

The International Seminar on Skills Development for the Emerging New Dynamism
in Asian Developing Countries under Globalization

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PRIVATIZATION OF HIGHER EDUCATION IN CAMBODIA

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1. Background of Cambodian HE before 1997

- “ *Massification* of HE due to globalization and free market economy.
- “ *Impoverished public HEIs* . resources, materials and facilities, teachers poorly paid poorly paid and forced to find second and third incomes, second rate theory and faculty standard issues.
- “ Gvt was the main provider of HE but due to gvt budgetary constraints the *public HEIs could not be expanded* to respond the demand.
- “ Gvt want to *improve* social welfare and relative value of output per worker, and *global citizenship status*.

2. How to get funds to develop HE?

- “ To *charge fees* from students.
- “ Gvt accepted the *public HEIs to charge fees* in addition to the scholarship students selected by the MoEYS for generating their income to use for supplementary salaries of faculty/staff, administration expenditure, and their own development (1999).
- “ Encourage the *creation of private HEIs* to respond the HE expansion.
- “ Gvt promote the *autonomy* to public HEIs with PAI approach for diversifying their income sources and flexibility in development.

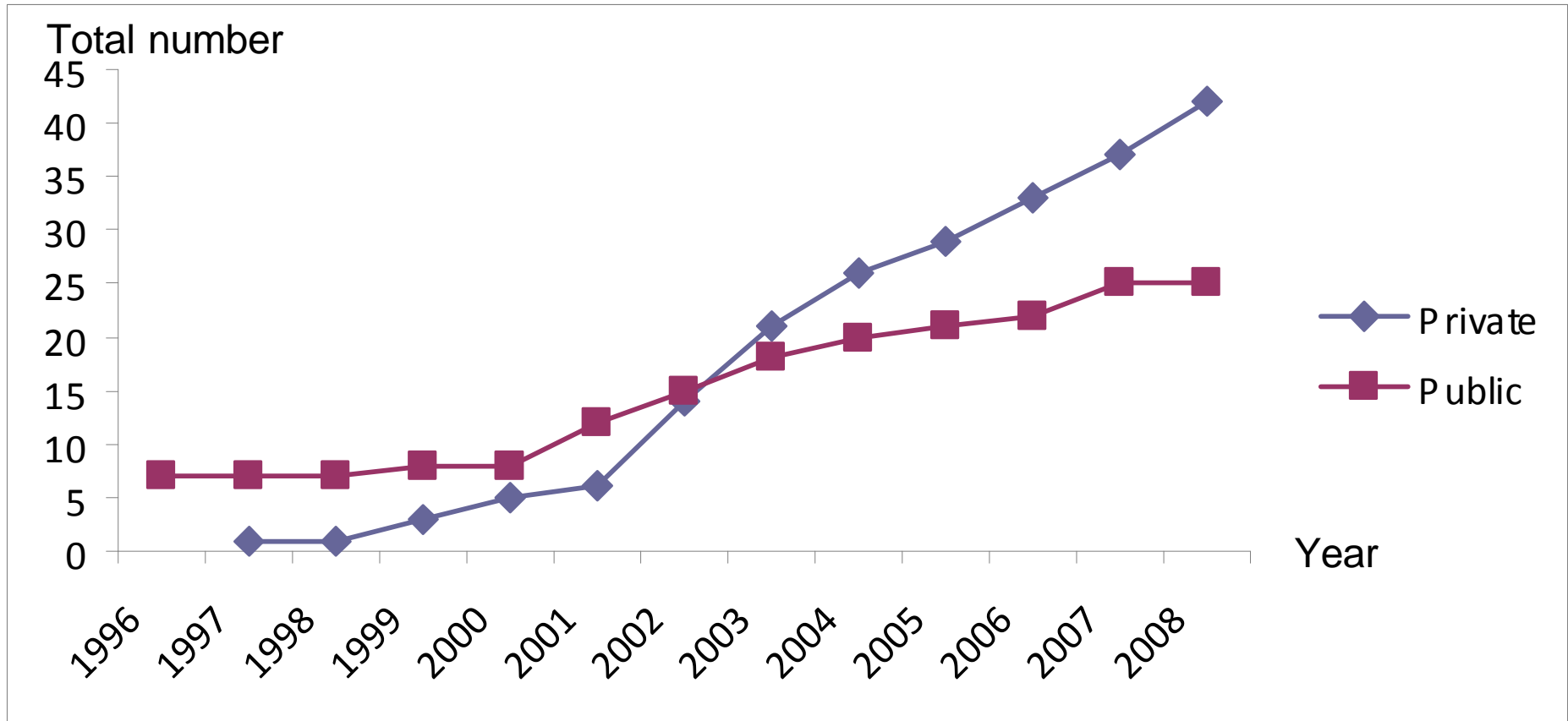
3. The 1997 fee drove turning point in HE enrolment expansion

