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Private Education, Teacher Education: Implications for Equity and Quality in Cambodia

Context

- Very poor country, but rapidly growing economy
- Access has improved, especially at primary
- Lower secondary is problematic
- Working to improve quality
- School system rebuilt from very low base after Khmer Rouge
- Teachers and students were especially targeted
- Afterwards, teachers recruited, even when under-qualified
- Ongoing and recent efforts to upgrade qualifications of teachers
- Government encouraging/requiring teachers to earn post-secondary qualifications
- But lacks means to provide free to all

Education in Cambodia: Comparison with Southeast Asian countries

	Singapore	Malaysia	Thailand	Indonesia	Philippines	Vietnam	Laos	Cambodia	Myanmar
GNP per capita [US\$](2006)	28,730	5,620	3,050	1,420	1,390	700	500	490	--
Adult Literacy Total (M/F)	94 (97/91)	92 (94/89)	94 (96/92)	91 (95/87)	93 (93/94)	90 (94/87)	72 (80/66)	76 (86/67)	90 (94/86)
NER at Primary Total (M/F)	-- (--/--)	100 (100/100)	94 (94/94)	96 (97/94)	91 (90/92)	88 (--/--)	84 (86/81)	90 (91/89)	100 (99/100)
Survival Rate at Primary Total (M/F)	-- (--/--)	99 (--/--)	-- (--/--)	79 (78/81)	70 (66/75)	92 (--/--)	62 (62/62)	55 (54/57)	72 (71/72)
GER at Lower Secondary Total (M/F)	-- (--/--)	90 (89/91)	98 (96/100)	78 (77/79)	86 (83/90)	88 (90/86)	52 (58/46)	54 (59/49)	56 (56/56)
GER at Upper Secondary Total (M/F)	-- (--/--)	53 (48/58)	59 (55/64)	51 (51/50)	73 (66/80)	59 (58/60)	35 (39/29)	21 (25/16)	35 (35/36)

Education levels and pedagogical training of teachers, 2010/11 (MoEYS, 2011)

	Primary	Lower Secondary	Upper Secondary	Bachelors	Masters	Ph.D.	No pedagogical Training
Primary School Teachers							
National	1,903	24,375	18,563	554	13	0	406
Urban	229	4,839	4,705	278	12	0	20
Rural	1,674	19,536	13,858	276	1	0	386
Secondary School Teachers							
National	233	7,524	20,432	6,870	414	7	250
Urban	64	2,323	5,439	3,469	306	7	27
Rural	169	5,201	14,993	3,401	108	0	223

Student-teacher ratios, primary and lower/upper secondary in Cambodia, 2010/11 (MoEYS, 2011)

Locale	Primary	Secondary
National	49:1	25:1
Urban	30	20
Rural	54	28

Historical look: Teacher training in 2004

LEVEL OF EDUCATION	Number	%
Primary education	Total: 56,812	100
Short-term training	20,059	35.2
Training (3+1), (4+1), (4+3),(5+3)	767	1.4
Training (7+1), (8+1)	10,823	19.1
Training (8+2)	6,908	12.2
Training (11+2), (12+2)	17,199	30.2
Training Bachelor's degree +1	1,056	1.9
Lower secondary education	Total: 21,931	100
7+3 1983-1984	1,629	7.4
8+3 1985-1991	10,086	46.0
9+1 1981-1984 University of Phnom Penh (UPP)	1,432	6.5
9+1 1982-1984 UPP & Battambang	151	0.7
9+1 1988-1990 UPP	273	1.2
11+2 1990-1992 RTTC's	1,178	5.4
12+2 1998-2004 RTTC's	6,714	30.6
12+2 2000-2004 Primary school teachers to RTTC	468	2.1

Current base rate of pay for teachers (CITA 2010)

Teaching Level	Basic Monthly Pay (as of January 2010)	Basic cost of food per person/per month	Percentage of Pay required for food	Increase required to reach minimum living wage
Primary	\$50	\$19.80	39.6%	120%
Lower Secondary	\$75	\$19.80	26.4%	60%
Upper Secondary	\$100	\$19.80	19.8%	20%

Percentage of respondents for whom teaching was their first career choice, by father's level of education

Father's education	Teaching 1 st career choice?	
	Yes	No
No education	97.2	2.8
Some primary	90.4	9.6
Completed primary	87.0	13.0
Some secondary	85.6	14.4
Lower secondary	89.9	10.1
Upper secondary	82.5	17.5
Some higher education	80.6	19.4
Completed higher education	69.3	30.7

Teacher Education in Cambodia

- Formal teaching credentials offered only by public institutions
- Provincial Teacher Training Centers (PTTC) for pre-school and primary teachers – post-secondary, 2 years
- Regional Teacher Training Centers (RTTC) for lower secondary teachers – post secondary, 2 years
- National Institute of Education (NIE) for upper secondary teachers – post BA, 1 year
- However, degrees in language (e.g., English, French) offer pedagogical training
- Additionally, many current teachers are “upgrading” their qualifications by earning a bachelors degree
- Formal credentials required to teach in public schools but private schools may not require teaching credentials or pedagogical training
- Some schools still must employ teachers without sufficient qualifications
- Various in-service programs offered (though not discussed here)

Higher Education Today: The 2009 World Conference on Higher Education

- As a public good and a strategic imperative for all levels of education and as the basis for research, innovation and creativity, higher education must be a matter of responsibility and economic support of all governments...
- At no time in history has it been more important to invest in higher education as a major force in building an inclusive and diverse knowledge society and to advance research, innovation and creativity. The past decade provides evidence that higher education and research contribute to the eradication of poverty, to sustainable development and to progress towards reaching the internationally agreed upon development goals, which include the Millennium Development Goals (MDGs) and Education for All (EFA).

