine participation rates, as a later discussion will make clear. In this respect, 7 Makara and Chamgar Morn are affluent districts whose public schools are increasingly becoming the preserve of poorer residents while Sen Sok is a semi-rural district with a large population of seasonal migrants. Meanchey District on the other hand is a district that also shares problems with 7 Makara and Chamgar Morn relating to fierce competition with local private schools but which also has ethnic conflicts between the district's Khmer and Viet-

name communities that disrupts enrolment patterns there. These issues will be discussed in more depth in the following pages.

According to the conventional wisdom, overage enrolment is often thought to depress educational participation rates because it increases the opportunity costs of education; that is, older children forego income for their families when they stay in school. However, an examination of the overage enrolment rates in the city indicate that the khan with the highest level of overage enrolment (Por Senchey) also has relatively high net enrolment rates and dropout levels that are at or below the city average. On the other hand, Dangkor Khan has a very high level of overage enrolment and the second highest dropout rate in the city (5.6%). Nevertheless, overage enrolment does not generally appear to be associated with high dropout levels or erratic net enrolment rates in the four khans that have been singled out by this study for intensive examination.

TABLE 3.2: Overage Enrolment at Primary Level by Khan, 2011

District	% Overage Enrolment	
	Total	Girls
Por Senchey	37.5	34.8
Dangkor	34.2	33.0
Daun Penh	14.0	15.1
Tuol Kauk	12.8	15.5
Russey Keo	11.9	17.1
Sen Sok	11.2	8.8
Meanchey	9.6	8.6
7 Makara	0.0	0.0
Chamgar Morn	0.0	0.0
Whole Province	16.2	16.3

Source: EMIS, 2012

3.1.2 Dropout Rate Trends

The present investigation also reviewed dropout rate trends in the khans evidencing the highest rates with an eye to differences between sex and grade level (see Table 3.3). Surprisingly, several of the khans with fluctuating net enrolment rates have dropout rates that are low relative to the city average. In this respect, Chamgar Morn, 7 Makara, and Sen Sok each have dropout rates that are below the city's average of 5.0%. Although Russey Keo has an NER of 99.1%, it also has the highest overall dropout rate among primary school children in the city (7.5%), especially among boys (9.5%). Dropout in this khan inexplicably spikes to 16% among boys in Grade 2 (see Figure 3.1f).

In general, boys in the city evidence a higher rate of dropout (5.4% versus 4.5% among girls) though this varies from khan to khan. For example, girls seem to have higher rates of dropout in wealthy 7 Makara and Chamgar Morn while boys evidence higher rates in the other khans. Sen Sok seems to evidence an equal amount of dropout between the two sexes. During spikes in dropout at various grade levels, boys seem to be impacted more severely than girls in four out of six cases (see Russey Keo, Dangkor, Chamgar Morn, and Sen Sok) (cf. Table 3.3 below).

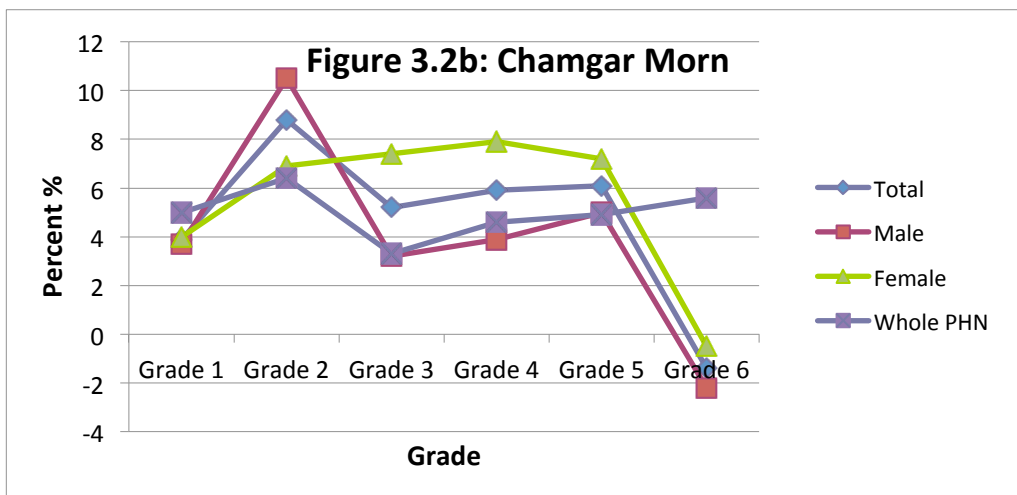
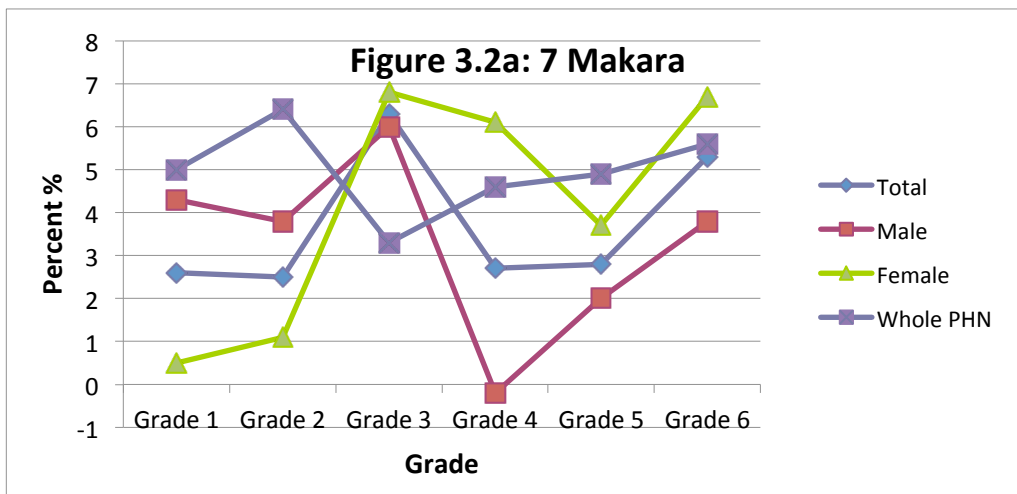
TABLE 3.3: Dropout Rates by Sex, Khan, and Spiking Grade in Selected Khans, 2010-11

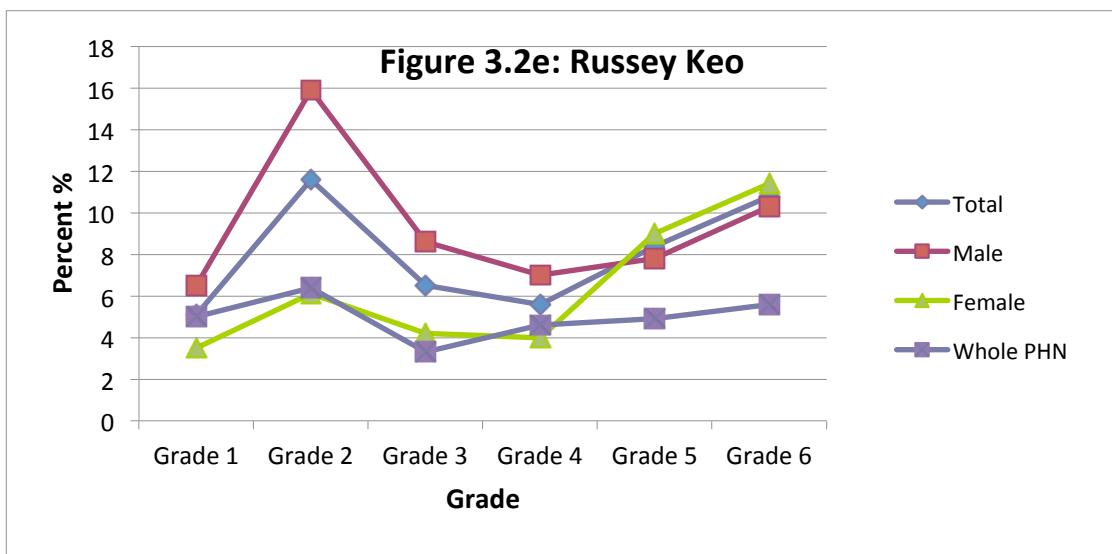
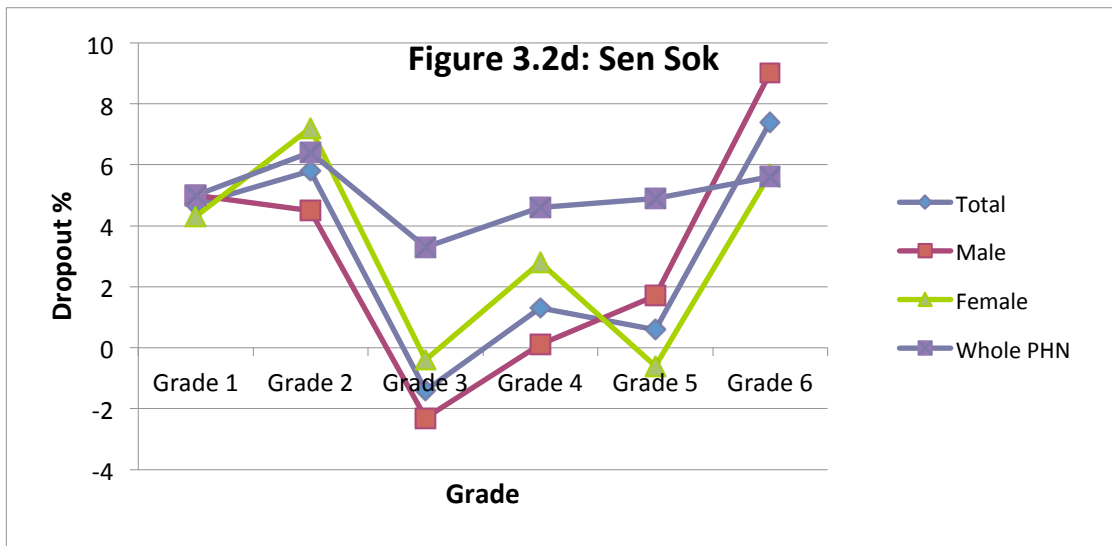
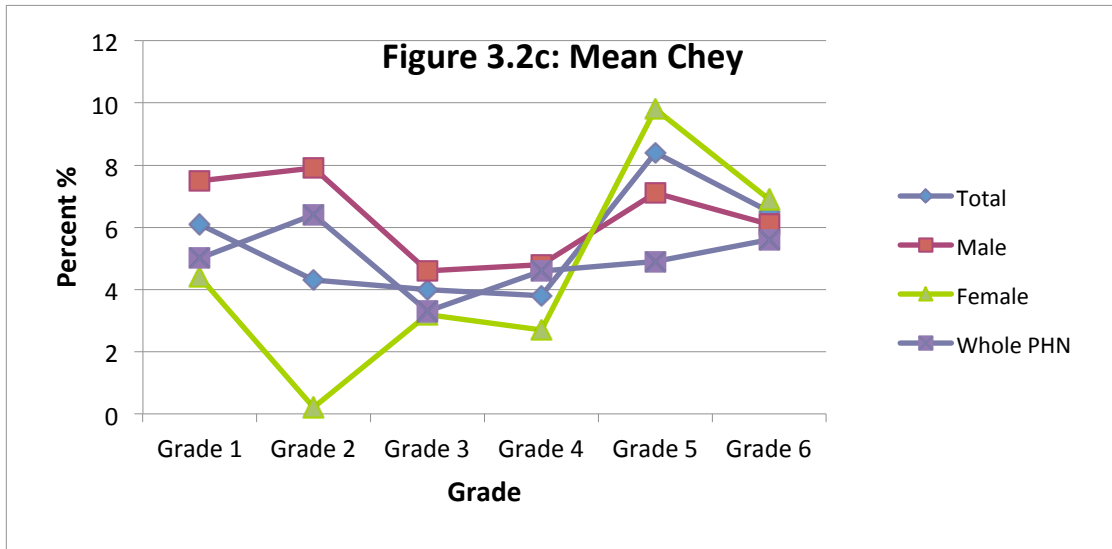
Selected Khans	Total Dropout Rate (Grades 1-6)	Female Dropout Rate	Male Dropout Rate	Grades at Which Dropout Spikes	Dropout Rates at Spiking Grades	Most Badly Impacted at Spike
Russey Keo	7.9%	6.1%	9.5%	Grades 2 & 6	11.6% & 10.8%	Male
Dangkor	5.6%	5.0%	6.1%	Grades 3 & 6	7.4% & 8.0%	Male
Meanchey	5.4%	4.3%	6.4%	Grade 5	8.4%	Female
Chamgar Morn	4.8%	5.6%	4.1%	Grade 2	8.8%	Male
7 Makara	3.7%	4.2%	3.3%	Grades 3 & 6	6.3% & 5.3%	Female
Sen Sok	3.1%	3.2%	3.0%	Grades 2 & 6	5.8% & 7.4%	Male
Phnom Penh	5.0%	4.5%	5.4%	Grade 2	6.4%	Male

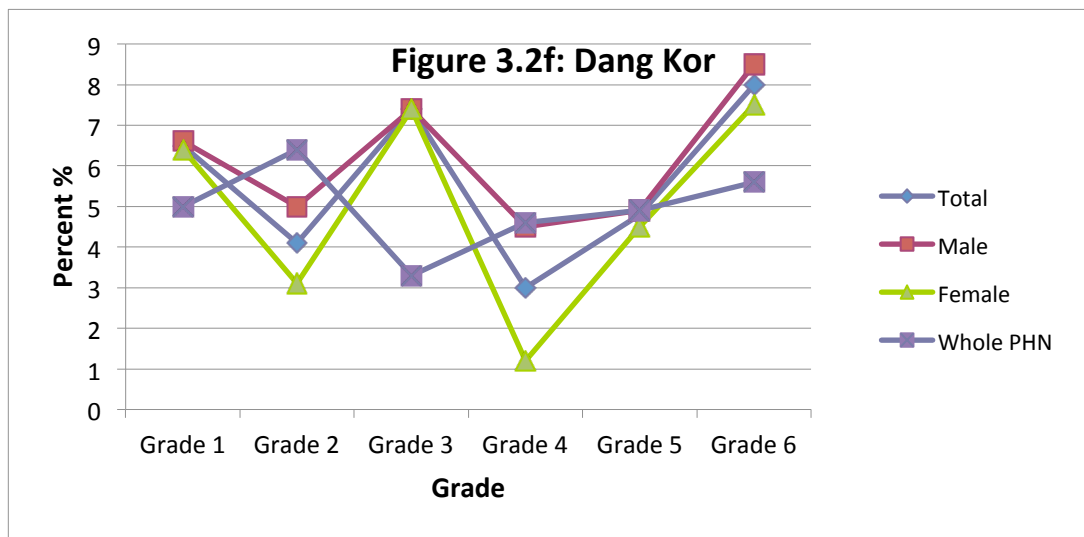
Source: EMIS, 2012

Looking beyond the aggregate rates of dropout in the various khans reveals some striking variations between grades as the figures below demonstrate. Figures 3.2a-f depict total, female, and male dropout by grade level with a comparison to the average dropout rate for the entire city. For the city overall, dropout appears to first spike at Grade 2, decline somewhat in the middle primary years and then begin a gradual but steady ascent towards the end of the primary cycle. In several khans, dropout seems to invariably spike significantly at Grade 5 or 6, with the exception of Chamgar Morn, where dropout inexplicably declines precipitously at the end of the cycle. This suggests interventions targeting children at the end of the primary school cycle are more likely to be effective than those spread across the entire cycle. As noted above, dropout in certain grades spikes to double digits such as in the case of Russeo Keo for boys (16% in Grade 2). Three khans indicate that dropout spikes at Grade 2 (e.g., Russey Keo, Chamgar Morn, and Sen Sok) as does the average for the whole city. Thus, critical exit points for students from the primary cycle appear to be clustered around Grade 2 and Grade 6. Some districts reported negative dropout rates at certain grade levels (e.g., Chamgar Morn, Sen Sok), again demonstrating the porous nature of khan boundaries in which some schools wind up with significantly higher enrolments (due to inbound transfers) at the end of the year than when they started. Negative dropout rates are a telltale sign of an area with very mobile populations and/or a significant migrant population.

