

Financial Structure Of Higher Education, Problems And Suggested Solutions: The Case Of Turkey

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Abstract

The existence aim of higher education intuitions in Turkey is to make progresses that can develop the society in all aspects and enable economic and social prosperity. Higher education institutions have been assigned both for raising skilled, well informed individuals and carrying out scientific studies and publications in order to reach at this aim.

In this study, introducing institutions, academicians, education planning that constitute Turkey's higher education system is the first step. The main aim of the study is to analyse in detail the higher education financing methods and the higher education finance structure in Turkey.

Therefore, firstly, information about Turkey's higher education system was given and later, present situation of higher education was examined with numbers. And later then, financial features of higher education services were examined. Finally, present financing methods in Turkey were rehearsed through treating theoretically finance of higher education service which is accepted as a semi-public service.

I. Higher Education and Higher Education Institutions in Turkey: General Framework

Higher Education Law, Law no. 2547, identifies the higher education as a education and training complement in all stages, comprising four half year at least, based on high school, in national education system. The main aim of the higher education was defined as to make real both individual and community development through enabling economic, scientific, technologic, social, and cultural development. In this context, higher education institutions are supposed to both make scientific productions and raise students in order to make this aim real.

Higher education institutions in Turkey comprise universities in Turkey and in abroad that Turkey established and faculties, institutions, conservatories, academies and high technology institutions being included in these universities. In this institutions, associate degree, undergraduate and postgraduate education have been given. Minimum two years associate degree education in academies, minimum four years undergraduate education in departments depending on faculties, and minimum two years postgraduate and doctorate education in institutions have been given. On the other hand, postgraduate education about branches of art and education of proficiency in art have been provided in conservatories.

Except for universities and high technology institutions, also higher education institutions

depending on military organization and law enforcement agency are present. In Police Academy, the law enforcement agency and in the Gülhane Military Medical Academy, Military Academies, and Non-Commissioned Officer Colleges, the military organization have been providing higher education.

Instructors are present at various stages in higher education institutions. As well as these academic members that can be listed as professor, associate professor, assistant professor, and academician, there are also academic assistants as lecturers, experts, research assistants, translators and education and training planners. As stated above, instructors are supposed to both provide education-training for students and do scientific researches and publications.

Higher education institutions in Turkey are belong to the state or private institutions, also named as foundation. Education is given in different ways in these institutions. These higher education types are classified as formal, non-formal, distance and open education with regards to the admission, way, time and duration of training. Formal education is the education type that the students are obliged to attend to the higher education institution to take the lessons. Non-formal education aims to service to the all parts of society wish to take education, in a wide field. While education is given to students through various communication channels in open education, education is given in different period of

time, with just the obligation of taking part in exams, in distance education.

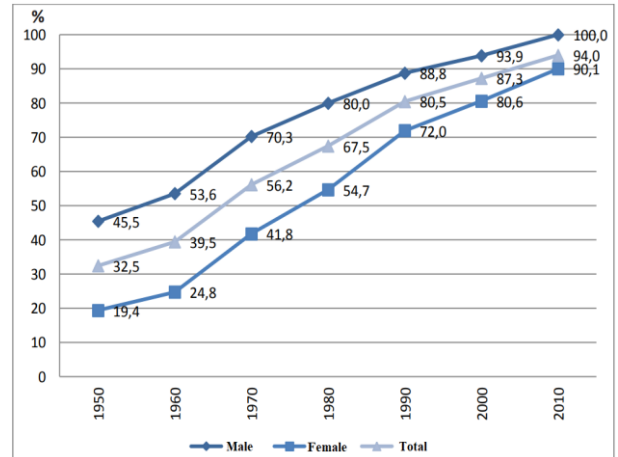
There are two supreme board managing the high education system: Council of Higher Education and Interuniversity Council. Council of Higher Education (YÖK) is an independent public institutions organising and administering all higher education institutions. YÖK are supposed to direct to all researching, education-training, planning, and budgeting activities of all higher education institutions. Interuniversity Council are supposed to check all education-training, scientific research and administration activities of all universities in the country and enable coordination among them.

