

EVALUATION OF HIGHER EDUCATION IN POLAND, IN THE CONTEXT OF GLOBAL CHANGES

At the end of the twentieth century knowledge economy and globalization forces changes in the higher education sector. When describing contemporary Poland, we pay attention to the variety of phenomena creating this reality. Impact on higher education in Poland has had experience since the early years of European integration, dynamic changes in the Polish market economy, building an open society. Expenditure on education, culture and science in the Polish strategy was treated as an investment rather than consumption expenditure. However, expenditure on this sphere of the last 10 years have shown no significant increase in expenditures. Such a policy toward higher education does not support its development. Since the year 1990 in Poland, we observe a growing interest in higher education. It is the resultant of the economy's demand for highly qualified staff. However, the creation and development of educational services market in Poland was not only the result of changes in globalization, but also changes in political, legal and social developments in Poland. The model of higher education according to different reports of this entity and researchers can be compared to the model of bureaucratic-oligarchic. Therefore, it is important to provide an assessment of the state of higher education in Poland

1. GLOBAL CHALLENGES OF THE EDUCATION SYSTEM AROUND THE WORLD IN CONTEXT OF PROBLEMS IN POLAND.

At the end of XX century, knowledge became the main factor for changes and transformation in the global economy. Economy based on knowledge and globalization, forces and accelerate changes in the higher education sector. In one of the most recognized and respected ranking of the best universities, developed annually by the University in Shanghai, there're only two polish universities with the longest tradition, which are: Jagielloński University and The University of Warsaw. Unfortunately, it is hard to call their position as significant, because their place is in fourth hundreds of this ranking. However, in "The Times" ranking, polish universities do not occur at all. Because of globalization changes, the era where Europe was winning marketing battle in the educational market and competing with Asian and Australian (in which currently the education is much cheaper than in Europe) is moving far away on the horizon. When describing contemporary Poland, our attention could be easily drawn towards the variety of events constituting such "challenging" reality in the educational market. First of all, we could point at the experiences in the first years of integration with the European Union. Second of all we could point at the dynamic changes taking place in our market economy. Thirdly, it is because of building an open society.¹

Nowadays, in Poland we can observe a lot of ongoing global developments, which impact higher education:²

– Giving an easy access to education and bringing it to the masses. This forces higher education establishments to diversify their offer. In polish realities, having a high education is not something unique, it is a norm. It does not guarantee a

¹ Pod. Redakcją Karwińska A., Pomorski J.M., Paszkowski R., Rola wyższej uczelni w kształtowaniu świadomości studentów, Europejska wspólnota kultury, Wydawnictwo Uniwersytetu ekonomicznego Krakowie, Kraków 2009, s. 9.

² Na podstawie: Thieme J.K, Szkolnictwo wyższe, Wyzwania XXI wieku, Polska Europa Świat, Difin, Warszawa 2009, s. 21-25.

higher social position. It is something common, deprived of the privilege of “intellectual elites” as it was still in the early 80s of last century.

– Participation in the global competition. Polish universities, in wanting to counter the demographic niche, target their offer to students of other countries, employing studies only in English language into their standards of education. Therefore, a smooth command of English is becoming a necessity. The availability of international comparisons of quality of education determines the choice of a university.

– The increase in the knowledge economy and innovation. The increase in the value of intellectual capital, increases the demand of industry for higher qualified people and their specialization. Labour markets expect from higher education, innovation, the development of talent, getting talented and well prepared staff, simply because it is a need of any industry.

– The decreasing importance of physical distance from centers of learning, the introduction of e-learning, and so called open borders, so called: Cross-border Education. The availability of information technology and its rapid development, is entering more and more into higher education, which results in increase of the mass appeal.

– Building cultural capital. The importance of education comes down not only to the school of profession and getting the profession, but also to getting erudition, a significant resource of general knowledge and interdisciplinary theoretical knowledge, which prepares to fulfilling a particular role defined in the society as “intellectual”, the leader of opinion, the critique of the reality or the innovator.³

– Preparing graduates for social and professional mobility, forced by changes occurring in social, economic and cultural fields.⁴

– Combining formal and informal education and the subordination of university work to the directive of continuing learning.

Creating a European Higher Education Area (EOSW), also known as The Bologna Process, clearly binds to the mutual trust between the institutions of such education to the results and qualifications.

