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JOINT INTERNATIONAL CONFERENCES 10 TH EUROPEAN INTEGRATION EUROPEAN INTEGRATION REALITIES AND PERSPECTIVES THE GLOBAL ADVANCEMENT OF UNIVERSITIES AND COLLEGES

Quality in Education Quality Assurance Internationalization and Management of Higher Education in a Globalized Society

Comparative Analysis of Ranking and Accreditation: Exploring a Set of Universal Principles for Higher Education Quality Assurance

Steve O. Michael¹

Abstract: All universities are not equal. Universities are not equal in size, scope, curricular offerings, and resources. More importantly, they are not equal in mission, scale of operation, productivity, and quality. Even two universities located within the same geographical locations may differ considerably in productivity and quality let alone those that are located a world apart. Given the wide range of differences in the environments of these institutions, in the political systems within which they reside, in the economic contexts within which they operate, and in their historical origins, the variations among higher education institutions are understandable and frankly speaking should be anticipated. Given the differences among institutions, how should we approach the issue of their quality? In response to this question, the benefits and process of rankings are compared to that of accreditation. The implications of rankings and accreditation for two "randomly" selected institutions in the US are discussed. By reviewing the standards used by two accrediting commissions, a set of principles that is applicable universally is recommended.

Keywords: curricular offerings; quality; higher education institution

Introduction

The truism that all fingers are not equal is applicable to higher education institutions. Human needs for higher education are enormous, complex, and varied; hence, higher education's responses to these needs must be comprehensive, complex, and varied. If this is the case, why do we sometimes address the issue of quality among higher education institutions as if they were a monolithic entity? The reluctance to embrace a universal scheme of institutional ranking by some is based primarily on the understanding that the differences among institutions are so vast that any attempt to rank them would be futile - a case of comparing apples with oranges. However, as we all know, this concern has not deterred the ranking industry from cranking out their rankings every year. Institutional ranking is not only here to stay, it is gaining grounds across the globe and doing so rapidly.

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But if rankings, fraught with myriads of problems, are gaining grounds, why is the movement toward internationalized accreditation stalling? Rankings are a simplistic solution to a complex problem. Parents of prospective students want to select the best institutions for their children and need whatever information there is to help navigate through hundreds of institutions out there. By reducing institutional characteristics and activities to a single number that is ranked, the ranking industry is seen as providing valuable benefit for parents and prospective students. Most parents do not go beyond the ranking number to question the methodology used and the criteria employed. In many people's minds, rankings describe the quality of institutions. After all, whatever is ranked number one should be better than whatever is ranked number two.

Why does the ranking industry flourish? The simple answer is money. To the extent that rankings enable the producers to sell magazines and to the extent that they can make money from the exercise, the desire to rank will continue to rise. Accreditation on the other hand, provides little information to parents of prospective students insofar as all it offers is a list of institutions that are accredited and nothing more.

Yet, many, if not most, higher education leaders know that accreditation speaks more to the issue of institutional quality than rankings. Accreditation is a painstaking process of evidence-based peer review of internal operations and systems of an institution for the sole purpose of providing further improvement. This definition is a departure from the one that describes accreditation as merely ascertaining the minimum acceptable compliance. The strength of accreditation as embraced by the Association for the Global Advancement of Universities and Colleges (AGAUC) lies in the provision of agenda for further improvement. After all, the pursuit of excellence is a relentless critiquing of the status quo for the sole purpose of transformation.

Purpose of the Article

The purpose of this paper is to compare ranking criteria with the accreditation standards, in this case, the Higher Learning Commission's and the Western Association of Schools and Colleges' (WASC) standards, describe the results of ranking and accreditation for two randomly selected institutions, and examine a set of criteria that can be meaningful and useful for international quality assurance in higher education. The Higher Learning Commission (HLC) is the accrediting organ of the North Central Association of Colleges and Schools (NCA) responsible for accrediting over 10,000 institutions in the mid-western U.S. The Western Association of Schools and Colleges is one of the six regional accreditation associations in the US. WASC provides accreditation services to over 4,000 institutions and organizations in the western region of the United States.

Differences among Higher Education Institutions in the US

In the US, there is a wide range of higher education institutions. Currently, there are over 4,000 higher education institutions representing different sectors: private, public, small, medium, large, rural, urban, specialized, comprehensive, teaching, research and so on. As shown on Table 1, in 2009, there were over 2,770 4-year and over 1,720 2-year universities and colleges in the US. Of the 4,495 institutions, over 62% were private institutions, while about 37% were public institutions in 2009. Of the 2,823 private institutions, about 76% of them are 4-year degree granting institutions. The majority of the public institutions are 2-year (58%) associate degree granting institutions. The differences among

these institutions are so huge that without a robust scheme to categorize and classify them, it would be difficult to compare their unique challenges and contributions.

Table 1. US Higher Education Institutions By Sectors (2009)

Sectors	4-Year	0/0	2-Year	%	Total	%
Private	2,102	75.8	721	41.9	2,823	62.8
Public	672	24.2	1000	58.1	1,672	37.2
Total	2,774	100	1,721	100	4,495	100

Source: http://www.census.gov/compendia/statab/2012/tables/12s0278.pdf

A major difference among institutions is institutional size as defined by enrollment. Table 2 shows student enrollment by institutional sectors. Although, over 62% of higher education institutions are private, the private sector enrolled only about 28% of students in 2009, while the public sector enrolled over 72% in spite of the fact that only 37% of institutions were public.

While the number of students educated in the public sector is roughly split between the 4-year degree granting and the 2-year associate degree granting institutions, the public sector educates almost all (94%) the 2-year enrolled students.

Table 2. US Higher Education Institutions By Sectors and Enrollment (2009)

Sectors	4-Year	%	2-Year	%	Total	%
Private	5,197,000	40.3	420,000	5.6	5,617,000	27.5
Public	7,709,000	59.7	7,101,000	94.4	14,810,000	72.5
Total	12,906,000	100	7,521,000	100	20,427,000	100

Source: http://www.census.gov/compendia/statab/2012/tables/12s0278.pdf

Carnegie Classifications of Higher Education Institutions

Given the huge number of higher education institutions and the complexity of their operations, it is almost guaranteed that no one classification scheme will suffice. Therefore, there are several agencies and organizations with different classification schemes that serve different purposes. Although, there are many agencies that use different methods to classify institutions in the US, the most popular and comprehensive classification scheme is provided by the Carnegie Foundation for the Advancement of Teaching¹ as shown on Table 3 below.

Table 3. Carnegie Classifications Of Higher Education Institutions

Basic Classifications	Descriptors
Doctorate-Granting Universities	Institutions were included in these categories if they awarded at least 20 research doctorates in 2008-09. First professional and Professional doctoral degrees (J.D., M.D., Pharm.D., Aud.D., DNP, etc.) were not counted for the purpose of this criterion.
Master's Colleges and Universities	Institutions were included in these categories if they awarded at least 50 master's degrees in 2008-09, but fewer than 20 research

¹ http://carnegieclassifications.iu.edu/.

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	doctorates
Baccalaureate Colleges	Institutions were included in these categories if bachelor's degrees accounted for at least 10 percent of all undergraduate degrees and they awarded fewer than 50 master's degrees (2008-09 degree conferrals).
Associate's Colleges	Institutions were included if their highest degree conferred was the associate's degree or if bachelor's degrees accounted for less than 10 percent of all undergraduate degrees
Special Focus Institutions	The special-focus designation was based on the concentration of degrees in a single field or set of related fields, at both the undergraduate and graduate levels.
Tribal Colleges	Tribal colleges are defined as members of the American Indian Higher Education Consortium

Source: http://carnegieclassifications.iu.edu/methodology/basic.php

Note that the number of degrees represents the number of degrees conferred in 2008-2009 as opposed to the number of students enrolled. This classification scheme captures all the higher education institutions. However, it does not convey all the attributes of institutions. For example, while tribal colleges are included, historically black institutions are not and the emerging minority-serving institutions are not reflected by the scheme. The number of these institutions would have been reported by their degree classifications, e.g. Associate, Baccalaureate, Master's, and Doctorate.

Comparing Apples and Oranges

To illustrate the vast differences among institutions in the United States, Table 4 presents two institutions that are diametrically different from each other. The goal is to show how rankings actually do a disservice to society by attempting to rank or un-rank these institutions.

Looking at both Ohio State University's and Charles Drew University's profiles, one would wonder what the two institutions could possibly have in common other than the fact that they are both located in the United States, they both produce medical doctors (among others), they both carry out some research and some teaching activities, and they are both located in big cities. Their differences, however, are staggering. How does one compare an institution with 600 students to the one with 60,000? For every one student enrolled at Charles Drew University, Ohio State enrolls 100. Ohio State is almost 100 years older than Charles Drew University. Ohio State academic program offerings are comprehensive, while Charles Drew University's academic offerings are narrowed and specialized. Charles Drew University is heavily focused on research with limited teaching; hence, the number of students - a situation that will likely change in the coming years as the school embarks on academic program expansion and increase in student enrollment. Ohio State's mission describes traditional focus on knowledge discovery and dissemination, while that of Charles Drew University includes specific social agenda.

Table 4. Ohio State and Charles Drew University Comparison

Characteristics	Ohio State University, Ohio	Charles Drew University, California	
Sector	Public	Private	
Founded	1870	1966	
Mission	We exist to advance the well- being of the people of Ohio and the global community through the creation and dissemination of knowledge.	The University develops a diverse group of health professional leaders who seek social justice, promote wellness, provide care with excellence and compassion, and are uniquely qualified to transform the health of underserved populations through outstanding education, research, and clinical services in the context of community engagement.	
Academic Programs	Comprehensive	Specialized, Medical	
Focus	Teaching and Research	Mostly Research	
Teaching Focus	Large Undergraduate and Large Graduate	Predominantly Graduate	
Enrollment	60,000 approx.	600 approx.	
Location	Urban	Urban	
Total Assets	\$4,720,629,000*	\$144,940,900**	

^{*} http://controller.osu.edu/acc/2011_fin_rpt.pdf (Year 2010)

Even more pronounced is the amount of resources at the disposal of these institutions. While Ohio State net asset in 2010 was almost \$5billion, the total assets of Charles Drew University in 2013 totaled only about \$145million. If resources are proxy for quality, then Ohio State's quality would be astronomically higher than that of Charles Drew University. In this case, rankings would be accurate in their results.

Table 5. Core Expenses Per FTE Enrollment By Function (2013)

Expenses	*Ohio State	**Charles Drew University
Instruction	\$16,161	\$13,828
Research	\$8,037	\$26,200
Public Service	\$1,938	\$4,591
Academic Support	\$2,993	\$6,201
Institutional Support	\$4,952	\$20,982
Student Services	\$1,624	\$2,354
Other core expenses	\$1,928	\$1,490

^{*}http://nces.ed.gov/ipeds/datacenter/InstitutionProfile.aspx?unitId=adabafb2b4b1

However, aggregate assets of an institution provide us with limited information. Institutional expenditures per full time equivalent (FTE) enrollment provide a different dimension to our understanding of how two or more institutions spend their resources. Table 5 shows 2013 core expenditures per FTE enrollment by function for Ohio State and Charles Drew University. With the exception of the instructional expense, Charles Drew University spent more on its students than Ohio

^{**}http://990finder.foundationcenter.org (Year 2013)

^{**}http://nces.ed.gov/ipeds/datacenter/InstitutionProfile.aspx?unitId=acacacb4b1b1

State, a revelation that was obviously not captured by the ranking exercise. With respect to research, Charles Drew University spent more than three times of what Ohio State spent on research per student FTE. Equally revealing is the amount spent on public service, which is more pronounced in the Charles Drew University mission than that of Ohio State. With respect to institutional support, Charles Drew University spent more than five times Ohio State's expenses per student FTE.

The differences in spending should, however, be understood in the context of the differences in costs of living. Ohio State is located in Columbus, Ohio, while Charles Drew University is located in Los Angeles, California and for true comparison, a cost of living adjustment should be carried out. Even with that done, nevertheless, Charles Drew University spending per student FTE is laudable.

The Ranking Results of Ohio State and Charles Drew University

Given the differences between Ohio State University and Charles Drew University, how does one of the leading ranking agencies in the US rank them? And more importantly, is the ranking useful in determining institutional quality? What is the take away for parents or prospective students or even the general public from the results of the ranking exercise of the US News and World Report?

In response to these questions, Table 6 provides summary US News and World Report's rankings for Ohio State and Charles Drew University.

*Ohio State University, California University, California

Ranking Category

National Ranking 54

University, **Charles Drew University, California

Unranked

Unranked

Unranked

Unranked

Table 6. The Ranking Results of Ohio State and Charles Drew University

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So what can we learn from this publication other than the fact that Ohio State was ranked, but Charles Drew University was not? How useful is the information to those interested in advancing quality understanding in higher education? To answer the question we would need to first know the reasons why some institutions are unranked by the US News and World Report. According to the US News and World Report, institutions are unranked if one or more of the following applies:

- If a school does not use SAT/ACT score for undergraduate admission;
- If too few respondents rated the school;
- If a school has less than 200 students;
- If there is a large proportion of nontraditional students, and if there are no first year students.

The US News and World Report stated that:

Global Ranking

As a result of these eligibility standards, many of the for-profit institutions have been grouped with the Unranked schools; their bachelor's degree candidates are largely nontraditional students in degree completion programs, for example, or they don't use SAT or ACT test scores in admissions decisions.

^{*}http://colleges.usnews.rankingsandreviews.com/best-colleges/ohio-state-6883

^{**}http://colleges.usnews.rankingsandreviews.com/best-colleges/drew-university-of-medicine-10365

In total, 148 colleges in the National Universities, National Liberal Arts Colleges, Regional Universities and Regional Colleges categories are listed as Unranked.

We also did not rank 83 highly specialized schools in arts, business and engineering. ¹

Therefore, the reason for Charles Drew University unranked status includes the fact that it is a specialized institution, it is primarily a graduate institution with perhaps less than 200 undergraduate students, and perhaps relatively unknown beyond California state or the western region of the US. Even if Charles Drew University was ranked, on what criteria would it have been ranked as compared to Ohio State and would the information still be useful for quality decision making?

In response to the question, the criteria and the weights used by the US News and World Report are presented on Table 7.

