

Faktoren der einföhrung von prinzipien der institutionellen autonomie in den verwaltungsprozess von hochschuleinrichtungen

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Anmerkung: Der Artikel analysiert die Modelle der Gewährleistung der institutionellen Autonomie der Hochschulen der Weltländer, ihre Entstehung, Entwicklungsstadien, vergleichende Analyse der Probleme der Gewährleistung der institutionellen Unabhängigkeit von Hochschulen, ausländische Erfahrungen bei der Verbesserung des Hochschulsystems im Zusammenhang mit dem internationalen Bildungssystem und der Sicherstellung ihrer institutionellen Autonomie.

Schlüsselwörter: Bildung, Hochschulwesen, Autonomie, institutionelle Autonomie, Bildungsautonomie, Personalauswahl, Verwaltungsautonomie, Genesis, Management von Hochschulen.

Factors of introduction of principles of institutional autonomy to the management process of higher educational institutions

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Annotation: The article analyzes the models of ensuring institutional autonomy of higher education institutions of the world countries, their genesis, stages of development, comparative analysis of the problems of ensuring institutional independence of higher educational institutions, foreign experience in improving the system of higher education in connection with the international education system and ensuring their institutional autonomy.

Keywords: Education, Higher Education, autonomy, institutional autonomy, educational autonomy, Personnel Selection, administrative autonomy, Genesis, management of higher educational institutions.

Today, the reform of governance in the higher education system, the introduction of new principles, as well as the formation of freedom and financial independence is becoming one of the urgent tasks, and the whole complexity of this work is assessed by the lack of theoretical foundations, complete and relatively perfect concepts. In historical development, the stage of development of universities, one can encounter various forms of formation and manifestation of the principles of autonomy on the basis of the paths they have traversed.

Institutional autonomy of a higher education institution means freedom in management, teaching and research, and self-organization, financing. Also, while

substantive autonomy means the independence of a higher education institution in setting its own goals and programs, work order autonomy is the right of a university to choose the means to achieve its goals and implement programs. At the same time, the autonomy of higher education is understood as the independence and freedom in the formation of the teaching staff, the admission of students, the creation of quality standards, as well as the creation of conditions in which they work and study.

According to James, a scholar who has studied the problems of higher education management, five basic freedoms must be provided for a higher education institution to be effective:

- freedom of choice of employees;
- Freedom to select students;
- freedom to determine the content of curricula and approve academic standards;
- freedom to set priorities for research activities;
- Freedom of distribution of financial resources, including real estate, trust funds

and net income. These opportunities should be seen not as benefits provided for the successful operation of a higher education institution, but as a basic condition necessary for the effective operation of higher education institutions.

According to another scholar, Mahoni, the autonomy of universities is characterized by:

- independent management decisions;
- in the collegial (joint, deliberative) management league;
- Independently determine the requirements for admission and academic development of students;

- High quality of academic programs and independent determination of their content;

- in the ability to protect the rights of students and teachers, etc.

According to another researcher, Ashby, important elements of institutional autonomy are determined by the extent to which freedom is manifested in the following types of activities:

- in the study of students and staff;
- In determining the conditions for awarding academic degrees;
- in the development of the content of academic programs;
- in the distribution of financial resources.

The general conclusion of the above research has once again proved that institutional autonomy affects the various areas of higher education - management, finance and academic performance. That is why the division into areas of activity is the main principle of the classification of types of institutional autonomy. Kabal, a recognized expert in the field of higher education, proposes to distinguish between “organizational, academic and financial autonomy” in the structure of institutional autonomy.

When applied to the European educational space, there is an extended classification type in which personnel autonomy is considered as an independent

element of institutional autonomy as a quality. For example, the 2007 Lisbon Declaration defines four types of institutional autonomy for higher education institutions:

- academic autonomy;
- financial autonomy;
- organizational autonomy;
- freedom of staff.

The Carnegie Commission on Higher Education has developed its own classification of institutional autonomy. This classification consists of the following three main elements:

1) intellectual autonomy - protection of academic freedom of speech, free choice and implementation of research projects by teachers and students;

2) academic autonomy - the transfer of decision-making powers for teachers in the field of educational process;

3) administrative autonomy - freedom in the implementation of financial and personnel¹ management.

