

NEKI PROBLEMI UPRAVLJANJA VISOKOŠKOLSKIM INSTITUCIJAMA

SOME PROBLEMS OF MANAGING HIGHER EDUCATION INSTITUTIONS

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REZIME

Visokoškolske institucije su posebni organizacijski i poslovni sistemi sa važnom ulogom u sistemu ukupne društvene reprodukcije. U skladu s tim sama djelatnost, misija, oblici organiziranja, glavne konture procesa, strukture, izlazi i ograničenja su, u većoj i manjoj mjeri, određeni od nadsistema države različitih nivoa organizacije. Visokoobrazovne institucije su složeni sistemi u kojima se odvijaju specifični procesi kojima se mora upravljati da bi se zadovoljila očekivanja različitih učesnika i zainteresiranih strana studenata (kupci), države (takođe kupac), poslodavaca i zaposlenika visokoškolskih institucija. U procesu upravljanja visokoškolskim institucijama javljaju se određeni problemi koji smanjuju rezultat rada. U radu su obrađeni neki problemi upravljanja visokoškolskim institucijama u Bosni i Hercegovini.

Professional paper

SUMMARY

Higher education institutions are special organizational and business systems with an important role in the system of overall social reproduction. Accordingly, the activity itself, the mission, the forms of organization, the main contours of the process, structure, outcomes, and constraints are, to a greater or lesser extent, determined by the supersystem of the state at different levels of organization. Higher education institutions are complex systems where specific processes are underway to be managed in order to meet the expectations of the various participants and stakeholders of the students (customers), state (also customer), employers and employees of higher education institutions. In the process of managing higher education institutions, there are some problems that reduce the results of the work. This paper deals with some issues of management of higher education institutions in Bosnia and Herzegovina.

1. UVOD

Visoko obrazovanje je jedan od važnih temelja razvoja svakog društva. Sve promjene koje se dešavaju u društvu odražavaju se na rad i funkcioniranje visokog obrazovanja. Promjene koje se dešavaju u okruženju i standardi koji se postavljaju pred visoko obrazovanje, imaju za cilj ujednačavanje visokog obrazovanja u evropskom prostoru. Bolonjski proces [1] je reformski proces započet potpisivanjem Bolonjske deklaracije definira visoko obrazovanje kao javno odgovorno. Kroz dokumente, koji su potom uslijedili [1], jasnije se uređuju obaveze i odgovornosti visokoškolskih institucija i cijelog sistema visokog obrazovanja.

1. INTRODUCTION

Higher education is one of the most important basis of the development of every society. All changes that take place in society reflect on the work and functioning of higher education. The changes that take place in the surroundings, and the standards set for higher education, aim to equalize the higher education in the European space. The Bologna process has started the reform process by signing the Bologna Declaration [1] defining higher education as a public responsibility. Through the documents, [1] that followed, the responsibilities in general and responsibilities of higher education institutions and the entire higher education system are more clearly regulated.

Univerziteti se, kao nosioci visokoškolskog obrazovanja i naučno istraživačkog rada, nalaze pred velikim izazovima. Uzroci tome su brojni i složeni. Danas su univerziteti na raskrsnici, a niko ne daje odgovor; kako dalje. Javni univerziteti suočeni su sa jakom konkurencijom privatnih univerziteta, odlaskom mladih na studije van BiH i nedostatkom motivacije nastavno istraživačkog osoblja i nekompetentnog menadžmenta univerziteta. Nauka kao ključna djelatnost univerziteta svedena je na najniži nivo. Finansiranje rada univerziteta nije adekvatno niti u dijelu nastavnih niti istraživačkih aktivnosti. Rad univerziteta, izazovi koji se postavljaju pred univerzitet, budućnost i sigurnost rada i razvoja univerziteta nisu razmatrani unutar univerziteta niti kroz bilo kakve analize društvenih pojava u tranzicijskom društvu.