- “ *Privatization* HE reform
- “ *Private growth* in enrolments followed by *public enrolment growth*.
- “ Together *fee-paying and non fee-paying* enrolment have co-existed since then in both public and private HEIs.
- “ *Associate degrees* and *postgraduate degrees* students enrolment have taken the opportunity to develop too.

Table 1- Number of higher education institutions (HEIs) formally established annually.

Types of HEIs		1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
P R I V A T E	Referred to year of starting, excluding branches campuses		<u>1</u>	0	2	2	1	8	7	5	3	4	4	5
	Referred to the last Sub-decree/ Prakas, including branches campuses			<u>1</u>	<u>3</u>	<u>5</u>	<u>6</u>	<u>14</u>	<u>21</u>	<u>26</u>	<u>29</u>	<u>33</u>	<u>37</u>	<u>42</u>
PUBLIC		<u>7</u>	0	0	1	0	4	3	3	2	1	1	3	0
			<u>7</u>	<u>7</u>	<u>8</u>	<u>8</u>	<u>12</u>	<u>15</u>	<u>18</u>	<u>20</u>	<u>21</u>	<u>22</u>	<u>25</u>	<u>25</u>
Overseas Branches														<u>1</u>
Total		7	8	8	11	13	18	29	39	46	50	53	62	68

Fig.1 . Total number of public and private HEIs



4. Institutionsø characteristics of ownership

- “ *Full government funding: Army university, Buddhist university, Police Academy*
- “ *Semi government funding*
- “ *Individual-public partnership*
- “ *Private individual proprietors*
- “ *Private corporations*

Table 2- Statistics of students enrolled in HEIs between 1996 and 2008 (Undergraduate)

Years of Enrollment	Public HEIs		Private HEIs		Total		Grand Total
	Non Fee-paying (% Female)	Fee-paying (% Female)	Non Fee-paying (% Female)	Fee-paying (% Female)	Non Fee-paying (% Female)	Fee-paying (% Female)	Total students Number (% Female)
1996-1997	10,079 (16.16)	252 (n.a.)		952 (n.a.)	10,079 (16.16)	1,204 (n.a.)	11,283 (n.a.)
1997-1998	7,505 (22.58)	1,727 (n.a.)		1,235 (n.a.)	7,505 (22.58)	2,962 (n.a.)	10,467 (n.a.)
1998-1999	6,875 (22.41)	5,532 (28.71)		2,371 (30.11)	6,875 (22.41)	7,903 (29.13)	14,778 (26.00)
1999-2000	6,571 (24.36)	12,123 (25.72)		2,863 (24.52)	6,571 (24.36)	14,986 (25.49)	21,557 (25.15)
2000-2001	6,860 (25.50)	12,641 (29.97)		5,579 (23.53)	6,860 (25.50)	18,220 (28.00)	25,080 (27.32)
2001-2002	7,332 (25.93)	16,008 (32.30)	19 (n.a.)	8,400 (24.76)	7,351 (25.86)	24,408 (29.70)	31,759 (28.81)
2002-2003	7,229 (28.93)	16,252 (31.98)	745 (33.42)	17,083 (28.85)	7,974 (29.35)	33,335 (30.38)	41,309 (30.18)
2003-2004	7,518 (30.98)	17,683 (33.80)	1,542 (28.27)	18,112 (29.35)	9,060 (30.52)	35,795 (31.54)	44,855 (31.34)
2004-2005	6,595 (33.36)	15,838 (34.88)	995 (32.26)	24,103 (29.85)	7,590 (33.21)	39,941 (31.84)	47,531 (32.06)
2005-2006	8,620 (32.01)	22,621 (35.91)	2,529 (33.10)	41,093 (31.42)	11,149 (32.25)	63,714 (33.01)	74,863 (32.90)
2006-2007	9,443 (34.53)	28,930 (36.13)	4,786 (35.21)	49,181 (34.75)	14,229 (34.76)	78,111 (35.26)	92,340 (35.19)
2007-2008	9,966 (34.55)	36,429 (36.94)	3,654 (36.64)	60,041 (36.58)	13,620 (35.11)	96,470 (36.72)	110,090 (36.52)

