

Polysubjective Approach to The Management of the Higher Education System of the State: The Experience of Kazakhstan

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ABSTRACT

The higher education system is the sphere of interaction between the state and the interests of society via their institutions and citizens, which involves the compulsory participation of the subjects of the educational relations in the management and the ability to influence the functioning and development of the higher education system, as well as be responsible for creating the conditions necessary for performance of the higher education of their social and educational functions. In this regard it is necessary to review the role and functions of the state in ensuring the activities of educational institutions, attraction to the solution of problems of education of various social institutions, as well as the redefinition of the role of educational institutions and learners themselves in the organization of the educational process. This is due to the development of the author's model of governance of polysubjective system of higher education, where subjects are individuals who are educated and involved in the management of the higher education system by holding administrative, social and political status, as well as teachers who are members of educational associations; society, strata and groups, which serve as the customers in the higher education system (public employers), as well as non-governmental organizations (school boards, professional associations, etc.); state on behalf of its structures and institutions, which includes training and management institutions and their staff (ministries, departments). The interaction of different levels of management entity in the framework of the proposed management model will ensure the openness of higher education as a state- social system, the transition to mutual responsibility, to increase participation and strengthen the role of all subjects of educational policy in the development, adoption and implementation of legal and administrative decisions in higher education as well as the optimal functioning and development of the higher education system.

KEYWORDS

Organizational culture of the university, creative potential of students, creative activity of students

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Introduction

In Higher education in the modern period became one of the main priorities of the government in many countries; the human factor takes on the leading role in the current situation of the international community, which determines the perspective of society as a whole and that the specifics of developing information civilization has created a new pattern - globalization (Belonozhko, Lavrishev, 2013; Khairullina, Moskatova, Nedosekina, Obidina, Stepanov, Sterledeva, Shitova, 2013; Ignatova, 2013).

The processes of globalization lead the national system of higher education to the new goal orientation, taking into account the need for international solidarity. In the context of globalization the universalization of contents and technologies of education is inevitable (Belonozhko, Rebysheva, 2012;). Globalization has become a feature of modern social, economic and cultural space and focuses on personal enhancement without restriction, on creative initiative, self-consistency, competitiveness, mobility of the future experts.

Higher vocational education is a social institution, which is characterized by accessibility, variety of conditions, continuity, practical orientation, adequacy, international character. This allows us to consider the essence of education from the perspective of humanistic approach, when the highest sense of social development becomes a confirmation of attitude to a person as the supreme value of life.

Today humanization of education is considered as the most important socio-pedagogical principle, which reflects modern trends in public construction and operation of the education system. The main purpose of education is the development of the individual, respectively humanization confronts the formation of another task –to promote in all possible ways to development of the personality, that takes the subject-object relationship in the subject-subject, the study of which allows to select as subjects of higher education identity represented by students and teachers, society represented by employers and the state represented by higher education institutions and management agencies. This approach allows us to represent the system of higher education as a sphere of interaction between the individual, society and state, where all subjects of educational relations have the opportunity to influence the functioning and development and take responsibility for creating the conditions necessary for the implementation of the higher education system, its social and educational functions, define higher education as a polysubjective system.

Polysubjective higher education system determines not only the efficiency of the current system of higher education, but also developing a free self-sufficient person, it causes the formation of a democratic state and civil society (Barbakov, Belonozhko, Siteva, 2015). Polysubjectivity will ensure the openness of higher education as a state- social system, the transition to mutual responsibility, to increase participation and strengthen the role of all subjects of educational policy in the development, adoption and implementation of legal and administrative decisions in higher education.

Management of system of higher education is, first of all, the regulation of the educational process. The process of transformation of society has led to the problem of mutual relations of educational authorities to educational entities, therefore the management of system of higher education is the interaction of

different levels of management entities to ensure optimum operation and development of the control system, and to take into account that the management of the higher education system should be polysubjective.

Study of the problem of management of higher education system requires careful consideration of the experience of educational reforms and, above all, to understand the historical experience of its development.

The beginning of the formation of the system of education in the Soviet period was the Cultural Revolution, which led to the elimination of illiteracy of the adult population, training, to improve writing in their native language, the creation of a network of cultural and educational institutions. During this period a number of documents is accepted, which served as the beginning of formation of higher education and laid the foundation for the creation of institutions of higher learning management system. Then it carried out a series of organizational and regulatory activities related to issues of resource support and personnel manning the higher education system. But at the same time, there were problems that led to the crisis of the education, the causes of which were administrative, administrative management of higher education institutions suppressing the initiative and variability, the isolation of higher education, the lack of feedback of higher education institutions with production, with the territorial governments and the public. This caused an objective need for reform.