Procesi koji se odvijaju na različitim institucijama visokog obrazovanja nisu dovoljno istraženi jer se još uvijek uspostavljaju. Zbog toga nema ni jedinstvene ocjene reformskih procesa u visokom obrazovanju ni njihove naučne validacije. Postoje analize civilnog društva o pojedinim pojavama koje su posljedica promjena, kao i informacije o nekim pojavama koje se dešavaju unutar reformskih procesa.

Izazovi su brojni i nije ih moguće sve analizirati u okviru jedne analize. Promjene koje se dešavaju u visokom obrazovanju zavise od vanjskih faktora iz okruženja i unutrašnjih faktora koji su povezani sa pojedinim institucijama visokog obrazovanja. Na vanjske faktore institucija može malo ili nikako da utiče, ali za unutrašnje faktore društveno je odgovorna isključivo institucija i njen menadžment i svi donosioci odluka. Zato treba posebnu pažnju posvetiti problemima koji su u nadležnosti menadžmenta, a prije svega definirati ključne probleme.

2. KRATKI PREGLED STANJA U VISOKOM OBRAZOVANJU

Broj visokoškolskih ustanova nakon 2000. naglo je rastao [2]. Pojava privatnih univerziteta u cijeloj regiji znatno je uticala na promjene unutar javnih visokoškolskih institucija. Za razliku od privatnih javni univerziteti nisu profitne institucije iako i jedni i drugi imaju društvenu odgovornost. Sada postoji 10 javnih institucija visokog obrazovanja od čega osam univerziteta i dvije visoke škole. Privatnih visokoškolskih institucija ima znatno više, čak 37, od čega se 18 naziva univerzitetima, a ostalo su visoke škole i koledži.

Universities are, as holders of higher education and scientific research, facing with great challenges. The causes are numerous and complex. Today, universities are at the crossroads, and no one answers; what to do next. Public universities are faced with the strong competition of private universities, the departure of young people to studies outside B&H and the lack of motivation of teaching research staff and incompetent university management. Science as the core activity of the university is reduced to the lowest level. Funding of university work is not adequate either in the part of teaching or research activities. The university's work, the challenges posed to the university, the future and the safety of university work and development are not considered within the university or through any analysis of social phenomena in a transition society.

Processes that take place at various institutions of higher education are not sufficiently explored because they are still being established. Because of this, there are no unique grades of reform processes in higher education or their scientific validation. There are civil society analyzes of individual phenomena that are the result of changes, as well as information on some phenomena that occur within the reform processes.

Challenges are numerous and it is not possible to analyze them all within one analysis. The changes that take place in higher education depend on external factors from the environment and internal factors associated with individual institutions of higher education. The institution have little or no influence on external factors, but institution and its management and all decision-makers inside the university are responsible for solving problems. Therefore, special attention should be paid to the problems that are within the competence of the management and, above all, to define key issues.

2. BRIEF OVERVIEW OF THE SITUATION IN HIGHER EDUCATION

The number of higher education institutions since 2000 has grown rapidly [2]. The emergence of private universities throughout the region has made a significant impact on changes within public higher education institutions. Unlike private public universities, public universities are not profitable institutions, although each and every one has social responsibility. There are now 10 public higher education institutions, of which eight universities and two high schools. Private higher education institutions have far more than 37, of which 18 are called universities, and there are still high schools and colleges.

Broj studenata od početka 2000. je rastao sa porastom broja visokoškolskih ustanova što se vidi u Tabeli 1. Nakon 2012. godine broj upisanih studenata na univerzitetu u BiH opada. Razlozi za pad broja studenata su višestruki, ali pojave nisu istražene i ne može se sa sigurnošću govoriti o tome koji su razlozi dominantni.

The number of students since the beginning of 2000 has increased with the increase in the number of higher education institutions, as shown in Figure 1. After 2012, the number of students enrolled in universities in B&H is declining. The reasons for the drop in the number of students are multiple, but the occurrences are not explored and can not be safely talked about the reasons that are dominant.

