

## Original Research Article

### STREET LEVEL BUREAUCRACY AND INSTITUTIONAL ALIENATION: IMPLEMENTATION OF NATIONAL POLICY ON EDUCATION FOR ALL (2000-2015) A CASE STUDY IN PHNOM PENH CAMBODIA

#### Abstract

This research has identified unexpected outcomes from the implementation of Cambodia National Policy on Education for All (NPEA) from 2000 until 2015 where the poor and vulnerable have shown negative reaction to their right for Education for All (EFA) from Cambodian Ministry of Education, Youth and Sport (MoEYS) in reconstructing human capital and alleviating poverty toward the attainment of developed country in 2050. A mixed method study was conducted in two phases in which surveys and focus-group discussions with participants such as students, parents and officers in charge several communities and all districts across Phnom Penh; the capital city of Cambodia. It has found that there were reproduction of institutional alienation practices performing by street-level bureaucrats during the 15 years periods of EFA implication which had provoked adverse outcomes in socio-economic disparity and inequity to different income groups assessment. Suggestions for policy makers and changes in practice for sustainable framework have also been addressed for continuing EFA policy implementation in Cambodia toward Sustainable Development Goals (SDGs) by 2030.

**Keywords** Equity, Street Level Bureaucracy, Institutional Alienation, EFA.

#### Introduction

The SDGs described by United Nations General Assembly's in 2015 session about the development of healthy society around the globe which needs certain reforms and guidelines have been set by the UN. These SDGs include 17 goals and 169 targets (compared to the MDG's 8 goals and 48 targets) which are higher in value than the already set Millennium Development Goals (MDGs). The Royal Government of Cambodia known as RGC has currently been continuing to further develop several policies and frameworks in coordinate with the universal Sustainable Development Goals in 2015 to achieve by the end of 2030 under the umbrella of the United Nation in which having quality education is goal number 3 among the total 17. Previously, RGC has already set the Cambodian

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Millennium Development Goals to be reached by 2015, such strategies have been taken into action including the rise in human capital indicators for education, health, and life standard (RGC, 2011). RGC through (MoEYS) together with related stakeholders, development partners, and civil societies involved have put effort and commitment to establish National Committee on Education for All (NCEA). Regarding the enhancement of human capital indicators over the educational sector, RGC has been working for more than a decade toward global initiatives of EFA since the beginning of the twenty-first century. EFA declared at the World Education Conference in Jomtien, Thailand in 1990 (1990-1999) (MOEYS, 2000). In general, MoEYS; Cambodian MoEYS has established a strategy over the same vision to provide education to everyone concerning the RGC objectives of reconstructing human capital since it was destroyed due to decades of civil wars imposed on the nearby geographical areas. The education reforms in Cambodia started since 2000. These reforms work for the early education at the age of nine years and it was considered as the foundation for the strong higher education reforms in the country. For this purpose, they have designed the National Strategic Development Plan (2009-2013) and Education Sector Support Program and EFA National Plan (2003-2015) for lifting the standard of education in the country.

**Children and Education from Global Perspectives:**

From the Convention on the Rights of Children by UN in 1990, on Article 26 point 2; children's right to social security insurance and benefit has stated that "Nation States Parties make it possible to all possible steps. To avoid the death rate of newly born babies and children; (b) To provide all health related facilities to children; (c) To overcome and control the food and health crisis the use of new strategies and technologies; (d) To take care of mother,s health; (e) To easy access to parents and children to the basic health and education facilities; (f) To launch the new health care systems and guidelines for the parents to make sure information about the family planning " (UN, 1990).

Moreover, for the education facility to children as mentioned through 1 point agenda in article 28: (a) free education for all children ; (b) To strengthen the secondary and vocational education; (c) Make higher education accessible to all on the basis of capacity by every appropriate means; (d) Free access about the information of secondary and vocational education; (e) The abide the children to maintain the punctuality at school" (UN, 1990).