To start a higher education, students, completing the high school successfully, are subjected to a central exam applied by the Head of Student Selection and Placement Centre dependent on YÖK. Students are placed to higher education institutions they prefer, with scores they got from this central exam (YGS) and high school grade point average according to success rating and quotas of institutions.

2. Higher Education in Turkey with Datum

Republic of Turkey, set up in 1923, as a new established state after the Liberty War and World War I, was reorganising the economic, political and social structure, descending from Ottoman Empire, with radical reforms. Undoubtedly that, one of the most important of these reforms is being the official language Turkish and be brought of Turkish alphabet with Latin letters. To rise the rate of literacy which is very low especially for women and the country population has been one of the basic purposes from the first years of the republic. Just after from the World War II, literacy was in tendency to rise with the factors of economic development, social welfare enhancing and urbanisation and reached over 90% at the present time.

Figure 1: Literacy rate in Turkey between 1950-2010 (women, men, and totally)



(Men, Women, Totally respectively)

Source: YÖK Road Map (Çetinsaya, 2014: 41)

In addition to rise in literacy rate, schooling rate also have risen since 1950s to the present. Schooling rate have showed an increase almost ever, from the abovementioned date, at the all stages of education. As can be seen in above figure (Figure 2), higher education schooling rate have been risen from 1.3% to 75% in 72 years. Although adequate level in schooling in higher education cannot be reached yet, it is seen that popularization after 2000 has been begun.

Figure 2: Schooling rate at different levels (gross) between 1950-2012

	Primary School	Secondary School	High School or Equivalent	Higher Education
1950	69,5	4,8	5,2	1,3
1960	81,1	15,8	13,2	3,1
1970	99,7	30,7	20,1	5,7
1980	97,7	40,6	28,4	6,4
1990	102,1	58,8	36,6	14,5
1995	96,5	65,1	53,4	18,5
2000	100,9	100,9	61,0	22,3
2005	95,6	95,6	85,2	34,5
2010	107,6	107,6	89,7	58,5
2012	107,5	107,6	96,8	74,9

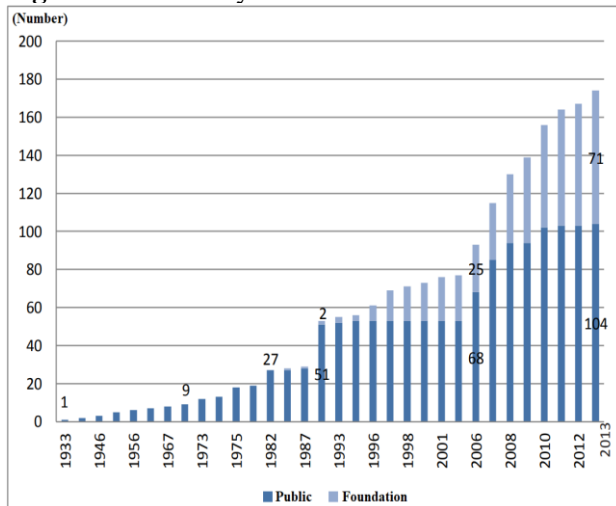
(Primary school, secondary school, high and equivalent schools, and higher education respectively)

Source: YÖK Road Map (Çetinsaya, 2014: 42)

Firstly the literacy rate, secondly schooling rate in all levels and finally popularization in higher education accruing in the course of timeshow us that supply in higher education have climaxed in the course of time. As can been seen in Figure 3, while there is just 1 university in 1933, total university number have risen to 175 in 2013. From the establishing of Republic until the 1980 period,

as the other economic activities, the dominance of the state was at the stake also in education service with the effect of being a new established state and inadequacy of private capital. From 80s, gaining strength of private sector has been enabled via privatization policies with the effects of domestic capital, occurred in the course of time, and transmission to open economy. Meaning of all these periods for higher education is the entering of private universities into the education life. Despite the rate of state universities are always higher, rise of private institutions in higher education have been observed with the climaxing of private universities in the course of time. From 2014, total number of Turkey's inland and outland higher education institutions, also including ones in the military organization and law enforcement agency, is 196.