FIGURES 3.2a to f: Dropout in Selected Khans by Sex and Grade, 2010-11







3.2 COMMON FACTORS ASSOCIATED WITH DROPOUT IN CAMBODIA

A large literature on student dropout in Cambodia and the region has evolved over the last several years. Important studies that have been undertaken in this regard include those by Velasco (2001), Badloe, Flagnagan, Hozumi, Imhof & So (2007), NGO Education Partnership (2007), Rumberger & Lim (2008), and Tarumi & Bredenberg, K. (2009). All reveal many contributing factors related to school dropout. Commonly identified factors of student dropout include poverty, distance to school, poor school management, qualifications of teachers, community insecurity, parents' expectations, gender, geographic location, ethnicity, disability status and the availability of ramps, gambling, student personality, low motivation of teachers, informal fees, poorly trained teachers and opportunity costs. The interplay between these factors is complex and often difficult to disentangle.

A review of various research conducted in 2011 by KAPE and Creative Associates suggests that dropping out of school appears to be a function of a combination of risk factors across multiple domains (individual, family, school, and community) (KAPE-Creative Associates, 2011). Consequently, although there may be a specific event that acts as a catalyst to a student dropping out of school (e.g., an income shock from the death of a family member), dropout is better understood as a process that builds to a climax (i.e., leaving school) over an extended period of time. There are three domains that help to understand how this process works (see Table 3.4). Two of these domains reflect demand-side factors (i.e., Individual and Family Domain) while the School-Community Domain refers mainly to what this study calls supply-side factors.

TABLE 3.4: Situational Domains Explaining the Occurrence of Dropout

Situational Domain	Description
Individual Domain	Individual background situation of children such as their motivation levels, age, gender, disability status, etc.
Family Domain	Family's background including socio-economic status, migratory status, values, attitudes towards education, etc.
School-Community Domain	Structural elements in the school and in the surrounding environment (e.g., lack of infrastructure, overcrowded classrooms, etc.) and children's performance at school

Individual Domain Factors: For the individual domain, children's background characteristics such as age at enrollment and gender of learners, involvement and participation of parents at home, and relationships between children and school may play a key role in the decision leading to dropout. For example, in Cambodia, overage enrolment is commonly considered to be one relevant factor that might easily push learners to drop out. Although gender plays much less of a role at the time of first enrolment, there is still a gap between the sexes in terms of school attendance at the upper grade levels, especially in secondary school.

Common Individual Domain factors to consider in Cambodia include:

- Overage at time of enrollment (overage for grade)
- Gender
- Presence of disability/frequent illness
- Economic/opportunity cost/employment
- Marriage/Parenthood
- High-risk peer group/social behavior
- Admiration of those who left
- Low achievement
- Retention/over-age for grade
- Poor attendance
- Low educational expectations

Family Domain Factors: Family domain factors refer to background characteristics of the family and measures of family engagement with the school and commitment to the idea of educating children (e.g., low contact with school, little importance placed on schooling). Family poverty is generally considered to be a direct cause of drop out for children. Such poverty links with opportunity costs and the need for children to help their parents earn income; when they forego such income in order to attend school, this creates a hidden cost that impacts the decision to dropout.

Family structure can also play a role in the decision to leave school. Usually, children who stay in families with disadvantageous family structures or fewer resources are more likely to leave school early, whereas those whose families generally exhibit good practices of involvement in their children's schooling are more likely to stay in school. Family structure and mobility can influence rates of dropout in several ways. For example, it is common that a student who lives under the same roof with his/her biological parents has a high schooling survival rate in comparison to those whose parents passed away, got divorced, or moved to work in other areas (Nicaise, Tonguthai & Fripont, 2000).

Common Family Domain factors to consider in Cambodia include:

- Poor/low socioeconomic status
- Ethnic/caste/language minority
- Low education level of parents
- Not living with both natural parents
- Parent unemployed
- Large number of siblings, esp. under 5 years of age
- Family disruption (e.g., divorce, death)

School-Community Domain: The school-community domain comprises structural factors that relate to a child's attendance of school (e.g., distance to school; lack of adequate facilities, etc.) as well as functional ones (e.g., low quality of teaching, lack of relevance of the curriculum, etc.). In terms of community factors, one has to consider certain descriptors of the area from which the school draws students (e.g., urban or rural; presence of conflict, emergency, or politically fragile state).

Common School-Community Domain factors to consider in Cambodia include:

- Large enrollment at school
- Distance too far/too few schools
- Lack of facilities (e.g., latrines) & materials
- Unsafe environment (e.g., gangs, corporal punishment)
- Low quality of teaching/high teacher absence
- Lack of relationship with adults in school
- Language of instruction not child's mother tongue
- lack of roads
- Lack of school infrastructure
- Little communication between school and community
- Little involvement of community and parents in the school activities

3.3 THE CHANGING DEMOGRAPHICS OF THE CITY AND MIGRATION

3.3.1 Overview of Migration in Phnom Penh

Calculations from the 2008 Census indicate that well over 80% of Phnom Penh's growth between census periods has been due to net in-migration. These trends have been accelerating in recent years so that the city now comprises 10% of the country's total population, compared to only about 5% in 1998 (MoP, 2012). About one-third of Phnom Penh's residents in 2008, (approximately 400,000 people) have been living in the city for five years or more. Census data generally shows that recent migrants to the city tend to come from younger age groups than was true in the past. They come to seek employment in the city's burgeoning garment, construction, and tourist industries. The following discussion seeks to clarify who exactly is migrating and why and how this might impact on changes in school enrolment rates, particularly in the four khans selected for intensive investigation in this study.

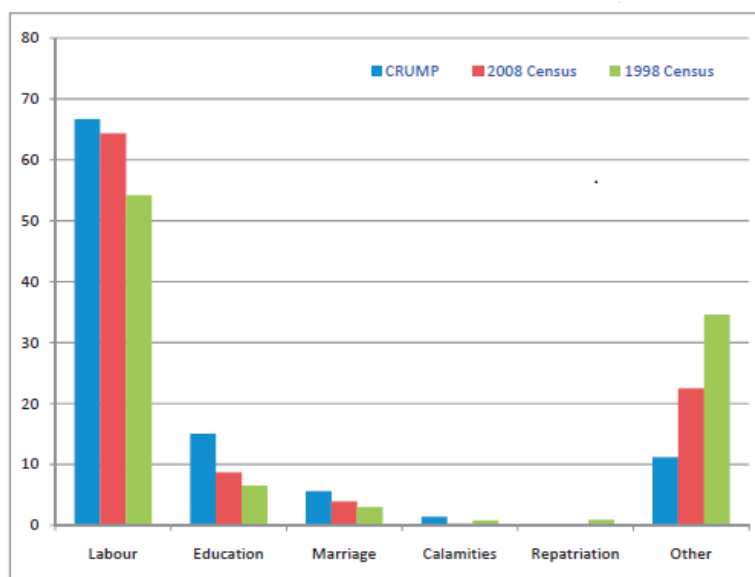
3.3.2 Factors Promoting Migration to Phnom Penh

Migration to Phnom Penh is thought to follow a basic 'gravity' model, meaning that migration rates are higher for nearby places of origin with larger populations (e.g., Kandal Province) rather than places further away with smaller populations (Vanderkamp, 1977). Still, given that migration to Phnom Penh accounts for about half of all the out-migration from provinces in Cambodia, it is also the case that in-migrants to Phnom Penh come from all corners of the country.

The city's migration patterns are accounted for by a combination of 'push' and 'pull' factors. *Push factors* are determinants of migration in the locality of origin that persuade someone to leave. These factors may include the lack of suitable employment, unhappiness with local social life or a natural disaster. Each of these factors may affect to varying degrees the decision to move from a rural to an urban destination. *Pull factors* are those that attract someone to a

place of destination. These may include employment and educational opportunities, which are common in urban areas. Figure 3.3 below compares the main reasons for migration to Phnom Penh over time, based on three major surveys (MoP, 1998; MoP, 2008; and MoP, 2012) of migratory patterns over a 15-year period. While the graphic shows that employment is still the leading reason explaining why people migrate, there has been a shift in recent years towards education and marriage, as increasingly prominent reasons for migration as well. These shifts indicate that the profile of the city's typical migrant is also changing to be younger (since educational opportunities are generally the domain of the young) and a bit more educated. On the other hand, miscellaneous reasons for migration (e.g., following a family member) appear to be declining over the same time period.

Figure 3.3: Changes in Reason for Migrating to Phnom Penh, according to 3 studies at Different Points in Time



CRUMP, 2012 (Ministry of Planning)

3.3.2 Profile of Phnom Penh's Migrants Today

As mentioned above, Phnom Penh's migrant population today tends to be much younger and a bit more educated than the earlier waves of migrants who have moved to the city (MoP, 2012). For example, the median age of a Phnom Penh resident in 2004 was 30.0 whereas the median age of the newly arriving migrant population is 28.0 (see Table 3.5). This is making the city much younger in its overall complexion. In addition, the household composition of migrants is generally quite different from the average long-term Phnom Penh resident in 2004. In general, migrant households today tend to be smaller than the average household in the city in 2004. In this respect, migrant households have on average 3.78 persons compared with the city mean of 4.69 in 2004. Indeed, it is estimated that more than 10% of recent migrants reside in single person households, that is, they come to the city completely on their own. And although slightly more migrants have 'no' education than was true of the typical resident in 2004, it is quite surprising to note that 26% of them come with some form of higher education compared to only 18.1% of the 2004 population. Today's migrant popula-

tion is, therefore, much more educated than in the past, which runs against commonly held images of Phnom Penh's migrant population.

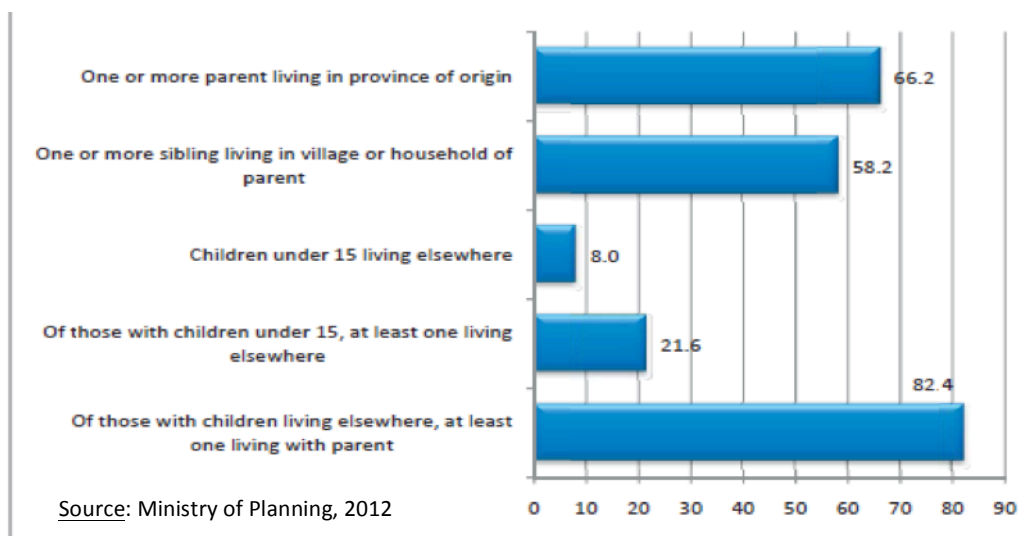
TABLE 3.5: Key Changes in Demographic Background of Recent Migrants

Demographic Factor	Phnom Penh Residents 2004	Recent Migrants
Mean Age	34.0	30.7
Median Age	30.0	28.0
Mean Household Size	4.69	3.78
Mean Number of Children	1.5	1.03
Percentage with No Children	49.0%	51.1%
Percentage with No Education	9.0%	9.2%
Percentage with Higher Education	18.1%	26.0%

Source: Ministry of Planning, 2012

Another key finding of recent surveys is that today's migrants are less likely to bring family members such as their children or siblings with them than in the past (Figure 3.4), keeping them with relatives in their places of origin (MoP, 2012). This is an important finding since it implies that the effects of migration on enrolment may be less odious than in the past when children more frequently accompanied their parents to the city when they were in search of work.