The education in the United Kingdom is completely controlled and supported by the government to provide free education to each every children starting from secondary education to higher education (Feikert, 2007). They made legislations acts about education in 1996; 1997;

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the Education (Schools) Act 1997; the Special Educational Act 2001; and Higher Education Act 1992;

the Learning and Skills Act 2000; the Teaching and Higher Education Act 1998; and the School Standards and Framework Act 1998 as amended and supplemented by the Education Acts of 2002 and 2005. Such education acts were about the children and teenagers starting from nursery to secondary (Feikert, 2007) and led by Secretary of State in England and Wales (Feikert, 2007).

The RGC emphasizes the health care and education of children. The constitutional Article 48 describes that the state has become safeguard of educational and health related rights of children (RGC, 2010). The constitution of kingdom of Cambodia states that the under age rights of education must be supported and strengthened by the government. The economic stress is the main challenge in the country and it increases the poverty ratio among the different sectors of children in the country. The dropout rate in the 2013/2014 was 10.5%. A limited number of scholarships is available in Cambodia for the students of grade 4 to 6 and more than 50,000 students did not get scholarship which highlights the space for the creation of funds for the students of grades 1 to 3 as well as secondary education level (RGC, 2017).

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Moreover, EFA policies, strategies, the consistency of ESSP/ ESP and targets as empowered through the application of the similar means of forms and the Education Management Information System (EMIS). Whereas the relevant literature has been taken for the development on the Cambodia EFA Assessment in 2000, and illustrating the discrimination in the much more rate (e.g. girls, minorities), further, dropout and repetition rates guaranteeing the proper placing of well-qualified mentors (MOEYS, 2002). According to CSES 2015, only 5.4% of people aged from 25 and above have completed grade twelve simply upper-secondary level (NIS, 2016). Below are empirical challenges resulting from each civil officer as the public service provider to the claimants mainly to students; poor and disadvantaged children who are crucially the target of MOEYS national education for all policy toward the global initiative since 1990 (MOEYS, 2002) which could be divided into different categories.

#### Teachers:

- Promoting Lecturing fee per class-time
  - Promoting the in-class lesson's handouts business
  - Introducing extra charged private tutoring class aside from the curriculum
  - Categorizing examination's sheet for extra class and non-extra class students
- Local Public Educational Institutions:
    - poor administrative structure

- charge extra money on registration and other related document processing works from students
- Commune Councils:
  - Didn't provide enough and reachable information to the targeted children
  - poor mechanism on identifying poor and vulnerable children in disadvantaged villages and households

**Research Questions:**

- a. What are the risks experienced by EFA beneficiaries in selected communities of Phnom Penh?
- b. What are the perceived benefits of the EFA for the poor, vulnerable and rich households?
- c. What are the challenges associated with EFA policy during the implementation period?

**Hypotheses:**

H1: Household Income in the family will have an effect on the accessibility the EFA.

H2: Expenses at School will have an effect on effectiveness of EFA and its six goals achievement.

H3: There is a great number of reactions toward the negative impacts of informal fees in the educational institutions.

H4: A greater proportion of children from poor community are eagerly to withdraw their right to access EFA during the implementation period due to economic challenges within education sector than those from better living condition.

**Street-Level Bureaucracy:**

To this regard to educational sector, teachers, principals and other administrative staffs are considered as the street-level bureaucracy workers who are responsible to providing social assistance from RGC and objectives of ministry in charge to its targeted group; children in which have the right to receive free education from primary until completed secondary free of charge (Constitution, Senate, 2008). However, such mechanism have been introducing to policy claimants especially to students for a new implication of Education for All (EFA) as Vincent McNamara (2013) contented, pupils in a class who can bear the financial support for a teacher when he/she is hired for the tuition (McNamara, 2013). The schools are not allowed to

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collect fees from children (Bray and Bunly, 2005) (Brehm, 2011). As M. Liskpy (1980) provided a definition of “Street-level bureaucrats”. All of them are associated to several classes of the country (Lipsky,1980).