Describing the current situation in the management system of higher education of the Republic of Kazakhstan, the following can be stated. Universities have received a large degree of autonomy in managing their activities and freedom in determining education policy, the direction of specialization of activities of universities has been changed, a competitive environment has been created. However, this process has a number of negative aspects: a mismatch of training specialists to modern requirements for quality of higher education, the deepening of imbalances between the supply of educational services and needs, the inefficient use of public resources, the backlog of using learning technologies in the pedagogical process, the dominance of the state organization and economic system of higher management mechanisms education, increased competition in the market of educational services. All this creates the need to build a model of state-public management of the higher education system, which will ensure the integration of higher education in the world educational space.

The existing system of international cooperation in all spheres of public life led to the need for integration of the national education system in a single educational space.

The policy of the European countries in the field of higher education arouses interest, allowing forming supranational institutions of coordination and management and legal framework for the mutual recognition of documents on higher education and academic degrees.

Analysis of the European system demonstrates the positive result of the reforms. The ways of further improvement of management of the higher education system allow to speak about the expediency of borrowing a number of positive aspects : the educational system is decentralized, where society played the main regulatory role, multistage education provides continuity levels, independence and autonomy of the universities, the maintenance system,



monitoring system and evaluation of the functioning of the higher education system are based on the use of internal and external control mechanisms.

To date, almost all European countries have carried out reforms of national systems of higher education and have introduced systems based on educational credits; the national education quality assessment systems are developed and used. At the same time as the aspiration to rapprochement of national systems of the higher education, their mutually recognition are traced.

The processes of globalization taking place in the modern world have positive aspects in terms of the universalization of the content, technology of education and the management system of higher education. Recognition of identity of the trained personality becomes the leading idea of the education, realization of humanistic approach in the higher education system, and management of the higher education system is founded on the basis of subjective-subject relations, by achievement of balance between interests of the personality, society and state.

The priority task of reforming the higher education system of the Republic of Kazakhstan is integration into the world educational space by bringing the management of Kazakhstan's system of higher education in line with international norms and standards. This led to significant changes in the organizational, structural plans, updating the content of education and improving the quality of training in accordance with current socio-economic and political conditions of the country's development and progressive experience of developed countries.

The new state education policy has led to the adoption of a number of strategic documents and normative acts aimed at consolidating the results of the reform and further improving the management system of higher education. However, some regulations are in need of a number of adjustments. For example, education act in the competence of the central government declared the involvement of employers and other social partners in the management system of higher education, but at the same time there is no mechanism to bring them to management.

Methods

In order to identify the interaction between the individual, society and the state in the management of the higher education system the sociological surveys were conducted (Ignatova, 2013; Ignatova, Omarova, 2014).

At the first stage, the questionnaire of students of the Pavlodar state university of S. Toraygyrov, the Pavlodar state teacher training institute and Innovative Euroasian University has been conducted. 412 students took part in questionnaire, 42,3% of the students are trained at the Pavlodar state university of S. Toraygyrov, 24% of the students are studied at the Pavlodar State Pedagogical Institute, 33.7% are the students of the Innovative University of Eurasia. Among the respondents, 58.1% of the students were girls and 41.9% of the students were boys. At the same time, 33.6% of respondents are trained in technical specialties, 66.4% - in the field of education and the humanities. 24.9% of the respondents are students of 1st year, 37.4% - second-year and 37.7% of the respondents are third year students.

At the second stage teachers were interviewed of the same higher education institutions, where students are trained and participated in the first stage.

Totally 396 teachers were interviewed, 58,5% - women, 41,5% - men. Among the 24.3% of teachers have degrees; 41.4% - are training in technical professions, 58.6% - in the field of education and humanities.

At the third stage, employers of the Pavlodar region, education management staff of Pavlodar region, secondary schools, pre-school institutions and enterprises of the city were interviewed. In total 402 employers were surveyed, of which 198 people - educators, 204 - heads of various structural units of industrial enterprises, 8.4% have a work experience of 1-5 years, 34.4% of 5-10 years and 57.2 % over 10 years. Most (94.1%) have higher education, 1.3% - secondary special education, 4.6% - a degree. 38.2% of the respondents work as the heads of organizations, 34,1% - methodologists, heads of departments, and 27.7% - teachers, section supervisor.