Figure 3: University numbers between 1933-2013



(State and Foundation respectively)
Source: YÖK Road Map (Çetinsaya, 2014: 46)

In higher education, not only the supply but also the demand have always showed increase. Comparatively with the increased university number, number of university student and graduate have always risen. (See Figure 4 and Figure 5.)

Figure 4: Number of university students between 1974-2013

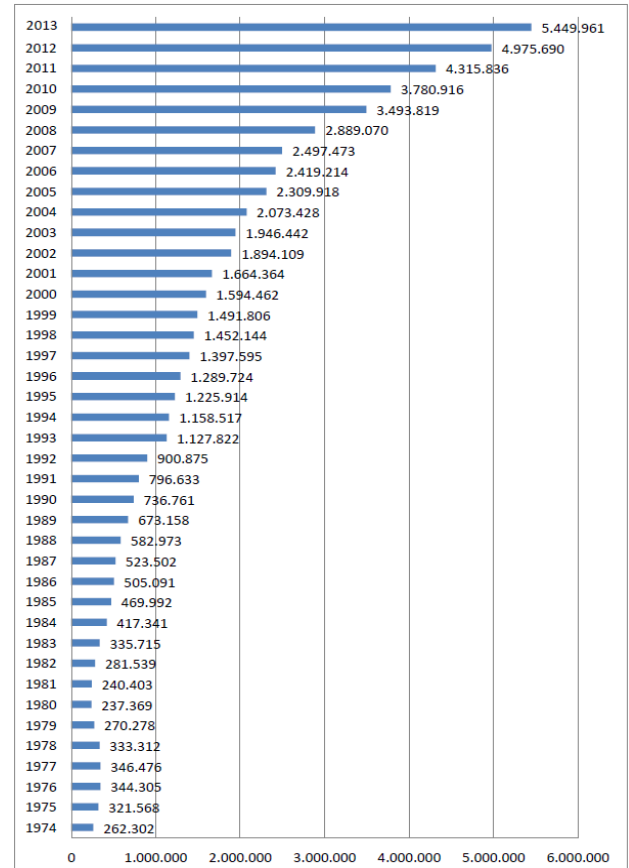


Figure 5: Graduated students between 1982-2012

Years	Associate Face to face	Associate Open	Undergraduate Face to face	Undergraduate Open	Postgraduate	PhD	Medical Speciality	Total
1982-83	7.523	-	27.621	-	1.099	676	v.y.	36.919
1983-84	8.920	-	30.960	5	1.473	805	595	42.758
1984-85	10.964	-	32.900	62	1.831	522	502	46.781
1985-86	14.551	-	38.491	4.816	2.184	504	648	61.194
1986-87	17.685	-	46.722	7.430	3.450	812	1.002	77.101
1987-88	17.517	-	50.921	6.461	3.405	631	996	79.931
1988-89	12.597	-	57.605	5.872	3.332	793	1.299	81.498
1989-90	14.785	-	57.607	8.941	3.847	1.008	1.437	87.625
1990-91	16.640	-	57.577	10.834	4.191	1.446	1.825	92.513
1991-92	18.941	-	59.091	10.444	4.326	1.365	1.595	95.762
1992-93	19.754	4.372	64.526	9.375	4.620	1.368	1.433	105.448
1993-94	24.961	11.531	68.832	14.324	5.057	1.466	1.460	127.631
1994-95	29.828	21.511	71.479	14.876	5.419	1.623	905	145.641
1995-96	37.032	21.230	79.160	16.250	8.070	2.104	2.073	165.919
1996-97	42.462	31.395	85.937	16.686	7.539	1.879	2.302	188.200
1997-98	48.825	28.738	99.481	19.570	8.329	2.364	2.323	209.630
1998-99	53.886	27.990	113.926	15.240	8.518	2.577	2.116	224.253
1999-00	58.868	27.918	118.882	16.857	7.943	2.124	2.263	234.855
2000-01	64.445	26.544	128.612	22.255	9.556	1.985	2.588	255.985