***Citizenship and Social Right:***

Everyone has right to access to school without caring of tuition fee according to the Constitution (1993), but to this extend children who are currently living in disadvantaged households condition are reluctant to receive their free education and are highly to repetition and dropout because of as M. Lisky (1990);most of front-line bureaucrats; they created and showed to restrict these requirements and increase the possibility of use of available facilities. Through reutilization and simplification of client processing, teacher as street-level bureaucrats ration services and control students by imposing costs and client differentiation manifested as private tutoring and non-private tutoring students (Lipsky, 1980). Richard F. also raised on his work (Flathman, 2010), however Cambodian children are still being exploited by the aforementioned issues with the introduction of extra class called “REANKUA” (W., 2011).

***Poverty & Education:***

The innumerable assessments impart the perspective to greater poverty level in Cambodia. Henceforth, it is estimated that 36 percentage of poverty headcount index in 1999 (Poverty Profiles, 1999). This is quite a difficult to make the comparison between poverty measures and poverty incidence. Poverty rates counted at a greater number in rural region and 90.5 percentage people depend on a poverty-stricken situation. Parting with 7.2 percentage of poor people reside in the urban locale and also 2.3 percentage in the capital Phnom Penh. However, the normal yearly profits (rural US\$ 197 per annum, Phnom Penh US\$ 691 per annum) in rural region found less as compared to one-third of Phnom Penh inhabitants with support of Cambodia Socio-Economic Survey (MoEYS, 2003). Such the comparison between Asian countries and Cambodia made on the basis of the vast human poverty indices. For instance, 42.5 % poverty index noted in Cambodia through application of the UNDP (2006). Whereas 25 % reported in Southeast Asia and Pacific developing countries along with poor performance on the completion of the primary schooling, sanitation service access and health as well as nutrition of children that are components as related to the low HPI in Cambodia (UNDP, 2006). Poverty rate can be alleviated by dint of improvement of the basic education on the priority basis in the rural region. However, much more disparities because of poverty reported in urban and rural region.

Likewise, the HPI in urban region noted as 16 % and 34.2 % in rural setup.in opposition to it, the results achieved as 44.9 percent for 84 % of the population (UNDP, 2006). Besides to this, the consumption in urban region per capita showed as twice times as compared to rural locale meanwhile people of urban setup having higher education achievement and an extra five years life expectancy. Parting with this, Phnom Penh inhabitants utilize their times on the educational strategies concerning the rural population (UNDP, 2006).

PSE (2009) identified the characteristics of poverty based on the office of Management and Budget sets the official line of poverty. (Charles P. De Santo, Zondra G. Lindblade and Margaret M. Poloma, Wesley Press, Indianapolis, In 1992: Christian Perspectives on Social Problems) as below:

1. Inadequate Education: the level of education achievement is a crucial determinate of a person's future income. Lack of skills and access to vocational training.
2. Illiteracy: even those who have completed some high school may not be able to read at a sixth- grade level. The level of literacy greatly hampers future educational, occupational and social adjustments.
3. Poor health all studies show a correlation between income and healthy; the poor tend to have much worse overall physical and mental health than the non- poor. Poverty and sickness go together.
4. Poor housing: dilapidated housing is one of the most evident correlated of poverty. In addition to those without a home, who live in dwelling with no clean water, little furniture and bad environment.
5. Poor family life: the family is the most important social institution for children to develop values, habit, and discipline and life goals. If children grow up in poor, single parent, divorce families who will meet obstacles in future.
6. Lack of political participation: the lower social class, the lower the rate of political participation. The poor lack the economic, social and personal characteristics that normally stimulate participation they do not belong to political or other voluntary organizations because membership takes transportation, literacy, decent clothing, child care, money for dues and freedom from fear. (cited in PSE, 2009, P.3).

### ***Educational Policies of RGC:***

In the last three decades since the completed decimation of the education system under the Pol Pot regime, the government has brought back education to some extent. Over the last few years the Cambodian government has been struggling to improve the education system to be competitive

with other countries in the world, especially with countries in Asia. In response to this context, RGC developed “Rectangular Strategy” to fulfill the (CMDGs) (MoEYS,2010).