Table 7. The US & World Report College Ranking Methodology²

No	US & World Report Ranking Criteria	Weights	*Degree of Quality Indicator	*Comments
1.	Undergraduate academic reputation	22.5%	Low	This criterion is based on the popularity of institutions among college leaders. Popularity is influenced by non-academic factors. The longevity of an institution, the amount of money spent on advertisement, and success with competitive sports have impact on the popularity of an institution.
2.	Retention	22.5%	Moderate	Retention rate is the proportion of first year students who enrolled fall to fall. Without knowing the GPAs of those who transfer, it is difficult to use this criterion as quality indicator.
3.	Faculty Resources Class Size (classes fewer than 20 students (30%) Proportion of classes with 50 or more students (10%) Faculty salary (35%) Professors with the highest degree (15%) Student-faculty ratio (5%) Proportion of full-time faculty (5%)	20.0%	Moderate	This criterion is a composite one with 6 sub-factors included. Class size suggests the degree of interactions between professors and students. This does not capture the quality of interaction. Faculty salary is important to the extent that institutions can pay higher salary to hire highly talented professors. Proportion of full time faculty suggests that an institution uses professors who can focus on research and students fully instead of working two jobs.
4.	Student selectivity SAT/ACT scores (65%) Graduation in the top 10%	12.5%	Low	To the extent that high SAT/ACT scores are indicative of highly talented students who actively apply their talents in school, to that extent higher

 $^{^{1}} http://www.usnews.com/education/best-colleges/articles/2014/09/08/how-us-news-calculated-the-2015-best-colleges-rankings?page=2.$

http://www.usnews.com/education/best-colleges/articles/2014/09/08/how-us-news-calculated-the-2015-best-colleges-rankings?page=2.

	• Ratio of admitted to applications (10%)			scores suggest higher quality. The same argument is true for graduation in the top 10%. But the ratio of admitted to applications only suggest institutional popularity.
5.	Financial resources (Average spending per student on instruction, research, and student services)	10.0%	Moderate	If money can buy quality, then the richer an institution is, the higher its quality. But to the extent that resources in input, the use of resources per se represents low quality indicator.
6.	Graduation rate performance	7.5%	High	Higher graduation rates suggest a more productive educational environment.
7.	Alumni giving rate	5.0%	Low	Alumni giving rate is used to suggest student acknowledgement of the impact of the institution on their lives. However, experience shows that the giving rate depends on a) the number of alumni produced, b) how effective the institution is in cultivating donors, and c) the culture of giving that exists.

^{*} Author's assessment and comments

As shown on Table 7, the US and World Report uses only 7 factors (undergraduate academic reputation, retention, faculty resources, student selectivity, financial resources, graduation rate performance, and alumni giving rate) to determine an institution's rank. Some of these factors are composite. Each of the factor carries a weight determined by the US and World Report. Changes in the weights assigned to these factors produce different ranking results. More troubling is the fact that ranking exercise depends on respondents that may have little or no knowledge of some of the institutions they have been asked to rank.

It is the opinion of this author that the ranking results would be remarkably different and perhaps more meaningful should the participating institutions be given the opportunity to assign weights to the ranking factors based on the relatively importance of these factors to the mission of the institutions. By so doing, institutions would have the privilege of differentiating emphasis on ranking criteria based on the differences in their mission.

The Benefits of Accreditation

Voluntary accreditation of educational institutions is a uniquely American invention. The U.S. Network for Education Information defines accreditation as follows:

Accreditation is the process used in U.S. education to ensure that schools, postsecondary institutions, and other education providers meet, and maintain, minimum standards of quality and integrity regarding academics, administration, and related services. It is a voluntary process based on the principle of academic self-governance. In international terms, accreditation by a recognized accrediting authority is accepted as the U.S. equivalent of other countries' ministerial recognition of institutions belonging to the national education system.¹

 $^{^{1}\} http://www2.ed.gov/about/offices/list/ous/international/usnei/us/edlite-accreditation.html$

The United Kingdom Accreditation Service (UKAS) defines accreditation as

.... a formal, third party recognition of competence to perform specific tasks. It provides a means to identify a proven, competent evaluator so that the selection of a laboratory, inspection or certification body is an informed choice. UKAS accreditation means the evaluator can demonstrate to its customer that it has been successful at meeting the requirements of international accreditation standards.¹

Accreditation is generally criticized for being "a collegial pat on the back" exercise, a scheme that focuses mainly on compliance with the minimum expectations, and for all the paperwork involved, it is much ado about nothing. These criticisms may be justified in some places, especially when they are government sanctioned and government managed exercises. However, with the progressive refinement and improvement of accreditation processes in the US, it is increasingly difficult to characterize the work involved as a trivial pursuit.

While accreditation exercise provides the public some level of assurance in the quality of the service and/or product offered by an accredited organization, the new emphasis on continuous improvement is the most promising aspect of the process.

Comparative Analysis of Ranking and Accreditation Processes

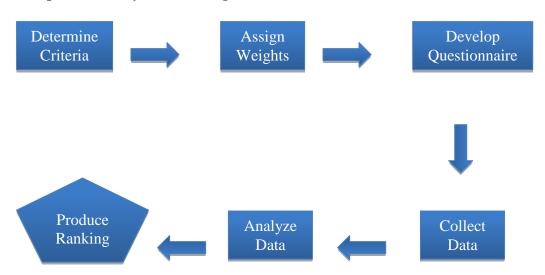


Figure 1. Typical Ranking Process

The process of ranking starts with the determination of relevant criteria. As mentioned earlier, some of the criteria are composite criteria with other sub-criteria imbedded. Beyond the initial step of determining criteria, assigning weights to each criterion is second most important step. The results of ranking exercise can change significantly as these weights are manipulated. Once the first two steps have been completed, the next step is to develop the questionnaire or instrument for data collection. The data collection phase involves determining who is competent to serve as respondents (in the case of the US News, they are Presidents, Provosts, and Vice President for Enrollment), determining the population, the sample size, the method of selecting the sample, and how respondents will be accessed. It is likely that the US News and World Report sends its questionnaire to all within the population. Once completed questionnaires have been collected, the data is analyzed and the ranking

http://www.ukas.com/aboutaccreditation/What_is_Accreditation/What_is_Accreditation.asp

results generated. Although, ranking agencies produce their results annually, the process of completing the questionnaire by respondents takes less than 40 minutes.

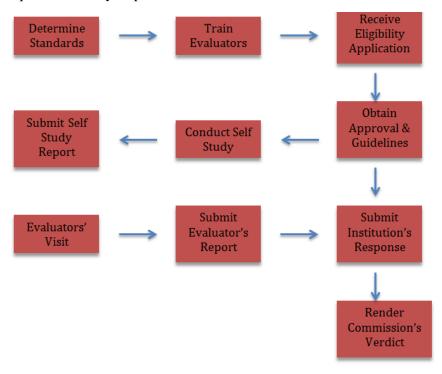


Figure 2. A Typical Accreditation Progress

On the other hand, the process of completing an accreditation exercise usually takes a full year. The process starts with the Accrediting Agency usually called the Commission developing a set of standards that the higher education community believes are relevant to determining educational quality. A critical component of accreditation in the US is a formal training of those who serve as external evaluators. Training is completely absent in ranking. It must not be assumed that respondents would intuitively understand and agree on the many complex institutional descriptors and criteria.

Institutions or programs interested in accreditation first apply for eligibility, which requires meeting some initial criteria. If the Commission approves the application, the institution is provided with guidelines and in some places a mentor is also provided to guide the institution through the process. Institutions then begin the process of self-study, which entails a complete audit of all aspects of the institution (governance, staffing, curriculum, students, facilities, finance, reputation, etc.). The process of conducting and writing the self-study takes a full academic year in most places. Usually, an institution will set up a committee or task force charged with the responsibility of producing the report.

The self-study report is submitted to the Commission. Usually, the Commission would have determined a team of external evaluators, making sure there is no conflict of interest with any of the evaluators. The evaluators study the report and schedule a visit. The purpose of the visit is to verify the evidence that supports the institution's claim. The external evaluator team submits its report to the Commission and the institution is presented with the opportunity to review the report and write its response to every comment and suggestions. The Commission after deliberating all the reports; renders its verdict. Institutions are generally accredited for 5 to 10 years. However, there is increasing emphasis on annual updates.

The two processes are incomparable in terms of complexity and intensity. Perhaps this is the reason why accreditation does not appeal to commercial organizations. There is too much work to do and the end result is not sensationalized.

Accreditation Standards of HLC and WASC

Table 8 presents standards by which two commissions, North Central Association of Schools and Colleges (NCA) and Western Association of Schools and Colleges (WASC), accredit their thousands of schools and higher education institutions. Ohio State is accredited by Higher Learning Commission (HLC) of the NCA, while Charles Drew University is accredited by WASC.

Table 8. NCA and WASC's Accreditation Standards				
*Higher Learning Commission	**Western Association of Schools and Colleges			
Ohio Ctota Hairranita				
Ohio State University Accreditation Decision: Accredited	Charles Drew University			
	Accreditation Decision: Accredited			
Criterion One: Mission	Criteria A: Organization			
The institution's mission is clear and articulated				
publicly; it guides the institution's operations.	Core Components:			
	A.1. Vision and Purpose			
Core Components:	The school has a clearly stated vision or			
1.A. The institution's mission is broadly	purpose based on its student needs, current			
understood within the institution and guides its	educational research and the belief that all			
operations.	students can achieve at high academic			
1. The mission statement is developed through a	levels. Supported by the governing board and the central administration, the school's			
1. The mission statement is developed through a process suited to the nature and culture of the	purpose is defined further by expected			
institution and is adopted by the governing	schoolwide learning results and the			
board.	academic standards.			
board.	academic standards.			
2. The institution's academic programs, student	A.2. Governance			
support services, and enrollment profile are	The governing board (a) has policies and			
consistent with its stated mission.	bylaws that are aligned with the school's			
	purpose and support the achievement of the			
3. The institution's planning and budgeting	expected schoolwide learning results and			
priorities align with and support the mission.	academic standards based on data-driven			
(This sub-component may be addressed by	instructional decisions for the school; (b)			
reference to the response to Criterion 5.C.1.)	delegates implementation of these policies			
,	to the professional staff; and (c) monitors			
1.B. The mission is articulated publicly.	results regularly and approves the single			
	schoolwide action plan and its relationship			
1. The institution clearly articulates its mission	to the Local Educational Agency (LEA)			
1	1 -			

- 1. The institution clearly articulates its mission through one or more public documents, such as statements of purpose, vision, values, goals, plans, or institutional priorities.
- 2. The mission document or documents are current and explain the extent of the institution's emphasis on the various aspects of its mission, such as instruction, scholarship, research, application of research, creative works, clinical service, public service, economic development, and religious or cultural purpose.

A.3-5. Leadership

plan.

Based on student achievement data, the school leadership and staff make decisions and initiate activities that focus on all students achieving the expected schoolwide learning results and academic standards. The school leadership and staff annually monitor and refine the single schoolwide action plan based on analysis

- 3. The mission document or documents identify the nature, scope, and intended constituents of the higher education programs and services the institution provides.
- 1.C. The institution understands the relationship between its mission and the diversity of society.
- 1. The institution addresses its role in a multicultural society.
- 2. The institution's processes and activities reflect attention to human diversity as appropriate within its mission and for the constituencies it serves.
- 1.D. The institution's mission demonstrates commitment to the public good.
- 1. Actions and decisions reflect an understanding that in its educational role the institution serves the public, not solely the institution, and thus entails a public obligation.
- 2. The institution's educational responsibilities take primacy over other purposes, such as generating financial returns for investors, contributing to a related or parent organization, or supporting external interests.
- 3. The institution engages with its identified external constituencies and communities of interest and responds to their needs as its mission and capacity allow.

Criterion Two: Integrity: Ethical and Responsible conduct

The institution acts with integrity; its conduct is ethical and responsible.

Core Components:

- 2.A. The institution operates with integrity in its financial, academic, personnel, and auxiliary functions; it establishes and follows policies and processes for fair and ethical behavior on the part of its governing board, administration, faculty, and staff.
- 2.B. The institution presents itself clearly and completely to its students and to the public with regard to its programs, requirements, faculty and staff, costs to students, control, and accreditation relationships.
- 2.C. The governing board of the institution is sufficiently autonomous to make decisions in the best interest of the institution and to assure its integrity.

- of data to ensure alignment with student needs.
- 4. A qualified staff facilitates achievement of the academic standards and the expected schoolwide learning results through a system of preparation, induction, and ongoing professional development.
- 5. Leadership and staff are involved in ongoing research or data-based correlated professional development that focuses on identified student learning needs.

A.6-8. Resources

- 6. The human, material, physical, and financial resources are sufficient and utilized effectively and appropriately in accordance with the legal intent of the program(s) to support students in accomplishing the academic standards and the expected schoolwide learning results.
- 7. The governing authority and the school leadership execute responsible resource planning for the future. The school is fiscally solvent and uses sound and ethical accounting practices (budgeting/monitoring, internal controls, audits, fiscal health and reporting). [FOR CHARTER SCHOOLS ONLY]
- 8. The school has developed policies, procedures, and internal controls for managing the financial operations that meet state laws, generally accepted practices, and ethical standards. [FOR CHARTER SCHOOLS ONLY]

Criterion B: Standards-Based Student Learning: Curriculum

- B.1. All students participate in a rigorous, relevant, and coherent standards-based curriculum that supports the achievement of the academic standards and the expected schoolwide learning results. Through standards-based learning (i.e., what is taught and how it is taught), the expected schoolwide learning results are accomplished.
- B.2. All students have access to the school's entire program and assistance with a personal learning plan to prepare them for the pursuit of their academic, personal and school-to-career goals.
- B.3. Upon completion of the high school program, students will be able to meet all the requirements of graduation.

- 2.D. The institution is committed to freedom of expression and the pursuit of truth in teaching and learning.
- 2.E. The institution's policies and procedures call for responsible acquisition, discovery and application of knowledge by its faculty, students, and staff.

Criterion Three: Teaching and Learning: Quality, Resources, and Support

The institution provides high quality education, wherever and however its offerings are delivered.

Core Components

- 3.A. The institution's degree programs are appropriate to higher education.
- 3.B. The institution demonstrates that the exercise of intellectual inquiry and the acquisition, application, and integration of broad learning and skills are integral to its educational programs.
- 3.C. The institution has the faculty and staff needed for effective, high-quality programs and student services.
- 3.D. The institution provides support for student learning and effective teaching.
- 3.E. The institution fulfills the claims it makes for an enriched educational environment.

Criterion C: Standards-Based Student Learning: Instruction

- C.1. To achieve the academic standards and the expected schoolwide learning results, all students are involved in challenging learning experiences.
- C.2. All teachers use a variety of strategies and resources, including technology and experiences beyond the textbook and the classroom, that actively engage students, emphasize higher order thinking skills, and help them succeed at high levels.

Criterion Four: Teaching and Learning: Evaluation and Improvement

The institution demonstrates responsibility for the quality of its educational programs, learning environments, and support services, and it evaluates their effectiveness for student learning through processes designed to promote continuous improvement.

Core Components

4.A. The institution demonstrates responsibility for the quality of its educational progra4.B. The institution demonstrates a commitment to educational achievement and improvement through ongoing assessment of student learning. 4.C. The institution demonstrates a commitment to educational improvement through ongoing attention to retention, persistence, and completion rates in its degree and certificate programs.