Fig.2 . Total number of non fee-paying and fee-paying students in both public and private HEIs

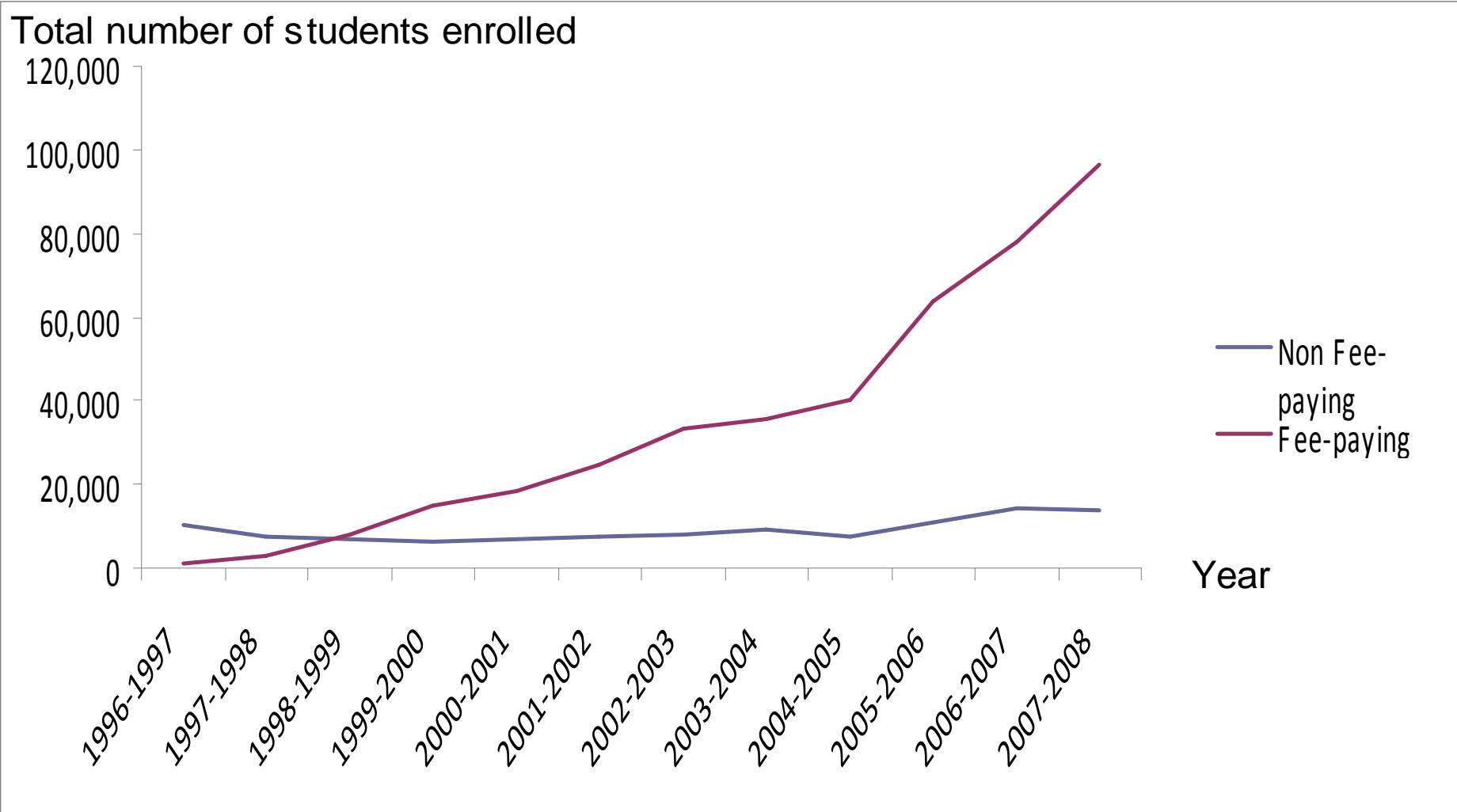


Table 3 – Statistics of graduate students enrolment and graduation from 2002 to 2008

Year	Enrolment		Graduation	
	Master programs (% Female)	PhD programs (% Female)	Master programs (% Female)	PhD programs (% Female)
2002-2003	382 (4.45)	11 (27.27)	129 (10.85)	-
2003-2004	1,448 (12.22)	8 (12.50)	446 (8.07)	-
2004-2005	2,082 (14.46)	181 (3.87)	1,176 (12.33)	-
2005-2006	2,565 (15.32)	270 (7.78)	1,084 (13.84)	9 (22.22)
2006-2007	8,830 (15.48)	448 (6.47)	1,981 (12.87)	24 (8.33)
2007-2008	10,832 (15.84)	838 (5.49)	3,535 (13.27)	26 (3.85)
Total			8,351 (12.80)	59 (8.47)