In the article 68 from Cambodian Constitution in 1993 has mentioned that “ the government should allow and facilitate with provision of both primary and secondary education free of (Senate, 2008). According to Education Law on article 31, raised about the right to access education. In social context, every individual possesses social right to gain a better education in the public free charge school approximately nine years. In the similar vein, the Ministry in charge of education should work out on the strategic plans and policies to provide the qualitative education to the people as per prescribed rules of the country (RoyalKram,2007).Everyone especially children starting from 6 years old can access to register at any public school to begin their primary education without any cost. RGC identified the need and critical value of early childhood care and development (ECCD).The ECCD is main element of EFA and RGC (RGC,2010).

#### ***Principle and Implementation of Education for All***

Financial strategy and purposive plan for acquiring EFA through 2015 as developed on the basis of the main rules to gain the proper approach so as to improve quality of education through parental and private resources with assistant of donor and government sectors. The particular program planning structure and targets through achievement education by 2015 discussed as the below:

- 1- Gradual rises for primary and secondary level education
- 2- The rationalization of teacher deployment with respect to pupil to teacher ratios (PTR) of 45 and 40 at primary and secondary level
- 3- The admission at primary level will be increased with a value of 3.8 million in 2008, and decrease in 2009/12 because of the removal of several order enrolled pupil and enrolment was again increased in 2015 with a value of 3.8 million
- 4- The increase in the infrastructure and employment of new teachers was enhanced every year by considering the number of enrollment from 2003 onwards ((MoEYS, 2010), p.31).
- 5- The enhancement in the already infrastructure and teaching timings paid the way to improve education standard

Moreover, the entire expenditure strategy for applying of EFA, and as included of

formal basic education, administration, early childhood education; non-formal education, and teacher development and literacy programs would enhance from riels 419 billion in 2002 approximately riels 855 billion in 2015. Besides to this, the entire sharing of educational expenditure on EFA for implementation comprised of the parental/ private contributions, NGO, MoEYS funding and other Government Ministries that had been fallen about 90% in 2002 to 66% by 2015. Hence, this is concerned with MOEYS policy/ Government to enhance an essential education through financial process by dint of a public/ non-public partnership ((MoEYS, 2003), p.11). Implementation project expenditure on EFA as increased approximately 329 riels billion (US\$83 million) in 2002 almost riels 805 billion (US\$203 million) in 2015. Moreover, the present expenditure on these projections regarded as reasonable and much more of 24 % in 2010 dropping approximately 21 % in 2015. In the similar context, the capital cost (For instance, capacity building and additional services) as set up to develop almost riels 94.7 billion per annum (US\$24 million) in 2002 approximately riels 233.3 billion per annum (US\$59 million) by 2015. As viewed that capital expenditure for primary and secondary school construction would be adjusted till 2010 on the priority basis focusing on the transfer of the extra cost on post –secondary education facilities afterwards to 2010.

## Methodology

The research adopted a mixed method including quantitative and qualitative in which of enquirysurvey design to invite total of 300 residents of Phnom Penh city through an online survey using the random sampling method. First, the research has conducted survey randomly with three hundred (300) participants from several communities of Phnom Penh, the capital city of Cambodia using Google Form online. Afterward, the second phase of data collection was done with voice recording interview employing Focus Group Discussions (FGDs) with students, teachers, parents, principals and MoEYS officers. All participants were contacted in advance. The first FGDs interviews were conducted with twelve (12) retrospective students chosen based on researcher's convenience and snowball sampling technique. In addition to the student's FGD's interview, the researcher also has begun with conducting a quick survey by asking the student to fill in their background, just to find out if any of them was from different type of living background so that were convenient in addressing the comparison of each participants. Furthermore, parents from eight (8) families also have been given an invitation to join another

FGDs toward the aim of obtaining realistic consequences from their household's point of view. The final FGDs were held with five (5) teachers, two (2) school principals and three (3) EFA officers whom in charge of implementing this policy. Tape recording was introduced during each interview and were securely stored. Only first names were used so there weren't any problems with privacy. Finally, researchers also used related secondary documents from several national and international sources like Scopus, Google Scholar...etc to cross reference, code and deeply analyze ensuring reliability and validity. The data analysis has used both quantitative and qualitative analysis methods. For quantitative data from questionnaires were imported to SPSS to find the demographic information, mean, standard deviation; simple correlation analysis and regression of liker scale data and were exported into graph display and figures. Likewise, the data from our FDGs among the students, parents and also officers were inserted to MAXQDA 18 identify the emerging themes, memos and comments from them were coded and developed in the discussion and recommendation of the research.