Results

The survey results showed that the training of specialists in higher education is focused primarily on the acquisition of knowledge, whereas the efficient management of the higher education system must ensure the formation of a competent professional person who knows how to solve professional problems creatively, be aware of the personal and social significance of professional activity. Less than half of the teachers (42.3%) believe that the level of acquired students` knowledge meets modern requirements. At the same time, every third teacher (31,6%) believes that the volume of the gained knowledge partially conforms to modern requirements, and every fifth (20,9%) disagree with this with it.

The majority of the employers (85.7%) gave satisfactory mark to the theoretical training of graduates of Pavlodar universities. Students and teachers rated it as "good" (54.8% and 42.5%, respectively) and "satisfactory" (41.4% and 52.3%).

Also the assessment of practical training of students is disappointing. The majority of employers (63.2%), have rated as "satisfactory", 13.6% - "bad" and 23.3% - "good". Somewhat higher teachers appreciated the practical training of students (57.3% - in the "good" 35.5% - "satisfactory") and the students themselves (39.8% - as "good", 43.2% - "satisfactory").

Reforming the management system of higher education implies changes in the nature of education, focusing it on personal enhancement without restriction, on creativity, autonomy of students, which involves the formation by the students of their individual educational trajectory. (Garabagiu, Ustinova, 2013; Garabagiu, Ustinova, 2014; Gaisina, Mikhaylovskaya, Khairullina, Ustinova, Shakirova, 2015; Belonozhko, Shaforost, 2015).

At the same time, the survey revealed the inability of the students to fully realize the idea of an individual educational trajectory, correlating the needs of the individual in the choice of training content to the standard of vocational training approved by the Ministries of Education and Science. As a result, teachers are not able to provide students with the requirements for the content of training. This proves that in the management of the higher education system, there is no personal element in the determination of the content of education. The main reasons for this are the lack of experience of teachers in the production, which leads to academic education; lack of communication with the organizations and the universities, where students could take practice to learn



to solve practically significant problem; no interaction in meeting the requirements of each of the subjects of management of higher education system.

Student survey has shown that they do not participate in the management of the higher education system neither at republican, nor at regional levels. A small percentage of students participating in the management at the university level, are the most active individuals who are members of student organizations. Also, the insignificant part of the teachers is involved in the planning and organization of management of the higher education system, both at the state and at the national levels. Employers' responses to the question of their participation in the management of the higher education system suggest that they are not encouraged to participate in management.

Discussion

The modern system of higher education is an area of interaction between the state and the interests of society represented by their institutes and citizens. Therefore, each of the subjects of the educational relationship has the ability to influence the functioning and development of the higher education system and be responsible for creating the conditions necessary for the implementation of the higher education system, its social and educational function. Due to the specific nature of the management system of higher education there is a need to review the role and functions of the state in ensuring the activities of educational institutions, attracting to the problems of education of various social institutions, as well as the redefinition of the role of educational institutions and learners themselves in the organization of the educational process. The conducted sociological research allows noting that the modern situation in management of the higher education system is characterized not by coherence, but isolation of government bodies of management from institutes of public regulation that not fully realizes the basic principles of modern formation of democratization and a humanization.

It is known that the principle of democratization of education is reduced not only to change of character of a ratio between republican and regional levels of management of the higher education system. It involves a transition to a system of co-operation of state and public administration system of higher education, as well as:

- the elimination of the state monopoly on higher education;
- flexibility in the division of powers of government and public authorities of higher education system;
- attraction of additional resources for development of the higher education and awakening of employers and the general public` interest in problems of the higher education;
- autonomy of higher education institutions in the choice of its development strategy, content, organization and methods of work;
- the right of university teachers on creativity, self-innovation;
- the right of the students at universities to choose the level, type of profile, the conditions of education, as well as participate in the management of the higher education system.

The principle of humanization of education orients heads, teachers of higher education institutions, governing bodies of system of the higher education

on creation of the most favorable conditions for the revealing and development of talents, for the full implementation of and demand for intellectual and creative potential of the population, for the review of all components of the educational process and transference of subject-object relations in the management of the higher education system to the subject-subject relations.

On this basis, for entry into the world educational space in the management of the higher education system the following measures should be envisaged:

- the transition from state to state and public management system of higher education;
- improving the legislative framework to attract subjects to the education management system of higher education;
- the transfer of authority for the evaluation of higher education to non-departmental structures, where independent experts should be involved;
- the creation of regional centers of qualification award together with the employers' associations.

Such approach allows constructing author's model of polysubjective management system of higher education.

