PUBLIC ADMINISTRATION IN THE AREA OF HIGHER EDUCATION IN A DECENTRALIZED ENVIRONMENT

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ABSTRACT

Defining a clear line of function between the municipality and the government, freedom of higher education and control was a paradox and a problem for developed countries. The growing financial burden on national budgets and the necessity for highly qualified staff and human capital has led to a redistribution of power from the centralized level to the university level as an academic unit. The article studies the features of decentralization in the sphere of higher education as a process of public administration and its impact on the education system. Social and economic aspects of decentralization of public administration of higher education are studied. The effectiveness of decentralization and deregulation in the sphere of higher education is determined. The study is based on the analysis of statistical data concerning the development of the higher education system. Public administration at the local level...
provides social and economic effects. The content of public administration as a course of action of power subjects is studied. Higher education is characterized as a sphere of public administration. The legal regulation of certain types of public administration, regulatory administration among other things, service administration and planning administration in the sphere of higher education, is analyzed.

Keywords: Public administration, Decentralization, Higher education, Decentralization of higher education, Autonomy of higher education institutions, High participation system


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1. INTRODUCTION
The transition of many countries to a democratic model of society was reduced to finding variations in the administration of the educational process, which combines the quality of education and the effectiveness of support for local communities. Consistently, the transition to decentralized administration in higher education began in some developed countries. Defining a clear boundary between the functions of the municipality and the government, the freedom of higher education institutions and control was a paradox and a problem for many developed countries [1].

In the 1980s and 1990s there was a reorganization of higher education administration: the trend of decentralized management and local solutions took over developed countries [2, 3]. There is a gradual transfer of powers to the administrations of higher education institutions. This has reduced financial pressure and increased the administrative efficiency of universities. The main forms of decentralization of US higher education during this period were: flexible legislation with the preservation of coordinating and governing mechanisms; disaggregation of university management; creation of hybrid public and private institutions with a new corporate status and weakened financial control. Autonomous experimental units were established in universities in China in the 1980s, which were more dependent on the action of market [4]. As a result, the university introduces innovations into the organizational structure and work processes, uses market management mechanisms [4], which ultimately provides an increase in the level of marketing and decentralization of higher education. In 1993, in order to increase the efficiency and effectiveness of universities, Austria implemented legislation concerning decentralization, deregulation of changes in the organizational structures of universities, and regular evaluation of the quality of education [5]. In some developed countries (for example Canada) high participation system (HPS) municipalities are empowered in the sphere of higher education. Federal and central government are less involved in the educational process: a less stratified higher education system delivers more effective results [6]. Expanding the powers and autonomy of the administration of higher education institutions, coordination of local and central levels of administration provides rational management of higher education in the context of decentralization and globalization [7].

On average, the quality of education is higher in decentralization compared to centralized public administration due to the provision of wide opportunities for entrants to higher education. This effect will increase in conditions of exceeding local budgets over the national centralized budget for higher education [8].
So, the necessity to give authority due to the need to ensure a higher level of education quality, financial management, the development of competition in higher education has led to the decentralization of this sector and the formation of autonomous higher education institutions. The experience of developed countries proves the effectiveness of decentralization. As a result, approaches to public management of higher education in the context of decentralization are changing. The issue of studying the most effective world models of public administration in the field of higher education becomes relevant under the conditions of deregulation and decentralization of higher education in Ukraine.

The aim of the work is to study and generalize the features of public administration models in the sphere of higher education based on the experience of decentralization of education in developed countries.

The main tasks of the study are:
• to analyse the statistical data and indicators of efficiency of higher education in some developed countries, which have ensured the implementation of models of deregulation and autonomy of higher education institutions;
• to study the advantages and disadvantages of decentralization models of public administration of higher education institutions in some developed countries;
• to generalize the experience of decentralization in the sphere of higher education in the context of formation the recommendations for public management of higher education institutions of Ukraine.

2. LITERATURE REVIEW

The analysis of the outlined in the scientific article issue allows us to draw attention to the fact that public administration in the field of higher education in decentralization is a really important aspect for society, because the value of higher education does not decrease, but increases [9]. Decentralization of higher education is one of the latest trends in the world community, which began in 1980-1990 and is continuing to this day [10].

Globalization is exacerbating this trend and increasing the necessity for countries to borrow effective models of public management of higher education [11]. Centralized public administration of higher education is studied by scholars as a special form of power over society, while decentralization is a way of redistribution and transformation of the state role in the development of higher education [12].