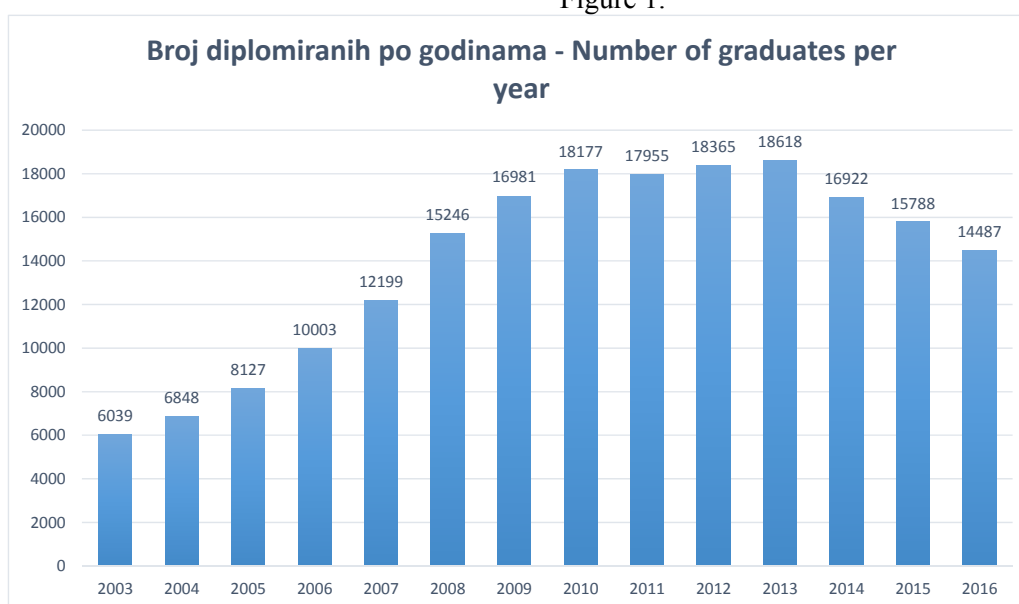
Tabela 1. Broj studenata na univerzitetima u BiH [2]

Table 1. Number of students at universities in B&H [2]

Akadska godina Academic year	2012/13	2013/14	2014/15	2015/16	2016/17
Broj studenata Number of students	116567	112922	109259	105304	100000

Broj diplomanata naglo je porastao od 2003. do 2012. a potom opada, što je prikazano na slici 1.

The number of graduates increased sharply from 2003 to 2012 and then declined, as shown in Figure 1.



Slika 1. Studenti koji su diplomirali na BiH univerzitetima [2]

Figure 1. Graduated students in B&H universities [2]

Bez obzira na pad broja studenata broj nastavnika i saradnika koji izvode nastavni proces vrlo malo se mijenja. Da li se kapaciteti preusmjeravaju na naučne aktivnosti trebalo bi vidjeti na osnovu broja objavljenih radova ili realiziranih projekata.

Nastavno osoblje u stalnom radnom odnosu čini cca 50% zaposlenih u visokom obrazovanju. Ostalih 50% su angažirani u dodatnom radnom odnosu. 5301 stalno zaposlenih nastavnika i saradnika realizira nastavni proces što znači da 20 studenata opslužuje jedan stalno angažovani nastavnik/saradnik.

Regardless of the drop in the number of students, the number of teachers and associates is not changed significantly. Whether the capacities are diverted to scientific activities should be seen on the basis of the number of published works or realized projects.

Teaching staff in permanent employment make up about 50% of the employed in higher education. The other 50% are engaged in part time employment. 5301 full-time employed teachers and associates realize the teaching process, which means that 20 students are served by one permanently employed teacher / associate.

3. TRENUTNI IZAZOVI U VISOKOM OBRAZOVANJU

Svaka visokoškolska ustanova deklarira svoju misiju i viziju kao dugoročne okvirne ciljeve svog rada i interesovanja. Često je to obrazac koji svaki univerzitet u startu prepisuje ne vodeći računa o ostvarivosti i specifičnosti svoje misije. Ako se pitanje misije i vizije smatra formalnim, šta je to što treba da provodi rukovodstvo univerziteta. Šta su pravci djelovanja rukovodstva univerziteta i da li je na sceni stagnacija univerziteta? Koji su to problemi koji su nastali unutar institucija visokog obrazovanja sa kojima se suočavaju visokoškolske institucije i njihova rukovodstva?