Criterion D. Standards-Based Student Learning: Assessment and Accountability

- D.1. The school uses a professionally acceptable assessment process to collect, disaggregate, analyze and report student performance data to the parents and other shareholders of the community.
- D.2. Teachers employ a variety of assessment strategies to evaluate student learning. Students and teachers use these findings to modify the teaching/learning process for the enhancement of the educational progress of every student.
- D.3. The school with the support of the district and community has an assessment and monitoring system to determine student progress toward achievement of the academic standards and the expected schoolwide learning results.
- D.4. The assessment of student achievement in relation to the academic standards and the expected schoolwide

Criterion Five: Resources, Planning, and Institutional Effectiveness

The institution's resources, structures, and processes are sufficient to fulfill its mission, improve the quality of its educational offerings, and respond to future challenges and opportunities. The institution plans for the future.

Core Components

- 5.A. The institution's resource base supports its current educational programs and its plans for maintaining and strengthening their quality in the future.
- 5.B. The institution's governance and administrative structures promote effective leadership and support collaborative processes that enable the institution to fulfill its mission.
- 5.C. The institution engages in systematic and integrated planning.
- 5.D. The institution works systematically to improve its performance.

learning results drives the school's program, its regular evaluation and improvement, and the allocation and usage of resources.

Criterion E: School Culture and Support for Student Personal and Academic Growth

- E.1. The school leadership employs a wide range of strategies to encourage parental and community involvement, especially with the teaching/learning process.
- E.2. The school is a) a safe, clean, and orderly place that nurtures learning and b) has a culture that is characterized by trust, professionalism, high expectations for all students, and a focus on continuous school improvement.
- E.3. All students receive appropriate support along with an individualized learning plan to help ensure academic success.
- E.4. Students have access to a system of personal support services, activities and opportunities at the school and within the community.

As indicated on Table 8, both Ohio State and Charles Drew University are accredited by their respective accrediting authorities. A careful review of the standards used for accreditation by the two commissions shows a remarkable similarity. However, one can see differences in emphasis. For example, WASC focuses more on student learning as the object of its evaluation.

Principles Derivable from Accreditation Standards

Accreditation standards are designed to encourage institutions to focus on quality, guide institutions in responding to quality matters, and ensure that attention to quality is comprehensive and strategic. Where the accreditation process and procedures are well embraced and reflected in institution's daily activities, there is greater confidence in leadership, staff, and students. By reviewing the criteria of the two Commissions, it is possible to generate certain principles for quality assurance that should be applicable to institutions irrespective of location.

Principle 1: A quality-oriented institution is guided by a mission statement.

An organization's mission provides the reason for existence. It makes sense, therefore, for quality assurance to start with ensuring that a mission statement exists, that it was deliberately, inclusively, and strategically developed. Above all, it makes sense that evaluators would be interested in the extent

^{*}http://ncahlc.org/Criteria-Eligibility-and-Candidacy/criteria-and-core-components.html

^{**} http://www.acswasc.org/about criteria.htm#cdecriteria

to which the mission guides other aspects of the university life and operations, and that the evidence is palpable and discernible to evaluators who visit the campus.

Principle 2: A quality-oriented institution engages in planning that reflects its mission.

Beyond the mission statement, a quality-minded institution would have a culture of planning, starting with a comprehensive institutional wide mission. A planning-oriented institution is an institution that introspects, examines its challenges and opportunities, audits its resources, forecast the future, sets goals, develops and implements strategies for results.

Principle 3: A quality-oriented institution links its budgets to its plans and its spending to its goals.

Institution's budget is the financial interpretation of institution's plan. What is planned but unfunded is an institution's wishful list, but an organization's budget reveals the institution's commitment. A quality-oriented institution, therefore, is one that its budget is dictated by its plan.

Principle 4: A quality-oriented institution is governed by an effective Board that ensures institutional stewardship.

The highest governing authority of an institution in the US is the Board of Trustees. A quality-oriented institution would have an effective board, a board whose members are carefully selected and provided with the orientation and training to competently discharge their duties. An effective board provides the necessary stewardship and holds the institution in trust for the public. The board ensures that the institution fulfills its mission and without being overly intrusive, stays informed about critical aspects of the institution.

Principle 5: A quality-oriented institution demonstrates integrity and an ethical and responsible culture.

As a non-profit, service organization, an institution's operations and activities are based on public trust. Therefore, a quality-oriented institution would demonstrate integrity in its internal and external interactions, and ensure ethical and responsible culture. The public must trust that the grades given are the grades earned, that the diploma issued carries the weight associated with it, and that their graduates had received the education promised by the institution.

Principle 6: A quality-oriented institution is led by professionals who are responsive and who hold the institution accountable to a publicly declared set of institutional indicators.

A quality-oriented institution is accountable to internal and external constituents. To be accountable, the institution identifies critical institutional indicators and reports its progress on these indicators annually. This implies that a quality-oriented institution is a data-oriented and data-driven institution. The president ensures that there is an effective executive team at the helm of the institution working with him or her; and together, they make sure that the campus culture is inclusive, dynamic, value-oriented, positive and conducive for academic pursuit.

Principle 7: A quality-oriented institution has academic affairs (teaching and research) as central to its operations.

A higher education institution is established for the sole purpose of knowledge discovery and transmission, any other consideration is peripheral and subordinate. Therefore, the central focus of a quality-oriented institution is the students, the faculty, and the interactions between these two. A

quality-oriented institution focuses on the welfare and growth of the students and on the work and welfare of the faculty.

Principle 8: A quality-oriented institution demonstrates that it has adequate resources to accomplish its mission and sufficient for its scale of operation,

Excellence is not cheap. It costs money and resources. A quality-oriented institution ensures adequate resources to support its mission. An institution with a lofty goal but pathetic supporting resources cannot be trusted to deliver quality institutional performance. Quality-oriented institutions ensure facilities large enough to accommodate students and staff comfortably, and that are maintained to reveal attention to what is important. Dilapidated buildings and shabby physical appearance hurt the image of the institution and devalue whatever quality education being offered. Also quality-oriented institutions pay their faculty and staff adequately and ensure that allocation to instruction and research receives the priority it deserves.

Principle 9: A quality-oriented institution demonstrates continuous organizational learning and improvement culture.

A quality-oriented institution is a learning organization. Institutional improvement and effectiveness characterize the culture of a quality-oriented institution. The institution is supported by an active institutional research unit and operates a comprehensive assessment system. Quality-oriented institutions show growth over time and are able to provide explanation for lack of growth at any time.

Principle 10: A quality-oriented institution is engaged locally, nationally, and globally.

Principle 10 is not currently emphasized by accrediting agencies; at least not to the level that it should be in a globalized higher education environment. There is a growing demand for higher education to be relevant to society. While theoretical pursuits without regard to constraints are crucial, application of knowledge for the purpose of transforming society is also critical. Institutions that are engaged bring their curricula alive, infuse passion and purpose into their educational experience, and inspire a sense of relevance in their students and faculty. Global engagement has become a quintessential element of a quality-oriented institution in an increasingly global society. The idea that all *politics are local* is becoming a myth, economies are more integrated than ever, and global market is increasingly becoming our reality. Therefore, preparing graduates for global leadership is now a high priority for higher education institutions.

Principle 11: A quality-oriented institution enjoys academic freedom and voluntary accountability.

Where governments or governmental parastatals accredit institutions, the tendency toward bureaucratization and stifling academic freedom is high. The benefits of accreditation are enhanced when institutions participate voluntarily and where they enjoy a great deal of academic freedom. In the United States, while participation is voluntary, unaccredited institutions are denied some benefits, which include lack of access to federal government funded programs and initiatives. Consequently, obtaining accreditation is a high premium achievement for higher education institutions in the US.

Principle 12: A quality-oriented institution embraces a campus-wide culture of excellence.

These institutions do not wait for the cycle of reaccreditation before gathering data and preparing a self-study report. Rather, all campus systems are structured with the goal of documenting evidence that demonstrates fulfillment of the principles listed above. Consequently, external evaluators' visit becomes an opportunity to confirm and perhaps congratulate the institution for a well established habit of continuous improvement.

hen Ranking Makes Sense

The US and World Report has another dimension (institutional efficiency ranking) to their best colleges ranking. This ranking provides a quantitative comparison of how much institutions spend to obtain their ranking points in the US and World Report Best Colleges. The efficiency ranking has an opposite interpretation of expenditure per student FTE done under best colleges rankings. Under the best colleges rankings, the higher an institution spends per student FTE, the higher the rank (all things being equal). However, under the efficiency ranking, the lower an institution spends, the higher the institution's efficiency.

The US and World Report describes financial resources component and expenditures per student as follows:

Expenditures per student: Financial resources are measured by the average spending per full-time-equivalent student on instruction, research, public service, academic support, student services and institutional support during the 2012 and 2013 fiscal years.

The number of full-time-equivalent students is equal to the number of full-time students plus one-third of the number of part-time students. (Note: This includes both undergraduate and graduate students.)

We first scaled the public service and research values by the percentage of full-time-equivalent undergraduate students attending the school. Next, we added in total instruction, academic support, student services, institutional support and operations and maintenance (for public institutions only) and then divided by the number of full-time-equivalent students.

After calculating this value, we applied a logarithmic transformation to the spending per full-time-equivalent student, prior to standardizing the value. This calculation process was done for all schools.

If a school submits fewer than two years of expenditures per student, then the average is based on the one year that is submitted.

Higher average expenditures per student score better in the ranking model than lower average expenditures per student. In other words, financial resources do matter in terms of being able to provide students with a high-quality college experience.¹

Explaining the importance of the Efficiency ranking, the US and World Report stated that:

...For this analysis, U.S. News looked at the public and private colleges that scored the highest on overall undergraduate academic educational quality, as measured by their position in the *2015 Best Colleges rankings*, but that spent relatively less on their educational programs to achieve that quality.

Amid restricted growth in many state budgets to fund higher education and increased public scrutiny about the rising cost of going to college, it's vitally important for many colleges to efficiently spend their limited resources to produce the highest possible educational quality.

U.S. News measures financial resources by taking into account how much a school spends per student on instruction, research, student services and related educational expenditures. The financial resources indicator has a 10 percent weight in the Best Colleges ranking methodology.

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 $^{^1\,}http://www.usnews.com/education/best-colleges/articles/2014/09/08/best-colleges-ranking-criteria-and-weights$

The lists [above] are based on operating efficiency, which U.S. News has defined as a school's 2013 fiscal year financial resources per student divided by its overall score – the basis U.S. News uses to determine its overall numerical rank – in the 2015 Best Colleges rankings.

This calculation reveals how much each school is spending to achieve one point in its overall score and thus its position in the rankings. The premise of the analysis is that the less a school spent relative to its position in the overall rankings, the more efficient it was in its ability to produce a top-quality education.

Schools that are featured on these lists are doing a good job in managing their financial resources relative to other schools that may have far greater financial resources because of more state funding, higher tuition or larger endowments. In the National Universities category, many of the schools listed are likely to be more affordable in terms of tuition than others in the same category, since most of them are public universities.¹

Institution	U.S. News	Financial	Spending per student
	National	Resources	for each point in the
	Universities	Rank	U.S. News overall
	Rank		score
Miami UniversityOxford	Miami UniversityOxford 76		\$383.66
Florida State University	95	214	\$392.77
University of Alabama	88	198	\$423.02
Binghamton UniversitySUNY	88	185	\$437.23
College of William and Mary	33	110	\$441.82
Brigham Young University	62	156	\$457.29
Indiana UniversityBloomington	76	156	\$469
Clemson University	62	138	\$486.02
University of Missouri	99	171	\$499.61

Table 9. The Ten Top Ranked Most Efficient National Universities²

It is interesting that none of the institutions on Table 9 is in the top 30 on the US News and the World Report ranking. The closest to the top is the College of William and Mary, ranked 33. The University of Missouri spends over \$100 more on each student than Miami University-Oxford to earn their spots on the US News ranking. The efficiency ranking offers a better promise than the Best Colleges rankings in focusing institutions' attention to the rising cost of higher education and to debunk the myth that more money produces higher quality. However, the final results of efficiency ranking are based on the overall score of the best colleges rankings, which is fraught with subjective weights and questionable factors.

Conclusion

society where borders are becoming porous, technology is integrating systems at a global scale, and institutions are harmonizing academic programs through international joint-degree collaborations. Realizing the growing general public demand for schemes to differentiate quality institutions from struggling institutions, the ranking industry has risen to the challenge. However, what the ranking industry offers is at best a poor surrogate for quality. Higher education is a complex enterprise and any

Attention to quality assurance in higher education will continue to increase in an increasingly global

 $^{^{1}\} http://www.usnews.com/education/blogs/college-rankings-blog/2015/01/15/data-show-which-top-ranked-colleges-operate-most-efficiently$

http://www.usnews.com/education/blogs/college-rankings-blog/2015/01/15/data-show-which-top-ranked-colleges-operate-most-efficiently

attempt to rank institutions without taking into consideration their complexity, should be viewed suspiciously.

The consequences of ranking for two institutions, Ohio State and Charles Drew University, reveal the challenges of a simplistic approach to institutional differences. In fact, the ranking industry does greater damage to some low-ranked and unranked institutions without truly helping even the top ranked institutions.

The danger of institutional comparison lies in the fact that some unique advantages of an institution may be neglected, while irrelevant factors are amplified. Is it conceivable that an institution such as Charles Drew University would have benefits above an institution such as Ohio State? The answer is yes! Charles Drew University is a specific service-mission driven institution. This offers several advantages, which include focused educational experience, cultivation of altruistic culture, channeling student and faculty energy toward societal need, and reducing the temptation of an institution to be all things to all people. The small school environment makes it hard for students to fall through the cracks without someone noticing. Such an environment provides the best context for disadvantaged students who require a more intimate pedagogical approach to succeed. What weights can rankings possibly place on an institution's effort to serve and meet the needs of the underserved populations?

Accreditation, on the other hand, offers a better promise in addressing institutional complexity and in focusing attention to quality matters. However, accreditation must continue to evolve from prescribing the minimum standards for compliance to putting greater emphasis on institutional adopted agenda for improvement. By focusing on an agenda for improvement, it is possible to identify a set of universal principles that can be adopted by all institutions, irrespective of mission, size, location, and wealth. The ten principles identified in this paper can serve as the foundation for structuring the work of the Association for the Global Advancement of Universities and Colleges in its quest for a global accreditation system.

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The Impact of International Accreditation and Rankings on the Transformation of Higher Education System in RF

Sergey Zapryagaev¹

Abstract: The problem of quality of modern higher education is the subject of research in the public academic and administrative environments. Accreditation and rating are considered as the tools to assess national systems of higher education. In this case, the rating associated usually with superlative characteristic, but the accreditation meets only the minimum requirements. In this paper the impact of these tools discusses on the example of Russian universities. The conclusion of the work is the assertion of the need to develop a new form of quality accreditation in the form of international accreditation. International accreditation allows universities to achieve superlative quality based on a set of estimated parameters, as opposed to an integrated, faceless rankings parameter.