FIGURE 3.4: Migrants' Relatives and Their Location, 2012



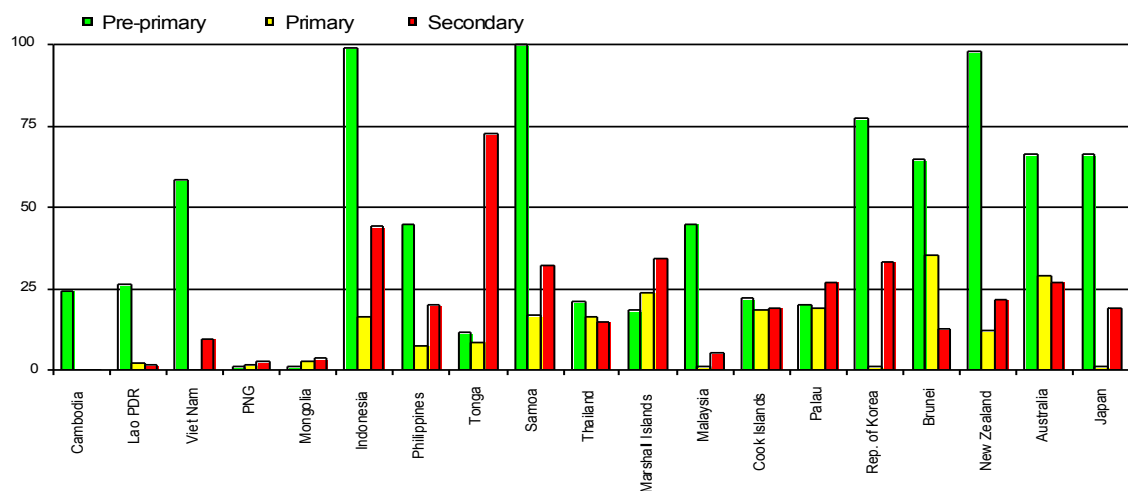
Although the data above clearly demonstrates that today's migrants come with no or fewer children and are better educated than in the past, it is important to keep in mind that there is still a sizable number who fit a more traditional profile of low education and large households that include one or more accompanied children. Such migrant families still do tend to be prone to taking their children out of school, which impacts on enrolment rates. This is particularly true of the new areas in Kandal Province that have recently been absorbed into the city. Indeed, primary data indicate that a significant proportion of the local population in these areas fit the traditional migrant profile and whose children are highly prone to erratic enrolment or dropout.

3.4 THE EMERGENCE OF PRIVATE EDUCATION AS AN ALTERNATIVE TO THE PUBLIC SCHOOLS

3.4.1 Private Education in the Asia and Pacific Region: Where Cambodia Stands

Historically, the role of private providers of educational services in Cambodia has generally been limited to specialized training courses (e.g., foreign languages, computer literacy, etc) with little involvement in the formal education sector. Private primary and secondary schools have in the past generally been the preserve of the expatriate community or the Cambodian elite and in some cases certain ethnic groups such as in the case of the occasional Chinese language school. As a result, most Cambodian educators (and a fairly large number of donors) still see the provision of formal education services as the primary role of the state (ADB-UNICEF, 2010). This state of affairs is reflected by the observation that Cambodia generally lags far behind most other countries in the East Asia and Pacific Region in terms of shared percentage of enrolment with the private sector. Indeed, with the exception of the pre-primary education sector, the private sector's share of enrolment in the primary education sector has been negligible in Cambodia so that the country ranks last among EAP countries in this respect (see Figure 3.5 below). This compares to rates that nearly approach 20% in Indonesia and Thailand and over 30% in Brunei.

FIGURE 3.5: Private School Enrolment as % of Total Enrolment in East Asia and Pacific (2007)



Source: EFA Global Monitoring Report 2008. UNESCO.; The State of the World's Children 2008. UNICEF; World Development Report 2008. The World Bank; Basic Statistics 2006- Developing Member Countries. Asian Development Bank.

The issue of educational service provision by the private sector is quite complex with a plethora of definitions regarding the term 'private' and the various kinds of private providers. Rose (2007) has developed a typology of private providers that takes in a wide range of players including NGOs, religious charities, for profit companies, etc. and the kinds of services that they can provide (see Table 3.6). Educational service provision from the private sector can range from support to government schools (e.g., operating subsidies such as school grants, investments in infrastructure, etc) to public-private partnerships (PPP) to the

establishment of independent scholastic institutions that are completely autonomous, among others. Until recently, cooperation with the private or non-state sector in Cambodia has been of the more traditional variety whereby subsidies to public education are provided by Non-state Actors (NSA) like NGOs but the state retains firm control of management. There have been few instances of experimentation in Cambodia in which the state has ceded some of its management authority to a private sector entity through some form of PPP and where this has occurred, it has been mainly through local initiatives rather than central government collaboration.⁷ Given the long-standing historical struggle of the Cambodian public education system to achieve consistently high standards of quality in its service provision, the failure to utilize the private sector in more dynamic ways is an area where the country needs to move forward, as have other countries in the EAP Region. A forum on PPP in the education sector sponsored by ADB and UNICEF has observed that:

With public resources consistently failing to meet the demands of access to quality basic education, the failure of States to leverage the existing resources of private sectors can be costly. To be sure, participation of private sector in education can raise different types of issues and challenges for the State, as they require shifts in the roles and responsibilities of the State vis-à-vis the private sector. However, effective partnerships can maximize potential rewards and minimize risks in the advancement of the right to education (ADB-UNICEF, 2010, p. 13)

TABLE 3.6: Summary of Types and Forms of Private (non-state) Provision (NSP) in Education

Types of Providers	Forms of non-state provision	Present in Cambodia	
		Yes	No
<ul style="list-style-type: none"> • Commercially-driven private entrepreneurs operating individual schools • Commercially-driven private school chains • NGOs • Faith-based organizations • Philanthropic associations • Spontaneous community-based organizations 	<i>NSP support for government service delivery (Traditional Cooperation with Private Sector)</i>		
	<ul style="list-style-type: none"> • Supply inputs to government schools (e.g. learning materials, school feeding) 	X	
	<ul style="list-style-type: none"> • Support to infrastructure development of government schools (e.g. school buildings) • Support to management of government-run schools • Regulation and quality control of associated services (e.g. inspection, teacher training and certification) 	X	X
	<i>NSP service delivery</i>		
	<ul style="list-style-type: none"> • Manage and run government schools • Establishment and operation of non-state schools • Private tuition to supplement government provision • Receiving state funds to provide schooling to specific groups of children 	X	X X X

Source: Rose, 2007

3.4.2 The Recent Proliferation of Private Education in Phnom Penh

In the PPP vacuum that has occurred in Cambodia, the private sector has recently moved vigorously without state collaboration to establish many independent private schools. This movement has been most visible in Phnom Penh, where an increasingly affluent middle class has created enough demand to apparently make such ventures economically viable. In this

⁷ One example where such experimentation has occurred has been a PPP pilot in a basic education school between KAPE and the Provincial Office of Education in Kampong Cham.

regard, the MOEYSPP reports that there are now 119 private primary schools operating in the city (see Table 3.7). This compares with 164 public schools in the city. Although these schools have been nominally registered with the MoEYS and are subject to nominal oversight by MOEYSPP, they appear to run very independently. In some khans, the number of private schools outnumbers the number of public schools. This is clearly the case in 7 Makara (four public schools versus 12 private schools) and Chamgar Morn (13 public versus 24 private). Anal although the city has reported that only 15% of total enrolment at primary level is comprised by the private schools, this figure jumps to 34% in places like Chamgar Morn Khan and 37% in 7 Makara Khan. These trends are clearly of great concern to local education authorities as will be discussed later. They also explain why the net enrolment rate in these khans has dropped so precipitously in recent years.

TABLE 3.7: Primary School Enrolment in the Public and Private Sector by Khan and Sex, 2012

Khan Name	Total Number of Schools (Grades 1-6)		State Schools		Private Schools		Total Enrolment (All Schools)		Percentage Breakdown (%) by Sector			
	State	Private	Total	Fem	Total	Fem	Total	Fem	State (Total)	State (Fem)	Private (Total)	Private (Fem)
7 Makara	4	12	4,756	2,252	2,750	1,317	7,506	3,569	63%	63%	37%	37%
Chamgar Morn	13	24	10,558	5,105	5,489	2,676	16,047	7,781	66%	66%	34%	34%
Dangkor	25	0	9,212	4,224	0	0	9,212	4,224	100%	100%	0%	0%
Daun Penh	8	4	11,986	5,638	796	394	12,782	6,032	94%	93%	6%	7%
Meanchey	29	14	28,678	13,756	3,990	2,267	32,668	16,023	88%	86%	12%	14%
Por Senchey	36	16	22,748	10,931	3,546	1,718	26,294	12,649	87%	86%	13%	14%
Russey Keo	24	9	17,787	8,488	1,142	551	18,929	9,039	94%	94%	6%	6%
Sen Sok	17	11	12,360	5,671	1,221	640	13,581	6,311	91%	90%	9%	10%
Tuol Kauk	8	29	15,035	7,186	5,077	2,445	20,112	9,631	75%	75%	25%	25%
Whole Province	164	119	133,120	63,251	24,011	12,008	157,131	75,259	85%	84%	15%	16%

Source: MOEYSPP, 2012

The rapid proliferation of private primary schools in Phnom Penh has been quite staggering. For the first time in Cambodia's history, there is now an alternative to the public schools not only for the country's elite but also for many middle class families. Given the fixed attitudes among many educators about the primacy of the state as the provider of educational services, there is now an acute sense of 'cognitive dissonance' between the new educational reality in the city and traditional approaches to providing education to Cambodian children. The emergence of a viable alternative to public education has raised many questions about the quality of private schools with many key informants claiming that public schools offer higher 'quality' education. Nevertheless, the decision of so many families to move their children to the private sector suggests an impatience with the public schools that at some point must be addressed. From a societal perspective, it also raises concerns about the emergence of a tiered educational system in which those who can send their children to private schools while those that can't stay in the public schools. Such trends will exacerbate already sharp class differences in Cambodian society.

4. KEY FINDINGS

4.1 KEY FACTORS ASSOCIATED WITH FLUCTUATIONS IN PARTICIPATION RATE

A review of data provided by the Municipal Office of Education and primary data in the form of discussions with a wide range of stakeholders confirmed that two factors originally proposed by the study do indeed play a major role in declining enrolment trends in the city. These factors include **migration** and the rapid emergence of **private schools**. Of the four khans studied most intensively, private alternatives to the public schools appear to affect 7 Makara and Chamgar Morn most heavily while fluctuations in NER in Sen Sok appear most strongly linked with migration issues. On the other hand, Meanchey seems to be affected by both migration issues as well as a large number of private schools.

In terms of migration, the study found that there is a statistically significant relationship between a child's intent to complete primary education and one's migratory status. In this respect, questionnaires completed by students in the five schools studied indicated that children who did not think that they would complete primary education or who were unsure about doing so tended to come from migrant families ($r=0.25$, $p=.05$). This finding helps to empirically validate the conventional wisdom linking migration issues and educational participation rates.

Discussions with education officials at khan level that identified private schools as a potent factor reducing enrolment in the public schools were further confirmed by other stake-

holders such as students and parents. For example, 27% of the students completing questionnaires for the study indicated that they had themselves once studied at a private primary school while 36% indicated that they knew friends studying at private schools. Although 51% of students indicated that private and public schools have about the same level of quality, another 30% indicated that they actually had better quality.

TABLE 4.1: Khan Profiles (7 Makara & Chamgar Morn)

7 MAKARA: This khan is the most central district in the city. It has eight sangkhats of which only two have any primary schools. The khan has only four primary schools in total; as a result, many of the children in the other 6 sangkhats either go to private schools or attend public schools in the next district over (e.g., Daun Penh). The khan has been deeply impacted by the proliferation of private schools and has so far lost nearly half of its students to the private sector. For every public school in the khan, there are now 3 private schools competing for students. Enrolment in one public school had reportedly dropped by nearly 75% since 2000 though it appears to have stabilized in recent years for now.

CHAMGAR MORN: Like 7 Makara, Chamgar Morn is a wealthy khan whose public schools have also lost a large share of their students to private schools; about a third of the children in the khan now attend private schools. Private primary schools outnumber public schools by a margin of 2 to 1. One benefit of the migration to the private schools, however, is that the khan no longer has any schools with triple shifts. The khan reported that it is difficult to track student numbers because many households rent out their houses to outsiders and then move to a different area, though their children are still registered in the khan. Like its neighbors, the khan is deeply worried about the continuing loss of middle-income students to the private sector, leaving poorer residents to use the public schools.

In addition to private schools and migration, the investigation also identified additional factors accounting for the fluctuations in city enrolment levels. This included the recent **administrative re-organization** of the city that incorporated many rural areas with very poor populations from Kandal Province into the city limits. It is likely not a coincidence that the city's NER plummeted from 93.2% to 87.8% in the year that this administrative re-organization occurred.

Anomalies in the way that data is compiled and reported may also account for some of the wild fluctuations in reported NER levels, in which a khan's enrolment can change by 20 percentage points in a single year. Some khans appear to include private school enrolment when reporting enrolment numbers to the MOEYSPP leading to much higher figures for educational participation, whereas only public school enrolment is reported to the Planning Department leading to much lower figures reported by MoEYS.

Finally, another factor accounting for declining enrolment in some public schools that was not anticipated relates to the **ethnicity of the children** attending. In one case, school officials noted the antipathy between certain ethnic groups, mainly the Khmer and Vietnamese communities, as a major factor in enrolment fluctuations. One of the public schools visited seemed to be a majority Viet-

TABLE 4.2: Khan Profiles (Meanchey & Sen Sok)

MEANCHHEY: Enrolment in Meanchey has recently recovered from a major decline in 2009 (NER increased from 83.5% to 98.6% during the period) but it is not clear whether this is due to improved enrolment in state schools or data reporting that includes private school enrolment. The khan's population is quite diverse with a large Vietnamese and Cham community as well as a large number of migrants. The Vietnamese community in particular lives in its own enclaves and tends to dominate some state schools, causing Khmer families to move their children elsewhere. Schools shared with the Cham community appear to evidence more integration. The district was formerly well-known as a *cause célèbre* due to the garbage pickers at the dump in Steung Meanchey. However, the dump has now moved to a new location and increasing land values are causing an exodus of poorer families to outlying sangkhats like Veal Sbow. Meanchey recently received 4 new communes from Kandal, whose schools appear to be much less disciplined than the city schools. Trying to integrate these schools into the stricter administrative culture of the older sangkhats is a major challenge for the Khan's Education's Office.

SEN SOK: This is a new khan that was created in 2008. Three of the sangkhats in the district were taken from Russey Keo Khan while another three came from very rural areas in Kandal Province. Local officials attributed most of the enrolment issues in the khan to the very underdeveloped and rural nature of the three new khans from Kandal. A visit to several schools in these sangkhats revealed that many residents are frequently engaged in seasonal employment such as fishing and sugar cane production. School officials indicated that about 15% of the school age population is affected by these issues. Interestingly, a large number of these migrant families are not in-migrants but rather semi-permanent residents who seek seasonal employment in other areas and then return. Fish-raising appears to be displacing rice cultivation in these areas with many families selling their rice paddies to fish farms. To be sure, there are still many in-migrants from Pursat, Prey Veng, Svay Rieng, and Kampong Cham. The local population in Sen Sok is highly mobile and closely follows the establishment and closure of local factories. Recently, a large factory burned down displacing about 1,000 workers and their children, resulting in a serious drop in enrolment at the local school. Floods and poor road infrastructure were cited as reasons for much of the low enrolment in 2009. Recent investments in road infrastructure and sewers have reportedly helped to stabilize enrolment, which explains why NER has recovered from 72% in 2009 to 92% in 2012.

namese school, which teachers said had led to declining enrolment with many Khmer families withdrawing their children to study elsewhere. Children at the school generally spoke Vietnamese in the playground and appear to be learning Khmer as a second language. Many of these Vietnamese families are migrant workers and usually return to Vietnam for the Tet Festival in January-February of each year but then return afterwards. Such ethnic problems in Phnom Penh are well-known but appear to be limited to a few geographical areas within the city. On the other hand, schools with large Cham populations appear to be much more integrated with strong communication reported between mosque elders and the school.

