

Parameters and Models of Autonomy of Universities

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ABSTRACT. The Article reveals the essence of autonomy of universities and proves the necessity of its activation in modern economic conditions. The main types of autonomy of universities are distinguished: financial, personnel, academic and organizational, the key indicators are systematized for the estimation of the level of each of them. The practice of realization of freedoms in some countries, its features and possibilities is analyzed. The assessment of the organizational autonomy of universities of European countries made it possible to rank them at the level of individual forms of manifestation of freedoms. The analysis of the level of academic autonomy of universities allowed identifying several models, depending on the ability to decide on the number of students and the level of standardization of education. The latter leads to the formation of a certain set of knowledge, skills and abilities that a Specialist must possess, but at the same time these standards may become a limit in the autonomy. Personnel autonomy concerns the freedom of personnel recruitment and the rules on recruitment, dismissal, incentive, punishment and remuneration. The rankings of European countries on the level of personnel autonomy have been carried out in the Article. Financial autonomy involves the freedom of the higher educational institution to use financial resources at its own discretion. The largest restrictions apply to public funding, which requires a large amount of accounting documentation, the availability of certain rules for using these funds, and performance criteria. Money received from business also has a predominantly intended purpose: personnel training, performing specific works, studying specific processes or phenomena. The assessment of the financial autonomy of European universities revealed the greatest differences in individual countries.

The analysis of different types of autonomies made it possible to reveal the correlation of university freedoms in individual countries. In each case, the ratio of regulating mechanisms and freedoms can be significantly different, which forms a different level of autonomy of higher education institution. Accordingly, the following main models are identified: minimal, partial or full autonomy. The model of minimal autonomy involves the organization of budget educational institutions, fully subordinated to the owner's (founder's) tasks. In this model, there are minimum opportunities for institutions of higher education to make independent decisions in economic activity. In the framework of the model of partial autonomy, universities have certain autonomous powers in the financial sphere, but they have control

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mechanisms for the use of resources. A model of full autonomy involves the absence of organizational or property subordination. The analysis allowed identifying internal threats to the development of universities and their autonomy, as well as to propose separate solutions aimed at ensuring the sustainable development of universities in Ukraine.

KEYWORDS. Autonomy, autonomy of higher education institution, academic freedom, organizational autonomy, financial autonomy, personnel autonomy, models of autonomy of universities.

Introduction

In today's conditions, the formation of a knowledge society increases substantially the role of education in achieving socioeconomic progress. These circumstances determine the transition to new conditions of management, change the role and functions of higher education institutions, and cause the need for transformation of state regulation. The activities of educational institutions are carried out in conditions of market relations, increasing competition on a global scale. That is why universities must take into account market requirements, respond quickly and adapt to changing market conditions and new trends.

Necessary prerequisite for the successful operation of universities in the difficult conditions of a variable global environment is their ability and the opportunity to make decisions independently. Being completely within the framework of full state regulation, educational institutions do not use the opportunities associated with market mechanisms, cannot be flexible and adaptive. The search for an optimal balance between state and market mechanisms becomes an actual problem of theory and practice of educational activity. In this context, the issue of the autonomy of higher education institutions becomes of paramount importance.

The study of the autonomy of higher education institutions is a key issue in a large number of studies. Thus, the general issues of autonomy were considered in the works of Dzh.Bohumil, R.Hainsa², K.Dalkir³, R.Dore⁴, E.Hanushko, T. Eesterman, T. Nokkala, M. Stein⁵. Some issues of autonomy, in particular academic, are studied in the works of S. Khuka⁶, K. Gurius⁷, E. Jonesen⁸, E. Prinsof⁹, and others. Financial

² Bogumil, J. and R.G. Heinze (Hg.) *Neue Steuerung von Hochschulen*. Berlin, 2009.

C.Gurjyz. *Autonomy of universities and academy freedom*. <http://ihe.nkaoko.kz/archive/67/389/>

³ Dalkir, K. *Knowledge Management in Theory and Practice*. Jordan Hill, Oxford: Elsevier Inc. 330, 2005.

⁴ Dore, R.P. *The Role of Universities in National Development*. London, 1978

⁵ Estermann, Th., Nokkala, T., and M. Steinel *University Autonomy in Europe II. The Scorecard*. Brussels, EUA, CRASP, HRK, Univ. Denmark & Jyvaskyla, 2011.