Keywords: quality assurance; educational institution; performance

1. Introduction

Traditionally, the national systems of higher education have their own procedures and criteria for licensing and accreditation of educational activities. Typically, these criteria reflect the accumulated

licensing and accreditation of educational activities. Typically, these criteria reflect the accumulated traditions in higher education (HE). These criteria reflect the national view to the conceptual tools and technologies implementing the necessary procedures. At the same time, there are the education systems, that only recently were addressed to the licensing and other methods of assessing of the educational institution performance. The processes of globalization have led to the emergence of the new mechanisms to get right the educational activities and to the assess quality of educational process. Determination of funding priorities have an incentive process for certain areas of education on the base of external value.

Various forms of accreditation and rating have become as real prioritization process in many countries. These processes determine the new forms of activity in universities. Universities are investing financial resources to ensure work in these areas. These financial resources do not support the educational process or the research directly. The problem of the finance optimization must be solved to ensure all aspects of activity are supported. Typically, the university is not able to cover fully all the costs due to the absence of adequate financial resources. Finding a balance is based on the understanding of the role and the cost of accreditation or rating. Obviously, the burden of these

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activities falls, primarily at consumers of education, universities, and to a lesser extent at the state. In this regard, the universities have, obviously, a question about the effectiveness inside these areas.

As a rule, accreditation is carried out by independent public institutions in the world. However, in some countries, accreditation is highly regulated by the state. In most countries, along with independent institutions for accreditation there are the state institutions for licensing and accreditation (and institution can't refuse from it). The independent institutions have the professional, social, vocational and other forms of social organization. These institutions offer additional services for the evaluation of the results of operations or rank universities on the basis of some of the declared (or not declared) procedures. The use of these additional forms of external assessment is the subject of discussion in the academic environment for modern universities.

2. Quality in Higher Education

A number of factors determine the attractiveness of higher education programs in the market conditions. The attractiveness of the program provides effective involvement of the learner. Universities are fighting for the student body in the face of international (or internal) competition. Presentation of the significant characteristics for them is one of the ways to attract the attention of students and other stakeholders. These characteristics must be understood at the household level. These characteristics include: the quality of education, the possibility of acquiring an internationally recognized qualification, the prospect of career and professional growth within the areas of education, institutional university status, safety, etc. The most significant characteristic (by statistics) is considered the least measurable factor - the quality of education. Although the concept of "quality education" is commonly used widely, but it is still quite uncertain. The question is, what exactly meant by the term "quality education".

Attempts to somehow define "quality" in education have not led to the emergence of a common understanding. Various options are not satisfied all stakeholders, including the academic. In this case, there is a large number of options based on business models for technology and other methods. For example, some of them can be summarized as follows:

- quality is a compliance;
- quality is the equivalent to the all necessary technical requirements as defined in the working drawings, specifications and other similar documents;
- quality is a characteristic of the buyer; the buyer wants to have a product or service that satisfy his needs during their lifetime and expectations of the corresponding values;
- quality is no discrepancies.

The meaning of the concept of "quality" indirectly relies on the ability to compare with the "sample" or subjective expectations in the above examples. What is the example in higher education? The national institutes of educational management believe that it may be some standards of the educational process and standards of the content and scope of education. Professional societies believe that the quality of education should be confirmed by the demonstration of professional skills. Public organizations are guided by the examples of the "best practices", etc. As a result, there are national traditions and concepts of this category, although there is no universally accepted definition of quality in higher education. These views are different significantly in national systems. However, the general

opinion is that even if we are not able to accurately determine the "quality", we almost always can recognize it intuitively when we "see" it.

It's funny to note that higher education attends to the quality of education especially in the last two, maximum three decades. In this sense, the previous periods of the system of higher education are like outside of suspicions about the possibility of providing low-quality results. What did fuel the interest in the issue of quality? The system of mass higher education is the cause of much of the increased interest in the quality of modern higher education. Indeed, the modern system of higher education displays the rapid growth of the number of students without adequate growth of material, financial, informational, technological and human resource base of higher education. Since 1990, the number of students has increased from 70 million to more than 150 million of students. Accordingly, the growth was recorded in Europe from 19 to 34 million. Students in North America are from 15 to more than 22 million. In this two-fold increase of students the growth of infrastructure, human resources, etc. are not observed. Under these conditions, the interest in evaluating the performance of universities inevitably turned to the analysis of the quality of HE and the results achieved.

Analysis of the quality demanded to have the tools to "measure" and "comparison" of immeasurable concepts. The field for measurement includes about 25,000 institutions of higher education and more than a few millions of educational programs worldwide. As can be seen the number of objects to measure are an extremely large. This fact inevitably involves a large number of applicants wishing to conduct assessments and a variety of forms. It is known that the European approach to quality assurance is based on the principle that quality is the responsibility of the University. (Zapryagaev, & Karavaeva, 2014) Consequently, the university itself should provide the forms for the submission of evidence of quality education and achieve competitive advantages in the country or in the world educational market. The modern ways to achieve these goals are: the internal quality assurance system, various forms of accreditation and licensing, participation in the rating, and other non-standard forms of external evaluation in the form of the formation of professional associations or other unions.

In the RF, the overall structure of the forces that affect to the quality can be demonstrated by the diagram (figure 1). The university is the central unit in the quality assurance system. University creates own internal quality assurance system. The University determines, designs and supports the operation of such a system. The samples of business or examples of other universities are common examples for a particular university. The choice of model or design is based mainly on the intuition of university management. As a result, the spectrum of a particular implementation is quite wide, and is not universal. ISO system gives some universal format. However, in all cases, the internal quality assurance system has a chance to meet internal rejection in an academic environment due to the growth of bureaucracy. The reason for academic rejection is based in inherent contradiction between the creative nature of educational activities and a simplified (or refined) template for its evaluation.

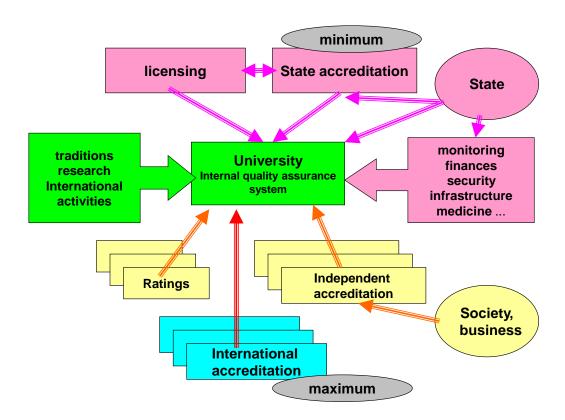


Figure 1. The structure of the forces that affect to the quality in RF University.

As can be seen from pic.1 the state defines certain minimum standards to be eligible to organize and conduct educational activities in the field of higher education (licensing). The check of minimum standards compliance is the accreditation. Frequency of accreditation in Russia is generally once in five years. However, such model of state quality check was found as insufficient. The qualifications that are acquired in different universities is significantly different in the same programs and in the same state requirements. This fact has led to the division of Russian universities into the some groups. On a competitive basis the group of "leading universities" has been allocated. Leading universities have the right to issue their own diploma sample. The remaining universities should issue diplomas of prescribed form. In prior years the form of uniform state diploma was used in HE system, regardless of the university. Thus, the state provided consumer the information about the quality of education on the basis of inner state ranking.

In the recent years the RF has introduced an additional annual collection of data on the activities of the universities. This process is called "monitoring". Data collection aims to improve state regulation in higher education. Data collection allows to include university in a group of 'effective' or 'ineffective'. University or program of effective group have no claims from the state. University of inefficient group to be closed or reformed. As a result, dozens of universities and branches were merged or reformed in the higher education system of the Russian Federation during 2012- 2014 years. This annual monitoring significantly added the organizational work within universities and indirectly affected to the quality of education and to the requirements of the state accreditation. However, traditionally, the state accreditation is regarded as minimum set of announced requirements to the educational program.

In addition to direct control of the universities by the Ministry of Education, there is an additional control and influencing to the quality of educational services and the implementation of legislation from many inspection agencies. It is financial authorities and authorities for control of infrastructure, security, internal ecology, etc. (figure 1). In short, the whole spectrum of University activities has entangled by structures indirectly related to the maintenance of the different sides and definitions of quality. Of course, the interaction with all of these organizations distracts to significant financial and intellectual resources of the university from education and research. Finding a balance between the financial costs of the university among the all parties of its direct and indirect activities - is an art of management. The balance of the costs between accreditation and ranking is one of the necessary conditions for determining the strategic using of financial resources to maintain the quality.

3. Traditional Accreditation

It is obvious that the university is interested in ensuring positive indicators for "dimension" to compare the quality of academic programs and institutional activities. Indicators must to demonstrate competitiveness of university. The university, the state, society, professional community, business, initiative groups all of them are the actors that involved in the generation of indicators and "comparison". Accreditation (in all its forms) is a concrete manifestation of the stated methodology. The meaning of the accreditation is to provide confidence in the institution or in the program as a result of expert research and publicly to declare of their reliability. The purposes and functions of accreditation are:

- confirmation of compliance with the announced criteria;
- assistance to stakeholders;
- ensuring conditions for investment;
- protection from external pressure;
- definition of the objectives for development;
- quality assurance;
- ensuring trust.

Forms of accreditation (state or independent, program or institutional) are defined at the national level. In Russia legally recognized only state program accreditation. This accreditation is based on a comparison of the activities of the educational program with document the "federal standard" by name (figure 2). The RF law provides the organization other types of accreditation too (the professional-public and the public), but their legal status is not defined (Zapryagaev & Karavaeva, 2014).

The accreditation can allow to the Russian university:

- to strengthen the reputation and attractiveness of the program;
- to attract the attention of the employer to the program that helps address the problem of employment of graduates of the program;
- to expand opportunities for mobility of students and faculty;
- ensure effective acquaintance with samples of best practice in all components of the program
- provide a competitive advantage when taking;
- to attract sponsorship funds to achieve the targets of work;
- to serve as a basis for the protection of the program in the implementation of inter-disciplinary or "non-core" programs;

• to ensure programs of universities, having the right to form independent (outside State Federal Standards) and non-state accreditation of programs (for group of leading universities of RF).

However, in practice the state accreditation of RF can't provide a competitive advantage in the global market of educational services. As a rule, in other countries, national systems do not have the task of ensuring global competitive advantage too. In this regard, a number of countries are resorting to professional and international forms of external evaluation. Other forms of assessment are designed to solve this problem in RF also. For example, non-governmental public institution or professional community can do it. They can be implemented in the RF, but the process does not develop.

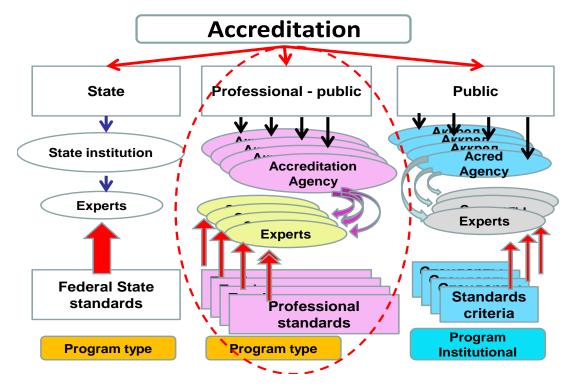


Figure 2. The types of accreditation in the Russian Federation

What does prevent the formation of the Institute of professional-public or public accreditation in RF? According to the law the state program accreditation is mandatory for universities in Russia. There are no state institutional accreditations in the RF. Institutional accreditation is only possible within the framework of mythical public accreditation. All educational programs (except new ones) are accredited but diplomas and skills of graduates are different. The reason of distinction is the minimum of requirements in traditional accreditation. Professional accreditation is an additional form to support universities in quality assurance. However, the professional association of employers are not very interested in expanding its influence in the higher education system, as it is the additional costs for them.

The reasons for which the effective forms of independent accreditation in Russia are absent may be these:

- lack of financial resources at the university;
- a high level of internal evaluation of institution reputation;
- the potential inability to meet the criteria, based on informal assessments of independent experts or international organizations;

- lack of legislative definition of the status of an independent accreditation;
- internationalization and professionalization of criteria for public accreditation;
- high load faculty teaching and research;
- low motivation of academics in the performance of additional procedures related to the selfevaluation program

Apparent threat to the development of professional and public accreditation in Russia can be the fact that the creation of public accreditation initiated "from above" (state), without the clear initiatives "from below" (academic). As a result, it becomes possible occurrence of such business structures, which have the task just to earn by "sale" of a beautiful certificate of accreditation, without the involvement of peer review.

It is known that traditional view to accreditation process is as minimum set of requirements to obtain a certificate. It is clear that the minimum requirements are not consistent with the objective to achieve superlative, that is to achieve the highest quality. On the other hand it is clear that the accrediting agency will not raise the plank for not to lose the customer. In this sense, the presence of a large number of accrediting organizations raises the question of the reliability of these bodies themselves to determine the degree of quality. As a result, in Europe and Asia have formed a network of accrediting agencies working on internationally agreed rules. For example, INQAAHE, CEE Network, ENQA, APQN, EAQAN. Networks bring together national and a small number of independent accrediting agencies of various countries on the basis of agreed principles of quality assessment and quality culture. They formed a network as a tool interstate understanding of the principles of quality assurance. Russia's participation in these networks is not legally defined.

In recent years, the quality assessment model has become popular based on the principles of international accreditation. Such model includes the analysis and evaluation in integrated criteria. These criteria are based on the best practices of national quality assurance systems. For example, by Association of Classical Universities of Russia together with GAUC were developed 14 standards with approximately 250 criteria (Zapryagaev & Karavaeva 2013). From the combination of executed criteria the university can get few (four) levels of accreditation from the base one (minimum) to excellent. These standards and criteria were used in the pilot accreditation process in the top ten universities in Russia. The overall structure of the criteria was combined on samples of the best global practices. For examination were attracted foreign and Russian experts to assess the degree of fulfillment of the criteria in the standards.

It turned out that the implementation of the international requirements set forth to achieve superlative problematic enough, just because of habits to national requirements. But the inner conviction about the high quality of education in these institutions were presented initially. They did not doubt that they can to comply to highest level criteria, but were only at a basic level after expert assessment.

The main achievement of the said pilot project on international accreditation was that universities saw a real opportunity to achieve results of highest level accreditation at the international level. International accreditation displays that this type of accreditation can replace the "stigma" of minimum requirements for accreditation procedures to maximum quality label.