4.2 FACTORS RELATED TO STUDENTS' INTENT TO CONTINUE SCHOOLING

4.2.1 General Characteristics and Attitudes of the Student Sample

Although students could not be randomly selected for purposes of this study, they were chosen systematically from among the upper primary grades to control for as many sources of bias as possible. The schools chosen for participation in the study exemplified the specific problems of enrolment in each of the khans studied, as explained by local education officials. Thus, schools chosen in 7 Makara and Chamgar Morn tended to be those struggling with competition with the private sector while schools in Sen Sok and Meanchey were selected from among the more underdeveloped rural areas incorporated from Kandal Province.

Students in the sample were selected from among Grade 5 and 6 children and ranged in age from 11 to 17 years old; however, the mean age was found to be 12.6 years. The actual sample contained a nearly equal number of boys and girls and a range of children from different socio-economic backgrounds (see Table 4.3). In this respect, between 45% to 63% of the sample came from lower SES backgrounds where parents were employed as workers or farmers. About 30-40% of the sample comprised children from higher SES backgrounds. In addition, between 5-8% of children reported that their families exemplified some kind of migratory behavior while 16% reported that their parents were not literate. Thus, children from a wide range of different backgrounds participated in data collection activities in the schools visited.

TABLE 4.3: Selected Variables Linked to Enrolment/Dropout and the Relationship with the Intent to Study (Student Sample of Grade 5 and 6 Students)

Selected Variables to Which Students Responded	Description	Value	Statistically Significant Relationship with Intent to Study
Intent to Study	• Students not sure if they will finish primary school:	11%	--
	• Students who dropped out but re-enrolled	10%	No
Male-Female Composition	• Girls: • Boys:	50.4% 49.6%	No
Age	• Mean Age of Students	12.6	No
Socio-economic Status	• Students whose fathers are either Workers or Farmers:	45%	No
	• Students whose mothers are either Workers or Farmers:	63%	
Migratory Status	• Family moves at least once each year	5.4%	Yes: $r=0.25$, $p=.05$

Selected Variables to Which Students Responded	Description	Value	Statistically Significant Relationship with Intent to Study
	• Family moves every couple of years	8.0%	
Parental Literacy Rate	• Students indicating that their parents are not literate: • Students not knowing if their parents are literate or not:	16% 9%	No
Distance	• Living >1 km from school: • Living 1-3 km from school • Living more than 3 km from school:	69% 25% 6%	No
Khan of Residence and School	• Students attending a school that is different from the khan where they live.	24%	No
Traffic Conditions	• Students reporting traffic conditions make school attendance difficult:	66%	Yes: $r=0.19$, $p=.05$
Student Perceptions of School Quality	• Students <u>very</u> satisfied with the quality of their school: • Students satisfied with some things but not with others • Not satisfied at all	80% 18% 1%	Yes; $r=0.23$, $p=.05$

N=113

4.2.2 Significant Relationships Established between Intent to Study and Key Situational Variables

The key variable examined by the study refers to a child's 'intent' to study, that is their belief and motivation to stay enrolled until they finish their primary education. About 11% of the sample reported that they were unsure whether they would stay enrolled or not. Another 10% reported that they had once dropped out of school but had since re-enrolled. Such children were defined as those with 'low intent.'

After identifying children with *low intent* to complete primary education, the researchers sought to determine if there was any relationship with a number of situational variables commonly thought to predict erratic educational participation rates or dropout (see Annex 1). Surprisingly, no significant relationships were found with age, sex, parental literacy status, distance or socio-economic status. However, statistically significant relationships were established between low intent to study and three other factors including migratory status ($r=0.25$), difficult traffic conditions ($r=0.19$), and low perceptions of educational quality ($r=0.23$). All relationships were statistically significant at $p=.05$.

The relationship between 'intent to study' and 'difficult traffic conditions' was an unexpected finding that suggests a need for greater attention to this issue. Student responding patterns about their satisfaction with the educational quality at their school are likely affected by bias whereby many students (80%) provided the socially desirable response that they were 'very satisfied' with things at their school. Nevertheless, it is surprising to note that nearly 20% felt only partly satisfied or not at all satisfied with the educational quality at their school and that such attitudes are significantly linked to lower motivation to attend school. This finding provides empirical support for the conventional wisdom that student perceptions of low educational quality will weaken motivation to attend school.

All of the above findings could establish a strong empirical basis to formulate interventions to address factors that predict poor school attendance and dropout. Such interventions would target migrant children in the more rural areas of the city and address stakeholder perceptions of educational quality and relevance as well as traffic conditions in urban schools.

4.2.3 Attending School: Who Decides?

One of the interesting questions fielded during the present survey sought to determine who the key decision-maker is when it comes to attending school. Students were given several options when answering this question such as when the decision is solely that of their parents, when the decision is made primarily by the student, or when the decision is made by both the student and the parents together. A majority of students (50.4%) responded that their parents are the primary decision-maker while a minority of 13.3% responded that they are the main decision-maker (see Table 4.4). About a third of students indicated that they make the decision collaboratively together with their parents. Surprisingly, no significant relationships were found between this pattern of decision-making and a child's age, sex, or intent to continue studying. However, a significant inverse relationship of $r = -0.16$, $p = .10$ was found with a child's migratory status, indicating that if a child comes from a migrant family, the parents are more likely to be making the decision about attending school than would be the case with a child from a non-migrant family. Thus, even if a child from such a family wanted to continue to study, the decision appears to be mainly that of the parents.

TABLE 4.4: Key Decision-maker for Enrolment

Question	My parents do	I do	My parents and I decide together
<i>Who makes the final decision whether you should attend school or not?</i>	50.4%	13.3%	36.3%

N=113

4.3 OBSTACLES TO ENROLMENT CITED BY STAKEHOLDERS

4.3.1 Perceptions of the Extent of the Enrolment Problem

Another key area of inquiry in this investigation related to the identification of important factors that impede educational participation in the public school system as perceived by stakeholders. Stakeholders varied greatly in their viewpoints on this matter with several officials indicating that there were no enrolment issues in the city while others insisted that there were. Primary data collection activities at school level, therefore, sought to determine the viewpoint of stakeholders on this matter in their particular localities. Stakeholders were queried about the extent of the problem and key obstacles to enrolment. Researchers collected information from school directors, teachers, parents, and students themselves.

A majority of the teachers submitting questionnaires indicated that low enrolment was a major problem at their school (51.4%) while only a small number (2.7%) expressed the view that there was no problem at all (see Table 4.5). On the other hand, fewer teachers expressed the view that dropout was a major problem (8.3%) with most saying that it was at most a medium-sized (30.6%) to small (33.3%) problem. Indeed, nearly a third of teachers felt that dropout was no problem at all.

There was a statistically significant relationship between a teacher's locality (rural-urban) and their views on the extent of the enrolment problem in their school. Teachers residing in recently integrated rural sangkhats were more likely to indicate that enrolment was a major problem ($r=0.29$, $p=.05$) while an even stronger relationship held true for rural residence and the assessment that dropout was a major problem in their community ($r=0.31$, $p=.05$).

In terms of the direction of actual enrolment at the five schools visited, official statistics received from school directors indicated that enrolment had registered a decline from the previous year in four out of five cases. Teachers' perceptions of the enrolment at their school, however, indicated that only about a quarter perceived enrolment at their school to be decreasing while most felt that it had remained about the same (54.1%).

TABLE 4.5: Teacher Assessments of the Extent of Enrolment Problems at Their Schools

Question	A big problem	A medium-sized problem	A minor problem	No problem at all
<i>How big a problem is low enrolment at your school?</i>	51.4%	10.8%	35.1%	2.7%
<i>How big a problem is low enrolment at your school?</i>	8.3%	30.6%	33.3%	27.8%
	Better than before	About the same as before	Worse than before	
<i>How would you describe enrolment at your school now?</i>	21.6%	54.1%	24.3%	--

N=37

Focus group discussions with parents generally echoed teacher perceptions of educational participation with many parents in the more urbanized areas indicating that par-

ticipation was not such a big problem for the majority of children living there while those parents in more rural areas felt that it was a major problem. However, parents tended to differ with teachers on their views about general enrolment when children first register and dropout. In this regard, a large number of parents felt that dropout was the bigger problem whereas most teachers expressed the view that dropout is a medium-sized to small problem with a significant number feeling that it was no problem.

4.3.2 Stakeholder Perceptions of the Key Factors that Undermine Enrolment

Stakeholders were asked to prioritize the factors that play the greatest role in undermining school participation rates. Responses from teachers and students are summarized in Tables 4.6, 4.7, and 4.8 below. Tabulated responses indicated that there is some divergence in how teachers and parents/children see things. The most important factor undermining school enrolment cited by teachers was that ‘parents don’t value education,’ cited by 51.3% of those responding. About 28% of teachers cited the ‘walking distance’ between home and school as the biggest factor with other responses garnering a smaller number of teachers. Second and third order priorities cited by teachers included the belief that ‘children do not value education’ (28.2%) and that it is ‘too dangerous to walk’ (38.5%).

TABLE 4.6: Teacher Assessments of the Leading Cause for Low Enrolment/Dropout

Factor	Cause Cited by Teacher as the:		
	Highest Priority	Second Highest Priority	Third Highest Priority
1. Parents don’t value education	51.3%	7.7%	5.1%
2. Children don’t value of education	5.1%	28.2%	2.6%
3. Children go with their parents to work	10.3%	5.1%	2.6%
4. Children decide that it is better to quit school and find a job	0%	2.6%	12.8%
5. Children are moving to the private schools	0%	10.3%	10.3%
6. Families don’t have enough money to pay for education	0%	10.3%	0%
7. Family migration	0%	0%	0%
8. School is too far away	0%	5.1%	12.8%
9. It is too dangerous to walk	28.2%	15.4%	38.5%
10. Children are going to schools in other khans	0%	0	0%
11. The curriculum is not relevant to finding a job in life	0%	10.3%	7.7%
12. The quality of education is too low	0%	2.6%	5.1%
13. School timetable does not accommodate working children	0%	0%	0%
14. Other:	2.6%	0%	0%
Total	97.50%	97.60%	97.50%
Missing	2.5%	2.4%	2.5%

N=37

Interestingly, few teachers seemed to consider the ‘cost’ factor as a key determinant of low enrolment, which appears to be of the most concern for students and parents. Indeed, focus group discussions with parents indicated that *the need to work at home, seasonal migration, taking care of siblings, and general poverty* were among the main reasons responsible for low educational participation rates, particularly among those coming from more rural communities. At the same time, teachers did not mention the lack of teachers as a key problem undermining attendance especially in rural areas. The lack of teachers in rural schools often results in abbreviated study times in classroom as teachers strain under the need to do double preparation for their classes. In contrast, most

school managers in the rural schools cited this as their main concern.

The factor cited by students with the greatest frequency as affecting their attendance of school was 'distance,' cited by 36.3% of students as their leading problem. This was an unexpected finding given that 69% of students reported living 1 km or less from school. Economic issues were the second highest priority cited by students themselves with 25.7% of students selecting the response, 'it is too expensive' as their biggest problem (see Table 4.7). This response refers to the *direct costs* of education (e.g., uniforms, stationery, tutoring fees, etc). Another 15% indicated that they needed to 'do chores at home' and an additional 10% said that they needed to 'earn money for their families,' both of which are *opportunity costs*. Collectively, then, about 50% of students cited economic factors (both direct and opportunity costs) as key obstacles to their attendance of school. These responding patterns are in stark contrast to teachers who felt by an equally large margin (about 50%) that the main reason for low enrolment was that parents did not value education; in contrast, only 3.5% of students selected this reason.

TABLE 4.7: Student Assessment of Their Biggest Problem in Attending School

Factor	Obstacle Cited as the Highest Priority
1. It is too far to go	36.3%
2. It is too expensive	25.7%
3. I have too many chores to do at home	15.0%
4. I need to earn money for my family	9.7%
5. I am too old to be in school anymore	2.7%
6. My family moves around from place to place	3.5%
7. My parents do not think my education is important	3.5%
8. The quality of my teachers/school is so low	0.9%
9. What I learn at school does not really help me in my daily life.	2.7%
10. Other	0%
Total	100.00%

N=113

In order to control for possible bias in responding that may occur when students are talking about themselves, the student questionnaire also included a back-up question that asked what the main reason any friends might have for not attending school (see Table 4.8). Once again, economic reasons predominated as the primary reason for not attending school. In this case, about 72% of children responded that the main reason for low school participation was economic in nature with 56.6% indicating that their families were too poor, 15% indicating that they needed to earn income for their families, and about 1% saying that they needed to take care of siblings at home.

TABLE 4.8: Reasons Cited by Students about Why Friends Do Not Attend School

Question: If you have any friends who do not attend school, can you tell me why?	Reason Given	Value
N=113	Family is very poor	56.6%
	Don't know	21.2%
	Need to earn money for their family	15.0%
	They are too old	1.8%
	They have no money to pay to the teacher	1.8%
	They need to take care of their siblings	0.9%
	They move around a lot	0.9%
	They are sick a lot	0.9%
	Teachers are not interested in students	0.9%
	Total	100%

The findings related above demonstrate that teachers as a group and parents/students have very different views about the dynamics underlying school participation and attendance in their localities. This divergence in views suggests that specialized interventions may be needed to promote better understanding of each other's viewpoints regarding educational participation.

4.4 CHARACTERISTICS OF CHILDREN WITH LOW EDUCATIONAL PARTICIPATION RATES

One of the objectives of this study was to develop a profile of the kinds of children who are less likely to attend or complete primary school. The answer to this question seems to depend on a range of variable situational factors such as sex, grade level, location, among others. This question was considered from different angles including the macro-level data provided by MOEYSPP and primary data collected from stakeholders.

Not surprisingly, focus group discussion with parents indicated that those most affected by school attendance problems are members of poor families and in particular migrant families that are engaged in seasonal work such as sugar cane, potato cultivation, fishing, etc. Few parents seemed to think that there were any differences between boys and girls in terms of school attendance. This view was echoed by teachers who did not select 'sex' as a risk factor in any school (see Table 4.9). Teachers and parents were also highly convergent in their selection of migrant children as a very high-risk group, with 61.8% of teachers choosing this group. This was followed by older children (17.6%) and ethnic minority children, mainly Vietnamese and Cham (14.7%).