⁶ Hook, S. *Academic Freedom and Academic Anarchy*. N.Y., 1965.

⁷ Gurjyz, C. *Autonomy of universities and academy freedom*. <http://ihe.nkaoko.kz/archive/67/389/>

⁸ *Academic Freedom* / Ed. By J. Johnsen. N.Y., 1925

⁹ *The Concept of Academic Freedom* / Ed. By E.L.Pincoffs Austin, 1972

freedom is the subject of research by W. Rothier¹⁰, K. Arrow¹¹ and others. However, a comprehensive study of the autonomy of universities remains poorly investigated. Therefore, *the purpose of the Article* is to analyze the parameters and mechanisms of autonomy of higher education institutions in the market of educational services, which will determine ways to improve the quality and effectiveness of the functioning of the national higher education system.

Autonomy and New Functions of Universities

The concept of autonomy in the broadest sense means a degree of autonomy in decision-making. Regarding educational institutions (and first of all universities), the need for autonomy was announced in the 1960s of XXth century. The most common definition of university autonomy was given in 1965 by the International Association of Universities (IAU), when it was defined as the authority to decide on: who would teach, what would be taught, who would be trained, and who would receive the degree to be investigated. The financial aspects of autonomy were presented only as a formal reference to the existence of relative financial freedom in establishing international contacts¹².

Over the past years, educational science and politics have been substantially enriched with various developments in universities autonomy. Particular attention is paid to research conducted under the auspices of the EU and EAU (European Association of Universities). In particular, the EAU emphasizes the key role of institutional autonomy for higher education institutions and society as a whole. But at the same time, autonomy is seen not as a goal in itself, but as a vital prerequisite for the success of European universities¹³. It is emphasized that autonomy is a point of consensus between government regulation and market mechanism. The state sets the appropriate framework within which universities can successfully achieve their missions in the best way possible.

From the very beginning of the European Association of Universities establishment in 2001, autonomy with accountability was identified as the first principle. The following declarations of the EAU emphasized the need to expand university autonomy. Thus, the united stand of most

¹⁰ Royter, V. *Funding of education: international models, experience*. <http://ecsocman.hse.ru/rubezh/msg/18071517.html>

¹¹ Arrow, Kenneth. Higher education as a filter. *Journal of Public Economics*, 1973, vol. 2, N 3

¹² For a discussion of the limitations on autonomy abroad see. University autonomy / International Association of Universities. Paris : International Association of Universities, 1965

¹³ Estermann, Th., Nokkala, T., and M. Steinel *University Autonomy in Europe II. The Scorecard*. Brussels, EUA, CRASP, HRK, Univ. Denmark & Jyvaskyla, 2011

researchers for the need for autonomy in one way or another for universities has been formed. At the same time, at the present stage, the concept of autonomy of universities is complicated, which is connected with the complex structure of this concept. Therefore, there is still no single opinion about the level of autonomy, its parameters, types, scope of application, the need for regulation and scope.

The expansion of the autonomy of universities is due to a change in their role in modern society. From the second half of the twentieth century, the cardinal growth of the role and functions of educational institutions has been observed in the context of the formation of knowledge economy. Thus, T. Parsons and K. Kerr in their works define a wide range of functions of a modern university: general education; special education; prolonged learning; periodic return to university for improvement in their profession; research work; scientific collaboration with organizations and individual representatives of industry and culture; search and selection of talent; education of citizens – professionals and scientists; the function of criticism of the existing social order, state and society; cultural impact on society; the university as the center of the formation and dissemination of new lifestyles; the university as part of the establishment¹⁴. Thus, the list of university functions in a modern society, which varies considerably wider than those of its classical activities, such as learning and research.

In the works of English researcher R.P. Dore's list of university functions in the development of society is even more advanced, including: the cultivation of intellectual skills; formation of the country's status in the international academic arena; education of respect in society for intellectual work, intellectual elite, critical thinking; formation of patriotism, norms of ethics and behavior, positive attitude to the political regime; the formation of a layer of "alienated intellectuals", which is characterized by a critical attitude to the actions of political leaders or to dominant views; formation of a new list of professions, their legalization and legitimization; intellectual support of the political elite and the formation of a new generation of this elite through the search and support of talent¹⁵.

