HISTORICAL REVIEW OF HIGHER EDUCATION HIERARCHY IN THE ASPECT OF EMPLOYER RIGHTS EXERCISING

Nadis G.,
assistant of the department of agricultural,
ecology and labour right of Debrecen State University
(Hungarian Republic)

У даній статті автор представляє історію ієрархії вищої освіти та розкриває можливості при запровадженні ієрархічних змін, що пізніше може привести до успішних результатів. Він стверджує, що передбачення майбутнього результату може переконати працівників у необхідності радикальних змін та мотивувати їх до здобуття вищої кваліфікації.

Ключові слова: ієрархія вищої освіти, ієрархічні зміни, структура університету, академічне суспільство

В данной статье автор представляет историю иерархии высшего образования и раскрывает возможности при проведении иерархических изменений, что позже может привести к успешным результатам. Он утверждает, что предвидение будущего результата может убедить работников в необходимости радикальных изменений и мотивировать их к получению высшей квалификации.

Ключевые слова: иерархия высшего образования, иерархические изменения, структура университета, академическое общество

In the given article the author presents higher education hierarchy, thus underlining the possibilities when administering hierarchical changes, which then may lead to successful results. He states that foreseeing future outcome can convince the workers of the necessity of radical changes and motivate them to higher efficiency.

Key words: higher education hierarchy, hierarchical changes, university structure, academic society.

The reason behind the presentation of higher education hierarchy is the possible underlining of the possibilities when administering hierarchical changes, which then may yield successful results. Moreover, foreseeing future outcomes makes the directives of the changing process doubtless. This is also important because it can convince the workers of the necessity of radical changes, motivate them to higher efficiency and to coordinate their activities.

Successful hierarchical changes need a clear picture of what to come, which will serve as a guide to adaptation and activity. Widespread communication of these pieces of foresight helps to unify and to give aim to the drives towards administering the change. Underestimating these effects, as well as avoiding the needed communication of foresight, may lead to severe failures. [1, p.59]

Regardless of the democratic-type self-governance that has surfaced in the early 19th century, the transformation of universitas into an autonomous body began in the middle ages. [2, p. 237] University monopoly over wisdom started as a side-effect of the conflict between religious and secular arms of culture, which was first evidenced officially in the northern Italian cities. [3, p. 157]

University structures of today were born in France and Prussia between the 18th-19th centuries. The definition of modern university emerged then, France's in 1808 and Prussia's in 1810, which had two types since the very beginning.

During the analysis of present change trends in university structures, presentation of the processes that shaped the foundations of the two basic models can not be dismissed. After all, the lengthy modernization process of European universities proved to be an adjusting one. These two models have been the prime reference point in the development of European universities for a long time, although recently the importance of British and American alternatives have strengthened, as shown by the Bologna process.

Until the changes administered by Napoleon and Humboldt, European universities have kept their feudal, corporative and denominational (sometimes, even scholastical) characteristics. [4, p.3] Reform ideas of the 18th century tried to fill a dual role: being the architects and messengers of modern thoughts that could be efficiently used in social practice – directly or indirectly – as well as being the inspirers of civil loyalty towards the government in power, shapers of the elite society of lawyers, politicians, engineers and military personnel, and the creators of cultural cohesion.

The reformatory thought of creating a modern type of higher education first swept through France. The aforementioned idea is linked to Napoleon. Emperor Napoleon reformed universities as a means of monopolizing his own power, weakening the church's grip and aimed at institutionalizating governmental influence and control. The basic reason behind the changes was that universities in their previous form embodied something utterly repelling both socially and politically in the eyes of the revolutionary government.

Universities under Napoleon were thoroughly legislated, hierarchically structured and strictly centralized institutions directly under control of the government and in which militaristic order reigned. [4, p.6] These institutions

allowed neither forms of university autonomy (that is, neither the outer, nor the inner sort).