Fig. 4 . Graduate students enrolled from year 2002 to 2008

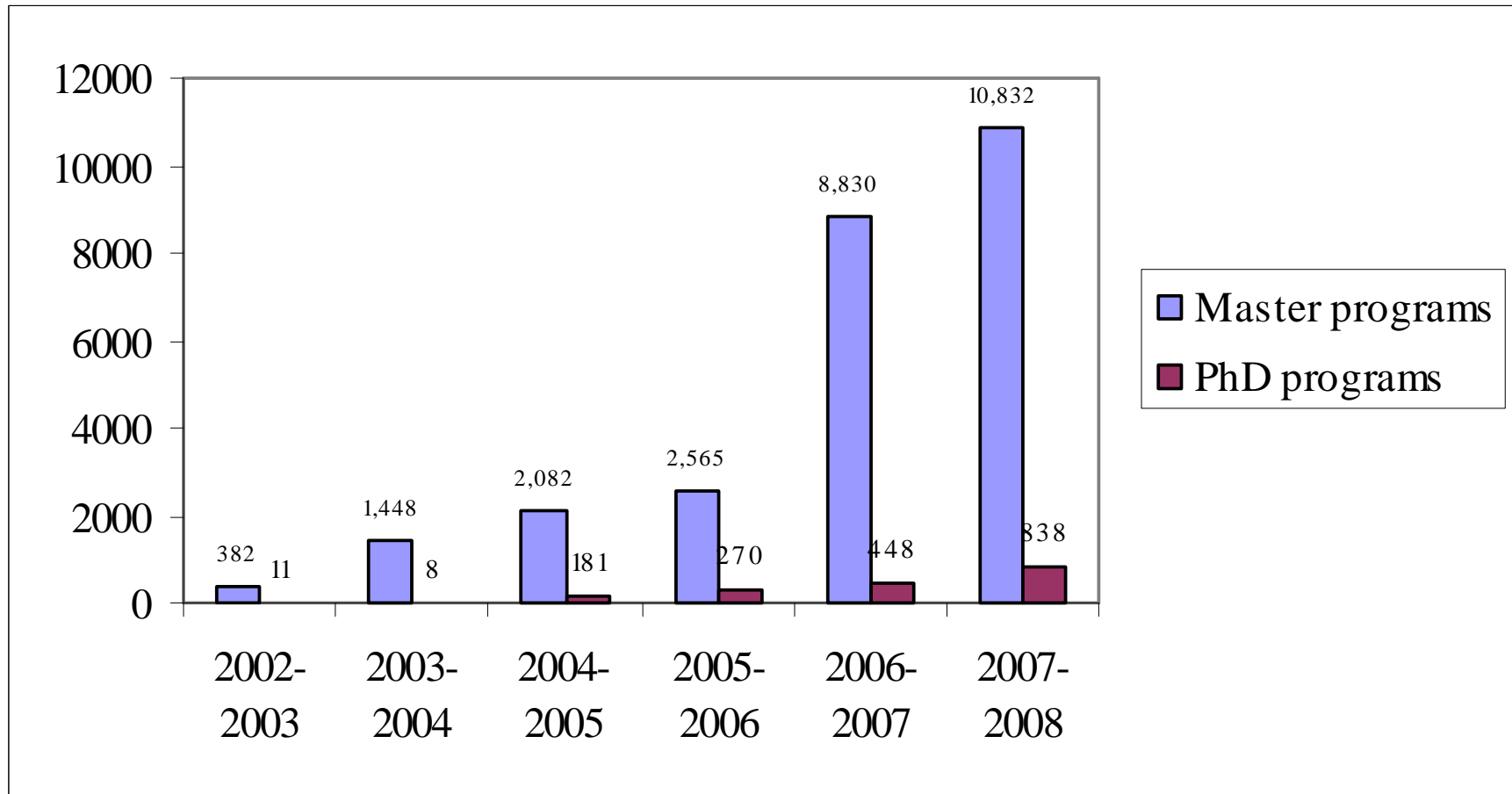


Fig. 5 . Graduates from Master and PhD programs (in country)