Key Types of Autonomy of Universities

The Lisbon Declaration of 2007 clearly identified four types of autonomy: academic (decisions on curricula and teaching methods, directions, scale and methods of research), financial (financing receipt and distribution, decision on tuition fees, use of profits, etc.),

¹⁴ Parsons, T. *System of modern societies*. – M.: АспектПресс, 1998.

¹⁵ Dore, R.P. *The Role of Universities in National Development*. London, 1978

organizational (definition of the structure and statute of the university, contracting, rector's election and other managers) and personnel autonomy (recruitment, remuneration and career of personnel). Each type of autonomy is characterized by its indicators, according to which its level is estimated (Table 1).

Table 1 TYPES OF AUTONOMY OF UNIVERSITIES AND INDICATORS OF ITS ASSESSMENT¹⁶

Financial	Academic
<ul style="list-style-type: none"> • duration and type of financing • opportunity to make a profit • opportunity to receive credit • opportunity to own real estate • ability to determine the level of payment for local / EU students • opportunity to regulate payment for non-EU students 	<ul style="list-style-type: none"> • opportunity to determine the level of recruitment of students and their total number, as well as their selection at different levels of training • opportunity to determine the filling of programs at different levels of instruction • opportunity to delete or close the curricula • opportunity to choose a language of instruction • opportunity to develop criteria for quality assessment • opportunity to determine the main content of the program
Personnel	Organizational
<ul style="list-style-type: none"> • opportunity to make personnel decisions (recruit and dismiss academic and administrative personnel) • opportunity to determine the level of wages • opportunity to make decisions for the development of a career in administrative and academic personnel 	<ul style="list-style-type: none"> • election and dismissal of management • selection of criteria for administration • duration of work of the management • possibility of attracting outside specialists to the governing bodies • opportunity to make decisions regarding the academic structure • opportunity to create official institutions

In our opinion, *the academic autonomy* of universities, in addition to the above freedoms, lies in the freedom of choice of scientists and instructors in the areas of their research and interests. On the other hand, such autonomy should assume the availability of tools for assessing the work of an instructor according to certain criteria.

Organizational autonomy consists in determining the general rules of functioning of the university: the formation and regulation of the organizational structure of higher education institution; top

¹⁶ compiled by authors Estermann, Th., Nokkala, T. and M. Steinel *University Autonomy in Europe II. The Scorecard*. Brussels, EUA, CRASP, HRK, Univ. Denmark & Jyvaskyla, 2011.; *University Autonomy in Europe III The Scorecard 2017*. <http://www.eua.be/Libraries/publications/University-Autonomy-in-Europe-2017>

management (in the structure of the university may be present "Rector", "President", "Vice-rector", "Vice chancellor", "Chancellor", etc.); procedures for the appointment and election of senior management. Senior management (rector) can be chosen on the basis of a Meeting of the labor collective; voting of a special body (Board of Directors, senior staff, Senate, etc.) or appointed by decision of the governing body; determined as a result of cooperation between the Senate and the Council or the student community.

Sometimes for the appointment of a Rector it is necessary to receive confirmation of the management of the country, the Ministry or the Department of Education. Such system operates in the Czech Republic, Greece, Italy, Latvia, Spain, Sweden and other EU countries. In addition, in many countries, at the legislative level, requirements are set for such candidatures: level of education, work experience, degree, maximum age, international experience, pedagogical experience, managerial skills, opportunities to hold part-time jobs. These requirements may vary between different types of universities in one country.

Requirements for the qualification of a Rector or President of a higher education institution in Latvia are fixed at the legislative level. These include academic position, academic degree, experience in the education system, experience in managing positions. Dismissal of a position may also be regulated. Thus, in Latvia, the maximum term of office until reelection is 5 years, and the Rector may be dismissed only after the relevant instructions of the authorities. UK's practice allows self-determination by the University of the term of authority and dismissal only if there are serious misconduct. In Ukraine, the Rector is elected by the election, the term of office is regulated by the contract. For heads of higher education institutions, the Ukrainian legislation also clearly defines the criteria: a candidate for the post of head of a higher education institution must be a citizen of Ukraine, must have a fluent command of the state language, have academic rank and scientific degree and work experience at the positions of scientific and pedagogical workers not less than 10 years. The same person can not be the head of the higher education institution more than two terms¹⁷.