These universities were constituted as vocational schools rather than being an academic institute. Education policies were formed strictly by government officials. Tasks of university teachers included education and interrogation, but excluded scientific studies in the case of those of university official status. [5, p.517-518]

The other European model is the Humboldtean one. Radical higher education reforms were introduced in Prussia during 1809, which led to the establishment of the University of Berlin. This reform, which is tied to Wilhelm von Humboldt's name, was a general concept that branched to other areas of society as well. The uniqueness in the Prussian reform is that it was formed as a joint venture of bureaucrats, liberal reformers and idealistic philosophers (Fichte, Schelling, Hegel). The reform's main success was the establishment of a balance of outer and inner autonomy in higher education. According to Humboldt, there is no need for direct governmental intervention at universities. The Humboldtean, idealistic notion was that universities' goals are that of the state, so the need of direct control never arises. [6, p.260]

Universities' main task was, according to the reformer's ideas, to supply students with specific field-related knowledge. This notion was not intended to be worked out as a mass educational system, rather, it was intended to the select few. The German-type universities were established and funded by the government, which in return demanded participation in university regulation. It has kept many aspects of the previous framework, such as the faculty-structure, decision-making processes based on self-governance and the idea of the dean and the president being selected by the academic society. However, it has distanced itself from the idea of granting only field-relate knowledge. [5, p.518]

Names of the two types of university structures varied over the years: Napoleon's university system was later dubbed as republican university, whereas the Humboldtean one was known to be called Bismarckian, although, these universities, along with their main characteristics, remained in existence until 1968. Reform processes in 20th century France were aimed towards establishment of institutions containing various faculties. German universities could not find the solution to the universities' problems, to that of mass education either.

The real transformation is taking place in the now, with the widespread success of the Bologna process and the European Higher Education Area. Today's reform however is heavily influenced by the models of British and American higher education, which do not conflict with European conventions.

Anglo-Saxon universities maintained the most of the concept of the university system of the middle ages. [7, p.517] The concept is an independent institution operating on religious grounds, which is funded through its own foundations, exists separately from the government financially, and its attention is focused on education. According to their belief concerning science, university education is not for its own sake, for it aims at human perfection.

American universities developed more freely without governmental intervention, and have more democratic spirit and variety. Their uniqueness is that they offer general wisdom and the opportunity for students to pursue their interests.

Hungarian higher education was formed based on the German-Prussian model, and its professors and private teachers, who serve the public and are autonomous as members of corporations, enjoy a great deal of independence. The department-system that is based on German examples worked towards serving science, and university research became a natural hobby of the well-payed and un-overburdened professors, an activity which was an expectation to do, but was not financially supported. [7, p.3]

Hungary's academic system was formed by the government, deciding on their power structure and department framework in the early 20th century. By the century's end, 67 higher education institutions were in existence.[1] [5, p.518] Teachers at universities were employed as chief state officials.

During the dual monarchy era, the system of forming higher education institutions was not legislated, nor was the process of establishing university power structure. Although there has been efforts to extend university autonomy by Eötvös József and Trefort Ágoston, separateness of institutions was very limited, both in the matter of personnel, education and finances. [9, p.521] Appointment of professors was done by the emperor, elected officials, on the other hand, were reinforced in their positions by the minister. Independence of universities only surfaced as an inner autonomy.

The higher education system presented here is similar today, its regulations did not change substantially.

The Hungarian higher education system was also affected by, aside from the two European models, the Soviet system. Namely, the system which was formed according to the Prussian model and had evolved to its peak point in 1950 had to be altered to fit the Soviet model. [9, p.513] As a means to redo this reform, the Higher Education Act was made in 1993, which reshaped universities to their previous form, for reformers of 1993 followed the ideals of pre-WWII university system during legislation, contrary to the fact that the model was outdated by that time.

The drive to modernize universities stemmed from the open competition for student numbers and the inner strength of self-governance, because these two causes made universities reach a constantly high intellectual potential. The system's paralysis and loss of efficiency emerged from government intervention (both in matters of personnel and finances) and dependency from the ministry.