Higher Education in Cambodia

- Higher education institutions of Cambodia today can be classified basically into three types--the Royal Academy, universities, and colleges specializing in particular fields.
- Very limited capacity to engage in research
- Many higher education institutions in Cambodia only run programs in specific areas of specialist fields, and only few multi-faculty universities offer instruction over a broad range of fields
- Demand for higher education has risen dramatically in recent years. In response, many private higher education institutions are opening up
- Regional context: Due to its low quality of education, Cambodia may continue losing talent to neighboring countries

Higher Education In Cambodia -2

- Higher education – high demand
- Private higher education permitted from 1997, now far exceeds public enrollment
- Also fee-paying students were admitted to public HEIs
- Private higher education almost always “for profit”
- Huge growth – Cambodia’s higher education enrollment > 80 times larger than in 1980
- Most new institutions are private; most new places are fee-paying
- Government is working to regulate private higher ed— “work in progress”—much of the regulation of quality is mostly left to market

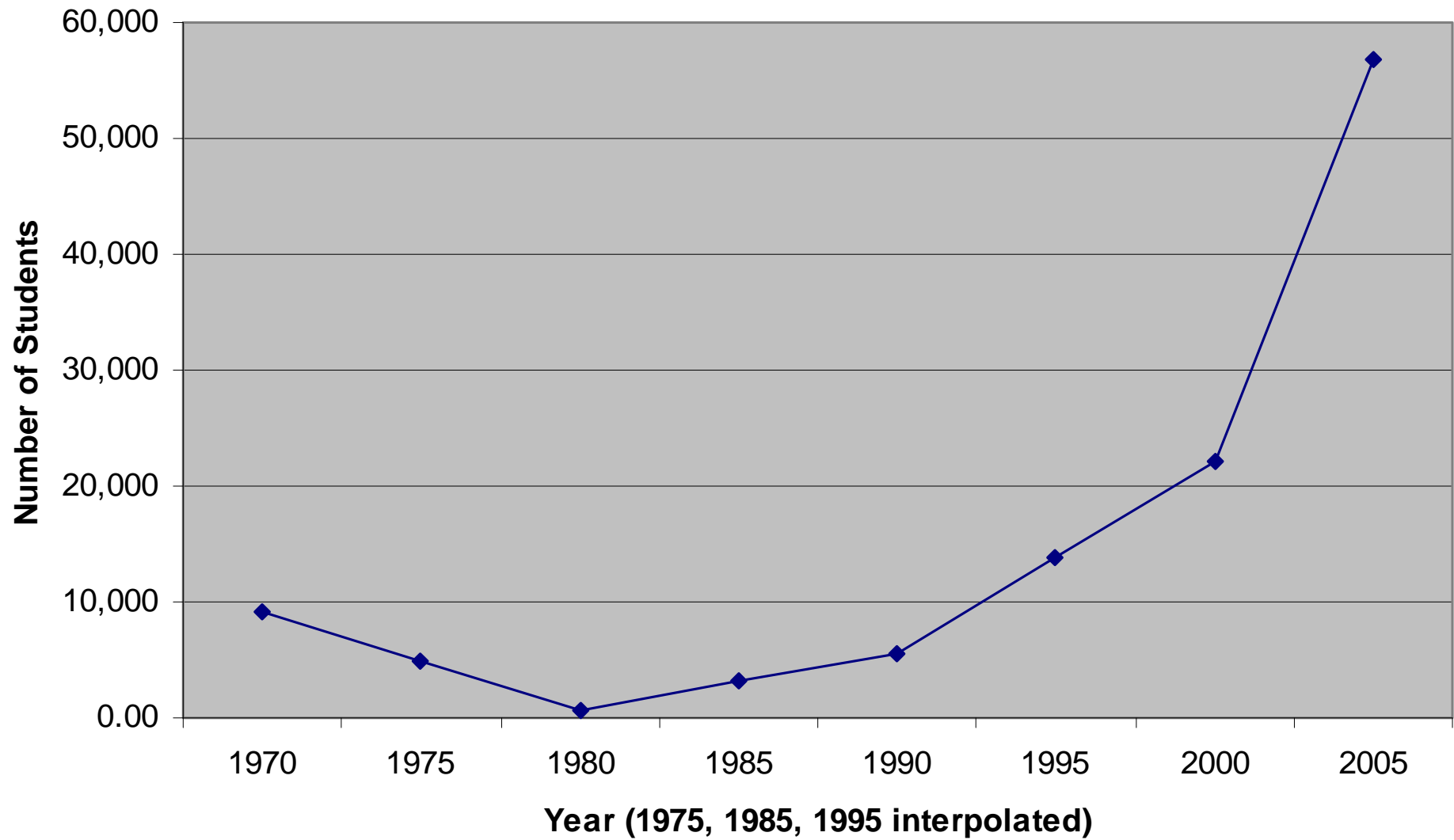
Higher Education in Cambodia - 3

- Economic recovery and expansion since 1990s after the civil wars over two decades
- Needs and demands for high skilled labor force in the globalized economy
- Rapid expansion of higher education since late 1990s, particularly through the privatization of higher education
- Growing awareness of the importance of improvements in quality