4. Ratings

Participation in the rating there is another modern way to carry out an analysis of universities and academic programs. Ratings developed a technology that is based on the derivation of an integral

evaluation of the university or program. The technology is widely used as easy perception and captured the imagination of many different stakeholders. As stakeholders have become the consumers from state governance structures and ending not professionally trained customers. The magic of one digit shifted the real analysis to the second place. The set of structures was created to calculate the ratings. The most famous rating institutions were critically examined in the framework of the European Association of Universities (Rauhvargers, 2011). The group of institutions that were examined by EUA is:

- 1. Shanghai Academic Ranking of World Universities (ARWU). Shanghai Ranking Consultancy, China;
- 2. Times Higher Education World University Ranking, Times Higher Education;
- 1. In cooperation with Quacquarelli Symonds until 2009;
- 2. In cooperation with Thomson Reuters as of 2010;
- 3. World Best University Ranking- US News& World Report in cooperation with Quacquarelli Symonds, US;
- 4. Global Universities Ranking Reitor, Russia;
- 5. EU University-Based Research Assessment AUBR Working Group, European Commission;
- 6. Leiden Ranking Leiden University, The Netherlands;
- 7. Performance Ranking of Scientific Papers for World Universities Higher Education Accreditation and Evaluation Council;
- 8. CHE University Ranking Center for Higher Education Development/ die Zeit, Germany;
- 9. CHE Excellence Ranking -Center for Higher Education Development/ die Zeit, Germany;
- 10. U-Map classification CHEPS, University of Twente, The Netherands;
- 11. U-Maltirank ranking EU funded project;
- 12. Assessment of Higher Education Learning Outcomes (AHELO) Organization for Economic Cooperation and Development (OECD);
- 13. Webometrics Ranking of World Universities Cybermetrics lab, Spain.

The EUA European study and numerous subsequent publications have demonstrated clearly the main obvious problems of global rankings. Nevertheless, the process encompasses a growing number of participants. A large number of rating agencies demonstrates the lack of a common view on the outcome of ratings. In addition, the increase in the number of agencies reflect the market process to satisfy heterogeneous tasks to a wide range of consumers. By definition, it is considered that the ratings could

• provide "independent information" about the parameters of quality, effectiveness research and performance of higher education;

- be an indicator of a country's competitiveness (e.g. the number of universities in the "major league");
- eliminate the traditional formalization of accreditation procedures and their national "limitation";
- universities should aim at identifying the superlative quality.

Despite the prevalence of ratings and information in various fields of analysis in an academic environment remains the negative view about the results of this technology (as opposed to administrative and management environment). Reasons to reject the ratings were discussed and analyzed many times. Criticism of the technology often indicates the following:

- discrepancy of results for one university that were received by different ratings;
- indirect connection with the educational process;
- ambiguity of the meaning of rating indicators, leading to a distortion of the processed data set;
- inadequate reflection of the existing diversity of the modern university
- combination of diverse indicators in a one value;
- adjustment of universities under the unified frame;
- subjective nature of selection criteria and methodology for determining the weighting coefficients in the formula for calculating the rating value.

However, despite the explicit interpretation problems rating indicators thousands of universities are involved in the process of preparing the data for the various global rankings. Universities support this process by using the financial, material and intellectual resources not directly related to the educational and research activities. Universities of Russia did not remain aloof from this exciting process. However, they got not expected result,. Although it is known that RF is one of the world leaders on the expenditure on higher education. For these purposes, the RF spends 1.8% of GDP (1.2% at the expense of public funds, and 0.6% by private funds). Above this only the US - 2.6% (1% at the expense of public funds, and 1.6% - at the expense of private investment), South Korea - 2.6%, Canada 2.4% - and the Scandinavian countries - about 2 %. However, the effectiveness of these RF investments is not displayed in the global rankings. This fact is the obvious irritation for state education authorities. As a result the administrative pressure is growing on universities . Universities forced to respond to this pressure and take active part in the world rankings with no chance for a decent success.

What is exactly the driving force that causes the Russian universities to participate in the global ranking race? It may be noted several reasons for universities to take part in the process of determining the virtual world leader:

- ambitious leadership idea about the internal system of higher education (as a legacy of the Soviet period in government and in the academic staff of universities);
- implicit administrative influence (perception of the education authorities information on the participation of universities in global rankings) and the connection of results with finances;
- The federal task, (that was announced by the Government) to have a few universities in top places in global rating (two three out of 1200!); support on a competitive basis some universities by significant federal funding;
- the decision of promotional tasks of the university in the competitive market of educational services, providing PR shares etc.

It is interesting to point out that among these and other reasons it is difficult to find a connection with the characteristics of quality and outcomes of education.

Modesty of results demonstrated by universities of RF in global rankings are not directly linked to the assessment of the quality of higher education. Really, there are a lot of reasons why Russian universities are not in the top leagues. For example, it is obvious that the global rankings produce the "comparison" of disparate world education systems with the educational system of the RF. Incommensurability is defined as the difference between the structural elements as the functional organization of the educational process. The volumes of financing are not quite comparable (even in average). At the same time universities have equivalent tasks to support infrastructure. In addition, in the RF the education and research are doing in different state institutions. The most universities are separated from academic and research institutions. But even integrated university complexes to Academy of Science also can't reach the necessary place in global rating to be in the "top league". For example, five different ratings showed low international competitiveness of higher education in Russia, including in the field of scientific research.

Also during the last decade low attractiveness of work at the University of Russia revealed for the most active and enterprising citizens and foreign specialists. Rating results indicates poor international representation of Russian publications in the majority of universities and their lack of full access to information databases and library resources. But the lack of fulfillment by university one of the main functions (the generation of new knowledge and the creation of breakthrough technologies) may be is the most important reason. The latter circumstance is directly related to the cross-sectoral deadlocks in the legislation of the RF. Russian laws do not allow you to have, for example, a tight integration of fundamental science education with the programs in public health. This fact distinguishes the structure of the Russian university from the world's leading education leaders. The base of universities for innovation during the Soviet period, was an industry research institutes. These institutions were directly related to the educational process. In the Russian educational system, this relations were broken. For two decades (from 1992 to 2011) the number of research organizations in Russia decreased by almost 20% (to 3682); number of industrial organizations with research and design units - by 18% (280). Quantity design offices decreased by 2.4-fold, the number of design organizations - 13 times (to 38) (Questionnaire, 2013).

On the other hand the costs rose in Russian universities on research sharply in recent years. If in 2008 the costs were 28.8 billion of rub, in 2011 costs was 55.1 billion rub. At this time, the costs of universities for research was almost equal cost for research of Russian Academy of Sciences (RAS). The teaching staff of universities has increased over the period from 2000 to 2011 with 279,000 to 356,000 people. The number of researchers in universities increased from 28 thousand to 53 thousand and became equal to the number of researchers in the RAS. During this period, the number of doctors of science in the universities has increased from 30 thousand to 44 thousand people, and the number of candidates of science - from 13 thousand to 18 thousand. However, innovation and technology transfer are not evolved because the system of sectoral institutions was significantly reduced.

Along with the lack of technology transfer some global ratings demonstrate lack of comparability of financial resources in absolute terms. For example, for comparison, Table 1 shows the spending on research and development of some American and Russian universities.

Table 1.

University	2011	2012
Johns Hopkins U.	\$2,145,000,000	\$2,106,000,000
U. of Michigan at Ann Arbor	\$1,279,000,000	\$1,323,000,000

Stanford U.	\$908,000,000	\$903,000,000
Moscow State U. Lomonosov by name. RF	\$220,000,000	\$350,000.000
Average regional universities of Russia	\$27,000,000	\$30,000,000

This comparison speaks for itself. Low activity in the publication of scientific studies have documented the international structures and this is another severe problem for Russian universities participating in the global rankings.

So according to the rating SIR SCIMAGO, the majority of Russian universities lag far behind the leading foreign universities and institutes of the Russian Academy of Sciences on the number of publications (in English edition). If MSU takes the 105th place in the global list (19520 publications for 2012), the Saint Petersburg State University - 620 th (5481 publication), Novosibirsk State University - 1395-th (2081 publication) (Questionnaire, 2013)

A proportion of Russian highly cited scientists from different departments for comparison are presented in Table 2.

Table 2.

Institution	highly cited
	scientists
All Universities of RF (without of Moscow State	596
Moscow State University. Lomonosov by name	565
RAS	2828
Russian Academy of Medicine Science	65
Other institutions	450

That is all the 1200 Russian universities produce scientific production in the form of publications almost four times less than pure research organizations, although the number of staff is equally. However, the problem of relatively weak activity with publications is directly linked not only with the financing, but also with the organization of the whole complex process of education at the university. In comparison with foreign universities that are demonstrating high results in the rankings, academic load Russian teachers at times more and takes most of the time. At the same time the problem of inadequate wages in higher education is not conducive to scientific and methodical activity of teachers.

For reference, the average salary in 2013 was in Moscow, about 54 thousand rubles a month (about \$ 1,500). For scientists it was one-third lower - only 36 thousand. rub (\$ 1,000). The school teachers (58 thousand rub.), doctors (57 thousand rub), teachers of secondary technical schools (47 thousand. Rubles), university professors (43 thousand rub). In regions of RF, the average salary in 2013 was about 25 thousand rub (\$ 900). While in accordance with international wage level researchers that is in 1.5-2 times higher than average. Without this, it is considered impossible to return the prestige of research work and to attract talented young people. Table 3 shows the comparison of salaries by category in universities in the US and Russia (this estimates are not official data for RF) according to the average salary of 2013-2014 (per year) (Questionnaire, 2013).

Table 3.

Academic rank	Doctoral U.	Master's U	Moscow U.	RF U. (region)
Professor	\$138,472	\$99,933	\$19,636	\$10,909
Associate professor	\$90,447	\$74,647	\$14,545	\$7,960
Assistant professor	\$78,797	\$63,655	\$11,320	\$6,200
Instructor	\$52,237	\$48,069	\$7,100	\$3,640

It is known that the competitiveness of higher education can be confirmed by the number of foreign students who come to the country for higher education. Table 4 shows the countries with the highest number of foreign students in comparison with Russia (Questionnaire, 2013).

Table 4

Country	2011 total international	2011 total international	Top places of origin
	students	students	
US	746,495	819,644	China, India,S.Korea
Britain	480,755	488,380	China, India, US
China	292,611	328,330	S.Korea, US, Japan
France	284,945	289,274	Moroco, China, Algeria
Germany	252,032	265,292	Turkey,China, RF
Australia	242,351	245,531	China, Malaysia,India
Canada	193,647	214,955	China, S.Korea, India
Japan	138,075	137,756	China, S.Korea, Taiwan
RF	108,700	118,700	CIS, China, India

Table 5 shows some of the leading Russian universities with the largest number of foreign students in full-time education in the 2008/2009 -2010 / 2011's. (Questionnaire, 2013)

Table 5.

	Years		
University	2008-09	2009-10	2010-11
1. Peoples' Friendship University of Russia	5353	5324	8221
2. Moscow State University. Lomonosov by name	5776	4187	3512
3. Saint Petersburg State University	3751	3626	3431
4. Saint Petersburg State Polytechnical University	2402	2254	2297
5. Moscow Medical Academy. I.M. Sechenov by name	2335	2123	2216
6. State Institute of Russian Language. A.S. Pushkin by name	3708	2349	2001
8. Smolensk State Medical Academy	1227	1345	1391
9. Russian State Medical University	1042	1187	1286
10. Moscow Aviation Institute (Technical University)	945	973	1277

Although formal indicators on number foreign students to the Russian Federation look relatively favorable structure of students but their sources of funding almost inverted in relation to the leaders. In terms of the number of students, interns, graduate students, doctoral students, etc. full-time students in the 2010/2011 academic year in RF were the following leaders Kazakhstan (16,616 people.), China (16,486 people.), Turkmenistan (5297 pers.), Ukraine (4919 pers.), India (4515 pers.), Belarus (4229 people.), Azerbaijan (4166 pers.), Vietnam (3628 pers.), Tajikistan (3556 pers.), (Uzbekistan (3466 pers.)). Earlier (in 2005 / 2006-2009 / 2010), countries with the highest number of students to daytime divisions of Russian universities were invariably China, Kazakhstan and India. It is interesting that none of the universities in Table 5 is not represented in the world top league of universities.

The above examples of some statistics indicate that the information on the integral rating of university is not enough characteristic to determine the quality of the processes. The national interpretation of rating is usually different from the international interpretation of the values in global rankings. The above examples demonstrate that RF universities participate in the process in which the comparison of

disparate systems is made. Thus, the need to participate in the global rankings, even forgetting that they do not indicate the direction of excellence is the subject of debate.

5. Conclusions

Analysis of the impact of the procedures external evaluation of universities demonstrates the superiority of accreditation procedures in the processes of structural and substantial transformations of the modern university in comparison with rating. Accreditation is the process to determine the differential evaluation of the university on the entire range of its activities and to establish development strategy to achieve excellence.

Widespread using rating, which is already covered a wide range of institutions is nothing more than a business project. This business project arises naturally in market conditions. Association of rating as the business activity is more true than to the tool of analysis. The base for such conclusion is the wide occurrence of subsidiaries institutions linked to the rating procedures. Among such institutions are most clearly manifested numerous false structures that produce at reasonable cost "scientific" publications in international "journals" in all areas of research. In addition there are a large number of proposals for international scientific conferences, and again in all scientific fields. Pay the fee and you will be provided with publication. Not without political manifestations too. For example, in many cases the European scientific journals reject submissions without review scientific articles.

Financial analysis shows that the costs that must be held with the participation of the university in the global rankings are not adequate to the tasks of universities that support mass higher education. Meaningful participation in the process, for various reasons can be justified only for the universities of "top league." That can be estimated in about 100 institutions around the world (is less than 0.4% of their numbers 25,000). Of course in the presence of nearly 200 countries in the world, the leading world states want to prove their worth via the presence of representatives of their higher education institutions in "top league." But at the same time, they must have an adequate system of financial, infrastructure, information and human conditions to assess the opportunity to participate in this business game. Regarding the use of global ratings at the national level, it looks more like the desire for self-satisfaction management at various levels and has nothing to do with the concept of quality. In some cases, ratings serve as a "safety cushion" for the administrator to make the decision on the allocation of financial resources. However, unambiguous and serious conclusion (decision) that taken on the basis of rating indicators can be seen only in the nonprofessional environment.

In conclusion, can be made the conclusion that there is no direct need for all universities of Russia to spend time and resources on rating processes to see that the university is related to a group of 700+ or 1200+ etc. At the same time with no real indicators that point to areas of improvement to achieve excellence. The more that 200-300 (or even more) neighbors have microscopic difference in the third or fourth sign. What conclusion can be drawn from the value obtained is not clear for university management, and for "spectator". There is a feeling that, in general, universities act as backup dancers in ballet. Which universities are satisfied with such a wonderful role - is difficult to answer. However, the growth of administrative requirements in relation to teachers as a source of primary data to gather information while participating in the ranking of really turns into a source of increasing tension in the academic environment.

Often the rating is declared as an attempt to fix the shortcomings of traditional accreditation in connection with the statement that accreditation is only the satisfaction of a minimum set of criteria

that does not specify the pursuit of superlatives. This simplified representation of accreditation entirely can be corrected by professional or international accreditation. Multi-level international accreditation is the adequate development of modern forms and procedures for evaluating the quality and "confidence" of stakeholders to the complex aspects of the activities of the university.