2001-02	74.225	26.275	140.631	32.370	13.719	2.472	2.558	292.250
2002-03	87.582	22.329	143.813	40.321	16.433	2.815	2.408	315.701
2003-04	85.505	22.480	145.884	46.185	21.850	2.680	2.939	327.523
2004-05	90.985	41.337	150.421	50.479	24.009	2.838	3.588	363.657
2005-06	108.000	61.844	155.107	52.650	27.734	2.594	2.448	410.377
2006-07	126.111	48.690	162.288	64.839	31.871	3.357	2.283	439.439
2007-08	133.652	42.631	175.297	73.603	28.758	3.754	3.223	460.918
2008-09	142.534	53.166	188.679	79.464	33.697	4.253	3.721	505.514
2009-10	174.913	62.451	181.899	112.793	42.760	4.684	5.101	584.601
2010-11	170.699	43.911	186.937	104.303	27.626	4.653	4.982	543.111
2011-12	175.224	61.356	221.636	123.397	25.813	4.506	4.228	616.160
Total	1.889.614	687.699	3.142.922	980.702	388.459	64.658	64.841	7.218.895

(Years, associate face to face education, associate open education, undergraduate face to face education, undergraduate open education,

postgraduate, doctorate, medical speciality, and final total respectively)

One of the most important problems of our day is the unbalance between supply and demand in higher education. Demand for higher education always grew as a result of social development and education level risen with the policies such as ever increasing young population, rising to 11 years of compulsory education. Even the numbers of universities have increased in the course of time, gap between the number of students and quotas of universities have gradually increased and, at the present, entering into university have become gradually difficult among so many candidates via a central exam with the result of competition (See Figure 6).

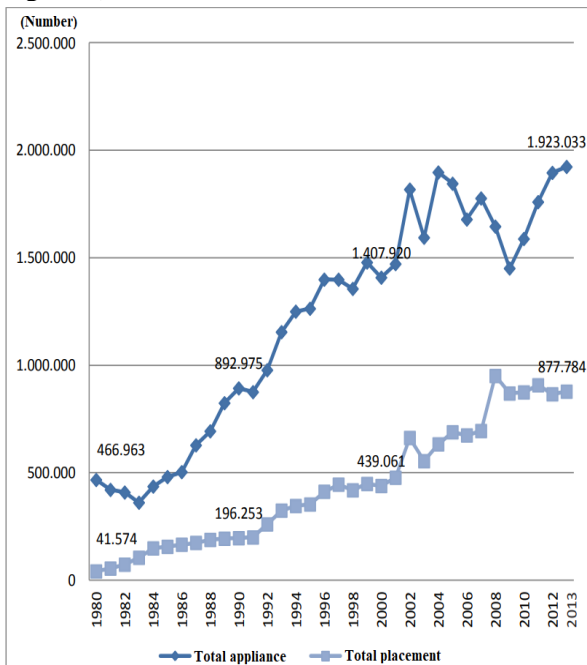
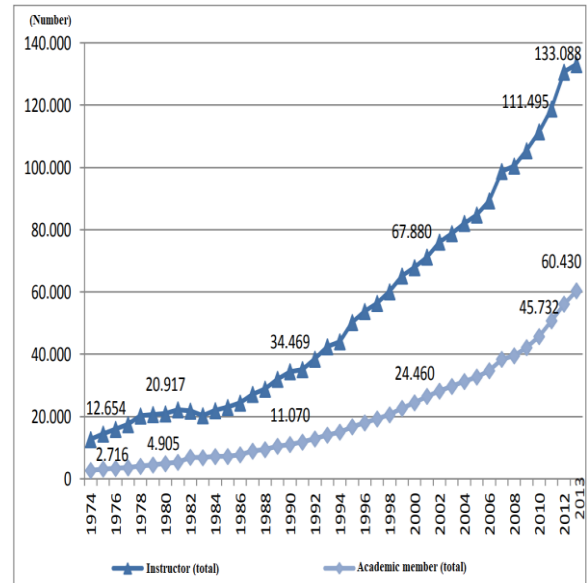