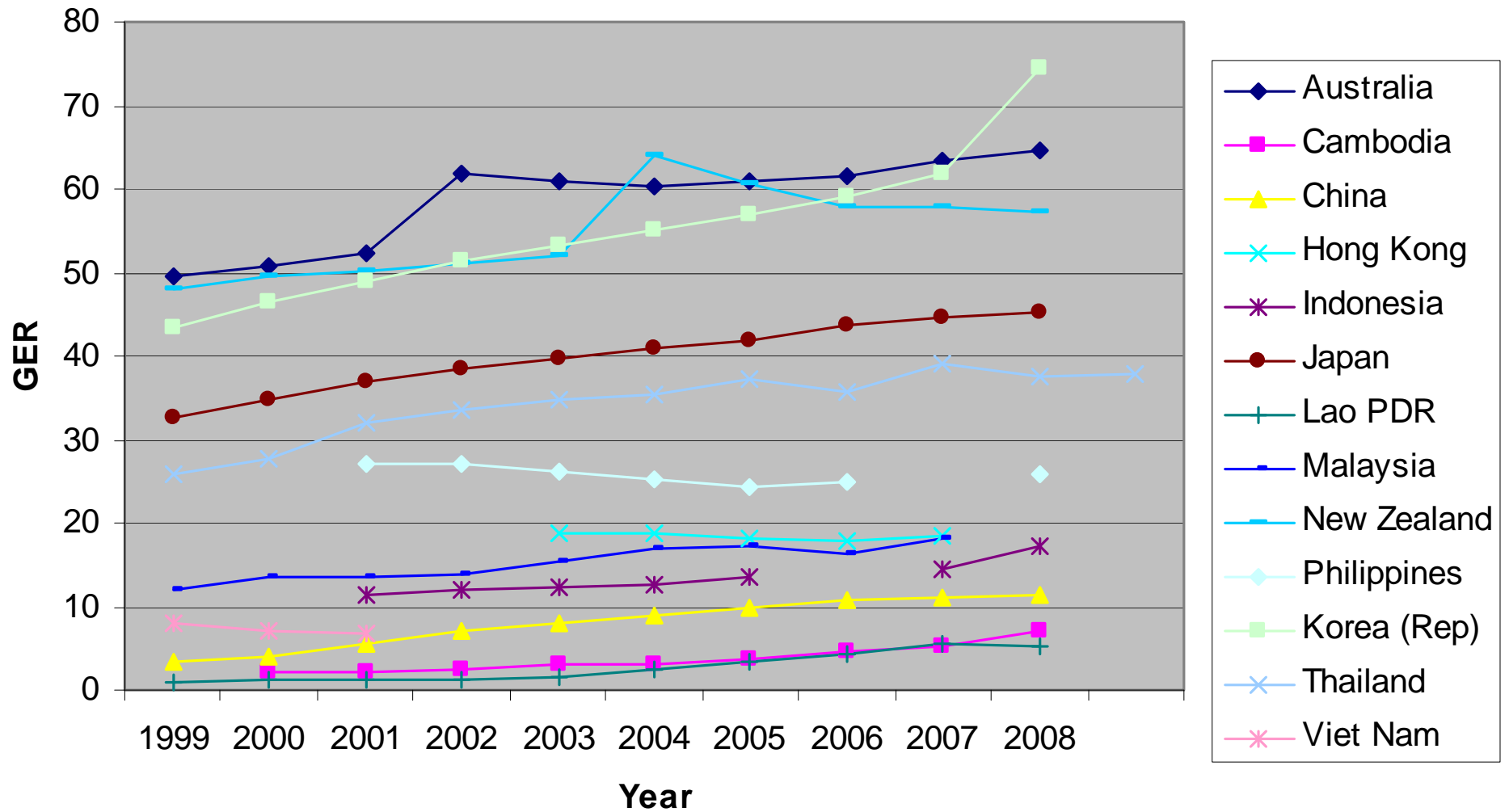
Efforts to Raise Quality

- As higher education grew, especially from late 1990s, problems of low quality widely recognized
- Accreditation Committee of Cambodia (ACC) established in 2003
- “The Education Strategic Plan (ESP) 2006-2010” prioritizes quality assurance, quality improvement & improved management
- From 2005, all undergraduate students have to take Foundation Year Study as compulsory part of studies
- Introduction of credit award and credit transfer system
- Many foreign agencies and organizations are providing support

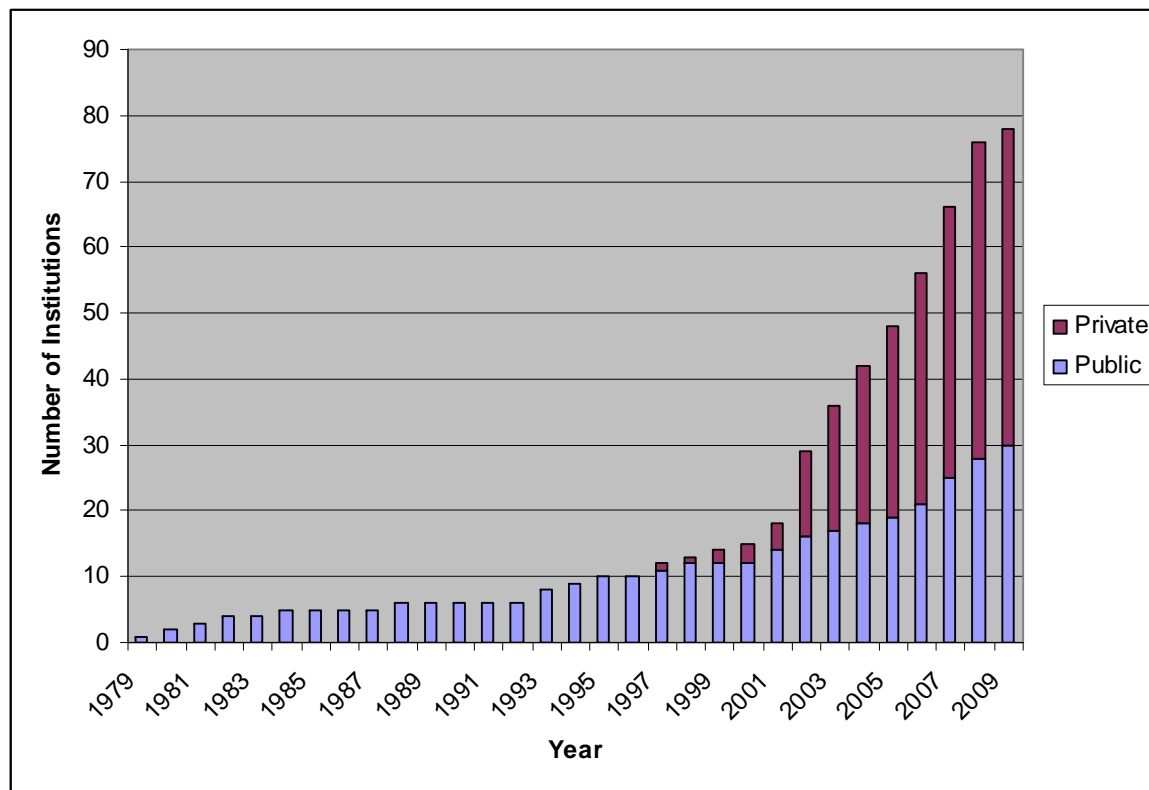
Enrollment in Higher Education, Cambodia, 1970-2005