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Integration of Russian Higher Education System in EHEA. Problems and Achievements

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Abstract: The paper presents an analysis of the implementation of the guidelines of the Bologna process in the Russian Federation. The estimations that are submitted in relevant national reports, as well as the degree of achievement of target indicators in the relevant areas of the program of development of education in Russia are discussed. The article presents the data to trace the dynamics of the participation of Russian universities in the Bologna process and evaluate the results. For some major areas the key problems are identified that are hindering the implementation of tools of the Bologna process in RF. Outlined the steps for Russian Federation and European countries to implement of the Bologna Declaration and subsequent communiqués

Keywords: Bologna process; credit transfer system; Diploma Supplement

1. Introduction

The interaction of national higher education systems (HES) and comparable qualifications are discussed in Europe since the mid 80's. As a result, in 1997 Lisbon Convention was ratified on the joint recognition of academic qualifications. In 1998 the Sorbonne Declaration was signed on the establishment of a common higher education system. Finally, in 1999, 29 countries signed Bologna Declaration for European Higher Education Area (EHEA). Later, the Bologna process has captured a growing number of countries because the EHEA principles were relevant to the needs of education in many countries. Russia joined officially to this process in 2003.

Impetus to the development process of building EHEA were successive meetings of HES ministers since the Prague Summit in 2001, and later in Berlin 2003, Bergen 2005 London 2007, Leuven 2009, Budapest/Viena 2010 Bucharest in 2012 and 2015 in Yerevan. But, if in Europe special programs were developed to promote European higher education in order to increase its attractiveness and competitiveness in the global space in Russian Federation (RF) the situation was somewhat different. The RF does not participate in many European programs. Russia is not a member of the European Economic Community. However, in Russia the gradual adaptation of basic EHEA principles to the Russian higher education system occurs. Formally, the RF Law "On Education" in 1992, opened possibility to implement a two-level training programs and to support the international cooperation.

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In 2005, an experiment was initiated for introduction of the credit system, which culminated by the adoption of Federal State Educational Standards (FSES). Since 2006, the development started of a national qualifications frameworks and a package of national standards based on competence. FSES were developed consistently to the standards of the next generation, taking into account the principles of EHEA. New Law on Education of the Russian Federation in 2012 has set new challenges for the implementation of EHEA in Russia. It should be noted that the process of integration of the Russian Federation in the EHEA is held in an atmosphere of ever-changing legislation, which negatively affected the results. In fact, the implementation of the EHEA principles is not done systematically in Russia. For example, in RF were developed and implemented certain international cooperative programs, partially implemented modular educational programs, were produced some systems of quality assurance, but the activity in EU international consortia, conferences and seminars is low. No coordination in implementation of EHEA processes in total.

2. EHEA in Russia

In the early stages of implementing the EHEA principles in Russia were accepted that the key provisions are:

- 1. system of comparable degrees, the Diploma Supplement, the international competitiveness of the higher education system of the Russian Federation;
- 2. two-level education (undergraduate and graduate);
- 3. European credit transfer system (ECTS) to support large-scale student mobility and lifelong learning;
- 4. mobility of students, teachers and other personnel, the standards of transnational education;
- 5. promotion of the European dimensions in higher education, particularly with regards to curricular development, inter-institutional co-operation, integrated programmes of study, training and research.

As a result RF has made some structural changes for these key areas in the higher education system:

- the two-cycle (now three-cycle) degree system is being implemented on a large scale;
- the number of students has grown in the cycle system of education;
- structural reforms have taken place in the management of leading universities;
- Russian universities were involved in the global processes of educational programs accreditation and institutional ratings;
- the role of external and internal evaluation of the institution activity were increased;
- internal quality assurance system was appeared;
- content of higher education was modernized for economic and social areas of training;
- the structure of the curriculum have been upgraded

However, together with the achievements some problems appeared, among them are:

• the lack of implementation of the Lisbon Convention. Russia ratified this convention, but Convention does not work at the state legislative level;

- Diploma Supplement provides a small number of universities only on the base of student requests and with payment;
- only a small number of students have a clear understanding of the credit system. A large number of students do not see the connection between the credit system and the choice of individual trajectory of training and participation in mobility programs;
- the ECTS system, which is designed to promote the development of academic mobility in Russia in fact unknown and no implemented;
- most students are not aware about the academic mobility programs;
- the majority of students believe that the role of student organizations in the management of the university is negligible

In general, the complexity of integration into the European educational space is associated with structure and content of the educational process; with the need for professional development of teachers and building relations with the labor market in accordance with the objectives of education; with the necessity of reforming the system of governance in higher education institutions for the development and implementation of institutional internationalization strategies; with the need to preserve basic traditions of RF universities.

In European practice of EHEA formation the reforms are measured by a set of indicators. Such evaluation indicators of progress in a particular country are represented in the national reports of the Bologna Process (Reports 2005-2009)

For the period from 2005 to 2009 Russian Federation presented three national reports on its activities to integrate into European education (2005, 2007, 2009). For several reasons, the national 2012 report has not been submitted by the Russian Federation. Although indicators of progress were varied from year to year, some indicators give the dynamics of the EHEA formation in Russia from an early stage. Pic. 1 displays the appraisal of Russia (at five point scale) in 10 key indicators for the period from 2005 to 2009 (Nikolaev & Suslova, 2010). It should be noted that in preparing the 2009 report the survey was based on the analysis of not more than ten public universities of the RF. Therefore, the accuracy of the results should be interpreted taking into account this small number of samples. For reference, the total number of higher education institutions in the Russian Federation in this period was about 1200, half of which were state.

To the set of indicators of 2009 report were included: a two-cycle training, the access to the second cycle, the national framework of qualifications, an external quality assurance system, student participation in quality assurance, an international activities to ensure the quality, the Diploma Supplement, implementation of the Lisbon Convention on the recognition of qualifications, ECTS, and recognition of previous periods of study.

The evaluation results of the Russian Federation and the average score for the 46 participating countries are shown at pic. 1 (Nikolaev & Suslova, 2010)

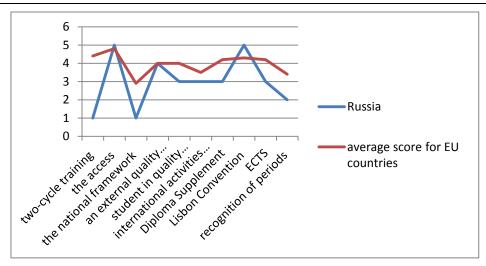


Figure 1. Results of Russia in 2009 compared to the average estimate of other European countries.

The dynamics of changing the indicators from 2005 to 2009 is shown at pic. 2. (Nikolaev & Suslova, 2010)

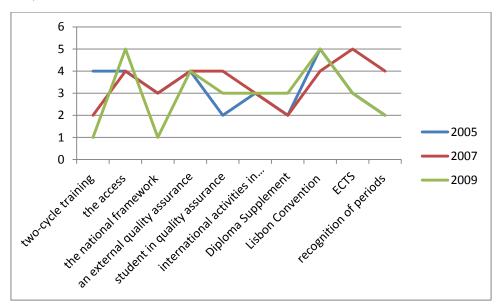


Figure 2. Indicators of RF during 2005-2009

During the preparation of the 2015 national report, the Ministry of Education and Research of RF, together with Association of Classical Universities of Russia (ACUR) conducted a special survey for more than 200 universities, which significantly improves the accuracy and representativeness of new results. These materials were prepared based on the forms provided in April 2014 by the Secretariat of Monitoring Group of the Bologna Process (BFUG). These forms has 7 profiles on the following topics: the degree and qualification; quality assurance; social dimension; tuition, support and the right to transfer funds; employment and transition to the labor market; continuing education (lifelong learning); internationalization and mobility. In many respects, these criteria are consistent with previous indicators and allows to set the dynamics and the level of realization criteria in the national systems. Below there are some profiles of comparison.

3. The Cycle Education

At 2011 RF changed the most training programs to Bachelor (4 years) and Master (2 years) degree programs. The proportion of undergraduate and graduate programs until 2010 was not more than 20% in total and on these programs were trained not more than 10% of the total number of students. In 2011 the proportion of undergraduate and graduate programs to total became about 80%. And in 2013 the students enrolled in undergraduate and graduate programs had already reached about 90% of all students that are on training in higher education programs.

2010 2009 2013 2007 2006 2005 73 % 30 % 15 % Bachelor 14 % 12,1 % 11,7 % 15 % 64 % 81,2 % 80 % **Expert** 83,4 % 84,6 % 12 % 6 % 5 % Master 4,8 % 4,5 % 3,7 %

Table 1. Percentage of educational programs by level of HE

Distribution of the number of students by level of education is presented in Table. 2

	% 2013	2010	2009	2007	2006	2005
Bachelor	90 %	30 %	20 %	7,3 %	6,7 %	7 %
Expert	6 %	67 %	78 %	92,2 %	92,6 %	92,4 %
Master	4 %	3 %	2 %	0,5 %	0,7 %	0,6 %

Table 2. Percentage of students by level of HE

Development programs and special federal programs are the national guidelines for industries in the Russian Federation. In these documents the target structure of students defined as the proportion of institutions of higher education, implementing undergraduate and graduate programs. Previously were established the following targets for that data: 2006 - 10%, 2007 - 10%, 2008 - 15%, 2009 - 20% and 2010 - 40 percent. Thus, the degree of advancement of the RF to introduce a two cycle education system is evaluated within the RF and within the EHEA by criteria that are using disparate indicators. Naturally, this is manifested in the distortion of the interpretation of the data for comparison.

As another problematic issue of integrating Russia into the EHEA have a question about the period of training on educational programs. Prior to the new law the period of training on the higher education programs must be fixed (Bachelor - 4 years, Master - 2 years). This situation has created real difficulties in the implementation of programs of the two diplomas with European universities, in which periods of training program are not fixed

4. Accessibility to the Next Cycles of Higher Education: Bachelor - Master - PhD

The meaning of this indicator is to identify and overcome the so-called dead-end educational trajectories. The initial stage of integration of the Russian Federation revealed the set of problems with the accessibility to the next cycle of higher education on the basis of the then legislation on education. However, subsequent modernization of domestic legislation in the field of education has led to the fact that the modern system of education in Russia does not contain a "dead-end routes." Student can on a competitive basis get place financed from the federal budget, to another cycle consistently , including the third level - up to PhD.

The full transition to two-cycle model of higher education was carried out in Russia in 2011, but left unresolved the question of granting the status of post-graduate programs as the third cycle of higher

education. However, the new Federal Law "On Education in the RF" in 2012 transferred the training in graduate programs to the category of "third cycle of higher education." But the question is how the third cycle degree (or qualification) of RF will be recognized as equivalent to PhD in the world. It is clear that necessary to define a number of rules relating to the system of academic degrees and titles in the Russian Federation and the procedures for their preparation. Thus, for full integration into the EHEA in the implementation of the three-cycle model of higher education in Russia is necessary to harmonize the Russian programs of graduate and PhD. This problem was not executed at present .

5. Implementation of the National Framework (Structure) Qualifications

Currently, the Russian Federation has the process of developing professional standards and the formation of the National Qualifications Framework. National Classification of specialties for Education needs to be updated with the new version of ISCED (ISCED -International Standard Classification of Education), ISCED 2011 to the classification of levels of education and types of educational programs and ISCED-O 2013 in the classification of fields of study and subject fields.

An important task of creating a new system of codes for the Russian Federation is the account for different types of educational programs (academic and professional programs), in line with the principles of ISCED coding

In this direction, the work is very difficult. Russian Ministry of Education did not yet approved the standards of professional education, related to learning outcomes. Russian Union of Industrialists and Entrepreneurs is trying to coordinate the establishment of professional standards by employers, often is encountering a lack of understanding of the importance of this work on the part of employers.

With little results RF is working to establish regional centers of professional certification for the organization of external independent evaluation of the quality of vocational education. It is clear that such an assessment is possible only on the basis of certification of graduates together with employers in the region. However, in this area there is no real progress.

6. Development of the External Quality Assurance System

Quality assurance is a key priority of the Bologna Process. Quality assurance is the basis for the recognition of diplomas and qualifications, mobility and inter-institutional cooperation, confidence to Russian higher education in general.

Russia has a state control over the quality of educational programs (state accreditation). The basis of control are state educational standards, which are approved by the Ministry of Education. Standards based on competences and a credit system (the Russian equivalent of a system of credits ECTS), have been introduced in Russia in 2011 году. These standards gave the opportunity to convergence the Russian programs with the programs of European universities, but have not decided emerging conflicts.

State accreditation of educational activities and the federal government control the quality of education are mandatory for all educational institutions every 6 years. The procedure of external quality assessment typically includes teaching and research, student support services, student admission, academic performance of students, the number of dropouts and graduates, employability of graduates, the system of internal evaluation of the quality management. In general, the state university

may get accreditation from independent accreditation agency in Russian, or accreditation of international organizations. During the state accreditation process the students, foreign experts and employers do not participate in any procedures. The state accreditation procedure and the state control are aimed at monitoring compliance with the content and quality of training according with requirements of federal standards.

RF held the substantial upgrading of educational standards for successful interaction with EU currently. Standards began to wear a framework character. Universal competences were introduced for graduates of all programs of the same level, which allowed universities to design modular programs in the understanding of ECTS. Upgraded standards give increased autonomy of universities in the development and implementation of educational programs. Such modernization and increased autonomy of universities have led to the development of forms of independent evaluation of the quality of educational programs. The government announced the desire to develop the professional public accreditation and various forms of monitoring.

The professional-public and the public (non-state) accreditation of educational programs by independent organizations (including foreign institutions) were carried out on a voluntary basis (at the initiative of the universities) as an additional, independent assessment of the quality of education. Professional-public and public accreditation take into account the broader characteristics of the universities such as the system of internal quality assessment and control system, the quality of the program content, the quality of teachers, educational resources, processes of student assessment, the information environment of the University and the interaction with the external environment. The guidelines of independent accreditation agencies are listed on the websites of organizations. Among them are: National Center of Public Accreditation (www.ncpa.ru); Agency for Quality Control and Career Development (www.akkork.ru); Association for Engineering Education of Russia (www.aeer.ru); Association of Lawyers of Russia (www.alrf.ru); Association of Classical Universities of Russia (www.acur.msu.ru).

The current legislation of the Russian Federation does not consider the requirements of the European standards in the activities of accreditation agencies. Existing in Russia accreditation agencies were established under legislation 1992-2012 gg. taking into account the European (and global) standards that do not fit into the current legislation of the Russian Federation. Applicable laws and regulations governing the procedure of RF for self assessment (or monitoring) at the institutional level are not harmonized with European standards ESG and have no relation to accreditation and, consequently, to the quality assurance in the European sense.

By definition, the Russian universities themselves bear the primary responsibility for the quality of education. But in the current regulations there are no formal requirements for internal and external quality assurance system in accordance with European standards (ESG). State accreditation procedure in fact duplicates the control of state standards, which does not cover many additional aspects in the actual functioning of European quality assurance systems.