Government officials and scholars mainly refer to world experience, in particular the United States, Canada, China [11], Great Britain, Germany, Finland, Sweden [8] etc., if they are studying the reforming system of higher education and public administration [1]. Sometimes it is not always appropriate, because such countries cannot be absolute examples for comparison. It is so because they have a completely different history of state formation, formation and development of higher education, social and economic realities.

The experience of ideological and political transformation of post-communist countries, such as Poland, the Czech Republic, Slovakia, Hungary, the nature of national reforms in higher education and science and changes in public administration models and policy-making mechanisms should be taken into account in the process of finding ways to decentralize and democratize higher education and administration etc.

The average quality of education may be higher under a decentralized regime compared to centralized provision, provided that student mobility is limited, as decentralized provision will allow all students to gain access to higher education with high success [8]. If national spending on higher education of regional governments is higher than central government spending, the preliminary result would be strengthened. However, this comparison does not determine how
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much the central government has decided to provide higher education in each region. What would happen if the fixed costs were low and if the impact on the quality of education of those students who would then have access to higher education was great?

Decentralization has significantly affected the relationship between the state and the institution in Taiwan's higher education through a three-level hierarchical model [13]. After analyzing decentralization as a capacity-building practice, [13] argues that the emergence of a culture of performativity has created an antinomy of decentralization reforms, as a result of which decentralization has created a new ecology of education management in Taiwan, on the one hand, and raised bureaucratization in education on the other one.

3. DATA AND METHODOLOGY

In this case, such a method as comparison was used for better processing of statistical data. At the same time, a correlation analysis was performed. Dynamic changes in the growth dynamics of individuals who have successfully obtained higher education in a decentralized environment were under study.

The article analyzes the following indicators presented by the World Bank, National Statistics Republic of China (Taiwan):

- the dynamics of growth of people with higher education in France -% of the population aged from 30 to 34 years during 2008-2019;
- comparative characteristics of the dynamics of growth of people with higher education in France, the Czech Republic and Romania -% of the population aged from 30 to 34 years during 2015-2019;
- Dynamics of growth of young people who do not work, do not study (15-24 years) -% of the total population in one age group;
- the latest data on national welfare indicators of Taiwan 2018-2019.

4. RESULTS AND DISCUSSION

A lot of people are worried about the changing role of public authorities in regulating higher education, where decentralization is one of the most prominent processes of higher education reform [14].

This message reveals the broader context of popular government projects taking place around the world, showing that governments use private sectors and market ideologies in the management of public services. Some reform experience shows that decentralization can take the form of delegating administrative powers from government to individual institutions, while other cases suggest that traditional forms of centralized and bureaucratic government use the market and other non-state sectors of public services.

Such a phenomenon as decentralization is characterized by taking various forms. The main distinction is the difference between functional and territorial decentralization: functional decentralization is the division of powers between different authorities working on the principle of parallel. For example, it can be one ministry responsible for basic education and another ministry responsible for higher education and research, individual testing powers or a government accreditation body [15]. In turn, all process is under the territorial inspection, which operates within the Ministry of Education. Educational planning has its benefits from effective coordination and synergy between the same bodies. Decentralization means the division of powers between different geographical levels of government, such as central and federal government or states, regions, provinces, districts or even schools.

Decentralization of curriculum gives us hope that this will provide more opportunities for local capacity-building and is likely to lead to more motivated students and a better learning
culture. Let’s note some disadvantages of decentralization. Decentralization has the potential to lead to conflicting decisions at various levels and the phenomenon of “capture by the élite”, reducing democratic space.

In Nepal, for example, there is a controversial recruitment policy, which entails different types of service contracts and benefits. In Uganda and South Africa decentralized funds are guided by the interests of local elites. In these countries a small group of better educated people is privileged because they can present themselves to the central government and the local population as an effective tool for managing these funds.

So, in this case, an unprotected and less wealthy group of the population is openly neglected. It is necessary to review decentralization procedures in order to mitigate these negative effects. In particular, decentralization is often guided by political ideologies and the agenda of the government in power. Therefore, it can lead to restrictions on cultural orientations in each system, which pushes for centralized accountability. Studies show that in the developed world, political and fiscal decentralization do not affect regional disparities, while fiscal decentralization itself has led to a significant increase in regional fluctuations and inequalities in poor countries. This is true for decentralization in education, as impoverished regions have a relatively weak potential to compete for capital with dignity, for investment and talent, which can create good conditions for an educational institution.