4. AUTONOMIJA VISOKOŠKOLSKIH INSTITUCIJA

Autonomija visokoškolskih institucija određena je Okvirnim zakonom o visokom obrazovanju BiH [3]. Različiti aspekte autonomije visokoškolskih ustanova analizirani su u studiji koju su uradili Tomas Esterman i Terhi Nokkala, Neovisnost univerziteta u Evropi, [4]. Pominju se najvažniji aspekti autonomije dati u Lisabonskoj deklaraciji. Aspekti autonomije se mogu svesti na četiri osnovne kategorije i to su: **organizacijska, finansijska, kadrovska i akademska autonomija**. Sve one zajedno daju sliku autonomije visokoškolskih institucija.

4.1. Organizaciona autonomija

Univerziteti- visokoškolske institucije su snažne i neovisne institucije koje samostalno odlučuju o svojoj strukturi. Autonomija univerziteta ogleda se u činjenici da univerziteti mogu donositi samostalno odluke o različitim aspektima koji se tiču univerziteta bez uticaja političkih partija i struktura izvršne vlasti. Upravljački sistemi visokoškolskih institucija određeni su zakonima. Dvojni upravljački sistem sastoji se od upravnog odbora i senata koji dijele ovlasti. Upravni odbor, koga imenuje poslodavac odgovoran za dugoročne strateške odluke, (odluka o strukturama, strateškim planovima, eventualnom izboru rektora, usvajanju izvještaja o radu univerziteta i rektora, planova rada i budžeta univerziteta) Senat je odgovoran za akademska pitanja kao što su nastavni planovi i programi, ocjenjivanje, izbori u nastavna i istraživačka zvanja.

3. CURRENT CHALLENGES IN HIGHER EDUCATION

Each higher education institution declares its mission and vision as the long-term framework of its work and interest. Often this is a form that every university at the beginning is overlooked without taking into account the feasibility and specificity of its mission. If the issue of mission and vision is considered formal, what should be done by the leadership of the University. What are the directions of the leadership of the university and whether the stagnation of the university is on the scene? What are the problems that have arisen in the institutions of higher education faced by higher education institutions and their leadership?

4. AUTONOMY OF HIGHER EDUCATION INSTITUTIONS

Autonomy of higher education institutions is defined by the Framework Law on Higher Education in BiH [3]. Various aspects of the autonomy of higher education institutions were analyzed in a study by Tomas Esterman and Terhi Nokkala, Independence of the University of Europe, [4]. They mention the most important aspects of autonomy given in the Lisbon Declaration. Autonomy aspects can be reduced to four basic categories, namely: **organizational, financial, human and academic autonomy**. All of them give a picture of the autonomy of higher education institutions.

4.1. Organizational autonomy

Universities - higher education institutions are strong and independent institutions that independently decide of their structure. The autonomy of the university is reflected in the fact that universities can make independent decisions about different aspects concerning the university without influencing political parties and the structures of executive power. The governing systems of higher education institutions are defined by the laws. Universities in B&H as public institutions have a dual governance structure. The dual control system consists of the Steering board and Senate whose are sharing the powers. The Steering board appointed by the employer is responsible for long-term strategic decisions (decision on institutional structures, strategic plans, eventual election of a rector, adoption of university and rector reports, work plans and university budgets) The Senate is responsible for academic issues such as the academic staffing are curricula and syllabus, evaluation, appointments of teaching and research staff.

Upravni odbor je vanjska kontrola univerzitetskog rada koju provodi društvo nad univerzitetom.

Univerziteti u BiH kao javne ustanove imaju dvojnju upravljačku strukturu. Tendencije da se dio autonomije uskrati univerzitetima i prenese na vladajuće strukture je permanentna opasnost za autonomiju univerziteta. Izbor upravljačke strukture bira nadležno ministarstvo, a potvrđuje skupština kantona (entiteta) u čijoj je nadležnosti univerzitet. Glavni faktor sadašnjih i budućih reformi visokog obrazovanja je uvođenje odgovornosti prema društvu a ne samo prema trenutnoj vlasti.