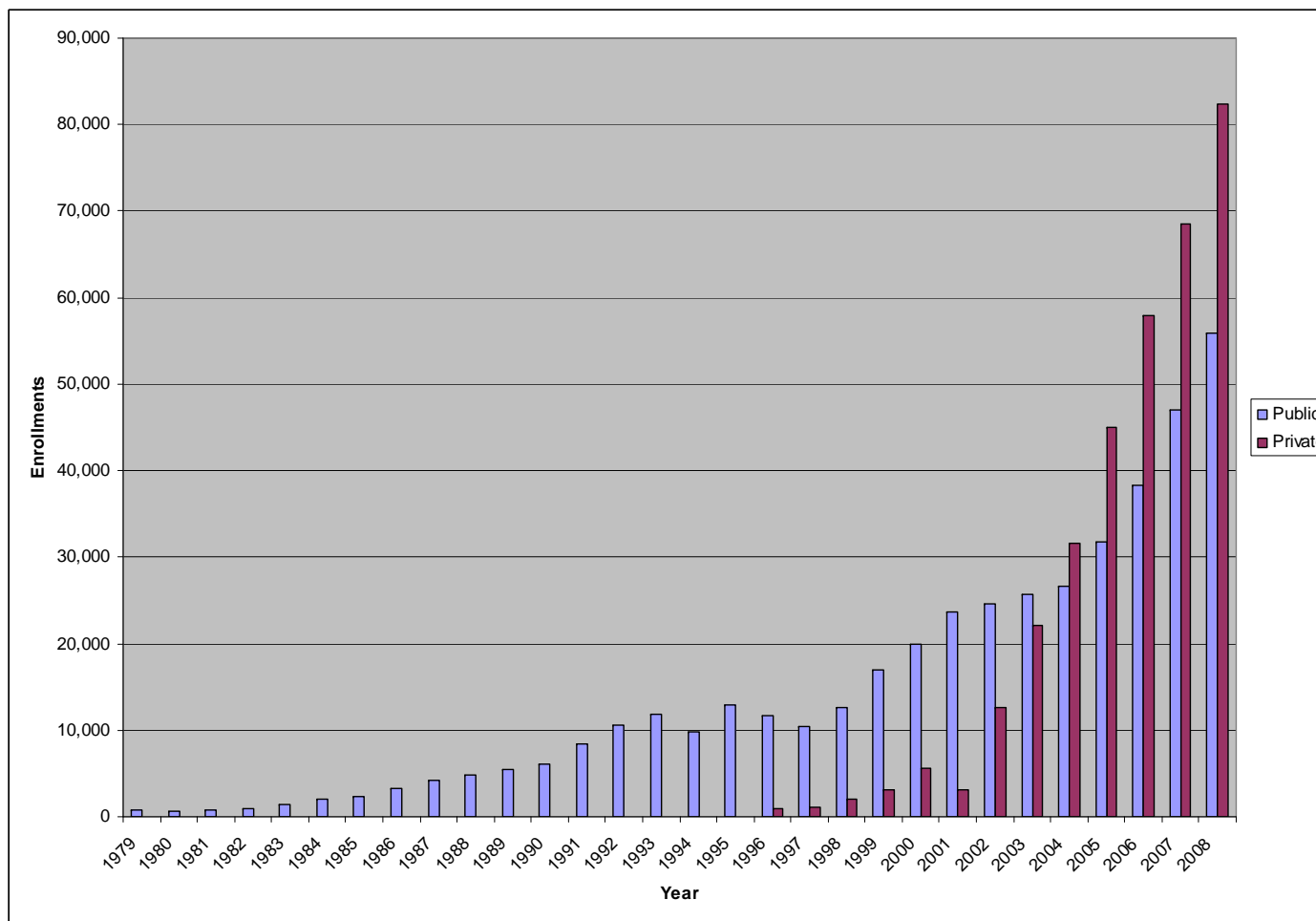
Gross Enrollment Rates ISCED 5a & 6



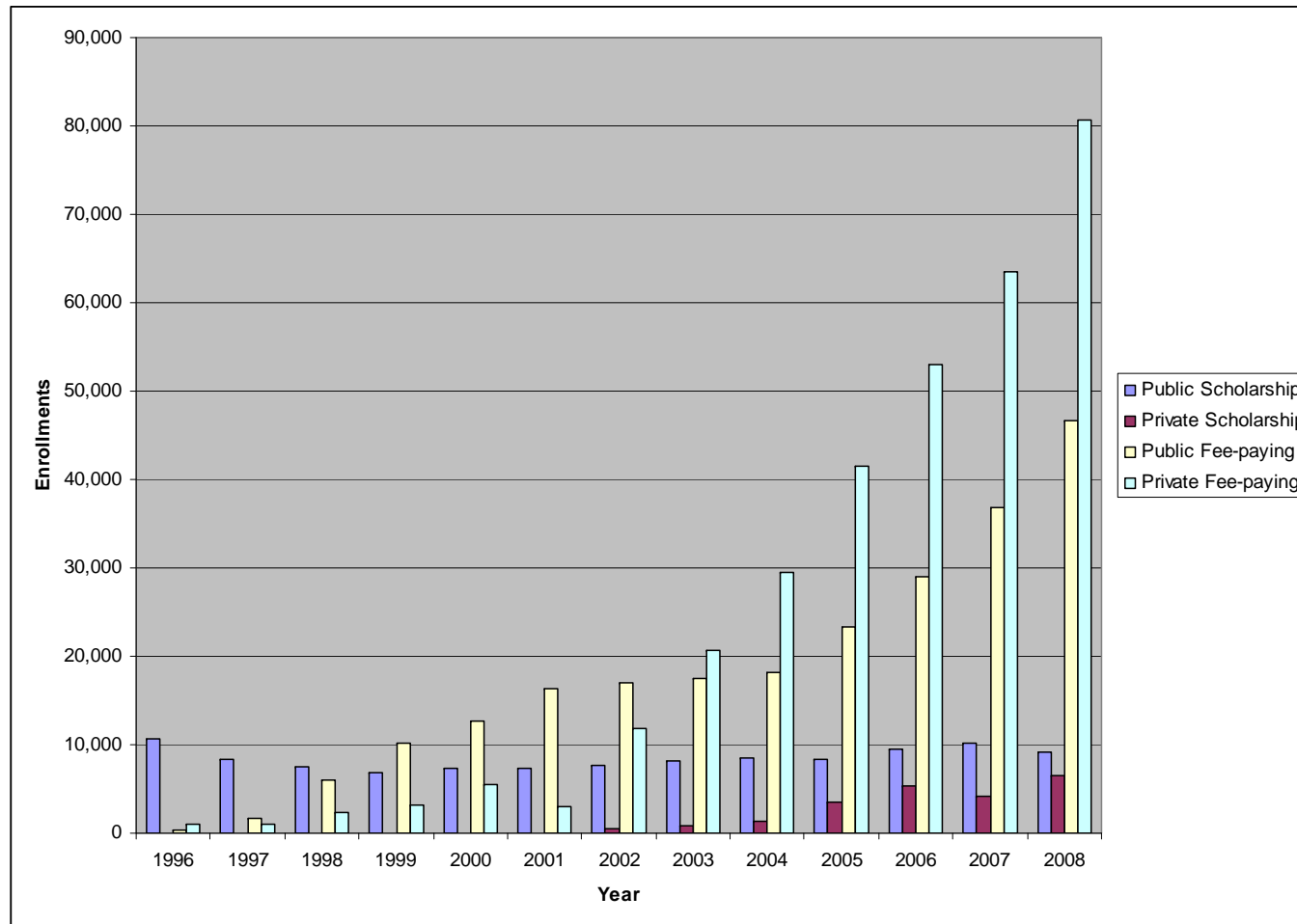
Number of higher education institutions, 1979-2009, Cambodia