Based on the research, it is established that it is necessary to ensure equality of all subjects of these relations in order to maintain a balance between society and government in the area of public administration of higher education. It should be done without distinguishing them by class characteristics, while giving everyone the opportunity to participate equally in the process of management provided by a certain procedure.

The work of the European Agency [16] highlights stimulating factors as well as potential barriers/obstacles to local development (Table 1).

Table 1 Obstacles and stimulating factors of local development [16]

<table>
<thead>
<tr>
<th>Obstacles to local development</th>
<th>Stimulating factors of local development</th>
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<tbody>
<tr>
<td>1. Conflict and destructive accountability</td>
<td>1. Constructive accountability in accordance with inclusive value</td>
</tr>
<tr>
<td>2. Individual leadership</td>
<td>2. Common leadership</td>
</tr>
<tr>
<td>3. Fragmented strategy without any coherence</td>
<td>3. The strategy is agreed and planned</td>
</tr>
<tr>
<td>4. Fear of change and risk avoidance.</td>
<td>4. Mutual support for the development of trust and potential</td>
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<tr>
<td>5. External motivation, work for the short term</td>
<td>5. Internal motivation based on a general commitment to a long-term vision</td>
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<tr>
<td>6. Narrow (academic, economic) focus</td>
<td>6. Wider focus and success in broad areas of learning</td>
</tr>
<tr>
<td>7. Single institutions struggling in a competitive environment</td>
<td>7. Network institutions operating in the industry</td>
</tr>
</tbody>
</table>

An example of a country with a predominant presence of public administration in the organization and financing of education is France. The state prescribes in detail the curricula at all levels of education. Therefore, the procedure for admitting a teacher to the profession is organized at the state level. Hired teachers become civil servants. In addition, the state hires heads of educational institutions - school principals, university and college rectors.

In addition, the organization of teacher training is held under the supervision of the state [17]. The government also cares about quality control of teaching. Inspectors are hired and trained. They are responsible for quality control of the education system [17]. Therefore, in
France, the state is the main source of funding of the state education system, as well as a source of subsidies.

In France, Government expenditure per student, tertiary (% of GDP per capita) accounted for 29.99% of GDP per capita in 1999, 37.31% of GDP per capita in 2010 and 31.62% of GDP per captain 2016. For comparison, this rate in China was 89.11% in 1999, while in 2017 - 19.13%. In general, in the EU countries the rate was 30.64% in 1999, in 2010 - 24.55%, in 2016 - 26.31%, in the United States.

School enrollment, tertiary increased significantly in developed countries at the same time (Table 2): in China to 50.60% in 2018 (compared to 1981 at 1.78%); in the EU from 23.28% in 1981 to 69.35% in 2018, in particular in France to 65.63%; in the United States up to 88.17%; in Ukraine from 42.99% in 1981 to 82.67% in 2014; in the world as a whole from 12.66% in 1981 to 38.04% in 2018. So, there is a convergence of countries in terms of higher education among the population.

Table 2 School enrollment*, tertiary (% gross) in the world and developed countries in 1981-2018 [18-21]

<table>
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</thead>
<tbody>
<tr>
<td>China</td>
<td>1.78</td>
<td>2.89</td>
<td>7.59</td>
<td>24.20</td>
<td>25.65</td>
<td>28.73</td>
<td>32.43</td>
<td>42.43</td>
<td>46.04</td>
<td>48.02</td>
<td>49.07</td>
<td>50.60</td>
</tr>
<tr>
<td>European Union</td>
<td>23.28</td>
<td>30.69</td>
<td>49.55</td>
<td>65.03</td>
<td>66.02</td>
<td>66.18</td>
<td>65.81</td>
<td>66.47</td>
<td>66.87</td>
<td>68.02</td>
<td>69.35</td>
<td>69.35</td>
</tr>
<tr>
<td>France</td>
<td>25.34</td>
<td>39.46</td>
<td>50.60</td>
<td>54.88</td>
<td>55.63</td>
<td>57.91</td>
<td>59.85</td>
<td>61.51</td>
<td>62.79</td>
<td>64.73</td>
<td>65.63</td>
<td>-</td>
</tr>
<tr>
<td>Ukraine</td>
<td>42.99</td>
<td>46.90</td>
<td>48.78</td>
<td>80.18</td>
<td>82.19</td>
<td>81.71</td>
<td>80.16</td>
<td>82.67</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>United States</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>92.62</td>
<td>93.91</td>
<td>93.18</td>
<td>88.73</td>
<td>88.63</td>
<td>88.89</td>
<td>88.84</td>
<td>88.17</td>
<td>-</td>
</tr>
<tr>
<td>World</td>
<td>12.66</td>
<td>13.80</td>
<td>19.08</td>
<td>29.57</td>
<td>31.40</td>
<td>32.72</td>
<td>33.44</td>
<td>35.77</td>
<td>36.80</td>
<td>37.39</td>
<td>37.86</td>
<td>38.04</td>
</tr>
</tbody>
</table>