The internal structure of higher education institutions can also be defined by law, for example, in Cyprus and Slovakia. Although in most countries freedom exists regarding the number of faculties, chairs, departments, etc. Limits may also apply to the number of students at the Faculty, for example, in a Latvian university, the minimum number

¹⁷ *A law of Ukraine "High education"*. <http://vnz.org.ua/zakonodavstvo/111-zakon-ukrayiny-pro-vyschu-osvitu>

of students in a program may be limited, which determines the possibility of the existence of such an administrative unit.

Another aspect of organizational autonomy is the ability to create new legal entities. In most developed countries (and in Latvia, among others) universities can create both commercial and non-profit organizations. However, in Greece, Portugal, Slovakia universities can not engage in commercial activities. In a way, the averaging option works in Poland, where universities can create organizations within their mission, which should be confirmed by a decision of a higher state body.

In Denmark, universities can open companies that, in their turn, have the authority to create subsidiaries with a third party. These companies can participate in financing activities of scientific parks, student societies, etc., which can be used about 5% of the budget of the university. In Sweden, the list of universities that have the right to set up companies is clearly defined by law. Institutions of higher education of Ukraine have the right to found educational institutions and scientific institutions; to establish enterprises for the implementation of innovation and/or production activities. Ukrainian higher educational institutions also have the opportunity to form, reorganize and liquidate their structural divisions. In Ukraine, educational institutions can also conduct publishing and joint activities with educational institutions or other legal entities, have the opportunity to make decisions on their internal academic structure.

The university management system may be one-level or two-level and include external experts or board members. Latvian universities can not involve external structures in board members, at the same time, universities in most countries are obliged to do so. The system of management in the universities of Latvia is unitary, which means that there is only one level of strategic decision-making on the University's activities.

Participation of external members in the management of the university can be implemented in several ways:

- In Estonia, Denmark and the United Kingdom, universities can involve independently such participants;
- In Norway, Slovakia and Sweden, this requires coordination with the authorities;
- in France, Austria and Lithuania, part of such experts are appointed by universities, and some of them by state bodies;
- In Hungary, Italy and Spain, these experts are appointed by state authorities.

Assessment of the Autonomy of Universities

The European Association of Universities annually assesses the level of autonomy in European countries: as a whole, and in its individual

types. According to recent observations, an assessment of the organizational autonomy of universities was conducted, which allowed ranking countries by the level of individual forms of manifestation of freedoms (Table 2).

Table 2 ASSESSMENT OF ORGANIZATIONAL AUTONOMY OF UNIVERSITIES OF EUROPEAN COUNTRIES¹⁸

	Country (region)	% autonomy
1.	Great Britain	100
2.	Denmark	94
3.	Finland	93
4.	Estonia	87
5.	North Rhine-Westphalia	84
6.	Ireland	81
7.	Portugal	80
8.	Austria	78
9.	Norway	78
10.	Hessen	78
11.	Lithuania	75
14.	Latvia	61

As can be seen from Table 2, the highest level of organizational autonomy has universities in the United Kingdom, while in Latvia the same level of autonomy is estimated at an average level. Whereas this indicator is quite low.

Implementation of the entire spectrum of universities functions in modern conditions requires the mandatory expansion of their autonomy, their rights and powers to carry out the relevant activities, including in educational activities¹⁹. Academic autonomy can not be realized in the conditions of state regulation and bureaucratization of the educational process. *Academic autonomy* of universities is the ability to decide on the total number of students, which can be implemented in several models:

¹⁸ compiled by authors for *University Autonomy in Europe*. http://www.hkvs.muni.cz/uploads/Autonomy_QAconf_Masaryk.pdf

¹⁹ *Academic Freedom*/ Ed.By J. Johnsen. N.Y., 1925

- independent decision of the university regarding the total number of students;
- a joint decision of both state bodies and the university;
- decisions of solely state bodies of management;
- decisions on the number are taken at two levels.

In Latvia, universities take these decisions independently. In some countries, the number of students is limited by licenses, which indicate the total number of seats. In another model, where decisions are taken jointly, the state determines the number of students who study at the expense of budget funding, and the number of commercial seats is determined by universities. In Turkey, for example, the number of students is determined solely by the state.