Javna je tajna da izbor vodeće osobe-rektora bira senat univerziteta, kad je potpuno jasno da tekuće političke strukture biraju rektore. Zbog takvog izbora proizlaze i posljedice, da izabrani na čelu institucije ne predstavlja autonomnu instituciju, nego instituciju koja djeluje u skladu sa voljom vlasti koja ga je postavila. U pravilu to nije najbolje rješenje ni sa aspekta stručnih i rukovodnih kompetencija koje se formalno verificiraju kroz provedenu proceduru i konkursne kriterije.

Upravni odbor koji imenuje nadležno ministarstvo također je rezultat volje vlasti a ne kompetencija i stručnosti njegovih članova i njihove vizije i uloge univerziteta.

4.2. Finansijska autonomija

Finansijska autonomija je pravo visokoškolske institucije na kontrolu i raspoređivanje budžeta namijenjenog instituciji i osnovni je stub autonomije. Naime, u ovom dijelu autonomija se najmanje poštuje. Više je oblika na osnovu kojih se finansijska autonomija krši. Posebno je to vidljivo kroz trezorski način poslovanja u kom osnivač – nadležni organ kontrolira potrošnju sredstava. Ne odobravaju se isplate ili se kasni više mjeseci pa i godina. Vrši se blokiranje potrošnje dodijeljenih grantova. Učešće u međunarodnim projektima je onemogućeno ili jako otežano zbog uskraćivanja korištenja sredstava iz međunarodnih projekata. Najveći problem je ograničavanje raspodjele vlastitih nebudžetskih prihoda koja zaposelni na visokoškolskim institucijama zarade kroz usluge na tržištu rada i sredstava od školarina.

The Steering Board is the external control of the university work carried out by the university society.

The tendency for a part of autonomy to be denied to universities and transferring to governing structures is a permanent threat to the autonomy of the university. The election of the governing structure is chosen by the competent ministry and is confirmed by the assembly of the canton in whose jurisdiction the university is. The main factor of current and future higher education reform is the introduction of responsibility towards society and not just to current government.

It is a public secret that the choice of the leading person-rector is chosen by the university senate, when it is clear, that rector is chosen by the current political structures. Because of such kind of choice, the consequences is, that the election of the leading executive person of the institution is not an autonomous in making decisions, and operates in accordance with the will of the government that set it up. In general, this is not the best solution either from the aspect of professional and managerial competences. Competences are formally verified through the procedure and the public competition established criteria.

The Steering board nominated by the competent ministry is also a result of the will of the authorities, not the competence and expertise of non-members and their vision and the role of the university.

4.2 Finacial autonomy

Financial autonomy is the right of a higher education institution to control and arrange the budget allocated to the institution and it is the basic pillar of autonomy. Namely, in this part of autonomy, the least respect is given. There are more ways in which financial autonomy is violated. This is especially evident through the treasury mode of operation in the founder - the competent body controls the spending of funds. Payments are not approved or are delayed for several months and years. Blocking the use of grants has been assigned. Participation in international projects is disabled or very difficult because of the denial of the use of tracking funds of international projects. The biggest problem is limiting the distribution of institutional own non-wage income to the higher education institutions earned through labor market services and scholarships.

Sva nabrojana ograničenja finansijske autonomije utiču na kvalitet rada visokoškolskih institucija u kome se gubi kontakt sa privredom i društvenim organizacijama. Institucije visokog obrazovanja postaju vršioci nastavnih aktivnosti bez kontakta sa budućim poslodavcima diplomanata.

Poseban aspekt finansijske autonomije su plate zaposlenih i mogućnost uticaja unutar univerziteta na stimuliranje rada.

Visokoškolske ustanove predlažu pravilnike po kojima će se plaćati rad zaposlenih unutar univerziteta. Odluke donose nadležne državne institucije.