## Findings

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**Table 1 Correlations Analysis**

	Gender	Monthly income	Occupation	Educational Level	Expenses at School	Reaction to Informal Fees	Effectiveness of EFA
Gender	Pearson Correlation	1	.298**	-.458**	-.034	-.052	-.109
	Sig. (2-tailed)		.000	.000	.553	.370	.059
	N	300	300	300	300	300	300
Monthly income	Pearson Correlation	.298**	1	-.183**	-.306**	-.309**	-.502**
	Sig. (2-tailed)	.000		.001	.000	.000	.000
	N	300	300	300	300	300	300
Occupation	Pearson Correlation	-.458**	-.183**	1	.318**	.515**	.426**
	Sig. (2-tailed)	.000	.001		.000	.000	.000
	N	300	300	300	300	300	300
Educational Level	Pearson Correlation	-.034	-.306**	.318**	1	.565**	.608**
	Sig. (2-tailed)	.553	.000	.000		.000	.000
	N	300	300	300	300	300	300
Expenses at School	Pearson Correlation	-.052	-.309**	.515**	.565**	1	.746**
	Sig. (2-tailed)	.370	.000	.000	.000		.000
	N	300	300	300	300	300	300

	N	300	300	300	300	300	300	300
Reaction to Informal Fees	Pearson Correlation	-.109	-.502**	.426**	.608**	.746**	1	.681**
	Sig. (2-tailed)	.059	.000	.000	.000	.000		.000
	N	300	300	300	300	300	300	300
Effectiveness of EFA	Pearson Correlation	-.013	-.163**	.435**	.419**	.648**	.681**	1
	Sig. (2-tailed)	.824	.005	.000	.000	.000	.000	
	N	300	300	300	300	300	300	300

\*\* . Correlation is significant at the 0.01 level (2-tailed).

Table 2: Model Summaryb

Model Summaryb

Model	R	R Square	Adjusted R Square	Std. Error of the Estimate	Durbin-Watson
1	.745a	0.556	0.547	0.21393	1.792

- a. Predictors: (Constant), Reaction to Informal Fees, Gender, HouseholdIncome, Educational Level, Occupation, Expenses  
b. Dependent Variable: Effectiveness ofEFA

Table 3. ANOVA

ANOVAa						
Model		Sum of Squares	df	Mean Square	F	Sig.
1	Regression	16.774	6	2.796	61.087	.000b
	Residual	13.409	293	0.046		
	Total	30.183	299			

- a. Predictors: (Constant), Reaction to Informal Fees, Gender, HouseholdIncome, Educational Level, Occupation, Expenses at School  
b. Dependent Variable: Effectiveness ofEFA

Table 4. Coefficients

Coefficientsa						
Model		Unstandardized Coefficients		Standardized Coefficients	T	Sig.
		B	Std. Error	Beta		
1	(Constant)	0.497	0.116		4.290	0.000
	Gender	0.050	0.031	0.076	1.590	0.113
	Educational Level	-0.013	0.013	-0.050	-0.991	0.322
	Occupation	0.030	0.010	0.157	2.934	0.004

<b>Household Income</b>	<b>0.063</b>	<b>0.016</b>	<b>0.187</b>	<b>3.907</b>	<b>0.000</b>
<b>Expenses at School</b>	<b>0.251</b>	<b>0.071</b>	<b>0.228</b>	<b>3.522</b>	<b>0.000</b>
<b>Reaction to Informal Fees</b>	<b>0.337</b>	<b>0.040</b>	<b>0.576</b>	<b>8.471</b>	<b>0.000</b>

a. Dependent Variable: Effectiveness of EFA

Study in table examined the effect of informal fee related expenses and perception reacted to the informal fees on the effectiveness of accessing the EFA policy that is (dependent variable). The model was examined: in the first model, the four controlling variables were specified as exogenous variables that predicted 33.4% of the total variability in the dependent variable, controlling for beneficiaries related factors: gender, educational level, occupation, and household income.