Technically, such constraint may be the rules of admission to universities. These rules can be formed by the state, on the basis of split-model or universities. In Latvia a split model operates, in which students enter on the basis of general rules established by the state, but universities can additionally form their own limitations or rules. For example, they may introduce an additional entrance examination, but the availability of secondary education is mandatory for entry any higher educational institution. In addition, universities in Latvia must undergo accreditation, which confirms the level of preparation of students in higher education institution.

In Ukraine, the number of all students is clearly limited by the licensed volume. Higher education institutions function on the basis of the Standards of Educational Activities, which define the minimum requirements for personnel, educational and informational provision of the educational process, as well as the Higher Education Standards, which determine the requirements for the contents and results of the educational activities of the higher educational institutions. However, according to the Law of Ukraine, national institutions of higher education may carry out the training of specialists with higher education according to their own experimental educational programs and curricula²⁰. Educational programs within the licensed specialty can be implemented independently by an educational institution, autonomy also provides the opportunity to choose independently forms of education and organization of educational process. Educational institutions can develop and implement their own programs. Criteria for evaluating the quality of training of Specialists are defined both independently and within the framework of the accreditation procedure.

Standardization of teaching in higher education institutions leads to the formation of a certain package of knowledge, skills and abilities that a Specialist must possess, but these standards inevitably become limits

²⁰ *A law of Ukraine "High education"*. <http://vnz.org.ua/zakonodavstvo/111-zakon-ukrayiny-pro-vyschu-osvitu>

that restrict autonomy. These contradictions lead to the formalization of disciplines, the increasing role of formal requirements, their superiority over the real content of the discipline. In this case, the academic mobility of the university has a very formal character. The assessment of academic autonomy of universities is given in Table. 3

*Table 3 ASSESSMENT OF ACADEMIC AUTONOMY OF UNIVERSITIES*²¹

	Country	%
1.	Ireland	100
2.	Norway	97
3.	Great Britain	94
4.	Estonia	92
5.	Finland	90
6.	Iceland	89
7.	Cyprus	77
8.	Luxembourg	74
9.	Austria	72
10.	Switzerland	72
20.	Latvia	55

As we can see, Latvia takes only the 20th place among the 28 assessed countries with a level of autonomy "below the average". The implementation of academic autonomy should be accompanied by changes in administrative functions and the redistribution of authority within institutions of higher education. Support for academic autonomy, in which the freedom of scientific activity is determined, should be accompanied by the introduction of management practices that are characteristic of private business and the commercial sector of the Economy. Inevitable features of autonomy of universities should be: risk management, strategic financial management, the formation of research and financial portfolios, etc.

The next area of university autonomy is *personnel autonomy*, which concerns the freedom of hiring of personnel. In some countries, there are a number of restrictions, depending on the level of occupation, the duration

²¹ compiled by authors for *University Autonomy in Europe*. http://www.hkvs.muni.cz/uploads/Autonomy_QAconf_Masaryk.pdf

of work, freedom of promotion, etc. These rules may apply to recruitment, dismissal, incentive, punishment, remuneration. Latvian universities can recruit freely personnel depending on production necessity, but the state may form some restrictions. Such limitation may be to establish a minimum wage for each category of personnel, although special legislative and regulatory documents regulate the dismissal of university personnel are absent. In this case, regulation is based on common regulatory acts. In general, the personnel autonomy of Latvia is at a high level and determines the position of the top ten. On the same basis, the promotion of personnel is possible, which is possible only in the presence of vacancies. In the UK, this is happening independently by the university, due to the opportunities provided by high financial autonomy (Table 4).

*Table 4 ASSESSMENT OF PERSONNEL AUTONOMY OF UNIVERSITIES*²²

	Country	%
1.	Estonia	100
2.	Great Britain	96
3.	Czech Republic	95
4.	Sweden	95
5.	Switzerland	95
6.	Finland	92
7.	Latvia	92
8.	Luxembourg	87
9.	Denmark	86
10.	Lithuania	83

University autonomy implies subordination to the laws of the market and the formation of such package of knowledge that will be in demand in the labor market. At the same time, it is not allowed to tolerate the oppression of fundamental research or other socially important goals in which the market is not interested. The overcoming of these restrictions must be offset by a well-considered state regulation, which should target universities to the strategic needs and interests of society.