In the framework of this work, institutional autonomy is determined by the ability of universities to make decisions freely, that is, without any external control, in three main areas of activity.

Professors from the University of Geneva have developed a doctrine on the independence of higher education institutions and the creation of institutional autonomy, which states: "The ideal independent university is the freedom to choose a leader; freedom of choice of management model; freedom to choose the object of scientific research; freedom of admission of students; freedom of choice of social order; property and the right to manage it; should be free to use funds from additional sources."

Another Mexican scholar, I. Ordorica, evaluates the autonomy of higher education in the following dimensions:

1) political autonomy, including appointment to positions on internal criteria;

2) academic autonomy, territorial autonomy, including the right to education, academic freedoms and freedom of speech;

3) financial autonomy associated with the use of funds paid for tuition, salary policy and other parameters.²

Яна бир олим П.Кильмансег "автоном олийгоҳлар демократиянинг муҳим элементини барпо қилишда иштирок этади, демократиянинг таркибий қисми, тадқиқот ва ўқитиш эркинлигини ўзига хос институционаллаштириш ҳисобланади", деб таъкидлайди³. Another scholar, P. Kilmanseg, argues that "autonomous universities are involved in building an important element of democracy, an integral part of democracy, a specific institutionalization of freedom

¹Шпаковская Л. Политика высшего образования в Европе и России. - СПб.: Норма, 2007. -С.25-36.

²Ordorika I. (2003) The limits of university autonomy: Power and politics at the Universidad Nacional Autónoma de México // Higher Education. Vol.46.No.3.P.361-388.

³Kielmanseg P. G. (1983) The university and democracy. LA: University of California Press.

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of research and teaching⁴. Autonomy and collegiality determine the structure and policy of participation in academic activities. Together, they provide an opportunity to conceptualize the democratic process in higher education institutions.⁵

The management autonomy of the university combines the elements of personnel autonomy and takes into account the fact that the university has the following opportunities:

- selection and inclusion of external members in the governing body;
- Formation of internal structure (faculties, departments, divisions, etc.);
- establishment of independent legal entities;
- Independently develop procedures and criteria for selection and removal from office, determine the terms of office of senior officials (executives);
- Selection and placement of employees (job requirements, competition procedures, salaries, incentives and dismissal conditions).

The academic autonomy of the university included:

- Determining the rules of admission and the number of students studying at the university;
- Defining the content of academic programs and the language of instruction;
- Development and closure of training programs in the specialty;
- the ability to select agencies to reform and evaluate the quality of education.

It is also possible to analyze the main components of the academic autonomy of a higher education institution as follows:

First, academic autonomy - that is, the choice of research topics, academic activities, and methods of disseminating scientific results - means self-organization of the scientific community.

Second, initially, academic autonomy meant that the jurisdiction of secular and religious courts was limited to members of higher education. Obviously, under the influence of the universal project, this situation changed later.

Third, academic autonomy implied the principles of collegiality (deliberative decision-making) of self-government as a scientific association. This process involves both the appointment of professors, deans, and rectors through elections, as well as the award of academic degrees on the basis of a collegial evaluation of the submitted work. This factor has been preserved to this day in most mature academic systems.

Fourth, academic autonomy implies that the teaching staff has the right to independently determine the structure and content of teaching at the university. This component of autonomy is also influenced by other institutional factors - the state and employers who order university graduates.

The authors of the study on improving the efficiency of management in higher

⁴Buchbinde rH.(1993)The market oriented university and the changing role of knowledge//HigherEducation.Vol.26.No.3.P.331-347.

⁵Felt U., Glanz M. (2003) University autonomy in Europe: Changing paradigms in higher education policy. Special case studies decision- making structures and human resources management in Finland, France, Greece, Hungary, Italy, The Netherlands, Spain and the United Kingdom. UniversityofVienna.

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education and its adaptation to market laws are concerned about the further reduction of the space of academic autonomy. Today, universities face serious challenges: popularization of education; commercialization and privatization of science and education; globalization of the service market in education. While the popularization of education first occurred as a result of the education revolution in the secondary education system, it later spread to the higher education system. The education revolution means an unprecedented expansion of the number of students at all levels of education. It has led to an increase in the number of students per university teacher and has seriously hampered interpersonal communication within the university.