Development of forms of independent (non-state) system of quality assessment and accreditation are in their infancy. Current legislation does not encourage the emergence of a variety of institutions and form of accreditation, does not require from the bodies carrying out accreditation (professional-public or public) to be included in the European Register of Quality Assurance Agencies (EQAR), or to be a member of the European Association for Quality Assurance Agencies in Higher Education (ENQA). Also in RF not developed mechanisms for the recognition of judgments of foreign quality assurance agencies that are the members of the European Register of Quality Assurance Agencies (EQAR).

7. The International Participation in Quality Assurance

Since 2003 activity of Russian universities in the organization of joint educational programs and research with foreign universities is growing quite effectively. At present, only 11% of universities have no international agreements.

Now in Russia is trained more than 100 thousand foreign students. More than 40,000 foreign graduate are trained via federal budget of the Russian Federation. RF has the concept of educational services export of the Russian Federation for the period 2011-2020, that is being implemented. The practice of joint educational programs and research develops every year. By 2014, at least 20% of Russian universities have created a joint EU-RF program, but the percentage of students on them is low - less than 1% of the total number of students.

Percentage of universities (among leading universities) with the practice of inviting foreign teachers for reading courses and guest lectures for 2012-2013 was more than 90%. Students of leading universities of the Russian Federation have the practice of learning or internships at foreign universities, the participation in bilateral cooperation with foreign universities, the participation in consortia of multilateral cooperation, like Erasmus program etc.

Overall, however, Russia has no official strategy of internationalization of higher education. At the national level there is no system of normative and methodological support (order, regulations and procedures) academic mobility of students, teachers and staff.

However, at the federal level, a number of indicators of internationalization are defined. In particular, the federal target program of education development for 2011 - 2015 years has the following targets for the international mobility of students: the proportion of students enrolled in the program, which includes the possibility of partial learning in foreign universities, in the overall student number. According program the value of this indicator should change from baseline (end of 2010) in the 3% to 30% at the end of 2015. In addition, in the Federal target program of education development for 2011 - 2015 was determined the mobility index (including international) for teachers: the percentage of teachers who work in higher education institutions participating in intercollegiate cooperation, that have the opportunity to conduct research in other institutions from the total number of university teachers. According the federal program the value of this indicator should change from baseline value 5% (at the end of 2010), to the final value in 52% to the end of 2015. These conditions are not met at present.

In a special decree of the President of the Russian Federation (in 2012) was planned to achieve the following indicators for the internationalization of education to 2020: no less then five Russian universities must be in the first hundred of the world's leading universities in the world according to the global ranking of universities. The same decree is scheduled to reach indicators for the internationalization of science through an increase by 2015 the proportion of publications by Russian researchers in the total number of publications in international scientific journals indexed in the database "Network Science» (WEB of Science) to 2.5 percent.

The distribution of students from leading universities of the Russian Federation for the duration of study abroad in 2012-2013., (as a percentage of total number of students abroad) is presented in Table. 3.

Table 3.

Period of study at a foreign university	The percentage of students enrolled in a foreign university
Up to 1 month	25
From 1 to 3 months	15
From 3 to 6 months	28
From 6 months to a year	22
1 year	5
2 years	3
More than two yearst	2

As can be seen from above data in Russian universities are dominated the short-term academic mobility

By 2014, in RF a slight increase has been noted in the number of teachers involved in academic mobility. This number reaches 10-25% in the leading universities of Russia of the total number of teachers in these universities. The number of invited foreign lecturers and researchers increased - up to 10-100 people per year, which is associated with indicators of the international rankings to obtain a considerable percentage of foreign teachers for higher scores.

Now 97% joint educational programs of the leading universities of the Russian Federation are carried out according to the agreed programs; 90% of joint programs have the modules structure in the framework of mobility; 80% of programs have the adopting criteria for assessing student achievement during the mobility periods. But only half of the programs creates a joint system of quality control and quality monitoring system. In this case, only two types of last programs can be attributed to the joint educational programs with foreign universities on the basis of EHEA.

8. The European Diploma Supplement

Currently, about 10% of Russian universities issue the European Diploma Supplement. With rare exceptions, the application shall be issued only at the request of the graduate and for a fee. This is due to the fact that this indicator at the federal level is not regulated. In 2006 and 2007, European Diploma Supplement received annually about 31,000 graduates (about 2% of the total number of graduates). But starting in 2008 sharply reduced the number of graduates who receive the Diploma Supplement in public universities.

At the same time, at the first stage of Bologna process in RF was observed value of this criteria greater than value announced by the Federal program of development. 2007 year was considered as the start of issuing the Diploma Supplement and this year it was planned to 0% of institutions issuing application. But by 2009, this value must be 5%, and by 2010 - 15 %. Thus these indicators in subsequent phases were not achieved.

As a fact Russia has not yet implemented the principal obligation of the Bologna Process, that offers free issue to all graduates of higher education programs Diploma Supplement in the format developed by the European Commission, the Council of Europe and UNESCO-CEPES (Diploma Supplement).

Russian diploma of higher education has an application, but it has a form that is not Diploma Supplement. The Ministry of Education RF was not regulate this issue, and in 2006 (on the base of special order) gave the right for universities decide the problem of Diploma Supplement by themself.

At present, only a few percent of Russian Universities use practice of issue in fact Diploma Supplement to all graduates, but about 90% of the issued only at the request of students, and for a fee.

In 2011- 2012, according to the ACUR monitoring only 0.7% of the Russian leading universities had issued the Diploma Supplement similar to the European form "automatically" to all graduates of undergraduate and graduate students. Among these universities 43% had issued documents after the individual request of graduates and usually for a fee. In 2014, 2.1% of leading universities had issued similar to the European Diploma Supplement "automatically" to all graduates. Among them 3.1% made it "automatically", but only in a few areas of training, and 89% - at the individual request of graduates and 9.3% - at the request of the graduate and only on few areas of training. In 75% of leading universities Diploma Supplement similar to the European is issued on request (request) graduates and for a fee. The amount of payment is set by university and varies from 2 to 440 euros, the average fee is 60 euros. But many universities are still have difficulties in filling the "European application" to Diploma. Among these difficulties the terminological are about 35%, content difficulties of 22%, 52% is the methodological difficulties, logistical (availability of samples of forms) difficulties are about 57%, and finally financial problems (order forms and production) are 44%.

9. Implementation of the Principles of the Lisbon Recognition Convention

The practice of mutual recognition of diplomas and obtained degrees is based on agreements with several countries, with which Russia has signed agreements on mutual recognition of diplomas, degrees and titles. In addition, in RF there is a list of universities whose diplomas Russia recognized "automatically". The list includes 213 universities from 23 countries. This document includes institutions that were or are members of one of the first 300 positions of world leading rankings at the same time. This list does not include universities of China and the Republic of South Africa, since these the two countries signed agreements directly on the mutual recognition of degrees and academic titles.

More legal problem for Russia higher education is so-called problem of "two diploma" programs. Now in Russia this problem is not resolved, as they have not been solved, and in the majority of countries participating in the Bologna process. One of the obstacles is the lack in the law "On Education in the Russian Federation" and in the regulations such of concepts as "joint educational programs", "double-degree program," "dual degree program (joint degree)."

In addition virtually no implemented principles of ECTS, in 2007, 12% of RF institutions and about 209 branches of universities of the country announced using in the educational process the ECTS for 8% of the educational programs (Table. 4) [1]. However, apparently, these figures are based on the use of terms not exactly. The national report of the Russian Federation in 2009 was indicated that 50-75% of the programs was associated with credits ECTS (and Russia had got 3 points, so the figure), but there seems to have been a mistake.

Table 4. Number of educational programs using the ECTS in 2007

Qualification	Number of implemented educational programs using ECTS		
	State universities Private universities		
Bachelor	319	784	
Expert	1167	198	
Master	140	9	

It should be noted that the federal program of development of education has no target directly associated with the introduction of ECTS. However the program has an indicator such as the proportion of the institutions of higher education, using the credit-modular scheme in the educational process. Certainly, it is not the same, but in the absence of any other federal indicator, comparison was made in this manner. Also, as in the case with the introduction of the Diploma Supplement, for this indicator 2007 was declared as the start year, and for 2007 it was planned to 0% of institutions using the credit-modular scheme. The subsequent growth of this indicator must be increased to 5% in 2008, 15% - in 2009 and 25% in 2010. But system of "credits" that is used in the RF system of "credits" for the calculation of the complexity of educational programs either formally and in practice does not correspond to the European system of accumulation and transfer of credits (ECTS).

The new law "On Education in the Russian Federation" in 2013 gave a definition of credits, but this is the definition of "unsatisfactory" in terms of European ideas, as it does not bind the credit units and learning outcomes. One credit unit for educational programs developed in accordance with RF federal standards is 36 academic hours ("academic hour" equivalent to 45 minutes) or 27 astronomical clock.

The revised federal standard (3+) eliminates the wrong "fork" credits and removed the cyclic structure of the educational program, which created the possibility in principle to design a complete modular programs in the format of ECTS. However, the process is just beginning.

Statistics of the Russian Federation states that since 2011 100% of the institutions (organizations) of higher education use the credit system. However, in any federal law or document of the Government of the Russian Federation has not been defined the concept of "credit unit." This concept is determined only in the federal standards themselves, but they did not have a real definition of credits. Even more so - in any Russian official document has not been formally specified (either before 2011 or after) that the Russian "credit unit" corresponds to (or at least it is analog) to the system of academic credits ECTS.

As a real result of the influence of integration Russia to EHEA the procedures of nostrification Excellence got the new development and improvement. However, the existing procedures for recognition of qualifications do not meet the obligations of Russia arising from the Lisbon Convention (recognition of education should implement those who use these documents to establish compliance the qualification of the graduate academic with professional requirements).

In Russia some leading universities such as Moscow State University Lomonosov by name, St. Petersburg State University, some universities for which are established the category of "federal university" or "national research university", as well as universities that are approved by decree of the President of Russian Federation have the own right to decide about recognition of qualifications obtained abroad in order to continue their education without the recommendation center ENIC / NARIC.

10. Recognition of Prior Learning

With the introduction of the unified state examination, in Russia appeared a national mechanism for the recognition of prior learning. But it is improving the forms and procedures for the recognition of prior learning in formal education only. Mechanisms of recognition for informal education does not exist. Work on their creation begins and it is regarded as an essential condition for learning throughout life. But as the National Qualifications Framework in Russia has not been approved the continuing education (LLL, learning throughout life) is not recognized in the Russian universities as mission of higher education.

11. Conclusion

The process of formation of the European Higher Education Area has taken a long period as in the EU, and in the Russian Federation. Analysis of the status of implementation of EHEA in Russia shows that real integration of Russian higher education system into the EHEA for the period since 2003 has not occurred. The spontaneous solutions of RF didn't lead to the intended results that initially were planed to 2015. However, the interest in integration is maintained in RF higher education system and the international activities of the universities aim to introduce the basic principles of EHEA.

Accordingly, the government level of management of higher education system In RF announces the commitment to the following development priorities of the European Higher Education planned to 2020: social dimension of the process; lifelong learning; employment of graduates; student-centered learning; integration of education, research and innovation; development of academic mobility; scientific support for the process (data collection and processing); ensuring transparency; funding. So the process will continue.

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Developing a Performance Evaluation Model of Trustees Boards in Iranian Universities of Medical Sciences

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Abstract: The critical role of the boards of trustee in the governance of universities clarifies the necessity of evaluating its performance. Despite the importance of such evaluation, evidence demonstrated few studies have been done on the model of board performance evaluation especially in Iran. Aim: This study was aimed to develop a model to evaluate the board performance in Iranian Universities of Medical Sciences. Methodology: The present study was a mix qualitative-quantitative study. The participants were all stakeholders of board performance evaluation. The study, firstly, focused on the world experiences about the models of the board performance evaluation in the universities. Then, this study tried to investigate the current and proposed model of the board performance evaluation in the Iranian Universities of Medical Sciences. Hence, data were collected through interviews, observation and relevant document analysis and analyzed using framework approach. After that, the clustering and rating of the proposed dimensions and indicators of the board performance evaluation was done using the concept mapping method. Finally, the study concentrated on the expert consensus about the initial proposed model of the board performance evaluation. A model was proposed to evaluate the board performance in Iranian Universities of Medical Sciences, which had eight parts and sixty-four indicators proposing for the board performance evaluation. This study helped to develop a valid model to evaluate the board performance evaluation in a special kind of university. Such model can be used to produce useful tool for evaluating the performance of the board.

Keywords: Performance evaluation; Board of trustees; University of Medical Sciences; Indicator; Concept mapping

1. Background

The modern societies have recognized that knowledge is the main source of wealth (Nagaraju & Suresh, 2008) and Connecticut's future depends on the knowledge and skills of their citizens. Therefore, they have tried to move toward the knowledge-based societies. As a result of this movement, the need for knowledge workers in different parts of society has increased (Jamshidi, et all., 2012, pp.789-803). The increasing demand of knowledge worker highlights the role of the

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universities and higher education institutions more than ever before, because these organizations are the leading places for the knowledge acquisition/responsible to be engines of a knowledge-based societies (Mora & Vieira, 2007). Furthermore, the mission of universities in educating, researching and providing professional services (Kezar, 2006, pp. 968-1008) has made them as the main institutions to assist the societies in fulfillment their development programs (Mokhtarian, et all., 2008, pp. 75-111).

The mention important role of universities in the societies and the necessity of suitable responding to the global rapid changes of the university environment (Kelleher, 2006, pp. 1-7; Swansson, et all., 2005), have generated new challenges for these institutions which require new managerial approaches. Moreover, the unique structure of the academic institutions (Birnbaum & Edelson, 1989, pp. 27-29) and increasing demand for being more effectiveness (Kerr & Gade, 1989) put more emphasis on professional management, management development programs, and new forms of organization: new ways to solve new problems.

University governance is a relatively new paradigm, helping to solve institutional management and control problems in this new academic world. It is defined here as "a form of control that aligns the principal and agent to maximize organizational effectiveness (Jones, 2007). Today there is much more attention being paid to the overall university governance in general and to the role of the governing board in particular (Kelleher, 2006, pp.1-7). It is because governing boards play the pivotal role in governance as they help to ensure that management achieves the stated goals and objectives, as well as long-term survival (Langabeer & Galeener, 2008, pp. 5-22). Furthermore, the future of higher education is entrusted with governing boards (Kezar, 2006, pp. 968-1008). The governing board, which is different from executive board (Leblanc, 2004, pp. 436-341), is the most important kind of boards (Carver J, 2006). It was identified as the decision- and policy-making group that sits at the top of an organizational structure. This body possesses the highest organizational authority and is accountable for all organizational activities and outcomes (Nijmeddin, 2007).