Zapošljavanje novih nastavnika i asistenata nije u nadležnosti visokoškolskih institucija i o tome odlučuju u potpunosti državni organi. Isto se odnosi i na ostale zaposlenike koji obavljaju administrativno tehničke poslove. Posljedica takvog odnosa je smanjenje broja nastavnog osoblja mlade dobi pa sve veći dio nastave vode asistenti - spoljni saradnici.

Otvaranje novih studijskih odsjeka je dodatno opterećenje za nastavnike zbog čega ostaje malo vremena za naučni i stručni rad. Okretanje univerziteta sve više ka edukaciji, a sve manje prema naučnom i stručnom opasno je i vodi ka degradaciji kvaliteta nastavnog procesa.

4.3. Akademska autonomija

Akademska autonomija je pravo univerziteta da određuju svoju institucionalnu strategiju, da otvaraju nove studijske programe i njihove sadržaje, odlučuju o osiguranju kvaliteta studijskih programa i diploma i biraju nastavnike i saradnike u nastavna i istraživačka zvanja.

Ima slučajeva kada državni organi nalažu, vođeni političkim odlukama, otvaranje novih studijskih odsjeka, bez obzira što ih nisu predložili univerziteti.

Resorna ministarstva donose odluke o prihvatanju ili odbijanju predloženih studijskih odsjeka, derogirajući obrazloženja, odluke i kompetencije predlagača. Na taj način se najgrublje i bez obrazloženja ruši autonomija univerziteta u njenom izvornom obliku.

Univerziteti definiraju svoje strategije u skladu sa startegijama ministarstava i razvojnim planovima, a subjekat su licenciranja i akreditiranja u skladu sa usvojenim kriterijima koje su propisale institucije.

All listed limitations of financial autonomy affect the quality of work of higher education institutions. Institutions lose contact with the economy and social organizations, and the institutions of higher education become practitioners of educational activities without contact with employers for graduated students.

The particular aspect of financial autonomy is the payroll of employees and the possibility of influencing the university to stimulate work.

The Institutions of higher education propose rules for paying the work of the employees within the university. Decisions are made by competent state institutions.

The recruitment of new teachers and assistants is not within the competence of higher education institutions and it is entirely decided by the state organs. The same applies to other employees who perform administrative work.

The consequence of such a relationship is the decrease in the number of young persons in teaching staff, and the greater part of the teaching is provided by assistants - external associates.

New study units and corresponding programs are additional tasks on teaching stuffs and leave them less time for scientific and professional work. Turning universities increasingly into education, less to scientific and professional work is dangerous and leads to the degradation of the quality of the teaching process.

4.3 Academic autonomy

Academic autonomy is the right of the university to determine its institutional strategy, to open new study programs and their content, to decide on the quality assurance of study programs and diplomas, and to select teachers and associates in teaching and research professions.

There are instances where state organs claim, driven by political decisions, the opening of new study units, regardless of the fact that universities have not proposed them cause of lack of resources.

Respective ministries make decisions on accepting or rejecting the proposed study units, derogating proofs and explanations, decisions and competencies of the proposers. In this way, the worst and most unjustified way is to undermine the autonomy of the university in its original form.

Universities define their strategies in line with the ministries' strategies and development plans, and are subject of licensing and accreditation in accordance with the criteria adopted by the institutions.

5. ZAKLJUČCI

U radu su prezentirani samo neki od problema upravljanja visokoškolskim institucijama. Najveći dio problema pripada proizlaz nedovoljno ili na neodgovarajući način uspostavljene autonomije deklarirane kroz dokumente po kojima rade visokoškolske institucije. Univerziteti rješavaju manje ili više uspješno probleme koji su unutrašnje prirode, dok se problemi vanjske prirode uglavnom ne rješavaju i njihovo jasno definiranje zahtijeva posebno istraživanje.

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- [3] <http://www.heg.gov.ba/Dokumenti/Zakoni-propisi/?id=105>

5. CONCLUSIONS

Only some of the problems of managing higher education institutions are presented in this paper. Most of the problem lies in insufficient or inadequate way of establishing autonomy declared through the documents by which higher education institutions work. Universities solve less or less successful internal issues, while external issues are largely unresolved and their clear definition requires special research.

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