So, polysubjective management system of higher education is represented by the following subjects:

- persons who receive an education and (or) participate in the management of the higher education system by holding administrative, social and political status, as well as faculty members of educational associations;
- society, social strata and groups, which serve as customers in the higher education system (public employers), as well as non-governmental organizations (Board of Trustees, professional associations);
- state on behalf of its structures and institutions, which includes training and management institutions and their staff, ministries, industrial and other departmental and administrative structures of the direct purpose and service.

The model of management of polysubjective system of higher education has a multi-functional structure which is representing vertically organized system and having cyclic character (Figure 1):

The first level involves the joint participation and interaction of subjects in the development of requirements for the management system of higher education.

The second level consists in planning the implementation of the requirements of the subjects of management of the higher education system through the participation of representatives of employers' associations and student youth organizations in the work of: national and sectorial councils on the development of education; sectorial councils in the development of the national qualification system: state general education standards; qualification requirements for professions.

This will allow cooperation between government authorities, students, teachers and employers to manage and ensure the responsibility of the subjects of education for the state and the level of higher education development.

The restructuring of the educational process, aimed at ensuring freedom of choice, implementing humanistic principles of education and allows the student



to choose both teachers and to form their individual educational trajectory, which ensures selective courses, interdisciplinary character and individualize training programs, student mobility, taking into account the learning outcomes regardless of time and place of education.