Yu. Timm points out this contradiction in his works, arguing that the autonomy of an educational institution is not absolute freedom. Higher

²² compiled by authors for *University Autonomy in Europe*. http://www.hkvs.muni.cz/uploads/Autonomy_QAconf_Masaryk.pdf

educational institution is connected with the state and society not only with the budget of the state institution, but also with the main tasks facing it, social expectations regarding the quality of education and public benefit that his graduates can bring²³. In order to resolve this controversy in Germany, the activity of the councils of an educational institution is considered as an important management mechanism. Such advises enable the involvement of external experts and social partners in various fields of activity.

Another contradiction is related to financial autonomy. *Financial autonomy* involves the freedom of higher education to use financial resources at its own discretion. However, funds received through public funding require a large amount of accounting documentation and the availability of certain criteria for the effectiveness of the use of these funds. Money received from business also mainly has a special purpose: personnel training, performing certain works, studying of specific processes or phenomena. This again implies the availability of reporting documentation and the development of new criteria and requirements for the distribution of these resources.

Financial autonomy is one way or another characteristic of institutions of higher education in most developed countries. Thus, in France, universities are given the opportunity to find independently financial means, including through the sponsorship of private companies. However, there is a view that such search may lead to abuse and pressure on the management of the educational institution by sponsoring companies regarding admission to education. In Germany in certain lands, it is also allowed to attract additional funding sources, including in the form of tuition fees of approximately EUR 500 per semester, although this decision is left to the state by educational institutions.

Higher education institutions generally receive block or grant funding that can be used at the discretion of the university to achieve its goals within the mission. Such funding is typical for Western European countries. Finance is distributed among the faculties at the discretion of the administration of the institution of higher education. Another system of financing provides for a personalized distribution. This system operates in Greece and Turkey, where funding is allocated separately for each faculty. However, even grant funding does not provide for absolute freedom in the distribution of funds. This is most often due to the limitation of sums to certain activities.

There are no restrictions on the internal distribution of finance in Denmark, Estonia, Finland and several other Nordic countries. In Latvia, public funding is carried out in the framework of articles:

²³ Timm J. Kontrakt management und Zielvereinbarungen / *Reform Universitäten. Leistungsfähigkeit durch Eigenverantwortung. Stifterverband für die Deutsche Wissenschaft* (Hrsg). Bonn, 1999. S232, 23-31

wages, investments, training, research, infrastructure. Universities can not redistribute the resources allocated by these articles.

University funding may be for a period of one year or more; the balance at the end of the year may remain at both the university accounts and return to the state treasury. In some cases, these finances may be allocated to investing. In Latvia, state universities may have an account surplus by the end of the year, but this requires approval by the higher authorities. In contrast, there is no such restriction in the UK. In Ukraine, all balances on the accounts of institutions of higher education at the end of the year are returned to the state budget.

Financial autonomy in some countries can extend to the possibility of external lending. There is no such opportunity in Greece, Norway, Switzerland and Portugal. However, in Austria, Denmark and the Netherlands universities can borrow without strict restrictions. In Latvia, external loans are possible only with the permission of state authorities. In Sweden, such loans are possible only from state-owned banks. A number of states have limitations in the form of a set maximum loan interest.

The ownership of universities is also regulated by state authorities. Universities in Latvia can not freely sell or lease a building or premises, but in the UK universities can dispose of real estate at their discretion.

In Ukraine, higher education institutions also can not sell or buy premises and land, but, in accordance with the last Law on Higher Education, they have somewhat extended their rights. Thus, institutions have the right to establish a sustainable fund (endowment) of a higher education institution and dispose of income from its use in accordance with the conditions of the operation of a sustainable fund, as well as to receive property, funds and real assets, in particular buildings, structures, equipment, vehicles, from state bodies, local self-government bodies, legal entities and individuals, including charitable assistance; to open current and deposit accounts in national and foreign currencies in accordance with the legislation, to use bank loans; to participate in the formation of the authorized capital of innovative structures and formed with the participation of higher education institutions of small enterprises that develop and implement innovative products, by introducing intangible assets to them (property rights to objects of intellectual property rights).