Note: *Gross enrollment ratio is the ratio of total enrollment, regardless of age, to the population of the age group that officially corresponds to the level of education shown

In general, Government expenditure on education, total (% of GDP) in the world increased from 4.16% in 1999 to 4.48% in 2017; at the same time in Ukraine - from 3.61% to 5.41%; in EU countries from 4.60% to 4.80%. As a result, developing countries are characterized by both a lower level of decentralization of higher education and a higher level of funding for higher education institutions, which confirms the effectiveness of deregulation and autonomy of higher education institutions.

An analysis of statistics from Eurostat concerning educational capacity in France among the population of a certain age who have successfully obtained higher education allows us to conclude that almost half of such population receives higher education despite its high cost and high demands. The following scheme was used for the calculation: the indicator measures the share of the population aged 30-34 who have successfully pursued higher education (for example, a university, higher technical institution, etc.).

If we compare the same data with the countries of the post-Soviet space, we will see a significant difference in the rates. It should be noted that in recent years France has paid more than half of the cost - 58.5%, of which three quarters was for the salaries of teachers and local governments - 25% of total expenses. Please note that during 1983, 1985 and 2004, France adopted a set of laws concerning the decentralization of powers to manage the education system.

Local authorities have begun to play a greater role in the process of administration according to these regulations, providing primarily the material side of things. Here it is about the construction and maintenance of school buildings, school transport, educational materials and their supplying, etc., as well as salaries of support staff. Schools, colleges and lyceums in the...
French Republic have some space for maneuver in managing the budgets provided by the state, as well as in determining which educational strategies to use to achieve national goals.

In turn, the Republic of Poland after the fall of the communist system went through a rather difficult path from centralized education administration to a really deep decentralization [22]. During 1990-1999 educational tasks in Poland were transferred to local governments gradually. In particular, first decentralized preschools were made (1991), then primary school (1996), and finally secondary schools and other educational institutions (1999). This happened not only legally, in documents, but also in fact, because, according to the law, education was the "own task" of public self-administration from the very beginning.

At the same time, the process of expanding the responsibility of self-administrating bodies for the transferred educational institutions has been long and still, according to some experts, remains incomplete. Some of them emphasize that this approach was the implementation of the will of the authors of the reform, who planned that the self-governing bodies should be responsible for the administration of educational institutions and finance them on their own behalf and for "their" money, but not on behalf of the central government that were received in the form of transfers. This is why the most important instrument for financing education in Poland, which is the educational part of the general subvention (which, is also called the "educational subvention" in Ukraine), is included in “own revenues” of the local government, although it is basically a transfer from the central budget.

So, in 1999, the Government expenditure on education, total (% of GDP) of Poland was 4.60% in 1999, and in 2016 - 4.64%; Government expenditure per student, tertiary (% of GDP per capita) - 20.87% in 1999 and 25.41% in 2016.

So the conclusion seems to be that in the EU as a whole, the following trends are observed in the sphere of higher education: decentralization, deregulation in order to effectively finance and develop quality of the educational services based on competition; steady government expanses on higher education in general and reduction of government spending per student in the system of higher education; increasing the level of higher education among the population as a whole; a sharp reduction in public funding for higher education in developed countries in favor of private funding.

If in the EU countries there is an inverse correlation between population growth, higher education and unemployment (Figure 1, 2), then generally in the world a higher level of education does not give a solution to the problem of unemployment. For example, in countries with a more centralized level of government (Ukraine) such a discrepancy is particularly observed.

![Figure 1](http://www.iaeme.com/IJM/index.asp)

**Figure 1** School enrollment (tertiary, % gross) and Unemployment in World (total % of total labor force) [18-21]
The process of decentralization of education in Poland began in 1990 with the transfer of community administration and funding functions to communities and was largely completed in 1999. It was a transfer of schools starting from primary or secondary school, as well as numerous out-of-school educational institutions. At the same time, the newly created level of self-administration at the voivodship level took on some of the educational tasks of a regional nature, including the administration of pedagogical libraries, pedagogical colleges, teacher training institutions, as well as individual educational institutions of regional importance.