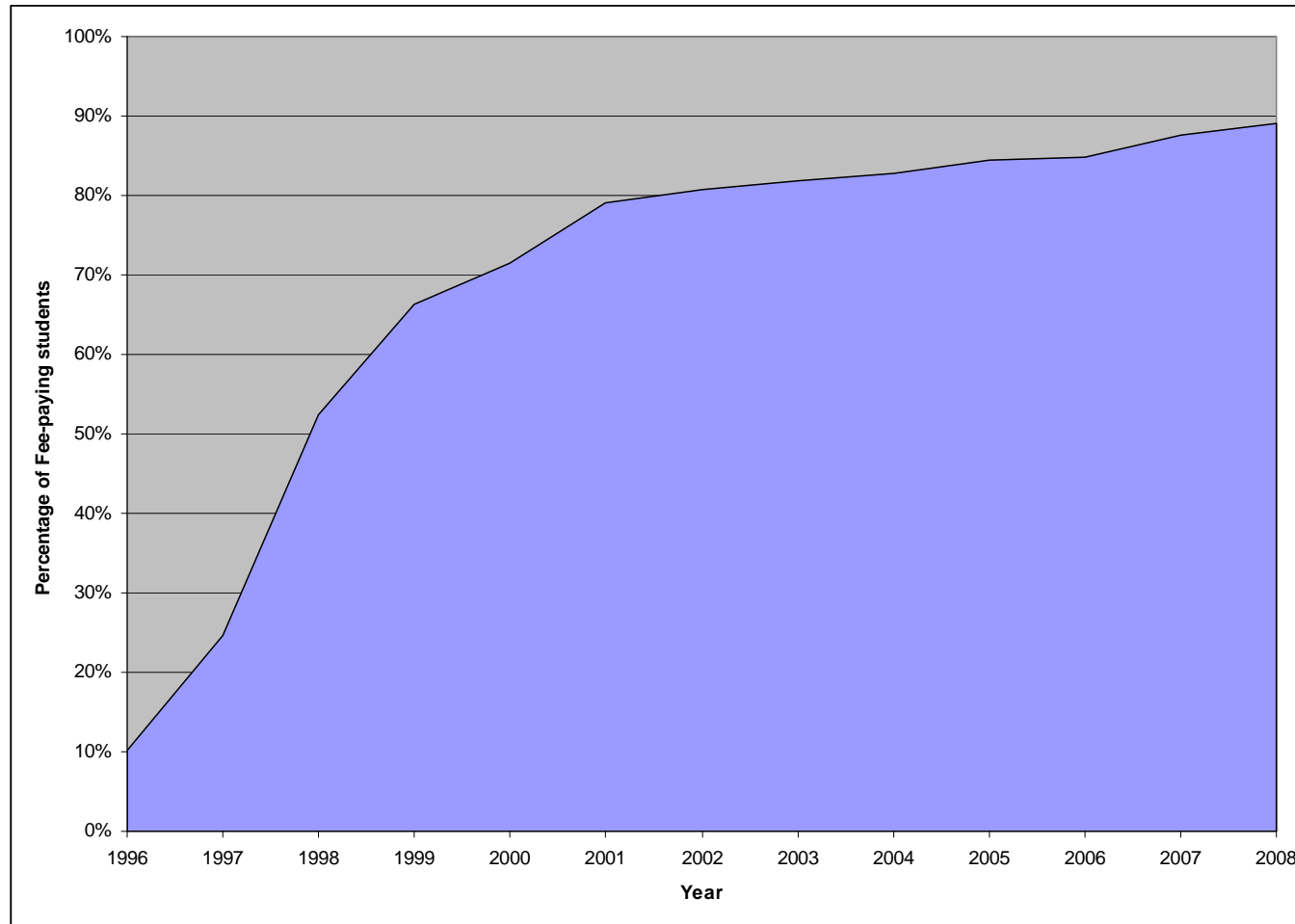
Public and private enrollments in Cambodian higher education, 1979- 2008



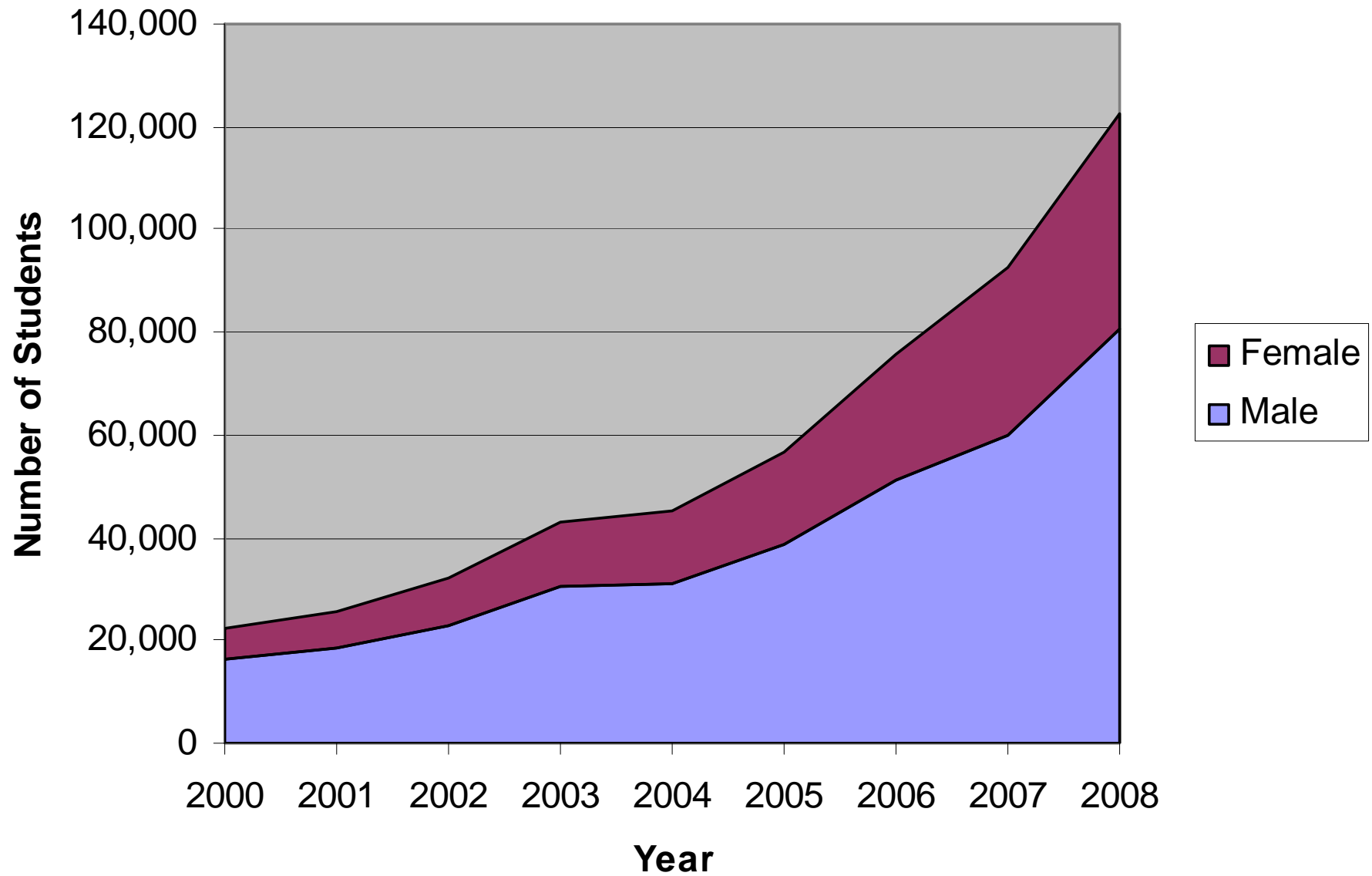
Enrollments by public-private sector and scholarship and fee-paying status