TABLE 4.9: Teacher Perceptions of the Children Most at Risk in Terms of Enrolment

Question	Girls	Boys	Older Children	Younger Children	Ethnic Groups	Migrant Groups
<i>Which of the following groups in the local community are most likely to be affected by low enrolment or dropout at your school?</i>	0%	0%	17.6%	5.9%	14.7%	61.8%

N=34

TABLE 4.10: Teacher Perceptions of the Number of Migrant Children in their Community and Likelihood to Enroll Each Year

Question	Yes, a lot	Yes, some	No, not all	--
<i>Are there any migrant children in the local community?</i>	2.6%	97.4%	0%	
	Most of them	About half of them	Few of them	Don't Know
<i>If you answered, 'yes' to the question above, about how many of these migrant children enroll each year?</i>	0%	43.6%	51.3%	5.1%

N=39

It was very difficult to determine the extent to which migrant children comprised a significant proportion of the enrolment in the schools visited. Estimates about the number of children out of school ranged from 5% in the central urban schools to about 30% in

the outlying more rural schools. Most directors felt that the majority of these children were members of migrant families. Whether the proportion was big or small, nearly all teachers in all the khans visited believed that there were at least ‘some’ migrant children in the communities served by their school (see Table 4.10). Of even more concern, about half of the teachers participating in the survey (51.3%) believed that few of them enroll in school each year.

In terms of ethnicity, primary data suggested that children from ethnic minority groups in the city are also at risk. This refers to children who are either Vietnamese or Cham. Information provided by stakeholders suggest that children from Vietnamese families are highly mobile and are learning Khmer as a second language. Cham children sometimes attend their own Koranic schools (as opposed to the state schools) and may have certain cultural beliefs that may interfere with regular attendance. These include the observance of Ramadan, discomfort with a state curriculum that requires students to learn about Buddhism, and strong gender roles for boys and girls.

A review of more macro-level data received from the MOEYSPP suggests that sex may yet be an important risk factor, depending on the age/grade of the child and the location. Some khans appear to have much steeper drop out rates for certain sexes than others and these rates spike at certain grades. For example, boys in Russey Keo registered a 16% dropout rate at Grade 2 in 2010/11.

Table 4.11: A Synthesis of Risk Factors Predicting Erratic Enrolment by Location

Risk Factors	Location				
	7 Makara	Chamgar Morn	Mean Chey	Sen Sok	Russey Keo
Boy		x		x	x
Girl	x		x		
Grade 2		x		x	x
Grade 3	x				
Grade 5			x		
Grade 6	x			x	x
Migrant Status	x	x	x	x	x
Ethnic Minority			x	x	x
<i>Profile of a High Risk Child</i>	<i>A migrant girl in Grades 3 or 6</i>	<i>A migrant boy in Grades 2</i>	<i>A migrant girl in Grade 5 who is Cham or Vietnamese</i>	<i>A migrant boy in Grade 2 or 6 who is Cham</i>	<i>A migrant boy in Grades 2 or 6 who is Cham</i>

A synthesis of the risk factors predicting low educational participation that were discussed above has been summarized in Table 4.11. This model is based on historical trends in enrolment across the city and feedback from stakeholders in primary data collection locations that identified migratory status and ethnicity as additional risk factors. The risk factor that appears to cut across all locations is the migratory status of the child’s family. Grade level has been identified as a factor based on dropout spikes discussed in Table 3.3. A fifth khan, Russey Keo, has been added to the model because of the very high dropout rates recorded there, which are indeed the highest in the city.

4.5 PERCEPTIONS OF THE PRIVATE EDUCATION SECTOR AND ITS ROLE IN DECLINING PARTICIPATION RATES

4.5.1 Declining Enrolment and Competition with the Private Sector

Findings from the present survey confirmed that the primary reason for declining enrolment in the inner city public schools (e.g., 7 Makara and Chamgar Morn) appears to be due to the emergence of a vibrant private sector that is drawing a significant proportion of the city's public school enrolment. As noted earlier, about a third of the primary

TABLE 4.12: Source and Background of Private School Students According to Private School Respondents

<i>Where do the majority of your students come from?</i>	Value
Mostly state schools	56%
Mostly other private schools	33%
Other	11%
Total	100%
<i>How would you describe the socio-economic background of your students?</i>	
Mostly wealthy	11%
Mostly middle class & some wealthy students	11%
Mostly middle class	67%
Mostly poor	0%
A mix of all social classes	11%
Difficult to say	0%
Total	100%

N=9

school students in Chamgar Morn now study in private schools and nearly 40% of the ones in 7 Makara do. These are the two khans that appear to be most severely impacted by the growing competition with the private sector. A small survey of private schools in 7 Makara, Chamgar Morn, and Meanchey found that more than half draw their students mainly from the public schools (see Table 4.12). The average enrolment of these schools was 494 students with enrolment figures ranging from 100 to more than a thousand. In addition, more than half of the private schools surveyed indicated that their enrolments were increasing every year, suggesting that the public schools in these areas can expect to see a continuing drain of students from their classrooms.

In terms of the demographic composition of the surveyed private schools, 78% reported that the majority of the students studying there are primarily from the middle class (see Table 4.12). To be sure, there are also a large number of private schools, mainly run by NGOs, which cater primarily to the poorer classes; however, anecdotal evidence suggests that these schools tend to be rather small. Notable exceptions include the large private schools run by PSE and Don Bosco, which target vulnerable children. Because the MOEYSS data on private schools in the city does not disaggregate schools by profit or non-profit status, it is difficult to say with certainty how many NGO-run private schools for poor children there are and to what degree these focus on vulnerable populations.

The above notwithstanding, the perception of many of the public school officials interviewed is that the majority of their lost students have gone to private schools with profit status. As mentioned in the Khan Profile for 7 Makara (see Table 4.1), one of the public schools surveyed as part of this study reported having lost 75% of its enrolment since 2000, though enrolment had since stabilized in recent years. Nevertheless, the number of teachers at the school has remained constant at 44 for a total enrolment of 497 lead

ing to a PTR of about 11 to 1. While it is perhaps very beneficial to educational quality to have one teacher per 11 students, one wonders how economically viable such a school might be. And indeed, many teachers were fearful of being transferred to the city outskirts where teacher shortages were severe, particularly in the new sangkhats received from Kandal Province.

When the public school teacher sample was asked what effect private schools were having on their own school, about 27% of those responding indicated that they were having a 'bad' effect while 62% reported that they were having 'no effect at all' (see Table 4.13). Bear in mind that several of the schools in this sample were in Sen Sok where there were no private schools in the vicinity. Once again, the teachers most worried about the impact of the private schools on their own schools were located in the inner city khans. From the perspective of private school directors, there was considerable frankness that private schools played a large to medium role in declining public school enrolment. In this respect, 67% felt that private schools play a 'big' role while another 27% indicated that they played a medium-sized role (see Table 4.13).

The issue of declining economic viability of the public schools with diminishing enrolment was a point of candid discussion with khan education officials. Investigators asked whether a case might ever arise where it would be necessary to close a public school due to having too few students (and too many teachers). Most officials indicated that the political consequences would be so great that they could not imagine the government ever closing a public school, especially since such a closure would most severely impact the city's poor population who cannot afford the private schools. To date, the city has not closed any of its public schools due to diminishing enrolment. Nevertheless, many khan education officials appear fearful of the continuing loss of students to private schools and feel powerless to reverse these trends.

4.5.2 Differences in Educational Quality between Public and Private Sector

Discussions with stakeholders about educational quality differences between the state and private sectors revealed a wide range of views and numerous clarifications about the meaning of the term 'quality.' When asked a general question about whether private schools had higher quality (self-defined) than public schools, most stakeholders tended to gravitate to the answer that there is 'no difference' between the two sectors. In this respect, 68% of public school teachers offered this response, as did 51% of students in upper primary grades in the surveyed schools. Even 44% of school directors in private

TABLE 4.13: Perceived Role of Private Sector in Declining Enrolment Level in Public Schools

(Private School Director Responses) N=9	
<i>How big a role do you think the private schools play in declining enrolment in public schools?</i>	Value
Big role	67%
Medium role	22%
Small role	11%
No role at all	0%
Don't know	0%
Total	100%
(Public School Teacher Responses) N=37	
<i>What effect are the private schools having on your school?</i>	
A good effect	11%
No effect at all	62%
A bad effect	27%
Total	100%

schools expressed this view (see Table 4.14). Only about a quarter of public school teachers and a third of students felt that education in the private sector was better. Very few, however, expressed the belief that public schools have higher quality. When considering that nearly all private schools rely primarily on teachers trained in the state-run Teacher Training College system and use the state curriculum (with some additional subjects such as IT and English), it is not surprising that many gave this response (see Table 4.15).

To be sure, focus group discussions with parents suggested an outlier view from other stakeholders, with the vast majority of those participating in these discussions expressing the view that private schools were much better than the public schools. Although few parents offered an opinion about whether this was a positive or negative development, a small number of parents thought that it was good to have an alternative to the public schools when children are not learning.

TABLE 4.14: Perceptions of Educational Quality in Public & Private Schools

<i>How would you describe the difference in quality between public & private schools?</i>	Private School Directors N=9	Public School Teachers N=37	Children in Public Schools N=113
Private schools have higher quality	56%	26%	30%
There is no difference in quality	44%	68%	51%
Public Schools have higher quality	0%	5%	15%
It is hard to generalize/Don't know	0%	0%	4%
Total	100%	99%	100%

Follow-up focus group discussions and interviews with stakeholders, however, revealed a much more complex picture about educational quality. As in the case of parental FGDs, most stakeholders agreed that while the teaching methods in the classroom are probably about the same in private and public schools, *private schools generally offered higher security, more reliable teaching hours, frequent communication with parents, motivated teachers, better discipline, more equipment, and more comfortable surroundings for students* (e.g., air conditioning). In this sense, the 'quality' of education in the private sector was seen as infinitely better than what was offered in the public schools.

The superior learning conditions in the private schools described by stakeholders are made possible by a regulatory framework that ensures competent and flexible management of school fees received from students. An examination of how private schools spend their operating budget is revealing in this regard. On average, private schools reported that they spend about 46% of their operating budget, derived mainly from student fees, on salaries (see Table 4.15). The average teacher salary in the private schools ranged from \$90/month to over \$400/month with the average teacher salary coming out to about \$211/month. The remaining 54% of the operating budget is spent on investment in the school and maintenance. In contrast, the teacher fees paid by students in the public school system revert entirely to the teachers, with little or nothing going back into the school. The operating budget received from the state is seen as too little to make

the kinds of investments that are possible in the private sector, to say nothing of the irregularity of the arrival of funds and the lack of flexibility in how these funds can be spent. These differences in the regulatory framework governing the use of resources give the private schools a superior advantage over the public schools that is difficult to overcome.

TABLE 4.15: Teacher Recruitment, Curriculum, Operating Budgets, and Teacher Salaries in Private Schools

<i>Where do you recruit your teachers from?</i>	Value
From public schools	100%
From both public and private sector	0%
Mostly from the private sector	0%
Other	0%
Total	100%
<i>What curriculum do you use to teach your students?</i>	
We use state curriculum only	22%
We use a combination of state curriculum and other topics	78%
We have our own curriculum	0%
Total	100%
<i>What percentage of operating budget is for salary?</i>	46%
<i>What is average teacher salary?</i>	\$211

N=9

4.5.3 Communication with Parents in the Public and Private Sector

One of the most commonly heard points of praise for the private schools related by stakeholders at all levels concerns the frequent communication between teachers and parents. Stakeholders at all levels repeated that when ever a student is absent, the teacher at the private school calls the parent to confirm the absence just in case there was an accident or that the student may have skipped school. This behavioral norm seems to be supported by a culture of *teacher accountability, higher teacher motivation due to higher salaries, and funding support for telephone costs*. These conditions are often absent in the public schools.

In general, the survey found that communication between parents/community and teachers was strongest in the inner city khans but much weaker in the rural areas. The study found a significant relationship between more urban demographic settings and the frequency of cooperation with parents/communities ($r=0.35$, $p=.05$). That is, teachers in more urban settings are more likely to report frequent communication with parents and community. Overall, nearly 60% of teachers said that they cooperated frequently with parents/community but these respondents were concentrated mainly in more developed urban areas, as noted above. About 40% of respondents indicated that they cooperated infrequently or that they did not know the level of cooperation between their school and the community (see Table 4.16). Although communication with parents and community in the more developed urban schools appears to be stronger than in the outlying rural districts, at least according to teachers, the cooperation that exists in the private schools is apparently stronger.

TABLE 4.16: Cooperation between the Public Schools and Local Communities

<i>Does your school ever cooperate or receive assistance from the local community in your area</i>	Value
Yes, we cooperate frequently	59.0%
Yes, we cooperate sometimes	25.6%
I don't know	15.4%
Total	100.00%

N=37

4.5.4 Relationship between the Public and Private Sector Schools

The private schools in Phnom Penh do not work completely independently of the public sector. Indeed, the MOEYSPP invites private schools for regular quarterly meetings at the khan education office and occasionally at the main departmental office each year. The private schools are subject to regular inspections by MOEYSPP inspectors and must provide enrolment data to the government on the same schedule as the public schools.

TABLE 4.17: Perceived Relationship between Public and Private Schools (Private School Director Responses)

<i>How would you describe your relationship with the public schools?</i>	Value
Mainly competitive	11%
Mainly cooperative	44%
A combination of both competitive and cooperative	44%
I have no opinion on this matter	0%
Total	99%

N=9

undertake advocacy for common causes. Only one private primary school surveyed indicated that it was a member of a private school network for institutions of higher education because it had educational services extending from primary to university.

Although teachers and public school managers stated that they felt threatened by private schools (since they take their students) about 44% of the private schools surveyed expressed the view that they saw their relationship with the public schools as 'cooperative' while another 44% saw their relationship as a 'combination of both competitive and cooperative' (see Table 4.17). But when questioned further about the nature of the cooperation, most private schools indicated that the object of their cooperation is mainly with the khan education offices rather than directly with public schools. Forms of cooperation were mainly administrative including the following activities:

- Meeting with Khan Education Offices
- Sharing test centers
- Sending reports to khan
- Coordinating inspection visits

Public school teachers seemed to echo this very limited form of cooperation with only

3% of those surveyed indicating that they cooperated frequently with private schools (see Table 4.18). Another 56% indicated that they did not cooperate with private schools or did not know if their schools had done so (not a good sign for cooperation). For those that stated that they did cooperate together 'sometimes' (41%), subsequent discussions seemed to indicate that this referred mainly to shared use of testing centers for the Grade 6 Examination once a year. Thus, there appears to be very little of any sort of public-private partnership involving technical assistance to the public sector whereby schools share resources or help each other to improve teaching quality.