The effect of board performance on university effectiveness demonstrates the need of evaluating board performance. Measuring board performance is obviously such a difficult activity (Collier, 2004, pp.12-17), but regarding to its potential benefits it is critical. Assessment of the board performance can help a board to operate more efficiently through recognizing its strength and weakness and proposing required improvement alternatives. This improvement can lead to better university effectiveness (Collier, 2004, pp.12-17; Kiel & Nicholson, 2005, pp. 613-631; Swiecicki, 2011, pp. 24-26; Minichilli, et all., 2007, pp. 609-622).

The way of the board performance evaluation has been examined widely in the literature (Collier, 2004, pp.12-17; Minichilli, et all., 2007, pp. 609-622; Cornforth, 2001, pp. 217-227; Curran & Totten, 2010, pp. 420-422; Deryl & Janine, 2011, pp. 33-56; Dulewicz, et all., 1995, pp.13-17; Dulewicz, et all., 1995, pp.1-19; Duncan & Victor, 2010, pp.293-306; Epstein & Roy, 2004, pp. 1-23; Levrau & Van den Berghe, 2007, pp. 58-85; Minichilli, et all., 2009, 55-74; Morgan, 2010, pp. 89-117; Nadler, 2004, pp. 102-111; Van den Berghe & Levrau, 2004, pp. 461-478; Wan & Ong, 2005, pp. 277-290). Review of this literature illustrated there is now an extensive literature on this issue beyond the higher education sector, but in the universities and academic centers, such evidence is sparse. The second problem with this board literature is that it is descriptive and based on single anecdotes-consultants' advice and limited studies were empirical one. Therefore, more empirical studies are required to answer how to evaluate the university's board performance, especially in Iran context. In response to

this need, the present study attempted to develop a model to evaluate the board performance of universities of medical sciences (UMSs). The specific focus of the study is as follows:

- to identify the current models of the board performance evaluation of UMSs;
- to review the world experiences about the models of the universities' board performance evaluation:
- to identify the current proposed model of the board performance evaluation of UMSs;
- to determine the importance of the proposed indicators of the board performance evaluation of UMSs:
- to validate the proposed mode of the board performance evaluation of UMSs.

2. Methodology

The present study was done through a mix qualitative-quantitative approach. It had three phases as follows:

Phase I: This qualitative phase was designed to cover the first three study objectives. So, firstly, to gather the world experiences about the models, dimensions and indicators of the board performance evaluation in the universities, a comprehensive review was done. The scope of this review was to seek evidences relating to evaluating board performance in the universities as well as healthcare organizations. We considered only empirical studies (till 2011) undertaken in the universities and educational institutions and also different organization of health sector published in English language. Different strategies used to identify relevant studies, including searching of electronic databases, reference scanning of relevant papers, hand-searching of the key journals and consultations with experts. Several key databases using suitable keywords were searched. Finally, a general Internet search using Google and Yahoo search engines was undertaken to find further information from unpublished research studies. The initial search was conducted in December 2011 and was updated in September 2012. To eliminate duplication, results from the different databases were placed into an Endnote software package. Because the literature on the board performance evaluation was mainly discursive and the studies rarely include objective, measurable outcomes commonly used in quantitative research, a narrative approach was used to synthesize the results of the studies. The inputprocess-output framework, that is a comprehensive framework to guide holistic evaluation of board performance, was used to summarize and interpret the study findings. Then, to investigate the current and proposed model of the board performance evaluation in the Iranian Universities of Medical Sciences, data gathering was done through face-to-face semi-structured interviews, observation and relevant document analysis. Participants were all stakeholders of board performance evaluation, which selected using purposeful and snowball sampling. All interviews were conducted by one of the research team (HSS) using an interview topic guide. This topic guide was developed on the basis of the findings from the literature review and the views of experts in the field. The interview topic guide was tested in a pilot interview with two participants. The results of the pilot were then used to construct additional sub-questions that allowed the researcher to obtain more focused information. All interviews were conducted between May and July 2012. They were audio-typed, transcribed verbatim, converted into text and analyzed using framework approach.

Phase II: This quantitative phase was designed to cover the forth study objective. Here, to cluster and rate the proposed dimensions and indicators of the board performance evaluation, the concept mapping method was employed. A sample of 45 participants, whom purposefully selected from all stakeholders of board performance evaluation, was asked to cluster and rate all proposed indicators of the board

performance evaluation in response to two questionnaires. 22 completed questionnaires were returned (Response Rate: 49%). The data were analyzed using multidimensional scaling and clustering analyses. To produce maps, the Concept System 4.0.175 was used. At the final step, the participant consensus was followed using focus group discussion with stakeholders who were interviewed (n=10).

Phase III: This qualitative phase was designed to cover the fifth study objective. To reach the expert consensus about the labels and the importance of the dimensions and indicators of the board performance evaluation as well as the initial proposed model of the board performance evaluation, focus group discussion and nominal group session techniques were used. A sample of 10 participants, whom purposefully selected from all stakeholders of board performance evaluation, was asked to take part in the focus group and give their comments about the names, numbers and importance of proposed domain and indicators of the board performance evaluation. This focus group lasted three hours, was managed by one of the research team (HSS) and audio-typed. At the end of the focus group, the initial proposed model of the board performance evaluation was prepared. The validation of this model was tested through a nominal group session, with a sample of 7 participants, whom purposefully selected from all stakeholders of board performance evaluation. In this nominal group session that took 45 minute time, participants asked to give their opinions to reach a consensus. In this phase, data analyzing was done using SPSS software 16.0.

3. Results

Given the five study objectives, the results have been presented in five sections as follows:

A: The current models of the board performance evaluation of UMSs in the country

The findings demonstrated that despite the importance of the board performance evaluation, there was no comprehensive model to do this evaluation in Iran. The absence of such a model also reported by Kaske et al (Kaskeh & Mohebzadegan, 2011, pp. 165-202). Furthermore, the findings showed that there was limited evidence of evaluation the board performance of universities without any defined model (Kaskeh & Mohebzadegan, 2011, pp. 165-202; Azargash, et all., 2008, pp. 1-20; Damari, et all., 2013, pp. 36-41; Heydariabdi, 2000; Sajadi, et all., 2014, pp. 235–241). These evaluations mostly were done as a cross-sectional study and had not been as a formal process of the universities. It seems that, as Cogner and Lawer said (Cogner & Lawler, 2003, pp. 28), a few numbers of organizations conduct formal performance evaluations of their boards and it is a common problem around the world.

Insufficient knowledge of how to evaluate, undefined of evaluation objectives, the difficulty of the evaluation process and finally the special position of boards are some of the main reasons that avoid conduction board performance evaluation regularly. So, it is suggested to develop a comprehensive model of board evaluation, covering all aspects of an effective evaluation.

B: The world experiences about the models of the universities' board performance evaluation

The finding highlighted key issues with respect to the theoretical models of the board performance evaluation both in health and educational contexts as below:

First of all, related to the nature of studies, a few numbers of the evidence demonstrates that, most of the current literature about the performance evaluation of health and universities' board were descriptive, based on writer's perspective. Few of the articles on board evaluation are based on empirical data. This conclusion aligns with one of the writers who concluded that one of problems

with the board performance literature refers to this fact that they are based on single anecdotes-consultants' advice or words of wisdom from former board members (Kezar, 2006, pp. 968-1008). Such limitation has been observed beyond these contexts (Cornforth, 2001, pp. 217-227).

The second finding of this review is related to the frameworks of the board performance evaluation. Similar to the literature outside the higher education and health sector, the reading of the selected studies reveals that there is no agreement among researchers on the best, integrated and comprehensive framework for identifying, measuring and discussing the board performance evaluation (Selim, et all., 2009; pp. 103). It seems that the differences in the context in which the board operates are responsible for this. The role of the context and its relationship with effective board performance has been examined by prior researches (Carver, 2006; Robinson, 2001).

The third finding of the present review was concerned about the dimensions of the board performance evaluation. This review showed that process dimension and its domains, similar to literature in the nonprofit sector, have received more attention by researchers and scholars to evaluate board performance in universities. Perhaps it is because focusing on process dimension to the board performance is more feasible and usable approach. Moreover, it can be said that because boards can add value to organizations through the transition process, attention to this dimension is important. This conclusion has been mentioned in prior studies (Kezar, 2006, pp. 968-1008).

The next finding of this review was about the domains of board performance evaluation. With the input-process-output approach in mind and the mapping of the selected studies, seven domains were recognized, including trustees, leadership and structure (in the input dimension); internal process and social/board dynamic (in the process dimension); outputs and outcomes (in the output dimension). Such classification with some differences was observed in those literatures which have employed input-process-output framework to investigate board performance (Cornforth, 2001, pp. 217-227; Epstein & Roy, 2004, pp. 1-23).

The final findings of our review concerned the indicators of the board performance evaluation in each dimension. Most of 60 identified indicators, aligned with those in other sectors. This similarity was especially more in indicators of structure, internal process, social dynamic and output domains. More details about the results of this section were reported previously (Sajadi, et all., 2013, pp. 92-98; Sajadi, et all., 2014, pp. 892-897).

C: The current proposed model of the board performance evaluation of UMSs

The findings of this section helped to propose a model to evaluate the board performance in Iranian UMSs, which had eight parts as well as sixty-four proposed indicators for the board performance evaluation. In this model, each part had been chosen to cover a part of the evaluation process. These parts were as below:

1- The evaluation's objectives? The first question to be answered to evaluate the board is to establish what the board hopes to achieve. Clearly identified objectives enable the board to set specific goals for the evaluation and make decisions about the scope of the review. Therefore, it become relatively easier to decide whose performance will be evaluated, who the most appropriate people are to assess performance and the person or group best suited to conducting an evaluation. The importance of setting evaluation objectives has been pointed in previous studies (Blomberg, et all., 2004, pp. 25-29; Duncan-Marr & Duckett, 2005, pp. 340-344; Williams & Hammons, 1992, pp. 141-156). In the proposed model, it is suggested that the main objective of board evaluation should be set by two bodies: internal (The ministry of Health and Medical Education) and external (The Supreme Cultural Revolution Council).

- 2- The evaluation's issues: Choosing what to evaluate is the second issue that should be covered in board evaluation process. Deciding what to evaluate is one of the most difficult and yet critical components of the evaluation process. In our study, three different domains were suggested to conduct a comprehensive board evaluation, including the board members, the board as a whole and the university. Previous studies mentioned to these domains, too (e.g. (Duncan-Marr & Duckett, 2005, pp. 340-344; Likins, 1979; McDonagh & Umbdenstock, 2006, pp. 377-389).
- 3- The evaluation's indicators: The third part of the proposed model, which was the main part of the board evaluation, comprised the indicators that should be measured in the board evaluation. 64 indicators were recognized in our study that most of them had been mentioned in literature.
- 4- The evaluation's source of data: In each board evaluation, it is needed to decide the appropriateness of each potential source for gathering the required data of board evaluation. This means that the question of "who will be asked" should be answered in the board evaluation process. Literature introduces different sources to gather such data. In our model the options were the board members, the university's president and her/his vice-chancellors and the board's secretariat.
- 5- The evaluation's method of data gathering: Depending on the degree of formality, the objectives of the evaluation, and the resources available, boards may choose between a range of qualitative and quantitative techniques. Each technique has its own advantages and disadvantages. The choice of techniques will depend on the board evaluation's objectives, the board context, the available resources and etc. Given identified indicators, we suggested both qualitative and quantitative techniques as appropriate methods of data gathering in our proposed model.
- 6- The evaluator/s: The sixth consideration in establishing our model was to decide who the most appropriate person is to conduct the evaluation. Based on our results both internal (The ministry of Health and Medical Education) and external (The Supreme Cultural Revolution Council) evaluators were good choice to be selected for doing the board evaluation. It is also suggested a mixture of both internal and external evaluator
- 7- The way of using and publishing the evaluation's results: "what do we want to do with the board evaluation's results" was another important question that we are expected to consider it in our model. Different ways are addressed in the literature to use and publish the evaluation results. The findings of our study showed that it is sufficient to prepare a written and detailed report of the board evaluation's results and deliver it to board members, the university management and the ministry.
- 8- The evaluation's frequency: The last key question that must be answered for the board evaluation was how often the board should evaluate their performance. It means that the frequency of the board evaluation should be determined given the evaluation's objectives, the current resources and etc. Annually evaluation was the most reported frequency of the board evaluation in the proposed model.

D: The importance of the proposed indicators of the board performance evaluation of UMSs

The 64 indicators of the board evaluation identifying in the previous phase were categorized and rated in this step. They were clustered in seven dimensions, including trustees' characteristics (with 22 indicators), board leadership (with 3 indicators), board structure (with 4 indicators), board selection, development and evaluation (with 4 indicators), board relationships (with 8 indicators), board meetings (with 10 indicators) and board results (with 13 indicators). The weights of these dimensions were respectively 11, 12, 9, 10, 11, 12 and 35 percent of total weight. While previous studies mentioned less importance for the board result dimension, especially in public sectors, our finding

indicated the most importance for this dimension. It seems that worries about the accomplishment the mission of the university's board and the need for more attention to the board accountability have been caused such emphasis on the board result dimension.

E: Validation the proposed mode of the board performance evaluation of UMSs

Finally, the finding proposed a final model to evaluate the board performance evaluation. This model had eight parts including the objectives, required actions, frequency, issues, indicators, the sources and methods of data gathering, the way of the result using and publishing of the board performance evaluation. The main objective of the board evaluation was "identifying the board's strengths and improvable area". "Formation a central committee in the Ministry of Health and Medical Education, as an internal evaluator, and make the universities conduct the board evaluation" were the main required actions. The frequency of the board evaluation was considered "annually". Three considered issues of the board evaluation were "the board members, the board as a whole and the university". "64 indicators, categorized in 7 dimensions" were the content of the board evaluation. "The board members, the board secretariat, the university and the ministry" were chosen as the main sources of data gathering. "A mix of qualitative and quantitative methods with the main tools of interview, observation, document analysis and questionnaire" were suggested as the methods of data gathering. Finally, to use and publish the board evaluation's results "preparing a complete report and delivering to the related authorities as well as selecting the best board on the base of the board evaluation result" was recommended.

4. Conclusion

This study helped to develop a valid model to evaluate the board performance evaluation in a special kind of university, namely, the UMS. This model has following features:

- 1- It covers all important issues to conduct a comprehensive evaluation of the board performance.
- 2- Since there was not found a good model to evaluate the board performance, the proposed model has been developed with the previous studies in mind and also given the special context of the UMSs.
- 3- To develop the proposed model, all efforts were made to engage all the board's stakeholder and use their opinions and comments.
- 4- In the proposed model, a list of all indicators of the board evaluation was provided. These indicators were grouped and rated.

With the above features, the model can be used to produce useful tool for evaluating the performance of the board. It is suggested the performance of the board of universities to be evaluated with respect to the proposed model. According to the results of such evaluation and identified strength and improvement areas, appropriated corrective measures to be designed and done. This can concluded better university governance.

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