Beta values are enclosed in the Table suggesting an independent factors in the rise of effectiveness of EFA. It revealed that student's reaction toward their expenses on the informal fees related to their academic inside the educational institutions ( $\beta = .576$ ) has the highest impact in predicting the variation in effectiveness of EFA, followed by expenses at school ( $\beta = .228$ ), household income ( $\beta = .187$ ), occupation ( $\beta = .157$ ) and gender ( $\beta = .076$ ).

As predicted, all hypotheses (H1, H2, H3, H4) are accepted, in all the variables expenses at school, reaction to informal fees, and household income related positively to EFA policy effectiveness with P-values for independent variables pegged below the alpha value of 0.01. After accounting for the confounding effects from the control variables ( $R^2 = .556$ ) which explains 55.6% of variance in the dependent variable. The model showed that income, expenses at school and reaction toward the informal fees have significant association with the effectiveness of EFA.

Likewise, the reaction toward the informal fees. Poor people have more children which create large economic problems for them and limit their access to education and health provisions. In a big city like Phnom Penh, the income of families is higher but with more daily expenses which is again a barrier for families to enroll their kids into schooling (Bray, 1999b). The international resolutions passed in 1940s to the 1980s support the free education as described in 1990 World Conference on Education (Bray, 1999b).

**Institutional Alienation of NPEA:**

Mr. Samrach; a post-graduate student from Phnom Penh, who has spent all his academic years

studying in several public educational institutions since grade one to grade twelve told us in the interview that certain problem that lead to negative impact of the EFA policy from the ministry is “Informal Fees” lying in the schools whom supposed to free. He stated below:

He continued to share his experience about the shadow of informal fees which creates negative side effect over his community such as abandonment of school due to financial issues.

***Private Tutoring in Educational Institutions:***

A series of investigations have identified factors that urge towards the privatization of schools for lifting the knowledge based economy. Controversies are also found when considering the highest paid tutoring countries and lowest paid tutoring countries. This highlights the critical aspect of education in Cambodia and it shows the solid reasons that enhance the private education

(see Figure 2).

Zhang et al. (2011) in China studied 25 schools and she showed a link between private education and quality of education in three provinces like Jinan, and Shandong She determined the better tutoring for poorly active students, however it was not true in case of rural students. Dang et al (2007) reviewed the 1997/98 national survey data. A positive correlation was found between tutoring and outcomes as mentioned on

Likewise, in (p.696). In 2005 HaandHarpham et al. studied the data of 1000 number of students with an age of 8 years and also randomly picked 4716 households in 2002. They have described that the regional conditions, domestic economy and religious inclination have great impact on the tutoring and achievements. Also, tutoring with double classes has significant influence on the outcome that the less number of tutoring. A study was carried out by LeandBaulch (2011) centered on the students of age 8 and 15 which do did not associate with countable correlations between tutoring and outcome (Bray & Lykins,2012). A survey was done in Nepal through a correlation between the tutoring and grading

Of 22,500 students at School Leaving Certificate examination, Thapa (2011:111) and students secured high scores who were tutored. (Bray&Lykins,2012). Same type of study was carried out in Cambodia, by a non-government organization. ; This LIFE Cambodia, and the university of Hongkong in Siem Reap province, Cambodia one teacher has recounted that: A teacher was interviewed

in Siem Reap which was rare in Cambodian schools. A study was reported by Economics

department in Cambodia (2006: 18)