Figure 6: Number of candidates, applied to exam and placed in university between 1980-2013

(Total appliance and Total placement respectively)
Source: YÖK Road Map (Çetinsaya, 2014: 48)

Increase in the number of universities and students have also accorded the number of instructors and members. Universities whose numbers are continuously increasing, have gradually increased their demand for academic personnel on yearly basis. Increasing on yearly basis in Figure 7 and present academician number in Figure 8 have been observed.

Figure 8 : Academician number between 1974-2013



(Instructor (total) and academic member (total) respectively)

Source: YÖK Road Map (Çetinsaya, 2014: 92)

Figure 8: Number and Distribution of Academicians at 2013-2014 Academic Year

		Public Universities	Foundation Universities	Foundation Vocational Schools	Total
Professor	Female	4,799	644	1	5,444
	Male	11,638	1,898	5	13,541
	Total	16,437	2,542	6	18,985
Associate Professor	Female	3,524	455	0	3,979
	Male	6,996	856	0	7,852
	Total	10,520	1,311	0	11,831
Assistant Professor	Female	9,084	2,231	9	11,324
	Male	15,575	2,703	12	18,290
	Total	24,659	4,934	21	29,614
Instructor	Female	5,955	1,642	193	7,790
	Male	9,207	1,170	111	10,488
	Total	15,162	2,812	304	18,278
Lecturer	Female	4,005	1,828	16	5,849
	Male	2,962	687	7	3,656
	Total	6,967	2,515	23	9,505
Expert	Female	1,597	89	1	1,687
	Male	1,700	87	1	1,788
	Total	3,297	176	2	3,475
Research Assistant	Female	18,647	1,587	0	20,234
	Male	20,057	1,071	0	21,128
	Total	38,704	2,658	0	41,362
Translator	Total	16	2	0	18
Education and Training Planners	Total	18	2	0	20
Academician General Total		115,780	16,952	356	133,088

(State Universities, Foundation Universities, Foundation Vocational High School, Total (left-to-right, respectively))

(Professor, Associate Professor, Assistant Professor, Instructor, Lecturer, Expert, Research Assistant, Translator, Education and Training Planners, Academician General Total (top-to-down, respectively))

Values for Women, Men and Total value has been given respectively.

Source: YÖK Road Map (Çetinsaya, 2014: 93)

3. Theory: The Financial Qualification of Higher Education and its Finance

3.1. The Financial Qualification of Higher Education

In economy, produced goods and services are categorised as fully-public, semi-public, private goods according to their qualifications. This categorization is made according to quality of subject goods and services, sharing of its benefit, pricing, existence of rivalry according to consumers in its consumption, existence of finance's tax. For instance, if national security and defence services cannot be priced, if produced goods and services' benefit is not sharable, if there is not rivalry in its consumption, and if its finance is provided with taxes, it will be categorised as fully-public goods. Contrary to this, if its benefit is sharable, its pricing is possible, rivalry is in the question in consumption and if a good or service, for example; a box of chocolate, is financed not through taxes but through producer, it will be evaluated as private goods.