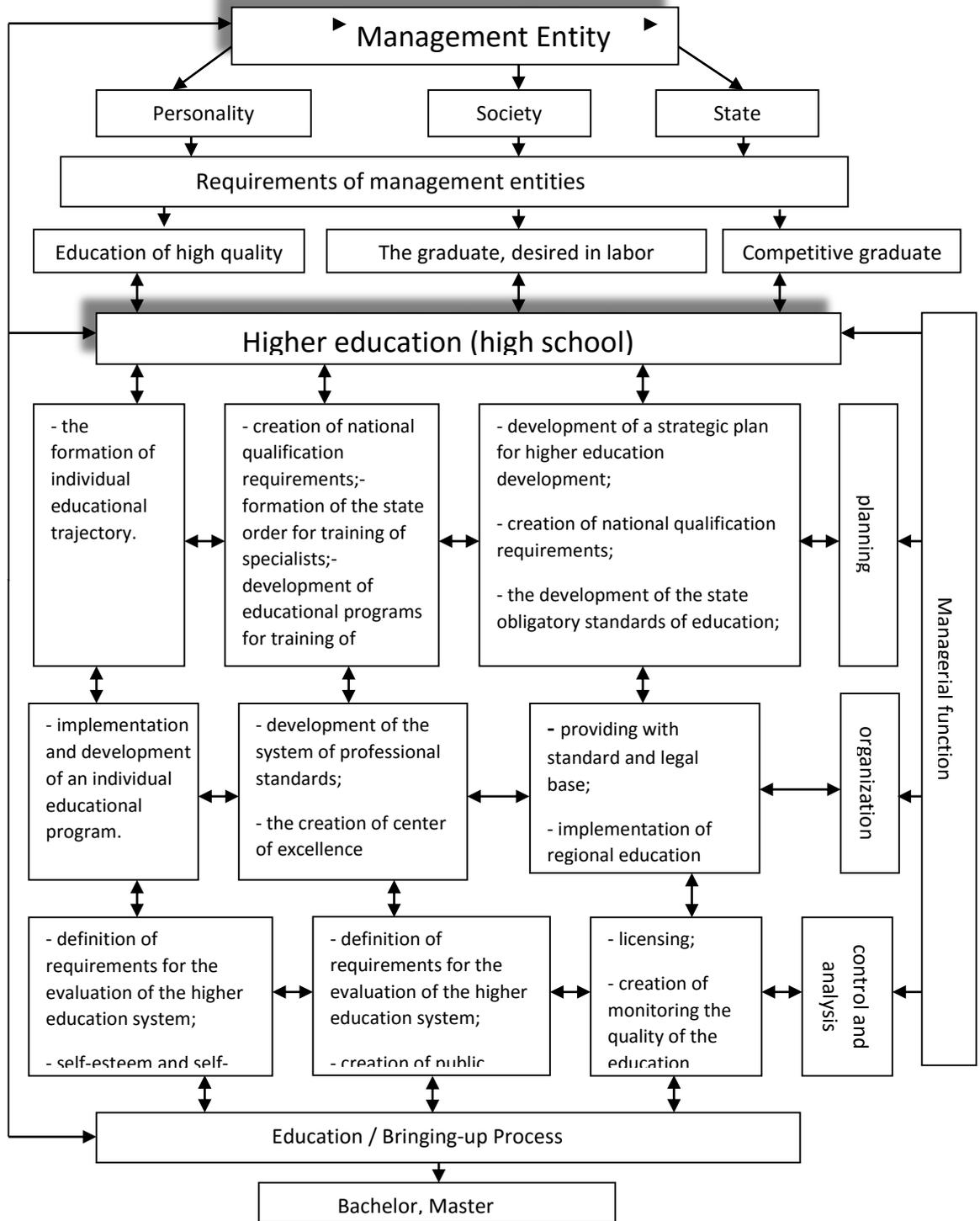


Figure 1. Model of polysubjective management system of higher education



Making of educational programs and modules, with the involvement of employers' and students allows them to really influence the situation in the higher education system. At the same time updating the content of educational programs of higher education with the extensive development of innovative educational technologies provide training widely educated and professionally oriented specialists demanded in the labor market. This will remove national, interdisciplinary, territorial boundaries in the educational process, increase the independence of students in the forms, tools, methods and content of their education, as a result significantly increase the efficiency of education and satisfy the requirements of the individual, society and state.

The third level involves the organization implemented the requirements of the control subjects of the higher education system through their participation: to provide legislative and other normative legal framework for the functioning of the higher education system; in the implementation and maintenance of an individual educational program; the Boards of Trustees; in the work of award centers.

This will strengthen the role of various public bodies, which include employers, students, teachers and community organizations in the provision and improvement of legislative and other normative legal framework for the functioning of the higher education system, upgrading the educational, training and methodological support and material and technical base. Securing the legal status of non-governmental organizations to ensure their participation in solving problems of higher education, the formation of the list of paid educational services, in determining the directions of career-oriented activities, personnel matters, public oversight over the spending of budgetary funds institutions and others, and it will provide a real mechanism for effective public participation in the development of education and will be a genuine reinforcement of the democratic nature of the principle.

Realization of model of management of polysubjective higher education system can be developed in the following directions: improving the legislative framework to enhance the participation of the subjects of management training; participation of the individual and society to work in national and sectorial development councils of higher education; participation of the individual and society for the certification of skills and competencies on the international requirements; participation of the individual and society to work in the public accreditation council. Functioning of model of management of polysubjective higher education system will allow distributing and coordinating competences and powers, functions and responsibility of various subjects of educational policy.

The fourth level is monitoring and analysis of implementation of the requirements of subjects of management system of higher education through participation:

- in public accreditation council according to activity of higher educational institutions;
- in center of excellence.

This enables the transfer of authority for the evaluation of higher education to non-departmental structures where independent experts should be involved. In addition, it is especially important that the foreign experts should be included

in the groups of independent experts as one of the main tasks of the higher education system is the entry into the world educational space.

Establishment of a feedback system "Institution - production" on the basis of a system of professional standards and examinations, where the center of excellence which are created by higher education institutions together with associations of employers professional communities will give an assessment of professional readiness of graduates and assignment of qualifications, will provide timely correction of educational process in higher education institutions and will help to estimate objectively the potential of profession and extent of realization.

The proposed model of polysubjective management system of higher education will provide an opportunity to distribute and align competencies and powers, functions and responsibilities of the different actors of education policy.

Conclusion

The proposed model of polysubjective management system of higher education will allow for the following changes in the management of the higher education system intended:

- for the social and personal orientation of higher education, harmoniously combining public, social and personal goals and values;
- for the accelerated development of higher education in the socio-economic area, based on social partnership, responsibility of the state and public administration;
- for the natural connection of higher education and modern production;
- for the priority of solution in higher education of problems of providing of high quality training, general cultural and personal development of students, based on both traditional and modern innovative educational technologies.

The proposed model of the interaction of different levels of management entities will ensure the openness of the higher education system as a state-public system; transition to solidarity, to increase participation and strengthen the role of all subjects in the development of educational policy system, adoption and implementation of legal and administrative decisions in the system of higher education, as well as the optimal functioning and development of the higher education system.

All these changes must be considered in the development of strategic programs for the development of higher education management system, implementation of which will require continuous examination, analysis and evaluation of a variety of information, the projected change in the management of the higher education system, the introduction of the necessary correction in the development of the plan of the subsequent management actions.

Disclosure statement

No potential conflict of interest was reported by the authors.

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