Fee-paying enrolments as proportion of total enrollment (including multiple degree seekers)



Enrollment in Higher Education, by Gender



Aspects of Privatization

1. Private/public governance and finance of institutions
 - Usually formulated in a binary, in fact, considerable blurring
 - Private institutions operate under public law; may receive public funding. Public institutions may charge fees
2. Finance of students
 - Public scholarships vs private scholarships and/or student/family funding
 - Continuum from complete public provision to no public support for individual student
3. In context of teacher preparation, destinations of teachers
 - Public education vs private education or outside education sector
4. Public-private partnerships
 - Between business or NGOs and public institutions -- not yet in Cambodian higher education or teacher education

Private Provision

Pro

- May open up opportunities for previously un-enrolled individuals/groups
- Private may bring additional resources into system
- Private may mean greater quality or innovation
- Teaching may serve as gateway profession

Con

- May offer a way for well-off to segregate themselves from public system
- Typically costs more but higher costs do not automatically translate into higher quality
- May bifurcate into high quality and low quality private
- Teaching may serve as dead-end profession

Research Questions: Broadly

- What has been the effect of private and of fee-paying provision of higher education for teachers?
- Does it appear to have increased supply?
- Has it improved or reduced the quality of teacher preparation?
- Has private and fee-paying higher education increased mobility or reduced it?

Research Questions

- What are the key demographic and background characteristics of teacher trainees in different types of institutions?
- How can the institutions involved in teacher training, understood broadly, be classified into types according to key background and institutional characteristics?
- How do teacher aspirations and career choices differ across these institutional types?
- How do costs differ across these institutional types?
- How does quality vary?
- Broadly, does private higher education appear to foster social mobility or stratification among teacher trainees?

Data Collection

- Surveys of students, teacher trainers, administrators in 14 higher education and post-secondary institutions
- Relied primarily on student data (four types)
 - Formal teacher trainees -- all available, willing 2nd year students at 1 PTTC, 1 RTTC outside Phnom Penh
 - Language students – all available, willing 4th year language students at 6 private institutions (2 in Phnom Penh); and 2 public institutions (1 in Phnom Penh)
 - Current teachers upgrading – all available, willing 4th year students majoring in subjects taught in upper secondary school in 3 private HEIs (2 outside Phnom Penh); and 1 public HEI in PP
 - Potential teachers – all available, willing 4th year students majoring in subjects taught in upper secondary school in 1 public HEI in PP
- Teacher trainers – from available, willing teachers of teacher trainees in each institution (n = 19)
- Institutional data – from administrators of 13 out of 14 institutions (1 institution was unwilling to provide data)

Numbers of institutions and types of students sampled

Types of teacher trainee	Total number of students surveyed	Final sample (all 1,2 ; groups 3,4, only teaching 1 st goal)	Number of institutions
Students in teacher credentialing institutions (PTTC, RTTC, NIE)	605	605	NIE, 1 RTTC, 1 PTTC, all public
Current teachers upgrading/ or completing their training earning BA	221	221	1 public HEI, 3 private
Foreign language students	353	232	6 private HEIs, 2 public
4th year undergraduates in subjects taught in upper secondary school	190	181	1 public
Total	1,369	1,239	14

Enrollment Criteria

Students In	Institutions	Criteria	Further selection for "final sample" after data collection?
Credentialing programs	3 public institutions	All willing students in class time of our visit	No
Last year undergraduate programs upgrading	1 public, 3 private institutions	All willing last year students in Chemistry, Physics, Biology, Mathematics, English, Khmer or Social Studies class at time of our visit	No, not for teachers upgrading
Language programs	2 public, 5 private institutions	All willing last year students in class the time of our visit and who indicated an interest in teaching	Yes, students who indicated teaching as their first career choice were selected
Last year undergraduate programs, potential teachers	1 public institution	All willing last year students in Chemistry, Physics, Biology, Mathematics, English, Khmer or Social Studies class at time of our visit and who indicated interest in teaching	Yes, students who indicated teaching as their first career choice were selected

Classifications

- Institutions could be classified in several ways: 2 types (public, private) or 3 types (public, teacher training, private)
- However, looking at social background of students, in combination with institutions and types of teacher training, suggests a more complex grouping may be more revealing.

Average Father's Education by Institution

TEACHER CREDENTIALING	3.40
NIE	3.90
RTTC	3.10
PTTC	2.80
PUBLIC	4.30
IFL	5.35
RUPP	4.03
Public #3	4.00
PRIVATE	3.96
Private #1 (Phnom Penh)	4.73
Private #2 (Phnom Penh)	4.16
Private #3 (Phnom Penh)	3.98
Private #4 (Provincial capital)	3.75
Private #5 (Provincial capital)	3.33
Private #6 (Provincial capital)	2.66
Private #7 (Provincial capital)	1.80

Classification of Institution Types

1. High SES language

1 public (IFL), 1 private HEI; Language; High Fathers Ed

2. Medium to medium high SES private language

Private HEI, Language, Medium/medium high Fathers Ed

3. Public

2 public HEI (1 is RUPP)