TABLE 4.18: Public School Teacher Assessments of Their School's Cooperation with Private Schools

<i>Does your school ever cooperate or receive assistance from the local private schools in your khan?</i>	Value
Yes, we cooperate frequently	3%
Yes, we cooperate sometimes	41%
No, we never cooperate or work together	20%
Don't know if my school cooperates or not	36%
Total	100%

N=37

4.6 THE ROLE OF NGOS IN ASSISTING THE PUBLIC EDUCATION SECTOR

4.6.1 The Policy Framework in Which NGOs Work

Over the past two decades, MoEYS has implemented many different systemic reforms aimed at increasing enrolment rates and reducing repetition and dropout rates. MoEYS and non-governmental organizations (NGOs) in Cambodia have actively researched and formulated policies to cope with education challenges and in 2007 the Child Friendly School Policy was officially promulgated by the Ministry in order to help in achieving national and international education goals, including the Millennium Development Goals (MDG) (Goal 2⁸) and EFA for Cambodia.

One of the most salient elements of the Ministry's policy framework within which NGOs work is the Child Friendly School Policy. The Child friendly school policy has been applied in basic education throughout Cambodia to improve the education system. This policy promotes a holistic approach to education, defining six dimensions⁹ that range from improved access, quality, health, stakeholder engagement, and governance. This framework is specifically designed to help vulnerable children and protect them through the creation of a comprehensive network between school, parents/community and local authorities to improve access and monitoring attendance of learners and introducing systemized mechanisms to provide and monitor scholarships programs.

4.6.2 Typology of NGO Programming in Phnom Penh

NGO programming in the city's education sector can be grouped in to three different but complementary typologies of intervention. These are summarized in Table 4.19 below:

TABLE 4.19: Typology of NGO Programming in Phnom Penh's Education Sector

No	Intervention Type	Type of Beneficiaries
1	<ul style="list-style-type: none"> • Within public school system, working on accessibility, quality and participation of community and local authorities • E.g. various NGOs including SCI, Plan, CIAI, World Education 	All learners with specific interventions for the most vulnerable
2	<ul style="list-style-type: none"> • Outside the public system, providing alternative schooling and social welfare services, which facilitate reintegration into the public system, and/or provision of additional services to match the special needs of children and their families e.g., PSE, Mith Samlanh, Don Bosco 	Specific most vulnerable target groups which include: street children, poor children, migrants, HIV/AIDs children. Children with disabilities, etc.
3	<ul style="list-style-type: none"> • Within the public school system but introducing public private partnership models e.g., KAPE, Kampong Cham, Beacon Schools Initiative Project. 	All learners with specific interventions for the most vulnerable

Typologies 1 and 2 comprise more traditional approaches to the provision of educational services, while the third is a completely new approach that has only a few exemplars within Cambodia. It refers to partnerships in which the private sector works with

⁸ With specific attention to Cambodian Millennium Development Goal 2: "CMDG 2: Achieve universal nine year basic education. Overall target 3: Ensure all children complete primary schooling by 2010 and nine-year basic schooling by 2015", <http://www.mop.gov.kh/Default.aspx?tabid=156>

⁹ CFS dimensions include: 1) All children have access to schooling, 2) effective learning; 3) health, safety, and protection of children; 4) gender responsiveness; 5) the participation of children, families, and communities in the running of their local school; and 6) improved school governance.

the public sector to manage schools under an autonomous operating framework. No evidence of such partnerships yet exist in Phnom Penh but some models can be found in Kampong Cham, Prey Veng, and Siem Reap.

Services under Typology 1 refer to the traditional development approaches in which agencies provide material and technical support to the state schools, which are managed by local officials. This assistance seeks to help local authorities in providing different kinds of educational services, which aim to improve:

- Access
- Quality of teaching
- Learning Environments
- School governance
- Parents/Community participation

The focus of this kind of programming is educational in nature only and does not focus on social welfare issues. Each organization providing such assistance proposes a package of interventions depending on their expertise and interests to match the needs in target locations, in line with Government policies while often introducing new approaches and/or extra curricular activities.

Typology 2 includes organizations that work in specialized centers, but with links with the public education system. An important difference between agency programming under this typology and those of Type 1 is that they include *social welfare services* as well as educational support. This may include family counseling, income support for poor families, and social work caseloads. Large agencies interviewed under this study including PSE, Mith Samlanh, and Don Bosco each have long-standing programming that fits this model. They have successfully targeted very specific beneficiaries, who comprise some of the most vulnerable poor children in the city including those with HIV/AIDS, migrants, street children, children out of school. Their programs respond to the specific needs of children and their families, with the aim to facilitate children's social reintegration into their families, the public school system, the workplace, and their culture. Hence, the interventions are mainly focused outside the public system, and often work not only with children but also their families. These organizations have built large centers that adopt curricula in line with Government standards, but normally provide extra activities. Once children are reintegrated into public schools, NGO staff monitor their attendance and often provide support/training to teachers on areas of child protection and child rights.

As noted above, **Typology 3** represents a new model of intervention, known as Public Private Partnership (PPP). This approach considers the possible advantages to the public education sector of building strategic partnerships with private organizations, also known as non-state actors (NSA).¹⁰ At this stage there are hardly any examples of this in Phnom Penh or even the country. The researchers found one model developed by KAPE

¹⁰ There is some debate whether NGOs should be considered to be 'private' organizations since they operate in the public domain. As a result, there is general use of the term NSA to get around this issue of whether NGOs are 'public' or 'private.'

(known as the Beacon School Initiative) that has funding support from the Oak Tree Foundation, USAID, and Apple Corporation. Another exemplar was found in Prey Veng Province (Preah Sdech District) with support from the Khmer-Japan Friendship Organization. Each model involves a public school moving to private or NSA management but under the oversight of local education officials (e.g., in KAPE's case, an Oversight Board has been established by the Provincial Office of Education and is chaired by both KAPE and government). The school director is employed by the Non-State Actor in both models and state teachers are competitively selected and provided with incentives in addition to their regular pay from the state. Both schools supported by the NSA seek to develop sustainable models of education with standards comparable to those found in the private sector. Both models, however, have been constrained by the limitations imposed by the state school regulatory framework, which forbids the introduction of tuition fees under any circumstances. Programming under this typology could represent an effective model to make public schools competitive with the private sector.

4.6.3 Challenges for NGOs Working in the City

Despite the fact that enrollment in primary schools has increased consistently in the last decade, nearly 10% of primary school children drop out every year, based on EMIS statistics (2012). Gross enrollment in Cambodia is 123%, showing the strong presence of overaged students within the system. Indeed, 21.8% of children in primary education are overage (EMIS, 2012). Over aged school children are more likely to engage in child labor activities, leading to a cycle of low attendance, high repetition and high dropout.

The education system has had to cope with several new challenges that are undermining the possible achievement of the MDG goals formulated by the MoEYS, challenges very much related to economic and social needs of families. Rural unemployment, natural disasters (e.g., flooding), and land seizures, to mention a few, have increased family mobility to Phnom Penh and outside the country. NGOs and Government are working to cope with this new reality, but more flexible approaches need to be found to respond to the educational challenges posed by radical social transformations involving the proliferation of factories and plantations that promote increased levels of migration.

NGOs in the city have started to provide more flexible education packages in order to guarantee basic literacy. Similarly, the government has been supporting the expansion of the NFE services. NGOs and Government have been expanding services such as pre-primary school or full time daily schooling. For example, in Don Bosco's Teuk Thla and Phum Chreh Primary Schools (Sen Sok), students are in school from 7.30 AM to 4 PM. This allows children to stay in a safe place while parents are working long hours in factories. NGOs provide a curricular instruction in line with public schools in order for children to easily re-enroll if and when they decide to. These kinds of services are specifically designed for poor children, and each NGO defines its own criteria for selecting learners admitted to these programs. The research study data indicates that NGO schools targeting the poorer classes seem to be receiving an increased number of requests for enrollment each year. This is most probably due to the fact that they provide an educa-

tion of quality combined with additional services that help parents cope with long work hours and the provision of a safe environment for their children.

The increasing propensity for many families to be highly mobile poses a serious challenge for many NGO services, particularly those under Typology 2. Many NGO services are anchored in centers that were originally built to address nearby vulnerable populations. Due to the mobility of the city's poor and the changing demographics in the city, many of these vulnerable populations have now moved to other locations. Permanent centers therefore, need to be better integrated with more mobile services and innovative approaches that are able to cope with the increasing ubiquity of mobile populations. There is a danger of investing heavily in permanent structures, which then are not suitably located to meet the needs of migrant populations. In addition, it is necessary to ensure that outreach activities are fostered within structured networks, which are able to help guarantee assistance and follow up of migrants and their children (such as the services provided by Mith Samlanh).

Finally, some areas in Phnom Penh have been suffering from an oversaturation of services while others are not receiving enough support; hence, it is necessary to ensure that services are flexible enough to meet the needs of vulnerable populations in all areas. For example, researchers found that the Khan Education Office of Meanchey was adamant that they did not need any more service providers in Steung Meanchey because there were already too many NGOs working there. On the other hand, the Khan Education Office in Sen Sok indicated that there were not nearly enough service providers in his district. Thus, better coordination with public authorities about citing flexible services for mobile populations should be a major concern for future programming in the city.

5. CONCLUSIONS AND RECOMMENDATIONS

5.1 IMPORTANT CONCLUSIONS AND THEIR IMPLICATIONS

The present study confirmed that Net Enrolment Rates in the municipality of Phnom Penh have been dropping or moving erratically since 2005, particularly in certain khans. These trends have been intensified by a re-organization of the city in 2008 involving the absorption of 20 largely rural communes from Kandal Province and the creation of two new khans (Sen Sok and Por Senchey¹¹). Not all khans are affected equally by these trends. Problems seem to be greatest in 7 Makara, Chamgar Morn, Meanchey, and Sen Sok and to a lesser degree in Dangkor and Russey Keo. Future programming in the city should consider these khans as high priority areas.

The study identified six main factors that sometimes overlap in their effects (e.g., integration of new communes from Kandal Province and rural migrant populations that reside in these areas). These factors and their implications are summarized in the table below:

TABLE 5.1: Key Factors Affecting City Enrolment and Their Implications

Factor	Khan(s) Most Affected	Implications
1. Highly Mobile Populations	All Khans but Sen Sok & Meanchey more than others	<ul style="list-style-type: none"> • Many residents of one khan apparently attend school in a different khan, causing distortions in enrolment reporting and tracking (e.g., some khans have NER of over 100%). • Economic factors driving demographic mobility such as factory establishment and closure cause major fluctuations in the enrolment of local schools. • Migrant populations in newly integrated rural communes are prone to late enrolment and/or early withdrawal, thereby disrupting children's education. • Investments in centers and shelters serving vulnerable mobile populations may become less efficient when these populations move to new areas (e.g., Steung Meanchey).
2. Administrative Re-organization and Integration of 20 communes in rural areas	Sen Sok Meanchey	<ul style="list-style-type: none"> • Many communes absorbed from Kandal Province came with low enrolment rate patterns, driving down the city's overall enrolment rate. • The number of rural migrants in the city outskirts has increased dramatically straining public and NGO services.
3. Proliferation of Private Schools	7 Makara Chamgar Morn	<ul style="list-style-type: none"> • The loss of large numbers of students from the public schools threatens the economic viability of formerly large schools with many teachers and fewer students. • The public schools are becoming the domain of poorer students while private schools attract more middle class children, creating a two tiered education system that will exacerbate class differences. • The loss of middle class students will impact on pedagogies that promote the use of mixed ability groupings such as cooperative learning, thereby making the use of such teaching methodologies more difficult. • The absence of institutional patterns of Public Private Partnership in the education sector ensure that public schools lose a valuable resource by having very limited. contact and cooperation with the private sector

¹¹ Por Senchey was created in 2011.

Factor	Khan(s) Most Affected	Implications
		<ul style="list-style-type: none"> Perceptions of low educational quality in the public schools have been empirically linked with low motivation or intent to continue studying. The inability of public schools to maintain a competitive advantage with high quality standards will ensure that more students will not enroll or may go elsewhere.
4. Anomalies in Data Reporting	All Khans	<ul style="list-style-type: none"> Differences in reporting enrolment figures undermine the ability of the MOEYSPP to determine where enrolment issues are most serious (e.g., some khans include private school enrolment in their reports while others do not).
5. Issues linked to ethnicity	Meanchey Russey Keo	<ul style="list-style-type: none"> When different ethnic communities have antipathy for one another, mixing of these ethnic groups in state schools will cause the exodus of large numbers of students of a particular ethnic extraction. Some ethnic groups such as the Cham have cultural norms that may conflict with the curriculum (e.g., focus on Buddhism) or administrative practices (e.g., observance of Ramadan) observed in the state schools.
6. Traffic Conditions	All Khans	<ul style="list-style-type: none"> Even though many students have only short distances to walk to school, the absence of overpasses and safe zones present a growing obstacle to regular attendance and enrolment, particularly for small children.

The above analysis demonstrates that different khans suffer from different problems. Thus, there is no *silver bullet solution* for the problem of declining enrolment in Phnom Penh. NGO cooperation with the MOEYSPP will need to stress modulated assistance in different areas to address the different factors identified above.

This investigation identified a very stark dichotomy between the needs of inner city khans such as 7 Makara and those on the outskirts that have received new communes from Kandal. As noted many times earlier, the inner city khans require assistance to make them competitive with private schools while the khans struggling with integration of new sangkhats require expansion of educational services focusing on the needs usually found in rural schools (e.g., lack of teachers, more relevant curricula, subsidies for direct education costs, incentives that act as counterweight for opportunity costs, etc.) with large numbers of migrant families.

This investigation did not anticipate the significant role played by dangerous traffic conditions in declining enrolment trends. Nevertheless, worsening traffic conditions appear to be another important factor that undermine enrolment and which may have reached a critical tipping point where more coordinated action by the city is required.

5.2 RECOMMENDATIONS FOR FUTURE PROGRAMMING

5.2.1 Providing Services for Newly Integrated Sangkhats

The new sangkhats added to the city's outskirts represent the most compelling area of need for NGOs wishing to cooperate with the city to increase educational enrolment there. These areas require services entailing both formal and nonformal education services; however, since the focus of the present study has been on the formal education sector, the discussion below will focus on the latter.