The nature of the process of decentralization of education in Poland is related to the attitude to decentralization reforms as an instrument of democratization of the state, particularly the democratization of education. Responsibilities for pedagogical supervision have the heads of regional education authorities (educational curators) of 16 voivodship. The main source of funding for school education in Poland is the educational part of the general subsidy from the state budget.

The amount of the total subsidy for all local governments is determined annually in the law concerning the state budget and the Minister of National Education establishes an algorithm for the distribution of these funds among the relevant local governments. Local governments also establish rules for the teachers’ salaries and the provision of financial support to students. They are responsible for investing in education and determine the rules for the getting and usage of private funds by educational institutions.

In recent years, the education subsidy from the state budget has accounted for almost 70% of total education expenses. National spending on higher education is almost entirely financed from the state budget.

The dynamics of growth of young people who do not work or study has been declining in Poland over the last five years (Figure 3). For example, if in 2015 the percentage of such people in the total population was 11.0, in 2019 this rate dropped to 8.1, which shows significant changes in this situation.

Figure 2 School enrollment (tertiary, % gross) and Unemployment in EU countries (total % of total labor force [18-21]
Let’s take the example of Taiwan. The decentralization of higher education and its implications for the autonomy of education in Taiwan also have its nuances. First of all, we want to study the impact of decentralization on the autonomy of education in Taiwan through historical and documentary analysis.

The 1980s and 1990s in Taiwan were marked by social change in the form of economic revolution and democratic transition. In economic sphere the island state quite successfully transformed its economy from agriculture and labor in the 1950s to services and technology in the 1990s. In term politics Taiwan has clearly set itself the path to democracy since the late 1980s (Table 3).

Table 3 National welfare indicators of Taiwan 2018-2019 (the latest data) [25]

<table>
<thead>
<tr>
<th>Data Name</th>
<th>Indicators</th>
<th>Unity</th>
<th>Value</th>
<th>Year</th>
<th>Source</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Education</strong></td>
<td><strong>and skills</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Educational level</td>
<td>%</td>
<td>83</td>
<td>2019</td>
<td></td>
<td>DGBAS</td>
</tr>
<tr>
<td>Years of study</td>
<td>Year</td>
<td>16.5</td>
<td>2019</td>
<td></td>
<td>Taiwan Minstry of Education</td>
</tr>
<tr>
<td>Students' skills</td>
<td>Average score</td>
<td>512</td>
<td>2018</td>
<td></td>
<td>MHC</td>
</tr>
<tr>
<td>Throughout life</td>
<td>%</td>
<td>36.6</td>
<td>2018</td>
<td></td>
<td>MHC</td>
</tr>
</tbody>
</table>

Since the Kuomintang government in Taiwan lifted martial law in 1987, serious control over people's ideologies and many areas of people's lives has been significantly weakened. A little bit later, people in Taiwan gained universal suffrage. The experience of this country provides empirical evidence to support the correlation between democratization and social policy development. Political actors in the newly democratized countries need social policy reforms in order to create consensus and the image of further thought. It is important for the insurance of their political survival [24].

It is interesting to study the latest data of national welfare indicators in Taiwan. According to this data, the level of education in 2019 in this country is 83%, which is quite significant.

5. CONCLUSION
The study allows us to draw conclusions about the effectiveness of public administration in developed countries. The upward trend in the decentralization of higher education in 1980-1990 ensured a reduction of the fees for students and their education in developed countries. There
is an inverse correlation with the growth of higher education among the population, decentralization of administration of higher education institutions and unemployment in developed countries.

Developed countries kept expenses on education within the 1990s years (4.6% of GDP), while in countries with less autonomous higher education institutions, non-market competition mechanisms increased these rates from 3.6% to 5% of GDP. The effectiveness of decentralized public administration with elements of coordination at the national level works well due to the growth of the quality of higher education, the effectiveness of the redistribution of funding, increases the level of access of entrants to higher education. As a result, the level of education of the population as a whole is growing.

The models of decentralization of higher education in developed countries include the transfer of powers to the administrations of higher education institutions. This reduces financial pressure and increases the administrative efficiency of universities. The main forms of decentralization of higher education are: flexible legislation with the preservation of coordinating and administrative mechanisms; disaggregation of university administration; creation of hybrid public and private institutions with a new corporate status and weakened financial control. Public administration in the sphere of higher education in the process of decentralization actually creates the future of the state and is of great importance for its further development.

REFERENCES