Nowadays, university governance is guided by separate colliding processes. Influencers of market

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[1] Among them were two science universities (in Budapest and Kolozsvár), an engineering university, three governmental and seven religious law academy, some art schools, economical, mining and forester's academy, vet's universities, as well as four economical schools and forty-six theological institutions.

institutions found their way to the control structures of university framework. Social interests concerning harmonic operation of universities point to many directions, so it seems that university leadership in its present form, as a collegial governing body, is the most efficient one.

However, this type of university governance should try to find a modern framework which adapts to the ever-increasing responsibly of higher education as well. University power structure in its present form calls for professional leadership. According to an international comparative examination, universities must face new social challenges. The examination's basic assumption was that the once stable university control system became impenetrable, and will face organizational challenges similar to that of financial cultures.

The most important of these challenges are the following:

- Fiscal, financial responsibility (universities in this aspect are in the same position as market participants),

- Market-based knowledge needs of students (successful operation of universities depend greatly upon student satisfaction),

- Social challenges (changes of needs towards universities),

- Necessity of quality assurance systems and accreditations (gradual disappearance of university traditions and the ivory tower-effect),

- Re-globalization of university education (or, in other words, internationalization), and, as a real relevant challenge in the aspect of this paper

- Necessity of the change in university governance. [8, p.37]

According to Barakonyi Károly, contact points in the development of higher education are defined by three elements: the government (political leadership), the market (with the labor market and the student needs at its two poles) and the academic society (teachers of the university and the researchers' community).

Distribution of power in higher education [9, p. 481]
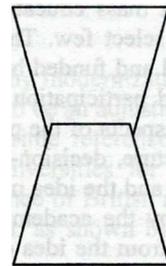**Illustration no. 1**

Anglo-Saxon model　　　　　　　　　　　　　　**European model**
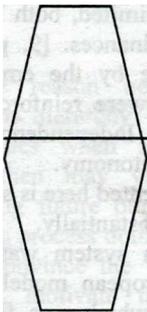
Government

Institutional leadership

Academic oligarchy

As seen on the illustration, governmental influence towards higher education questions is far greater in the case of the European (continental) model than in the Anglo-Saxon one. The universities' leadership (university governance) has possibilities inversely proportional to the government's power. Academic oligarchy (professorial influence) means the other pole of interference in power towards university leadership in the case of continental universities, weakening its influence, but counterweighing governmental influence.

This situation, in the present model means that the Senate ought to be constituted beside the president as a body with large influence. In Hungary this proves quite a difficult task, for it is in direct contrast to the basic interests of the presidency which has a strong centralized power structure constituted by the previous Higher Education Act. The irony is that the very presidency described here was meant to found the new system and fill the given bodies of university governance with influence.

In the case of the Anglo-Saxon model, lesser influence of the government might seem enviable, alas, if introduced in Hungary, this system would shatter the whole university framework, for declining of governmental influence goes hand in hand with the withdrawal of funds. This solution, in the Hungarian case, would mean to put university funding on the market, which as to lie on the grounds of voluntary agreements between labor market employers and soon-to-be employees (students). In the Anglo-Saxon model, university leadership steps into the government's role (to that of control at the highest level), which outweighs university governance over the professorial society, the embodiment of democracy in higher education.[1]

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[1] In my view, this is a natural occurrence within a market-type management. When an organization has to find its funding on the market, then the governing influence, along with responsibility has to proportionally increase. Of course, concerns of the professorial, educator's and scientific influence have to be noted during the decision-making process, but management must not be reduced to serve these ideas. It is generally agreed upon that a market-type economic management leaves little place for democratic elements.

The Anglo-Saxon leadership model leads in effect to the relatively strong executive power of the president. Strategic decisions are made by the directorate, with the preparation by the president. The Senate has a large role in decision-making in academic questions (therefore, the president has little influence in this field), but its role is propository in strategic and economic questions. [11, p.482]

These challenges are partially known in the business field, however, market solutions in case of universities should be considered carefully before use, because the higher education's framework is unable to control a business field.