Given the rural nature of many of the schools in the outskirts and the centrality of demand-side concerns cited by stakeholders such as students and parents, a balanced program that includes interventions that stimulate *educational demand* is strongly recommended. This is not to say that elements of more traditional supply-side programming is not also required (e.g., infrastructure, textbooks, teacher training, etc) but that there needs to be a very strong focus on demand-side issues. Demand-side factors cited frequently by stakeholders include direct and opportunity costs associated with education, migrant issues, traffic conditions and distance, as well as cultural norms in ethnic minority communities. Certain factors could be considered both demand-side and supply-side such as educational quality because they affect stakeholder perceptions of the school though they are firmly rooted in the school context itself.

Balanced programs that include a combination of both demand- and supply-side driven interventions are highly congruent of the policy context in Cambodia because they fit with the holistic approach to development set out in the Child Friendly School policy.

Table 5.2 gives some suggestions about possible interventions to address various demand-side and supply-side issues.

TABLE 5.2: Balanced Interventions to Address Demand and Supply-side Issues in New Integration Areas of Phnom Penh

Factor	Kind of Factor	Suggested Interventions
1. Direct Costs of Education	Demand-side	<ul style="list-style-type: none"> • Scholarships (in-kind) • Cash incentives • Vouchers for school attendance
2. Opportunity Costs of Education <ul style="list-style-type: none"> • Children perform chores at home • Children need to earn income for their families 	Demand-side	<ul style="list-style-type: none"> • Cash incentives • Vouchers for school attendance • Community outreach • Family grants that link life skills education (e.g., prevocational) to family income generation
3. Low Perceived Quality of Education (causing parents to put low value on school)	Supply-side Demand-side	<ul style="list-style-type: none"> • Community Teachers (to address shortages) • Teacher education • Infrastructure repairs • Library development • Playgrounds

Factor	Kind of Factor	Suggested Interventions
		<ul style="list-style-type: none"> • Other traditional supply-side interventions
4. Mobile Populations <ul style="list-style-type: none"> • Children need to accompany their parents during seasonal work, disrupting study 	Demand-side	<ul style="list-style-type: none"> • Accelerated learning programming/catch-up courses • Community outreach • Flexible timetabling • Remedial learning • Referral Services to NFE Programming
5. Distance and Traffic Issues	Demand-side	<ul style="list-style-type: none"> • Traffic education • Advocacy with local officials for investments in walk bridges, safety zones
6. Curricular Relevance (leading to low perceived value of education by parents/children)	Demand-side Supply-side	<ul style="list-style-type: none"> • Intensive life skills education • Student choice/empowerment in curricular topics • Integrated Pest Management (IPM)
7. Lack of Teachers	Supply-side	<ul style="list-style-type: none"> • Community Teachers • Incentives for Teacher Re-allocation • Advocacy for placements with MOEYSPP
8. Cultural norms not compatible with public education structure	Demand-side	<ul style="list-style-type: none"> • Conflict resolution • Community outreach • Multi-cultural education • Bilingual Classroom Assistants

5.2.2 Support for the Inner City Khans

The key problem faced by inner city khans is competition with the private sector. The intervention that screams out for adoption is support for a *Public Private Partnership* between both sectors that would break the cycle of competition for students, which in any case is a losing proposition for the public schools. Several of the private school directors interviewed said that they saw this as the best option for the public schools in the inner city and one private school owner even said that he would welcome such an opportunity to work with the city. Unfortunately, he was also not hopeful about the prospects for such a venture because it would require sanctioning from the highest levels of government and a high threshold for risk-taking behavior. Risk-taking behavior is common in the private sector but very uncommon in the public sector.

The legal framework for such a venture is also uncertain because there are no officially sanctioned precedents. While the Education Law does not rule out such ventures, it is also very vague about legal guidance for their implementation. In terms of practical exemplars of such ventures in Cambodia, there are also few instances where such ventures have been tried leaving Cambodia to look towards the experience of other countries in the region which are far ahead of Cambodia. The only known exemplars within Cambodia of a Public-Private Partnership between the public and private sector is KAPE's Beacon School Initiative (BSI), a similar undertaking by a Japanese agency in a public high

school in Prey Veng Province, and the community management model of Wat Bo Primary School in Siem Reap. All three initiatives have been local in nature with the support of local government but little involvement from central level.

Assuming that an agency or group of agencies attempted such a model, what would it look like? There are many possible variations of a PPP venture in Cambodia ranging from minimal NSA involvement to those with prominent roles for an NSA, which might even entail the introduction of tuition fees for those who are able and willing to afford them. Development partners considering such ventures would need to gauge the acceptability of different models to officials who are often averse to risk-taking as well as their compatibility with agency philosophies and mandates. For example, the introduction of school fees might be compatible with the mandate of a development bank but not with the mandate of a humanitarian organization such as Save the Children.

One possible PPP model could involve the private management of a public school that had become economically nonviable due to loss of students. A precondition for such a venture would need to involve the acquiescence of the local community who would be told that students currently enrolled would continue to pay nothing but all new cohorts would be subject to a combination of tuition fees and free seats. Community members may also need to be told that the school could face closure in the near future and that this was a last resort to keep it open.

Under such a model, the school would remain public in nature with continued ownership of buildings, land, and furniture on site by the state; the state would also continue to have direct oversight of the school but it would be afforded a considerable degree of local autonomy under private management. Teachers would also likely be state teachers but they would be chosen competitively and not arbitrarily appointed, much as happens in a private school. Student fees would be subject to an accountable regulatory framework in which some amount would be allocated to salaries for teachers and the rest invested in the school. The entity managing the school could be either a private school or an NGO. To make the venture viable economically, there would need to be means-tested fees with a social safety net provided by a collaborating NGO (if the management were totally private) for poor and vulnerable children. The experience of Thailand could be instructive in this regard. Several PPP schools operated in Thailand use a lottery system for the allocation of a certain number of free seats while the remainder are allocated based on tuition payment

WHAT IS A CHARTER SCHOOL?

A Charter School is an *alternative education system* where a school receives public funding but operates independently, much like a private school. In many countries, local schools that are underperforming are given *special charters* that give them authority to make major changes in the organization of the school in all aspects including the curriculum taught, the selection of teachers and managers, negotiating direct agreements with funders and the private sector, and financial management. Charter Schools often create specialized curricula with certain themes such as Technology, Arts, or Music among others. Charter Schools have been known to provide very high educational standards to local children much like a private school, though officially the school remains under the jurisdiction of the state.

(e.g., Lamplimat Pathana School, www.lpmp.org). Scholarships for the poor are also provided.

Essentially, a PPP model would be administered like a *Charter School* with strict conditions for performance but also considerable autonomy to allow for flexible implementation, innovation, and risk-taking where needed. As noted earlier, Charter Schools have also been used successfully in cities with public schools that face many of the same problems faced by Phnom Penh's schools, particularly with regards to the flight of middle class children to the private sector. The time may now be right for the Municipality of Phnom Penh to consider such options, given the challenge that it now faces from the private sector.

5.3 SUGGESTED NEXT STEPS

The present assessment has highlighted a number of important challenges faced by the education system in Phnom Penh. The purpose of this report is to provide a starting point for discussions with city education officials about how best to deal with the challenges identified. These discussions need to occur in a way that is non-threatening with possible incentives for cooperation such as increased investment in the city's education system but with strong advocacy for new solutions (like PPP ventures) that may entail some degree of risk.

An important first step in such discussions would require the translation of the present document into Khmer so that it might be more fully understood by non-English speakers in the city's education system. There should also be a promise of limited circulation of the document and/or revision of certain analyses that deal with sensitive issues such as the nature of the relationship between Khmer and Vietnamese residents. Such flexibility would help to diffuse any fears that the assessment would create unwanted scrutiny or criticism of the city's educational management, since this is not the intention of the assessment.

While discussions about investments in the city's more rural schools would probably be less problematic because they require more orthodox interventions that have been tried with success in other locations, the problem of the city's inner khans is likely to be more challenging. This is especially the case because any discussion of a PPP venture would entail legal issues that would require support from the central Ministry or perhaps even a higher level. Convincing the city government of the need to consider such ventures, albeit in an acceptable form (e.g., with no discussion of school fees) would greatly strengthen Save the Children's ability to advocate for such solutions with the Ministry of Education, Youth, and Sport.

Save the Children will also need to map out a range of possible variations in a PPP venture that would be politically and legally acceptable to the government and also compatible with its own development philosophy and those of its partners. Further discussions with partners such as KAPE, which manages a limited PPP experiment in Kampong Cham Province and local stakeholders who manage the community-government partnership in Wat Bo Primary School in Siem Reap would help to better inform this map-

ping activity. Similarly, Save the Children should also consider including key development partners such as the World Bank, the Asian Development Bank, and UNICEF in its advocacy efforts in this area since they have all been strong advocates of PPP in the education sector but without much success to date.

Key questions to consider in mapping out possible PPP activities in the education sector might include the following:

- Should for-profit NSAs (e.g., private schools) be included in a PPP venture?
- If school fees are not part of the model, how can it be sustained after the cessation of outside support?
- How can a PPP venture be engineered that will not intensify the competition with the private sector, particularly in cases where a for-profit entity is not invited to participate?
- What should be the role of teacher incentives in a PPP model and how can they be sustained?
- How can a PPP venture in the wealthier inner city khans address possible equity concerns and perceived incompatibility with a mandate to assist the poor?

Answering these questions effectively will be essential to convincing the city government that the time is right for a PPP venture in Phnom Penh.

Finally, Save the Children may also consider extending the assessment that was started through the present undertaking to other khans such as Russey Keo, Dangkor, and others, which were not studied intensively due to constraints in time and resources as well as the apparent absence of an NER problem in these areas. A preliminary review of the situation in these khans nevertheless indicated issues of overage enrolment (Dangkor), minority exclusion (Russey Keo), and high dropout (Russey Keo) that were not prominently reflected in the official NER levels reported for these districts.

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ANNEX 1: List of Variables

Letter Code	Factor	Alternative Name	Kind of Variable
X1	Net Enrollment	Participation Rates	Dependent
X2	Dropout Rate		Dependent
X3	Intent to Continue School (see Questions 1, 2, and 3 in Form 3B)		Dependent
A	Location/Distance	Demand-side Factors	Independent
B	Children's Attitudes towards Education	Demand-side Factors	Independent
C	Parental Attitude towards Education	Demand-side Factors	Independent
D	Parental Education		Independent
E	Age/Overage Considerations	Demand-side Factors	Independent
F	Sex	Demand-side Factors	Independent
G	Socio-Economic Status	Demand-side Factors	Independent
H	Migratory Status	Demand-side Factors	Independent
I	Costs (Direct & Indirect)	Demand-side Factors	Independent
J	Availability of Private Alternatives	Demand-side Factors	Independent
K	Educational Relevance	Supply-side Factors	Independent
L	Educational Quality	Supply-side Factors	Independent
M	School-Community Relations	Supply-side Factors	Independent
N	Distance from School to Home	Supply-side Factors	Independent
O	Special Services to Address Participation Rate problems (e.g., NGOs)	Other Factor	Independent

ANNEX 2: List of Key Informants

Name	Position
Government Officials	
1. Mr. Chea Cheath	Director, Municipal Office of Education, Youth, & Sport, Phnom Penh
2. Mr. Em Han Khuon	Deputy Director, Municipal Office of Education, Youth, & Sport, Phnom Penh
3. Ms. Em Hea	Office Head, Primary Education Office, Municipal Office of Education, Youth, & Sport, Phnom Penh
4. Peng Neuath	Vice Office Head, Primary Education Office, Municipal Office of Education, Youth, & Sport, Phnom Penh
5. Mr. Penh Sophai	Primary inspector, Municipal Office of Education, Youth, & Sport, Phnom Penh
6. Mr. Toun Pheara	Director, Khan Officer Office of Education, Chamgar Morn
7. Mr. Keo Savoeun	Vice Director, Khan Officer Office of Education, 7 Makara
8. Mr. Kim Yinda	Director, Khan Officer Office of Education, Sen Sok
9. Ms. Kong Kanitha	Director, Khan Officer Office of Education, Mean Chey
Public School Managers	
10. Mr. By Sophal	Acting Director, Champa PS, Mean Chey Khan
11. Mr. Thy Veng	Director, Chbar Ampo I, Mean Chey Khan
12. Ms. Som Sophal	Director, Boeung Trabek East PS, Chamgar Morn Khan
13. Ms. Meak Dara Sy	Director, Preah Puth PS, 7 Makara Khan
14. Mr. Sieng Vantha	Director, Tuol Sukov PS, Sen Sok Khan
15. Chin Sopheap	Director, Phum Doung PS, Sen Sok Khan
Private School Managers	
16. Mr. Boun Borin	Deputy Director at WESTLINE Private School
17. Mr. Nhem Sopheara	Deputy Director at SINGAPORE Private School
18. Mr. Phoeung Sophea	Deputy Branch Manager, NEW YORK INTERNATIONAL Private School (7 Makara Branch)
19. Mr. Chan Nath	Deputy Branch Manager, NEW YORK INTERNATIONAL Private School (Mean Chey Branch)
20. Mr. Buth Soeun	Vice Principal, NORTHLINE Private School
21. Ms. Keo May Rath	Vice Director, ASIA HOPE CHRISTIAN Private School
22. Mr. Keo Virak	HR Manager, at IEL INTERNATIONAL Private School
23. H.E. Okhna Dr. Mengly J. Quach	Founder, Chairman, CEO, AMERICAN INTERCON INSTITUTE, Chamgar Morn Khan
24. Mr. Lundi Keo	Senior Vice President, AMERICAN INTERCON INSTITUTE, Chamgar Morn Khan
25. Ms. Ouk Sacanrachana	Director, SOVANA PHUM Private School
NGO Officials	
26. Mr. Sansom Kosal	NFE Coordinator, Mith Samlanh
27. Mr. Min Sokheang	General Education Director, Pour un Sourire d'Enfant
28. Ms. Kem KimLang	Director General, ASPECA
29. Mr. Soeung Vann	Project Manager, Beacon School Initiative, KAPE
30. Anzic Ljudmila	Director, Don Bosco Vocational School

ANNEX 3: Phnom Penh Administrative Re-organization *Changes in Administrative Units and Population in Phnom Penh before and after the Administrative Re-organization*

• Previous Data (Before the 20 Khums Integration)

Territory	Land Area	Population(1998)	Female	Village	Sangkat	Family
Phnom Penh	376.17km ²	1,082,774	571,302	762	76	206,174
Khan SenSok	4,720.63ha	92,887	50,078	32	3	16,917
Khan RusseyKeo	5,822.676ha	164,789	87,579	35	9	32,127
Khan Menchey	5,086.436ha	192,805	99,729	67	8	36,928
Khan Dankor	19,281.309ha	185,400	105,397	154	15	35,328

• Data after the integration of 20 communes in 4 Khans

Territory	Land Area	Population(2008)	Female	Village	Sangkat	Family
Phnom Penh	678.46 km ²	1,327,615	649,268	897	96	239,625
Khan SenSok	9,208.34ha	113,580	60,757	49	6	21,521
Khan RusseyKeo	10,765.9ha	183,925	97,423	43	11	36,631
Khan Menchey	11,108.4ha	247,411	127,481	83	12	48,566
Khan Dankor	34,037.84ha	243,929	135,088	284	26	36,928

Communes integrated into Capital's Khans:

Phnom Penh Capital Territory Map after the Integration:

1. Khan SenSok: 3 Communes from PongearLeur District: PongearPon , Prek-Phnov and Somrong Commune,
2. Khan RusseyKeo: 2 Communes from MokKampol District: KohDach and BakKheng Commune
3. Khan Menchey: 4 Communes from KienSvay District: Veal Sbov, PrekEng, KbalKoh and PrekThmey Commune
4. Khan Dangkor: 11 Communes from Kandal Stung: PonSzang, Snor, OvLuk, Beoung Thom, Kambol and Kantork Commune.