In addition, the financial freedom of the university is the ability to set a tuition fees. The cost of educational services in Latvian state universities can be determined independently, at the same time in Spain, Austria and Cyprus the price is set by the state. This applies to both local students or EU students and non-EU students. Public funding for the teaching of Latvian students can be extended to both public and private institutions of higher education (Table 5).

Table 5 ASSESSMENT OF THE FINANCIAL AUTONOMY OF UNIVERSITIES²⁴

	Country	%
1.	Luxembourg	91
2.	Estonia	90
3.	Great Britain	89
4.	Latvia	80
5.	Netherlands	77
6.	Hungary	71
7.	Italy	70
8.	Portugal	70
9.	Slovakia	70
10.	Denmark	69

As can be seen from Table 5, financial autonomy in Latvia is at a high level and the availability of such freedoms creates opportunities for increasing the competitiveness of higher education institutions. For a more conspicuous estimation of freedoms we estimate their level in a polygon (Fig. 1).

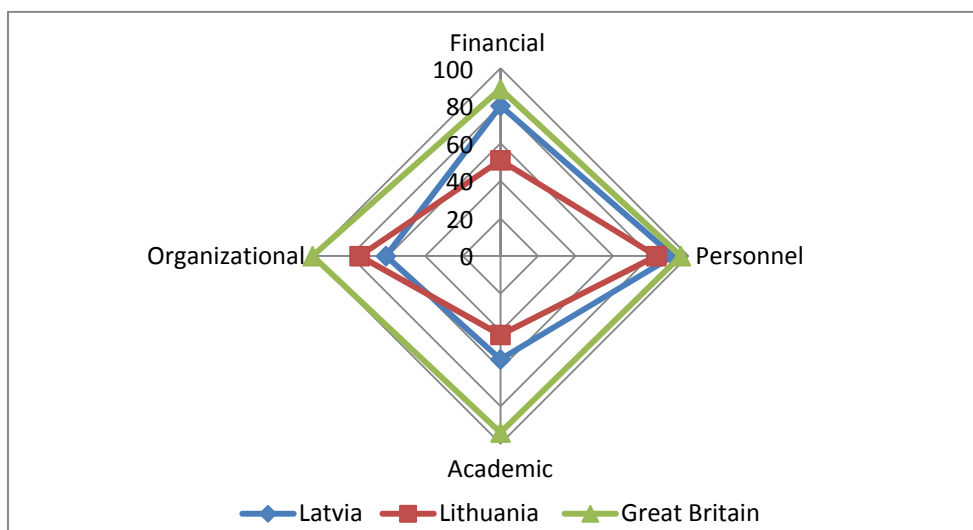


Fig.1. The ratio of university freedoms in individual countries

²⁴ compiled by authors for *University Autonomy in Europe*. http://www.hkvs.muni.cz/uploads/Autonomy_QAconf_Masaryk.pdf

Britain has been selected as a model for analysis, whose level of autonomy is one of the highest among European countries. Britain, as the leading country in university liberalization, has almost all indicators at around 100%, while in Lithuania, where education funding is at high level, autonomy is rather limited and can generally be considered "below average." In Latvia, there is the minimum index within academic freedoms of universities, which should be the subject of further study.

Universities Autonomy Models

In each case, the ratio of regulating mechanisms and freedoms can be significantly different, which forms a different level of autonomy of higher education institution. Accordingly, it can distinguish the following main models: minimal, partial or full autonomy.

The model of minimal autonomy involves the organization of budget educational institutions, fully subordinated to the owner's (founder's) tasks. In this model, all the possibilities to make independent decisions in the economic activity of institutions of higher education are practically reduced to zero. Such model is typical for South Korea, where the financial, material and organizational-legal management is carried out in a centralized manner and, as a rule, authoritarian in nature. It should be clarified that autonomy in Korea is complex, combining a certain level of autonomy and centralized general management. For example, the Ministry of Education forms a list of possible heads of educational institutions and only a member of this list is selected. But at the same time in his work the head has a certain degree of autonomy, because for his removal from office necessary decision of the head of state.