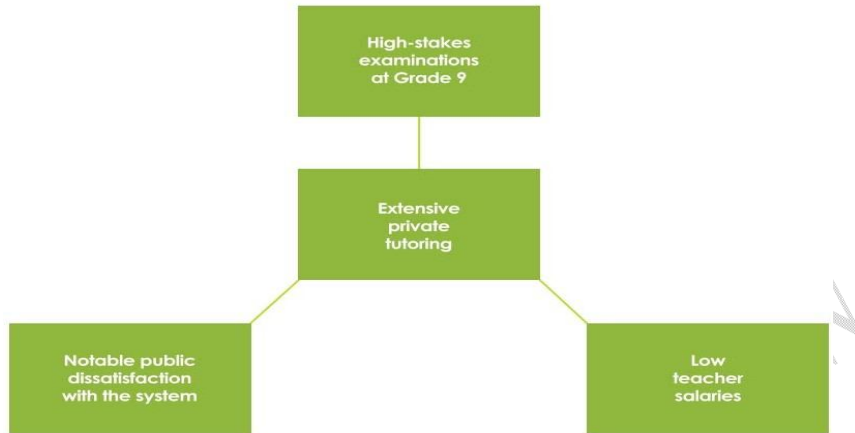


Figure 1: Driver of Private Tutoring

Source: UNDP, Report: Correlation between private Tutoring and Informal Fees in Cambodia's 2014

**Informal Fees in Educational Institutions:**

A informal fee structure has been applied as described by Open Society Institute, 2010). The MoEYS has designed different rules for the collection of fees from educational and other sectors. Practically, two fees structured are found in Cambodia one in private sector and other in public sector (UNDP Cambodia, 2014). The private sector claims large fee structure than the public educational institutes.

Since decades, lot of fees is applied in the basic educational classes by the Cambodia. A study was carried out by Mark Bray in 1999 about the expenses of primary education in Hong Kong which is in the range of KHR 50,000 and 255,000 (US\$12.50 - \$64) per student at early class and a KHR224,000and507,000(US\$56-\$127) for sixth class .The increase in fees from primary to secondary grade is found 5.3% to 20.4% when compared to the annual income of each parent (Bray,1999b).

The national education partnership (NEP) studied the parental pays for early education as described by

NGO Education Partnership, 2007.

The NEP critically evaluated the parent salary with school fee structure which include the

expenses of livelihood and other expenses.

The reason for such heavy fees structure Cambodia is related to the no rule of law and poor sanctions which notoriously help the high scale of informal fees as reported by

(UNDP Cambodia, 2014).The Teachers are paid with low salaries in Cambodia especially in rural areas. The government funds to the schools are not enough to bear the everyday expenses of school education thus it allows the imposition of illegal informal fees structure in Cambodia. The parent and other community sectors pay the fees in cash which is not supervised by the government

(Ang, Friend-Pereira, Nsuguga, & Chhum, 2012; MoEYS, 2005, 2010; MOEYS, 2007).

The reported studies show that the no rule of law, poor school management, low salaries of teachers and negligible contribution from parents and community sectors are responsible for the high fees structure in Cambodia. (see Figure2).

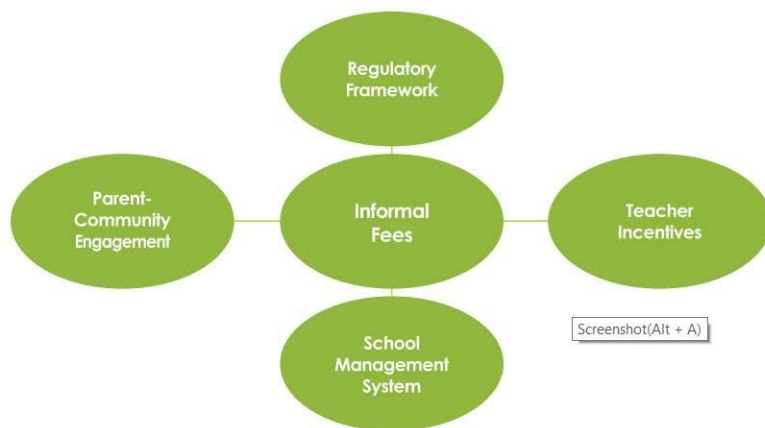


Figure 2: Factors Leading to Informal Fees in Cambodia

### ***Street-Level Bureaucracy & the Production of Institutional Alienation:***

Related to this issue a public secondary schoolteacher from Ksach Kandal district; Kandal, Cambodia also shared his perspective over the challenges after the implementation of EFAsince2000until2015.He's teaching Khmer Literature and English to students from grade 10 to grade 12 in the public school.