Source: <http://www.phnompenh.gov.kh/phnom-penh-city-20-communes-data-223.html>

ANNEX 4: Questionnaires

Running Number: ____

FORM 2B: Teacher Questionnaire

Directions: Please complete the questions in the form as honestly and accurately as possible. Your responses will be kept strictly confidential. When you have completed the form, please place it in the envelope you received from the KAPE or POE Representative, seal it, and return it to the facilitator.

Name of School _____ Working duration as teacher _____
Years

Province _____ Khan _____ Sangkhat _____ Sex: ____

How many years did you study before becoming a teacher, counting from Grade 1: (Please circle)

1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16+

No	Questions	Factor																								
1	How big a problem is low enrolment at your school? <input type="checkbox"/> A big problem <input type="checkbox"/> A medium-sized problem <input type="checkbox"/> A minor problem <input type="checkbox"/> Not a problem at all <input type="checkbox"/> Don't know	X1																								
2	How big a problem is low dropout at your school? <input type="checkbox"/> A big problem <input type="checkbox"/> A medium-sized problem <input type="checkbox"/> A minor problem <input type="checkbox"/> Not a problem at all <input type="checkbox"/> Don't know	X2																								
3	How would you describe enrollment at your school now? <input type="checkbox"/> Better than before <input type="checkbox"/> About the same as before <input type="checkbox"/> Worse than before	X1																								
4	What in your opinion are the 3 most important factors that most account for making enrolment in your school worse? After checking these 3 different factors, indicate the most important factor by marking a '1' after factor, the number 2 for the second most important, and a 3 for the third most important. <table border="1" style="width: 100%; border-collapse: collapse;"> <thead> <tr> <th style="width: 70%;">Factor</th> <th style="width: 30%;">Level of Importance</th> </tr> </thead> <tbody> <tr> <td><input type="checkbox"/> Parents don't value education</td> <td></td> </tr> <tr> <td><input type="checkbox"/> Children don't value of education</td> <td></td> </tr> <tr> <td><input type="checkbox"/> Children go with their parents to work</td> <td></td> </tr> <tr> <td><input type="checkbox"/> Children decide that it is better to quit school and find a job</td> <td></td> </tr> <tr> <td><input type="checkbox"/> Children are moving to the private schools</td> <td></td> </tr> <tr> <td><input type="checkbox"/> Families don't have enough money to pay for education</td> <td></td> </tr> <tr> <td><input type="checkbox"/> Family migration</td> <td></td> </tr> <tr> <td><input type="checkbox"/> School is too far away</td> <td></td> </tr> <tr> <td><input type="checkbox"/> It is too dangerous to walk</td> <td></td> </tr> <tr> <td><input type="checkbox"/> Children are going to schools in other khans</td> <td></td> </tr> <tr> <td><input type="checkbox"/> The curriculum is not relevant to finding a job in life</td> <td></td> </tr> </tbody> </table>	Factor	Level of Importance	<input type="checkbox"/> Parents don't value education		<input type="checkbox"/> Children don't value of education		<input type="checkbox"/> Children go with their parents to work		<input type="checkbox"/> Children decide that it is better to quit school and find a job		<input type="checkbox"/> Children are moving to the private schools		<input type="checkbox"/> Families don't have enough money to pay for education		<input type="checkbox"/> Family migration		<input type="checkbox"/> School is too far away		<input type="checkbox"/> It is too dangerous to walk		<input type="checkbox"/> Children are going to schools in other khans		<input type="checkbox"/> The curriculum is not relevant to finding a job in life		A to N
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<input type="checkbox"/> Children are going to schools in other khans																										
<input type="checkbox"/> The curriculum is not relevant to finding a job in life																										

	<input type="checkbox"/> The quality of education is too low <input type="checkbox"/> School timetable does not accommodate working children <input type="checkbox"/> Other: _____	
5	Which of the following groups in the local community are most likely to be affected by low enrolment or dropout at your school? <i>Check as many as might apply.</i> <input type="checkbox"/> Boys <input type="checkbox"/> Girls <input type="checkbox"/> Older children <input type="checkbox"/> Younger children <input type="checkbox"/> Ethnic children such as Cham <input type="checkbox"/> Children of migrant families <input type="checkbox"/> Other: _____ <input type="checkbox"/> Other: _____	E, F, H
6	Are there many migrant children in the local community? <input type="checkbox"/> Yes, a lot <input type="checkbox"/> Yes, some <input type="checkbox"/> No, not all <input type="checkbox"/> I don't know	H
7	If you answered 'yes' to the above question, how many of these migrant children enroll each year? <input type="checkbox"/> Most of them <input type="checkbox"/> About half of them <input type="checkbox"/> Few of them <input type="checkbox"/> I don't know	H
8	How would you describe the quality of education at your school? <input type="checkbox"/> Better than most <input type="checkbox"/> About the same as most <input type="checkbox"/> Worse than most <input type="checkbox"/> Difficult to say	L
9	How would you describe the relevance of education at your school? <input type="checkbox"/> Very relevant <input type="checkbox"/> A little relevant <input type="checkbox"/> Not relevant at all <input type="checkbox"/> Difficult to say	K
10	Does your school teach any life skills courses to improve the relevance of education? <input type="checkbox"/> Yes, a lot <input type="checkbox"/> Yes, some courses <input type="checkbox"/> None at all <input type="checkbox"/> I don't know	K
11	What are the obstacles to teaching life skills courses at your school? <i>Check as many as might apply.</i> <input type="checkbox"/> No reference documents <input type="checkbox"/> No materials or teaching aids <input type="checkbox"/> No teachers <input type="checkbox"/> No time to teach <input type="checkbox"/> Other: _____	K
12	Which of the factors that you listed above is the most important? Indicate only ONE factor. _____	K
13	Do you think that the recent emergence of Private Schools is a good thing or bad thing? <input type="checkbox"/> A good thing <input type="checkbox"/> A bad thing <input type="checkbox"/> Neither a good nor bad thing <input type="checkbox"/> I don't know	J
14	What effect are the private schools having on your school?	J

	<input type="checkbox"/> A good effect <input type="checkbox"/> No effect at all <input type="checkbox"/> A bad effect	
15	Do you think the educational quality at private schools is better than your school ? <input type="checkbox"/> Yes, much better <input type="checkbox"/> A little better <input type="checkbox"/> No difference <input type="checkbox"/> Worse than my school	J, L
16	Does your school ever cooperate or receive assistance from the local private schools in your khan? <input type="checkbox"/> Yes, we cooperate frequently <input type="checkbox"/> Yes, we cooperate sometimes <input type="checkbox"/> No, we never cooperate or work together <input type="checkbox"/> I don't know	J
17	If you had the chance, would you rather work at a private school than a public school? <input type="checkbox"/> Yes, I would like to work at a private school <input type="checkbox"/> No, I want to stay at my public school <input type="checkbox"/> I never thought about it Please give a short reason for your answer. <hr/>	J
18	Does your school ever cooperate or receive assistance from the local community in your area? <input type="checkbox"/> Yes, we cooperate frequently <input type="checkbox"/> Yes, we cooperate sometimes <input type="checkbox"/> No, we never cooperate or work together <input type="checkbox"/> I don't know If you said, 'yes': Can you give one concrete example of this cooperation: <hr/>	M

STOP!

PLACE THE QUESTIONNAIRE IN THE ENVELOPE PROVIDED & RETURN TO THE FACILITATOR

Running Number: ____

FORM 3B: Student Questionnaire

DIRECTIONS: PLEASE FILL IN THE INFORMATION ABOUT YOURSELF IN THE BOX BELOW AND ANSWER THE FOLLOWING QUESTIONS BY PLACING AN X IN THE APPROPRIATE BOX OR FILLING IN ANY BLANKS. ANY INFORMATION THAT YOU PROVIDE WILL BE KEPT CONFIDENTIAL.

Name: <u>XXXXXXXXXXXXX</u>	Sex: ____	School Name: _____
Sangkhat: _____	Age: ____	Current Grade: _____
Khan: _____	Parents: _____	I have a: <input type="checkbox"/> Father; <input type="checkbox"/> Mother
<input type="checkbox"/> Guardian		
Province: _____	Date: _____	

No	Question	Ref
1.	Have you ever dropped out of school before and then re-enrolled ? <input type="checkbox"/> Yes <input type="checkbox"/> No	X3
2.	Do you think that you will finish primary school ? <input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> I don't know	X3
3.	If you do finish primary school, do you think you will go on to study at high school? <input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> I don't know	X3
4.	Who makes the final decision whether you should attend school or <i>not</i> (Choose only one)? <input type="checkbox"/> My parents do <input type="checkbox"/> I do <input type="checkbox"/> My parents and I together do	X3, B, C
5.	What is your father's occupation? <input type="checkbox"/> Worker <input type="checkbox"/> Farmer <input type="checkbox"/> Market Seller <input type="checkbox"/> Soldier <input type="checkbox"/> Shop Owner <input type="checkbox"/> Government Official <input type="checkbox"/> NGO worker <input type="checkbox"/> Office Worker <input type="checkbox"/> Business Man <input type="checkbox"/> Unemployed <input type="checkbox"/> Other: _____	G
6.	What is your mother's occupation? <input type="checkbox"/> Housewife <input type="checkbox"/> Worker <input type="checkbox"/> Farmer <input type="checkbox"/> Market Seller <input type="checkbox"/> Soldier <input type="checkbox"/> Shop Owner <input type="checkbox"/> Government Official <input type="checkbox"/> NGO worker <input type="checkbox"/> Office Worker <input type="checkbox"/> Business Woman <input type="checkbox"/> Unemployed <input type="checkbox"/> Other: _____	G
7.	Indicate whether you agree or disagree with the following statement: <i>My mother and father can read and write very well.</i> <input type="checkbox"/> Agree <input type="checkbox"/> Disagree <input type="checkbox"/> Don't know	D

8.	How far away is your present school from your house ? <input type="checkbox"/> Less than 1 km <input type="checkbox"/> Between 1 and 3 km <input type="checkbox"/> More than 3 km	N
9.	Do traffic conditions make it difficult for you to attend school? <input type="checkbox"/> Yes, very difficult <input type="checkbox"/> Yes, a little difficult <input type="checkbox"/> No, not at all	N
10.	How do you usually go to school everyday (Choose only one) ? <input type="checkbox"/> Walk <input type="checkbox"/> Bicycle <input type="checkbox"/> Moto Double/Remaque <input type="checkbox"/> Personal Motorcycle <input type="checkbox"/> Car or Bus <input type="checkbox"/> Other: _____	G, N
11.	Do you live in a khan that is different from where your school is located? <input type="checkbox"/> Yes <input type="checkbox"/> No	A
12.	How many of your friends attend school? <input type="checkbox"/> All of them <input type="checkbox"/> Most of them <input type="checkbox"/> About half of them <input type="checkbox"/> Less than half of them	X1
13.	If you have any friends who do not attend school, can you tell me why? _____	A to N
14.	Which of the following sentences best describes your situation? (Check only one) <input type="checkbox"/> I have lived in the same house for nearly my whole life. <input type="checkbox"/> Every few years, my family decides to move <input type="checkbox"/> I spend part of the year in one place and another part of the year in another place <input type="checkbox"/> My family moves from place to place every few months	H
15.	For the following question, make your answers by writing the number 1 in the box that is the biggest problem, the number 2 for the second biggest problem, and 3 for the third biggest problem. <i>Only choose the THREE biggest problems for yourself.</i> <i>The biggest problem that I have in attending school is that:</i> ___ it is too far to go ___ it is too expensive ___ I have too many chores to do at home ___ I need to earn money for my family ___ I am too old to be in school anymore ___ My family moves around from place to place ___ My parents do not think my education is important ___ The quality of my teachers/school is so low ___ What I learn at school does not really help me in my daily life. ___ Other: _____	A, B, C, E, G, H, I, K, L, N
16.	Indicate how you feel about the following statements by checking the appropriate box: <input type="checkbox"/> Agree <input type="checkbox"/> Disagree <input type="checkbox"/> No Opinion <input type="checkbox"/> Agree <input type="checkbox"/> Disagree <input type="checkbox"/> No	B, C, K
	My parents really want me to attend school I believe attending school will	

	Opinion <input type="checkbox"/> Agree <input type="checkbox"/> Disagree <input type="checkbox"/> No Opinion	help me have a better life in the future I would like to continue my studies at school next year	
17.	Do you study any life skills at your school? <input type="checkbox"/> Yes <input type="checkbox"/> No		K
18.	How satisfied are you with the quality of education that you receive at your school? <input type="checkbox"/> Very satisfied <input type="checkbox"/> Satisfied with some things but not other things <input type="checkbox"/> Not very satisfied at all <input type="checkbox"/> I don't know		L
19.	Have you ever attended a private school before with Grades 1 to 6? <input type="checkbox"/> Yes <input type="checkbox"/> No		J
20.	Do any of your friends attend a private school with Grades 1 to 6? <input type="checkbox"/> Yes <input type="checkbox"/> No		J
21.	Do you think the private schools in your area have better quality than your present school? <input type="checkbox"/> Yes, they have better quality <input type="checkbox"/> No, they have about the same quality <input type="checkbox"/> No, they have worse quality <input type="checkbox"/> I don't know		J, L
22.	If you had the chance, would you rather attend a private school or a public school? <input type="checkbox"/> I would rather attend a private school <input type="checkbox"/> I would rather attend a public school <input type="checkbox"/> I never thought about it before and don't know		J

STOP!

**PLEASE RETURN YOUR QUESTIONNAIRE TO THE
FACILITATOR**