After the establishment of the European Higher Education Area in 1999, there has been a shift towards university governance's influence gain, greater supervision of university operations and influence loss of the government even in European counties that follow the continental model. New form of leadership emerged, and university governance became more differenced. [11, p. 482]

Overall, it can be said that modern universities distance themselves in order to keep their autonomy and finance themselves from the educational market, thus they get ever closer to the market's allurement. Throughout the political transformation of higher education, the comparison system between the university, the government and the education market is in constant change. Universities have to adapt to these challenges, and this needs to be done by creating a strategic point of view.

Before forming the strategy however, one must go through the applicable organizational models. As such, classic business models that can be applied to higher education should be reviewed. Following that, I will describe models specifically designed for universities as well.

One of the oldest among organizational models is the functional organization. This model, as shown by its name, is based upon division of labor by scope of duties within the organization. Addressing the matter of competences, centralization of decision tethers are combined with strong regulations of processes. Vertical coordination is guaranteed by a strict hierarchy, however, horizontal coordination is not a real option in the case of this model. This models positive side is that it implies an easily perspicuous system, where work procedures are well regulated. However, its negative side stems from the same source, for there can be cases of over-regulation (forming of a too rigid governance model), the inner or outer interpersonal connections becoming too complex, and the forming of unnecessary reserves in the system. Moreover, the model's other fault is that it shapes colleagues into specialists, so there is no possibility for underlings to take one another's jobs. Over-centralization of decision tethers makes the top leadership's role difficult, because thus they have to deal with operative questions beside (or, in severe cases, in place of) strategic ones at a daily level.

Firms in the middle of the 20th century experienced a substantial size increase, so the functional model was unable to fill its role further. As a counter-reaction, the divisional model was formed to correct the functional model's faults. This model has three revolutionary points: a central body is made to control the organization, which is meant to support the coordinative actions of the firm's leadership. Connecting to these, an effective responsibility system is established on lower levels of task management. Similar to the central control body, and assistantly – working separately from the other bodies – a new system is formed to do the tasks of financial planning and supervision on the scope of the whole firm. This systemic solution presents the answer to the most urgent question: dividing strategic and operational matters. The greatest risk of the model is that its success mainly relies on how much the leadership of given divisions (relatively independent, functionally separate bodies with operative tasks) can ally themselves of the firm's goals. Divisions, as it can b seen, work like semi-firms themselves. The other risk of the model is the insufficient coordination of the divisions. On the positive side, it is evident that the model lets to put a great deal of independent responsibility on given leadership levels, therefore guaranteeing a large sum of flexibility to the system.

Beside the basic models, there are also multi-dimension organizations among business models. The matrix-system approaches the question of labor division by using two parallel ideas. Matrix-systems can be classified by their combination of ideas as: functional-objective matrix, functional-regional matrix, functional matrix and functional and objective-regional matrix. [10, p.76]

The forming of matrix systems are positive in the case of firms where labor activity means the solution of several projects (such as competition drafters and advisory firms). Team-system, which is in relation to the department system, is interesting in the case of universities. The team-system is essentially a system of teams which does not change the basic structure fundamentally, for it is actually built upon the given organization, ensuring adaptation to a quickly changing atmosphere. [12, p.99]

Similar to business models, university organizations are modeled as well. The first model of the organizations of higher education was made by Szezepanski, a Polish sociologist. His basic point when examining university organizations was that the phenomenon of organizing is a reaction given to a particular need. [11, p. 245]

Examination of needs is the central function of higher education organizations, and the preferred grounds of the leadership. Dysfunctions of the organizations stem from the fact that addressing needs makes the task management of higher education institutions difficult or impossible.

The next step beyond Szezepanski's ideas is Clark's model. This model explains which key points of the surroundings define the structure and management of given universities. [13, p.246] Higher education treats the government, the academic society and the market as its participants. According to Clark, market became an essential player in the field of higher education with the emergence of direct economic effects at universities, while the government creates its influence through different officials. In the meantime, there has been a decline of power in the academic oligarchy's role of control. Clarks model postulates a constant interrelation between the three poles.