This in turn connects from one side with a guarantee of the quality of education to graduates of a particular university. From the other side it connects with a structure of comparison of compatible qualifications. In a declaration signed in Bologna on 19 June 1999 by representatives of 29 European countries (currently in Bologna process involved over 47 countries), the responsibility for the quality of education rests primarily on the individual institutions operating under a quality assurance system and associated with the national qualification structure. In the polish realities, the care of the quality of education perform such mural bodies as:⁵

- Ministry,
- State Accreditation Committee,
- Main Board of Higher Education,

³ Pod. Redakcją Karwińska A. Pomorski J.M., Paszkowski R., Rola wyższej uczelni w kształtowaniu świadomości studentów, Europejska wspólnota kultury, Wydawnictwo Uniwersytetu ekonomicznego Krakowie, Kraków 2009, s 11-13.

⁴ Kupisiewicz Cz., Szkoła w XX wieku, PWN, Warszaw 2006, s. 116.

⁵ Pawlikowski J. M., Kultura Jakości kształcenia w szkole wyższej, [w]: pod red. Mączyński J., Pawlak-Wolanin A., Damecki W., Doskonalenie Usług Edukacyjnych w szkołach wyższych w procesie integracji z Unią Europejską, Wyższa Szkoła menedżerska w Legnicy, Legnica 2009, s. 89-90.

It is a highly formalized system and tools that the above-mentioned bodies apply are:⁶

- Regulation of the Minister
- Education standards,
- And the control of education conditions periodically conducted by PKA.

Arising from the Bologna process, national qualifications frameworks concentrate on the learning outcomes that will soon become the primary criterion for assessing the quality of education.

Achieving specific learning outcomes requires an appropriate level of quality of educational services, both in technical and functional aspect.⁷ Because this is an area that is dealing with the two competing concepts of the role and place of higher education:⁸

– Traditional, treating a higher education institution as depository of the national culture and science and a center of intellectual and social potential, and of knowledge creation,

– Modern, in which the university becomes a player in the market of educational services. Educational corporation dedicated to selling services (education) to students (customers)

In assessing the quality of education, the Commission compares the level of education achieved by the particular organizational unit with the requirements defined by law, and then the results obtained are placed in the four-scale marks ratings:⁹

– Outstanding mark– this mark is given to the unit representing a high level and exemplary organization of the didactical and scientific activities, good material base, scope and a character of international cooperation, outstanding staff of national and international recognition and offering to students participation in studies and international programs, and also creating conditions for the development of their scientific activity;

– positive mark – constitutes a point of reference for the formulation of other marks and gives an evidence of compliance with the requirements of staffing, curriculum, organizational, and the material base, as defined by law;

– conditional mark – can be formulated, if the general conditions of education are promising an opportunity to remove existing weaknesses in no more than a year;

– negative mark – can be given, when the unit created a professional specialization in violation of the law or offers education at a level much lower than the minimum, which is caused by, among others:¹⁰

- lack of sufficient academic staff with appropriate formal and essential qualifications,
- conducting of training according to study plans and curriculum not meeting the requirements specified in the standards of teaching,
- failure to provide adequate material conditions - the lack of adequate laboratory, laboratories, equipment and library resources, etc.

⁶ ibidem

⁷ Świda J., Jakość Usług Edukacyjnych a efekt kształcenia w szkole wyższej, [w]:pod red. Mączyński J., Pawlak-Wolanin A., Damecki W., Doskonalenie Usług Edukacyjnych w szkołach wyższych w procesie integracji z Unią Europejską, Wyższa Szkoła menedżerska w Legnicy, Legnica 2009, s. 106.

⁸ Maciąg J., Wrzosec jakości usługi edukacyjnej, Problemy jakości, 2005, nr 2, s. 23.

⁹ Na podstawie raportu Central Statistical Office, pt: "HIGHER EDUCATION INSTITUTIONS AND THEIR FINANCES IN 2008" Warszawa, 2009, s.40-50.