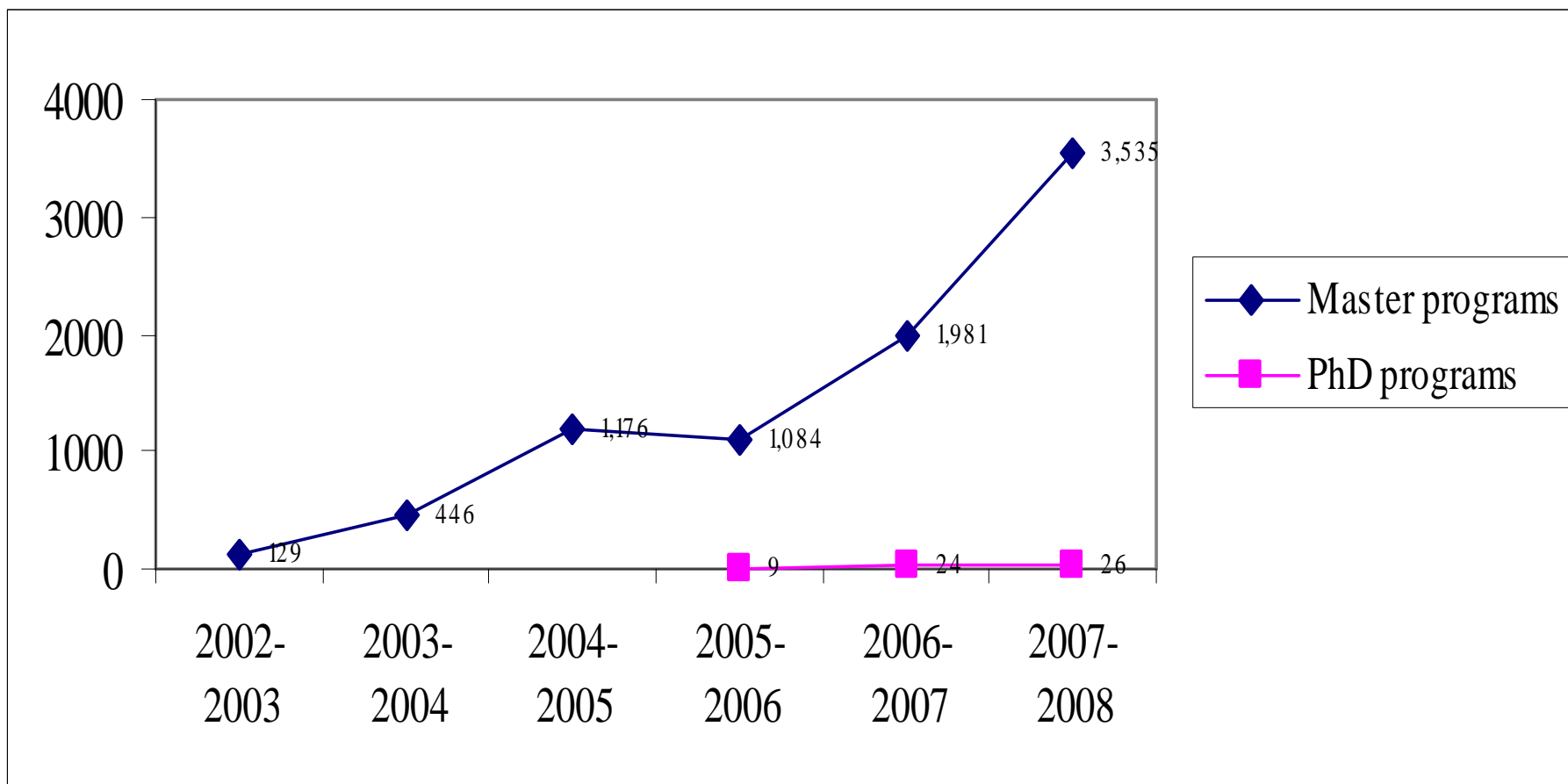


Table 4 ó Number of graduates of Master Programs from public and private HEIs

<i>Types of HEIs</i>	2004 (% female)	2005 (% female)	2006 (% female)	2007 (% female)	2008 (% female)
Public	144 (12.50)	514 (14.40)	780 (14.74)	718 (18.25)	503 (22.86)
Private	302 (5.96)	662 (10.73)	304 (11.51)	1,263 (9.82)	3,032 (11.68)
Total	446 (8.07)	1,176 (12.33)	1,084 (13.84)	1,981 (12.87)	3,535 (13.27)

5. What did public HEIs benefit from the new HEI fees?

- “ *Maximized use of classroom*: 4 shifts of students
- “ *Enrolment increased* in both, particularly fee-paying students (**FP 78.52%** vs **NF 21.48%** in 2007/08).
- “ *Faculty and staff retained*, though not absolutely, through additional income.
- “ Promoted *leadership and faculty initiative* environment: programs diversification and entrepreneurship.

6. What did private HEIs benefit from the new HEI fees?

- “ Attracted *more private investment* and development in HE.
- “ *Decentralization of fields of study choice* and *program initiatives* in private HEIs up to Doctoral degree.
- “ *Huge contribution to HE massification* (Private HEIs 57.86% vs Public HEIs 42.14% in 2007/8).
- “ *Decentralization of funds management* to the level of HEI. HEIs make the decisions about the priorities for spending and implementing.

7. Gain for all HEIs

- “ Average *salary* of teacher was *increased* in the range \$200 - \$500 per month.
- “ Private funding is estimated at \$ 43 millions is *over 5 times* the public funding (2008) for HE.
- “ Provisory mobility of staff from gvt sector for *additional earning* at private HEIs as teaching resource, most are from public HEIs.
- “ *Expansion of HE to the provinces* over the country.
- “ There is a *reduction of education and culture differences* between public and private HEIs.