Many view universities according to Clark's model as a self-governing institute (therefore, academic society's

role is quite important, for they give the grounds for self-governance), others treat it as a public office (in which case governmental intervention is the most dominant), and the third group of onlookers describe it as firm-like organizations (giving decisive influence to market procedures inside the university framework). In my opinion, the organization of higher education systems may only be healthy if every participants' needs are served for.

According to the opinions of the followers of Anglo-Saxon organizational sciences, three basic models can be applied:

- Classic, or rational organization (economical theory),

- Bureaucratic organizational form (the political-sociological category of Karl Marx and Max Weber), and

- Political or plural organizational form (a category used by political sciences and administration). [12]

The model of picturing universities as rational organizations roots in the utilitarian ideals of Jeremy Bentham, Adam Smith and other political economists. This model postulates that universities that organizations are "rational" – that is, goal-oriented, so that they have one purpose, or, at least, accept only a certain set of designated goals and desires, that the members each commit themselves to these goals and that the organization and its members maximize efficiency. In the case of universities, this would mean that our institutions are groups of individuals who commit themselves to one goal – education, or learning. The rational model tells us that every member of the organization (administrators, educators, supportive staff and even students) are driven by the same purpose, to maximize the efficiency of the education's achievements. Therefore, few opportunities arise for conflict within the university, and conflict's only source may be a disagreement of how to reach most efficiency. The role of the leadership is to define the goals, and to give way to every member's commitment. Leadership has no role in conflict-management or decision-making. It can be easily said that this model is hardly connecting to reality, although many leaders in higher education try to believe that they are part of a rational system.

The other model describes universities as bureaucratic entities. They recognize the important role of the leadership in decision-making and conflict management. Bureaucratic structures, as Max Weber describes them in their "pure form" can be recognized by various characteristics, which include division of labor, a structure of hierarchic authority, and the use of rules and procedures made to decrease the practice of individual consideration outside the top level of hierarchy. If two or more individuals can't agree on a matter, they have to take the question to their superiors to resolve it. Therefore, every decision is ultimately the responsibility of the individual residing on the top of the organizational pyramid.

Most large universities have many characteristics of bureaucracy. In order to be able to manage the whole complex system, an entire set of rules and procedures are established at universities. Administrative structures are created hierarchically (subject manager, department leader, dean, president, etc.). The fault of the bureaucratic

model is that it leaves little influence in the hands of groups that are within the university system, but remain outside of the hierarchy. Correction of the bureaucratic-type university leadership can be done by the use of the department system.

According to H. Partick Swygert – with whom I wholeheartedly agree – the previously described model is not a correct one of higher education because of practical reasons, for it ignores the humongous reserves of ideas, talent and energy that the students possess. [12]

The political and pluralist model is the one that can be applied to higher education with the highest chance of success. University staff consists of people who have different personal and carrier goals.[1] Furthermore, universities are organizational systems that are defined by various interests along with constantly competing, and sometimes contradictory goals.[2] Experts are so dispersed inside the university organization that the bureaucratic centralization of control would cease the formation of experts' opinions.

Universities, when pictured as a pluralistic system can be described as decisions being made not with a reference to rationality, tethers or rules, but rather through series of political negotiations and compromising among the pluralistic conditions of various competing goals and divided power. According to this concept, the role of the university leadership is largely different. Inside the bounds of the pluralistic model, the top university leadership (the president) voices its opinions concerning the management of the institution, then, collaborating with the academic organization, makes a decision regarding their expectations, as a product of careful compromising. Therefore, the diversity of the university's academic structure can be reflected in decisions. The political pluralist model (a decentralized decision-making process) can be established when governmental interference towards higher education is low, and university autonomy is strong. (With the increase of governmental influence, the system becomes bureaucratic almost automatically.) The planning processes before reaching of decisions and information of the members of the process after decisions are made are very prevailing in a satisfactorily working pluralistic organization, which makes the decision-making process prolonged and costly.

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[1] James March describes universities as organized anarchies, or as loosely tied systems, which are defined by blurry goals and chaos.
[2] The example of John Mayard Hutchins says universities are collective fields of human beings who are united by their laments over the parking situation.

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