4. Medium to medium high SES private upgrading

Private, Upgrading, Medium/Medium high Fathers Ed

5. Upper secondary teacher prep–NIE

NIE

6. Primary and lower secondary teacher prep (PTTC, RTTC)

RTTC, PTTC

7. Low SES private

Private HEIs; Language, Upgrading, Low Fathers Ed

Socioeconomic Status: Different institution types serve different social strata (measured by Fathers Education)

Institution Type	Average Parent Education (1 = no education ... 8 = completed higher ed)
High SES (language)	4.6 (some upper secondary)
Medium to medium high SES Private language	3.6 (lower secondary)
Public	3.6
Medium to medium high SES Private upgrading	3.6
Upper secondary teacher prep (NIE)	3.6
Primary and lower secondary teacher prep (PTTC, RTTC)	2.7 (some primary)
Low SES private	2.5

Socioeconomic Status: Father's occupation and institution type are related (this is not surprising)

Type	Civil servant	Enterprise	Farmer	Teacher
High SES (language)	29	41	6	11
Medium to medium high SES Private language	14	14	17	31
Public	12	15	2	6
Medium to medium high SES Private upgrading	8	8	12	11
Upper secondary teacher prep– NIE	20	13	25	27
Primary and lower secondary teacher prep (PTTC, RTTC)	15	7	34	15

Teacher Aspirations & Career Choices: Commitment to teaching varies by institution type

Type	Plan to teach rest of career?	Want to teach private or private then public?	Want son to teach? (% yes)
High SES (language)	37	48	34
Medium to medium high SES Private language	60	7	51
Public	31	20	68
Medium to medium high SES Private upgrading	80	40	42
Upper secondary teacher prep (NIE)	68	2	42
Primary and lower secondary teacher prep (PTTC, RTTC)	67	2	61
Low SES private	79	10	73

Costs:

Reported costs vary a lot-Students rely mostly on family

Type	Average Tuition (annual in US\$)	% relying on work/family/scholarship primary support	% receiving scholarship
High SES (language)	533	28/64/1	25
Medium to medium high SES Private language	538	29/67/0	11
Public	329	16/80/4	39
Medium to medium high SES Private upgrading	306	66/32/2	33
Upper secondary teacher prep (NIE)	17	19/71/3	76
Primary and lower secondary teacher prep (PTTC, RTTC)	64	4/90/1	28

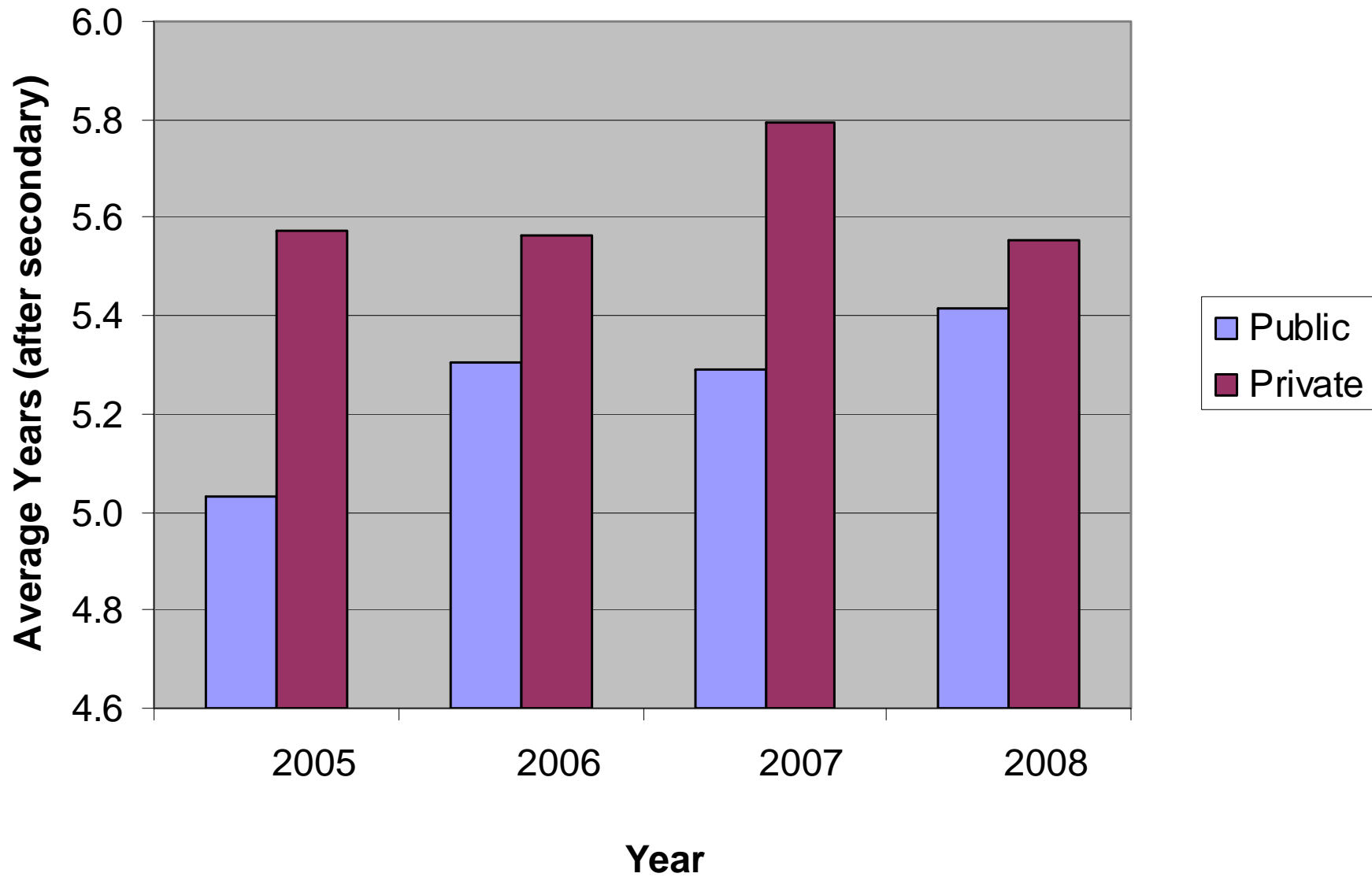
Desired Level of School to Teach: Few teachers in training hope to teach at primary level

Type	% Primary	% Lower Secondary	% Upper Secondary	% Post Secondary
High SES (language)	1	4	10	86
Medium to medium high SES Private language	2	5	30	63
Public	0	0	63	37
Medium to medium high SES Private upgrading	3	10	60	28
Upper secondary teacher prep– NIE	1	2	61	37
Primary and lower secondary teacher prep (PTTC, PTEC)	18	37	36	8