Besides, there are semi-public goods and services that resembles partly to public, partly to private goods and services. While it cannot be possible to point out who is going to benefit from some of them, sometimes it is likely to specify who is going to benefit from some of them, so pricing will be possible accordingly. Education and health services are categorised as semi-public goods and services. The most important reason behind the evaluation of education as semi-public goods is that it has both social and personal benefit. Education provides income because of raise in personal status, self-improvement, better quality of life and job found via education. For this reason, some of the economists bring forward that through financing education individually these benefits should be reached. On the other hand, education provides benefits also to society externally. There are social benefits such as the rise of level of social education as the level of individuals' education rise, procuration of technological and scientific improvement, providing of economics and social welfare. For this reason, a part of economists bring forward that the financing of education privately or individually will decrease social benefit. The material and non-material analysis of social and personal benefit and costs of higher education can be observed on the table below. (See Table 1).

Table 1: Personal and Social Benefits and Costs of Higher Education

	Personal	Social
Costs	Tuition and university fee, Study materials, pre university expenses	Tuition and university fee, Study materials, pre university expenses
Financial benefits	Higher efficiency and higher profit, better job opportunities, higher savings, personal and professional mobility	Higher national efficiency, higher tax revenue, more labour flexibility, more consumption, less dependent on government,
Non financial benefits	The wealth of education, better working conditions, higher individual statute, higher job Satisfaction, better health and life expectancy, advanced spending decisions, more fun and hobby activities.	Social adaptation, cultural heritage and appreciation of social diversity, increase in social mobility, decrease in crime rate, more donation and aid studies, increase in capacity to adapt to new technologies, increase in social and political participation

Table above summarizes the personal and social benefits and costs of higher education. At this point, whether the education will be charged through focusing on personal benefits or by taking social benefits into consideration, education will be financed through taxes.

3.2. Finance Methods of Higher Education

In the financing of higher education, different finance methods are being used such as public resources, private resources, student debiting and scholarships.

3.2.1 Finance with Budget Resources

One of the finance methods of higher education constitution is the financing with budget resources by public proportion. This finance is either made directly with current public expenditure or indirectly with transfer expenditures provided to students or their families.

3.2.2 Finance with Private Resources

Finance with Private Resources is a finance method which is realized through such procedures as tuition fee for higher education service, tuition fee loans, scholarships and providing the higher education constitution with the ability of realization of income. When the public resources spared for higher education become insufficient, finance with private resources is used. Besides, as it is stated before, since higher education service is partly sharable due to education, and despite of its procurement of personal benefits since it is financed thoroughly by government with public resources, might have a deforming effect on distribution of income in economics.

In order to refrain from this negative effect and in order to provide education expenses, which is hard to cope with public resources, tuition fee is charged through pricing of higher education service. Apart from tuition fee, in order to equalize social inequality and regulate market failure, students may prefer student loans. Here the student, who is not able to take higher education service because of impossibilities, by renouncing some of his /her future income, takes higher education. Besides, the procurement of student loan by private sector is important. Otherwise, if the loan is not paid back, it will be financed through taxes again and public finance will be in question.

Additionally, financing of tuition fees with scholarship is considerably common in world. Besides private sector, local or central administrations can provide student scholarships.

3.2.3. Private Sector Support: University-Industry Collaboration

Third method in the financing of higher education is the collaboration of the units in university which studies especially on technological inventions and improvements and R&D departments of private sectors. Private sector's provision of technological support and financing the higher education constitutions operates in R&D area sector is beneficial for both sides. While firms are acquiring technological superiority, also higher education constitution finds a solution to its finance problem. Nowadays, this kind of finance method is being common in USA and in industrially advanced countries.

4. Finance of Higher Education in Turkey

4.1 Finance of State Universities

We have already mentioned that public higher education constitutions, state universities within higher education constitutions are high in number. Although state universities work as supplementary budget constitutions, support of Exchequer is considerably important. To 1990s, the ratio of Exchequer's support to budgets of higher education constitutions was 80%.

Later, circulation capital income have found more place in the finance of universities and the ratio of circulation capital in higher education constitutions has improved approximately to 40%. Therefore, support of Exchequer has decreased approximately to 55%.