- “ *Graduate education*, Master and PhD programs, established and developed.
- “ *Provision of second chance* for HE enrolment to whom are not selected by the MoEYS.
- “ Workers (gvt, private, and civil society) had *opportunity to be trained* and *upgraded* for higher degrees.
- “ Private HEIs are becoming *competitors* to put pressure on public HEIs not to be indifferent in making progress.

8. Undesirable impacts for public HEIs

- “ The *free enrolment of non-selective* fee-paying students bring to wondering of education quality.
- “ Most teachers they just concentrate on getting *maximum teaching load*, because the paying unit is based only the teaching hours number.
- “ *Unbalanced* activities of each *faculty* between teaching, research and services.
- “ Some *attractive programs* receive as much students as they can.

9. Issues for private HEIs

- “ Most *classroom* accommodate between *70 and 100 students*.
- “ A *rapid non-regulated expansion* of private HEIs.
- “ Production of *second rate degrees* in the most of institutions.
- “ Some *compete by lowering fees* rather strengthening quality of education.
- “ Governance is a *profit-based* rather than an academic non-profit one.
- “ Some *weakest institutions* are in the process of *collapsing*, leaving their students in an uncertainty.

10. Issues for the whole HE

- “ Only students from the *middle and lower classes* enrolled, and most are on the job.
- “ *Beginners* of undergraduate and graduate programs *have different levels of backgrounds* . free-enrolment for fee-paying students. HEI selection practices have shifted from being highly selective to take all comers.
- “ All HEIs are now *heavily dependent on fee revenue* for development.
- “ Since 1997 to now, all *fees were stagnant* though the annual inflation. This means a downward pressure on fees, and on the capacity of all HEIs to maintain quality.
- “ *Less privileged students* are paying more for *inferior education* provided in the private sector.

- “ *Mass HE* is *desirable* and *beneficial* but it can only happen if it can be *quality education* and therefore if sufficient funds are available to pay for *it*.
- “ *Scholarships* afforded are for the *fees only* but not for *allowance* and accommodation for the poor able students.
- “ HEI management is *heavily dependent on top individual leadership*, and very specific from one to another.
- “ *Ambiguity* between liberalize/privatize vs regulate/control in the HE system.

11. How to improve quality and equity?

Legislation

- “ Creation of **ACC** (Accreditation Committee of Cambodia):
 - **Royal Decree** on Accreditation of HE dated 19.04.2003; and its **sub-decree** of implementation.
- “ **Sub-decree** on **Criteria in Establishing** a University, dated 03.06.2002.
- “ **Declaration** on Conditions and Detailed Criteria for Establishing a Higher Education Institution.
- “ **Education Law** dated 08.12.2007.

Policy & Strategy

- “ **Mechanism for monitoring and control** quality and equity for the whole HE system, including in other parent Ministries: public funding, national standards for graduates quality, student population distribution by different specialties, ã
- “ **Revise current regulations**: e.g., professional university and *general university*, the offering of Foundation Programs, Associate Degree programs, etc.
- “ Association of Cambodian HEIs (of *private institutions*) should recommend to the MoEYS each year **quality minimum fee levels** and minimum standards required for each program. And it should be extended to the *public* HEIs as well.

- “ HEIs must base programs offered on *national development needs* and *market demand* rather than on *student demand*.
- “ *Regulations under the new Education Law* relevant to quality and equity concern should be formulated sooner.
- “ The *academic title* and promotion for university faculty should be *harmonized* and *aligned* for the whole country rather than depending on each institution.

12. Conclusion

- “ The privatization of HE has contributed to a huge *expansion of HE massification* in Cambodia.
- “ *Students enrolment* has been *growing faster* during the last ten years (over 10 times) but *unbalanced* programs distribution due to fee income generating.
- “ *Quality and equity* in HE are still the hard issues concerning by the RGC.
- “ The privatized HEIs *should be modeling* a clear *vision* and appropriate *strategies for SD* of what HE could be in Cambodia.

Thank You!