Quality: Quality indicators vary, though patterns are less clear

Type	% of Teaching staff with PhD	% Teaching staff with MA	Students feel well prepared to teach? (1-5: 5=hi)
High SES (language)	3	49	4.0
Medium to medium high SES Private language	16	73	3.6
Public	32	52	3.6
Medium to medium high SES Private upgrading	10	82	--
Upper secondary teacher prep (NIE)	5	94	4.3
Primary and lower secondary teacher prep (PTTC, RTTC)	0	9	4.3
Low SES private	11	59	3.7

Average Years of Education, Faculty



Privatization in Cambodian teacher education

Nature of privatization	In Cambodia?
How private-public plays out	<ul style="list-style-type: none"> Not usefully a binary Blurred distinctions Institutional governance For profit Student costs Desired teaching destination Relatively unregulated
Extent to which public/private school and teacher preparation systems operate separately	<ul style="list-style-type: none"> Systems may operate independently but different aspects of privatization are pervasive
Blurring of public and private distinctions by key stakeholders	<ul style="list-style-type: none"> Multiple enrollment Multiple teaching Private classes by public school teachers Private ownership by some public officials Private costs in public institutions Scholarship availability in private institutions Families and students bear major financial burden in all
For future research	<ul style="list-style-type: none"> Private school attendance by public officials, children Quality of different institutions Quality of teachers Comparison of private K-12 schools vs. public K-12 schools More innovation in private education?

Implications for equity, quality, social mobility

- Private higher education plays an important role in teacher preparation in Cambodia.
- However private higher and post-secondary teacher education is complex, appearing to:
 - Provide spaces which the government may not be able to provide
 - Provide access to middle class students as well as to lower SES families
 - Draws additional resources into the higher education system
 - Stratify multiple aspects of teacher preparation, from students' aspirations to costs to likely choices students have

the end

Questions, Comments, Suggestions
Thoughts?

Illustrative dimensions of privatization

Governance	Governed by public or non-public entities?
	If non-public, for-profit, not for profit
	If for profit, private or public shares
	Legal regulations—nature of laws regulating higher education, details of regulations, tightness, monitoring and enforcement capacity
	Ownership by government officials vs. non-public officials vs. NGOs
	Ownership by national or international individuals or entities
Funding	Exclusively public? Mixture of public and non-public? Exclusively non-public?
	Percentage of university funded by student tuition
	Availability of scholarships, amounts, qualifications
	Availability of loans, amounts, qualifications, repayment
	Grants from public institutions
	Grants from international entities—governments, international agencies, NGOs, individuals
Enrollment	Enrollment in 1 public institution vs. 1 private institution vs. multiple enrollment
Teaching	Teaching in 1 public institution vs. 1 private institution vs. multiple teaching commitments
Teachers' educational backgrounds	Public school, private, both
Teachers' destinations	Public school, private, both
Teachers' income	From school alone, from private tutoring, from side job, combinations
Incentives	Competition among schools for students, grants, recognition, curriculum

Students' experience and outlook on teaching as a career

Question: Percentage of respondents who:	Percent
Reported applying to other higher education institutions (HEI)	14
... applied to another HEI who applied to a public institution	30
... to a private institution	70
Were enrolled in more than one HEI	14
Had taught prior to their current studies	42
... of which, percentage who had taught in a private school	43
Reported feeling they had realistic career options other than teaching	56
Felt their standard of living would be higher than that of their parents	57
... Felt it would be lower	8
... Saw no difference or did not know	36
Indicated preference for public school teaching	47
... Indicated preference for private	8
... For either	36
Indicated desire to teach in Phnom Penh	31
... Elsewhere	69
Reported wanting to teach at:	
... Primary school	6
... Lower secondary school	12
... Upper secondary school	48
... Post-secondary school:	35
Felt it would be very or somewhat difficult to get teaching position	83
Said following were most important in getting a teaching position:	
... Ability	66
... Qualifications	21
... Name and prestige of institution	9
... Connections; Grades; Effort; Commitment	less than 5
Ranked following important in teaching as career (highest to lowest)	80
... Contribution to country	73
... Contribution to community	76
... Job security	59
... Interaction with children	64
... Being close to family	61
... Salary	59
... Ease of getting a position	44
... Moonlighting potential	39
... Being in an urban area	
Said they would like their son or daughter to become a teacher	50, 50
... Said they didn't know	32, 33
Said they wanted their child to teach in public school	70

... Private school	16
Expect to teach for rest of their careers	63
Be teaching in ten years	81
Say their primary funding for studies comes from:	
... Family	70
... Work	24
... Loans	4
... Scholarships	2
Receive some scholarship	40
... which covers 100% of tuition	63
... which covers less than 50% of tuition	32

Potential outcomes of privatization and our assessment

Potential pros and cons of privatization	In Cambodia?	Strength of evidence
Private provision broadens access	Appears to do so	Strong, indirect – a lot more students in school than in public institutions
... though not necessarily to prestigious institutions	Appear to be private institutions for well-off and for poorer	Moderately strong, correlational
Privatization may foster” - Stratification - Segregation of well-off students - Allowing of institutions catering to low SES students to reduce pressure of popular demand	- Appears to do so - Appears to do so - May do so, though possibly inadvertent	Moderately strong, correlational
Privatization may bring additional resources into the system	Surely, though also begins to put up education for sale, may exclude poor	Strong, indirect – more institutions than government is paying for
May allow public resources to be deployed primarily toward the elite or other sectors, letting government “off the hook” for provision to all	Unclear	Impossible to know
May allow public resources to be allocated to needier investments		
Private costs students more	Yes	Strong – logically, survey, anecdotally, reportedly
... leading to higher quality	In some cases, in others lower quality (anecdotally)	Visually & anecdotally, varies – some private have great facilities, others very poor
Improve quality through competition	Depends on institution	Competition is evident, whether quality is improved, or marketing is unclear
Privatization may bring innovation	Unclear, though anecdotally institutions with external resources from international donors appeared to offer innovative programs	Difficult to see much innovation in time, approach we used
Privatization may lead to proliferation of degrees in fields that may not serve graduates well, or may not be in the national interest	Unclear, but only RUPP offers full curriculum of arts, sciences, professional studies, technology, agriculture, etc.	Difficult to know, but most private universities offer similar range of subjects – language, business, and such
Teaching may serve as a gateway profession	Likely so, especially at upper secondary, post-secondary levels and in language prep	Many students come from humble backgrounds, virtually all have passed parents’ education levels
Teaching may be dead end	Also likely so, especially at primary level	Unclear but changes to salary scale surely needed