Third resource in the finance of higher education is tuition fee. At the beginnings of 2010s when the ratio of tuition fees in university budget was 4-5%, with legal amendment made in 08/29/2012 tuition fee has been abolished. Since the subject date, only students of evening education, students who have

not graduated within normal study period and students who take education in foreign language are charged for tuition fee.

Apart from subject incomes, other incomes that the state universities have only covers 1-2% however, these incomes are being used in current expenditure.

4.2 Finance of Private or Foundation Universities

Private higher education constitutions, in a word foundation universities provide their finances with their own resources that is to say tuition fees. In the beginning of 2000s, according to a research, foundation universities provide 95% of university expenditures from tuition fees and 5% from Exchequer's support.

5. Problems and Solution Suggestions

Problems about the finance of higher education constitutions can be listed as below:

- Since higher education become widespread and grows rapidly, higher education constitutions require more and more public resources and insufficiency of public proportion in meeting this necessity.
- Inability of higher education constitutions in financing itself on its own and creating resource and contrary to inclination in world, collaboration in terms of R&D between universities and private sector is weak and highness of dependence to public.
- Dependence of high education constitutions to public for finance brings along its dependence to authority and supervision of public in terms of administrative and bureaucratic means.
- Finance with taxes again if present tuition fee loans, which is offered by public, is not paid back.
- Inequality of opportunity resulting from the education, semi-public good which is partly charged, and exclusion of talented and clever students from the system caused by market failure.
- Disequilibrium of supply and demand in the market for high school service, negative rivalry environment which has negative effect on young candidates resulted from the limited number of contingent although there are lots of students who want to take higher education.
- As higher education constitutions, their contingents therefore university graduate numbers are increasing constantly, young unemployment rates also increase.

For the problems of finance and market failure of higher education constitutions that is tried to be

stated above, suggested solutions in literature are listed below:

- According to some of the scientists, higher education constitutions, which are a substantial burden for public proportion, should provide its higher education finance with private resource finance through following cost-sharing policy. That is to say, higher education should be priced because the benefit that higher education provides for a person is higher than the benefit provided for society.
- According to a group who claims exactly the contrary, the benefit that higher education provides for society is higher than the benefit provided for a person and public proportion should search for more resource in order to meet excess demand.
- Another solution suggestion for the finance of higher education service is the creating of new resources through collaboration with private sector via R&D technologies. Nowadays in most of the developed countries this practice has become widespread. However; in developing countries like Turkey, this kind of finance method is not widespread that much.
- Contribution of private sector in tuition fee/student loans and scholarships should be improved.

Conclusion

Before moving on finance of higher education, the major subject of the study, with this introduction the system is tried to be taught in general. For this reason, a panorama of Turkey's higher education system, which consists of functional qualifications and statistics, is given. The operation of higher education system is held through mentioning constitutions that compose higher education, types of educations given in constitutions, academicians who give the courses, higher constitutions administrating constitutions in this proportion. Later deducing from YÖK data, statistics about higher education such as rate of literacy, schooling rate, number of universities, students and academicians are analysed historically, and the structure of higher education system is aimed to be told more extensively.

In the designation of finance method, higher education service's semi-public service qualification is extremely important. Partly sharing ability of its benefit and for this reason it is observed that, its pricing reveals two main different views about finance. One of the views about this is that higher education provides more benefit to a person and therefore, higher education should be priced and cost shall be shared between student and constitution that is to say it should be financed with

private resources. Other one is that higher education provides more benefit to society than to a person, for this reason finance should be provided by public.

As in theory (and like the other examples around the world) higher education should be provided with public or private resources also in Turkey. However; both the muchness of state universities and since Turkey is a developing country, it can be observed that higher education is generally financed with public resources and public cannot meet the demands of higher education. The suggested solutions for Turkey's finance problem are the popularization of finance with private resources and improvement of the collaboration between private sector and universities.

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