Scholars who have studied the basics of education management, S. Sloyter and L. The concept of “academic capitalism” analyzed by Leslie argues that new threats to academic autonomy are emerging. According to him, the increase in the number of studies supported by private corporations changes the nature of scientific work and also has a negative impact on academic freedom. The closed nature of many patenting practices and corporate research is becoming an important factor in academic life and is causing fundamental changes in the value system of the scientific community⁶.

Another aspect of commercialization is the change in students' attitudes toward higher education. Universities have become a huge supermarket offering different types of knowledge. The higher education system no longer accepts the student as the inheritor of the educational traditions that join many generations of scientists, it is more of a consumer of educational services and at the same time participates as a raw material for preparation for the required profession.

Today, freedom in university management is primarily reflected in the ability to independently develop curricula and programs, determine the content and methods of teaching, and develop new elective courses. Today, the authority of universities is to choose the organizational structure, the formation of the student body, the choice of ways to obtain funding through various educational, scientific and other activities. In accordance with modern international legislation in the field of higher education, they have begun to actively use the academic freedoms granted to them today. In a number of Western universities, the content of education, educational technology, assessment system and many other parameters are still determined by the administrative apparatus or high-level authorities.

Financial autonomy of higher education institutions includes:

- formation of reserves and maintenance of public financing surplus;
- setting tuition fees;
- Debt and investment in financial markets;
- issuance of shares and bonds;
- It is determined by the right to own land and buildings occupied by OTM.

⁶Henkel M. (2007) Can academic autonomy survive in the knowledge society? A perspective from Britain // Higher Education Research & Development. Vol.26. №1. P.87–99.

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Today, the globalization of the world economy and changes in public policy of the higher education system around the world require the need to change the traditional forms of organization and management of higher education.

Today, the factors that develop higher education and harmonize them with the laws of a market economy are:

Due to the growing social demand for higher education and its growing role in the world economy, the policies of many countries have focused on expanding the scope of admission to higher education. At the same time, the amount of state support for each student was reduced.

- Countries in South America and several regions of Asia are supporting private higher education and promoting it as a means of expanding access, thereby increasing competition for students and resources in the traditional public sector.

- Countries are developing quasi-market mechanisms for allocating resources to their universities, including results-based funding, selective allocation of funding for research, and the introduction of tuition fees.

- In order to maintain competition in the field of higher education, states are taking measures to balance the state control and responsibility of higher education institutions, giving them more decision-making powers in the use of resources.

Today, “academic globalization” and cuts in funding for higher education are encouraging higher education institutions to be tougher and more active in the fight for contract students. Thus, it can be concluded that the new aspects of institutional autonomy are mainly focused on addressing three issues. First, what important aspects of state control should be transferred to university management? Second, what new accountability mechanisms may be needed to meet the needs of society in higher education? Third, given that universities in a number of countries are introducing the practice of “corporate governance” for the first time, how can it overcome public policy by coordinating governance reform with the transition period? Before exploring the new regulatory mechanisms established by higher education institutions in the new competitive environment, it would be expedient to consider the characteristics of the existing regulatory system and the reasons for its reform.

In higher education, the traditional style of substantive and procedural regulation is different⁷. Substantive regulation involves the approval of a program structure that takes into account the characteristics of the educational organization. Procedural regulation, on the other hand, involves the preparation and approval of budgets, control over personnel matters, the conclusion of contracts for the provision or purchase of goods and services, capital construction, and the overall management of higher education institutions. According to some experts, when substantive regulation is in the public spotlight, the resolution of procedural issues should be left to the discretion of the university.

⁷ Berdahl R. The quasi-privatization of a public honors college: a case study of St. Mary’s College in Maryland. In T. McTaggart (Ed.) Excellence through deregulation. – San Francisco: Jossey-Bass, 1998

In short, the activities of universities competing for autonomous, financial resources will be more efficient, and it is the autonomy, the combination of competition that will further develop universities. If autonomy is granted in a non-competitive environment, the university will use the autonomous status for purposes other than improving the overall performance of its activities. However, if they do not have sufficient autonomy, there is no point in encouraging competition between universities. Thus, the autonomy of higher education today is not only an indicator of the development of democratization of management in higher education, but also an objective condition for increasing the competitiveness of the higher education system.

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