The household and community is maintained by community which imbalances between rural and urban areas when each school is separately studied. The international reports supports the decentralization of planning and management systems

(Bray, 1999b). A report of UNESCO (1998a, p.138) illustrates the more power to poor and decentralization of planning and management systems. Such report based recommendation are not acceptable in any of the part of world or country. Few reports in different countries about the local main power which are not supportive to the poor (e.g. Opolot, 1994; Blasco, 1998) (Bray, 1999b).

The committee in schools are based on the rich people which misfortune for the poor as reported by

(Bhatnagar & Williams, 1992) and very much in practice in Cambodia. The poor funds system of schools and unfavorable to the poors belonging to the low and medium income countries and they assigned it to the poor management of institutes (Li&Walker,2016).

### **Conclusion and Discussion**

In sum, research has found out that, beneficiaries are aware of the fact that MoEYS currently embarks on EFA six important goals in various fields such as Universal Basic Education ; Life Skills and Lifelong Learning, L Early Childhood Care and Education; literacy, Gender Equality in Education and Quality of Education. However, what remained unreported was the result in which there were certain aspects which produced negative effects and barriers on beneficiaries/student's accessibility of their free universal education which have already stated in the Constitution. The study revealed that, there were other factors that influenced

**Comment [n11]:** To strengthen the relevance of your research, I recommend a more in-depth approach to the "Findings & Discussion".

the accessibility of free education for Cambodian which is the type or level of effectiveness of its EFA policy implemented by decentralized MoEYS sublevel and schools across the country. Among these four levels, the domain of MoEYS implemented policy from 2000-2015 relating to reaction to informal fee produced the strongest influence on effectiveness of EFA quality ( $r = .68$ ;  $p < .001$ ). This is followed by Expenses at School ( $r = .64$ ,  $p < 0.01$ ) and further, Occupation ( $r = .43$ ,  $p < 0.01$ ). The influence exerted from the other field which is Educational Level ( $r = .41$ ,  $p < 0.01$ ) and Household Income ( $r = -.16$ ,  $p < 0.01$ ) was on a lowest level. Nonetheless, the results indicate that all the study working hypotheses (H1, H2, H3, H4) are supported and accepted. The findings from focus-group discussion also confirmed the overriding suggestion that expenses on different types of informal fees including handouts, lessons, processing fees, private tutoring fees which produced a crucial part in income's expense flow lead to socio-economic inequity and their levels or dimensions have a significant negative influence on the success of reaching the EFA six goals, particularly in the context of Cambodia. All key factors are assigned to the rule of law and its implement, poor educational systems, low salaries of teachers, and negligible support from communities towards the education. The social systems is mainly governed by the households and communities. The reason is simple the rich households and communities are at high facility where are poor households and communities are lacking with such facilities in the educational institutes. Informal expenses may surely be intended to help essential basic education fiscally in immediate and indirect ways, yet unfortunately they have antagonistically influenced its quality, equity and integrity. The outcome suggests that enhancing our understanding of the link between above mention barriers and free school accessibility designing by the royal government and identifying coping mechanism has the potential to deliver significant benefits to illuminate pitfalls and institutional corruption as seen in institutional alienation within education sector, MoEYS and to society as a whole. The evaluation of EFA plan is based on the present annual structure ESSP with joints efforts by Government, MoEYS, donors and NGOs ((MoEYS, 2003), p. 11).

## Recommendations

The reforms in the governance are always expected in order to design rules for the assessment of fees structure paid by the parents. This is because a poor governance in

the collection of fees from parents may create the misuse of power and overburden by the informal fees structure. Informal fees and charges are fundamental issues requiring a long-term procedure, together with a progression of medium-term techniques. The way to accomplishment in dealing with these issues will be to distinguish a lot of genuine arrangements that react to the conditions fundamental the symptoms. Similarly, critical is the observing of short- and medium-term impacts. A decent observing framework will allow mediations to be balanced as fundamental. The MoEYS should enable the youth to exploit the opportunities from ASEAN and other worldwide incentives which are centered at the key skill development like education, science, arts, and numeracy for the evolution of critical comprehension.

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**Comment [n12]:** It is advisable to update the references of the past five years. 2017-2022

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