In the framework of the model of partial autonomy of universities, there are partially independent powers in the financial sphere, but they have control mechanisms for the use of resources. Thus, universities are given the opportunity to make independent decisions within the framework of established norms, rules and standards. This may relate both to financial and academic autonomy. The model of partial autonomy is being implemented in China, where decentralization and privatization is based on the education strategy based on national theories and world experience.

A model of full autonomy involves the absence of organizational or property subordination. This kind of autonomy gives the greatest opportunities for freedom of choice of the system of work of an educational institution, at the same time some forms of control of activity take place. Examples of the implementation of such model of autonomy can be seen in the United States, Canada, Australia and, in

part, Japan. They are characterized by strong decentralization in management, the lack of a state monopoly on the establishment of higher education institutions and the diversity of both educational institutions and curricula.

Determining to which type of autonomy an educational institution is belonged, is a rather difficult issue. Attempts to assess the autonomy of institutions of higher education were carried out repeatedly over a long period of time. In the late 1970s, the Center for Research and Innovation in the Sphere of Education of the Organization for Economic Co-operation and Development developed criteria for determining the autonomy of higher education institutions. This study was conducted in 52 educational institutions. The general index of autonomy in the study was determined on the basis of the ability to make decisions on 20 key issues that were identified as "autonomy indices"²⁵.

These indices include a huge number of indicators for assessing the activities of the educational institution. For example, the assessment is subject to processes related to teaching positions (creation, appointment, qualification improvement, position promotion, vacations, etc.). In addition, the autonomy was assessed in the appointment or election of the rector, the choice of teaching methods, the formation of curricula, enrollment and deduction of student composition, the possibility of distribution of the budget, etc. According to the survey, UK universities scored 100 points, while the universities of France, Austria, Germany, Switzerland and the Netherlands received 42, 32, 29 and 43 points, respectively²⁶.

In 2003, the OECD continued its research on the autonomy of higher education institutions. The basis of this study is a broad list of indicators, including the possibility to own immovable property, obtaining credit, establishing the academic structure of programs, the forms of recruitment of employees and their wages, determining the amount of tuition for training, the possibility of using financial resources at the discretion of the administration and etc. In fact, these studies have shown that the role of the state in the management of institutions of higher education is changing.

This study also assessed the level of autonomy (minimal, partial, full autonomy). Studies have shown that in most countries bureaucracy is reduced, depending on government agencies or government programs. The exception is the countries of southern Europe and Latin America.

In addition to assessing the autonomy of institutions of higher education, the participation of non-state and international organizations

²⁵ C.Gurjyz. *Autonomy of universities and academy freedom*. <http://ihe.nkaoko.kz/archive/67/389/>

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in the activities of educational institutions was also assessed. Thus, special attention was paid within the study to the new participants in the educational services market, which include supranational organizations (OECD, UNESCO), various international networks of agencies (International Network of Quality Assurance Agencies, European Quality Assurance Register, etc.) various international processes (eg Bologna) and agreements (GATS). Such market participants, on the one hand, assume the autonomy of institutions of higher education, and on the other – their participation generates a new wave contradictory.

Conclusion

The urgency of the study of the autonomy of institutions of higher education is determined by the complexity of the very concept of autonomy. Effective university activities in today's changing and complex external environment require flexibility and adaptability to new challenges, which necessitates the maintenance and development of autonomy. On the other hand, the urgent problem remains the provision of such state regulation, which would be stimulating, not rigid, but, at the same time, focused on the high quality of education and research. The search for an optimal balance between autonomy and state regulation necessitates the existence of varying levels of autonomy, which in turn may differ in various fields of university activity (organizational, personnel, financial, academic). The complexity of determining the nature, levels and mechanisms of autonomy of universities in the modern globalized world determines the urgency and need for further study of these issues. Rapid changes in the modern world point to the prospect of further research on the possibilities of autonomy, the study of effective experience of different countries and the search for an optimal combination of university authority and state regulation.

The main objective of these searches should be to improve the quality and effectiveness of the functioning of the national system of higher education, an integral part of which is the strengthening of such institution as the university. For modern Ukraine, the important task is the study and use of successful experience of those countries where the best conditions for university activity and implementation of the mission of universities in society are created. A comparative analysis of the autonomy of institutions of higher education in Ukraine proved that many questions remain for us for further theoretical elaboration and practical application.

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