¹⁰ ibidem

– the lack of scientific research in the field and at the level of appropriate education at a Masters level

In 2002-2007, the Commission has assessed the quality of education in 351 universities. In terms of public universities Commission gave 44 outstanding marks, 1360 positive marks, 213 condition marks and 32 negative marks, while for non-public schools: 2 outstanding marks, 471 positive marks, 145 condition marks and 54 negative marks. The Commission has assessed the education level on 95 areas of study. With respect to 38 areas (40 %) Commission formulated only the outstanding and positive marks. In this group, outstanding areas were: medical, because over 83 % of assessed units in this group received only the outstanding and positive; artistic about 65 % and technical about 57 %. Education in these areas is provided in public units, with long tradition in educating specialized professionals, administrating staff of outstanding scientists and educators and the appropriate material base, which is of an exceptional importance, because in the overwhelming majority, such areas are quite expensive, requiring a very good either laboratory or workshop equipment. However, relatively the most conditioned and negative marks were given by the Commission in assessing the quality of education in subjects such as: environmental protection (approximately 37 % of the total number of marks in this field), economics (31 %), administration (approximately 27 %), management (approximately 27 %) and science (20 %).¹¹

2. UNIVERSITIES IN POLAND¹² – DESCRIPTION OF CHOSEN FIELDS

The most reliable and current picture of the Polish reality of higher education is the Central Statistical Office report, entitled “Higher Education Institutions and Their Finances in 2008” issued in Warsaw in 2009

1.1. The Legal Base Of Education In Poland

Starting from the nineties, higher education is subject to significant change, which legal basis was created by the Law of 12 September 1990 on Higher Education (Journal of Laws No. 65, item. 385 with subsequent amendments), which governed the functioning of universities. Then the non-state universities emerged and developed. Masters system of education was diversified, by introducing two-tier education system. In most universities and colleges of pedagogical education are 3-year-old teacher, professional foreign language studies, acting as a one kind of educational system within certain structures of the departments of philology. In addition, many studies are created under the auspices of the Polish Academy of Sciences.

Within the framework of existing study structures, in some universities there are regular studies in a foreign language in lectures. Students also have the possibility to choose an individual course of study. Since 1998, under the law of 26 June 1997 on higher vocational schools (Journal of Laws No. 96, item. 590 with subsequent amendments), the higher vocational schools were created. These schools were designed to prepare students to perform specific jobs and were only allowed to give titles of engineer and BA.

¹¹ ibidem

¹² Na podstawie raportu Central Statistical Office, pt: “HIGHER EDUCATION INSTITUTIONS AND THEIR FINANCES IN 2008” Warszawa, 2009, s. 1-355.

In 2005 came into force a new law of 27 July 2005. The Law on Higher Education (Journal of Laws of 2005 No. 164, item. 1365, with subsequent amendments). It promotes the adaptation of our educational system to world's standards, especially European standards, as well as, constitutes a step towards organizing the Polish higher education by combining matters contained in the Act of 12 September 1990 and the Higher Education Act of 26 June 1997 regarding higher vocational universities.

1.2. Students and graduates

In the 2008/2009 academic year in 456 schools of all types of higher education units, there were 1927.8 thousand students, including 120 branches, long distance basic organizational units where 98.1 thousand students gained education, and in 104 non-local learning centers, and consultation centers there were 21.3 thousand of students.

Very high growth rate of the number of university students as observed in the last decade of the twentieth century and in the first five years of the twenty-first century clearly diminished in recent years. While the number of universities in academic year 2008/2009 compared to 2000/2001 academic year increased by 47.1 %, but when comparing to the previous year, it increased only by 0,2 %. Among the 456 universities (including schools of ministries of Defence and Internal Affairs and Administration), 131 were public schools, which educated 1268.4 thousand people (65,8 % of all students) including 312.5 thousand people for whom it was a first year of study. In comparison of 2009 and the previous year, the number of students enrolled in these schools has decreased by 0.7 %.

Table 1. Universities by types of educational units

Description	Number of educational units				Students in thousands			
	2000/01	2005/06	2007/08	2008/09	2000/01	2005/06	2007/08	2008/09
Total:	310	445	455	456	1584,8	1953,8	1937,4	1927,8
Universities	15	18	18	18	443,3	563,1	538,2	526,4
Technical Colleges	23	22	22	24	318,4	331,1	310,6	322,1
Agricultural Universities	9	9	8	8	85,6	107,7	89,7	87,6
Economic Universities	94	95	95	83	369,5	407,8	410,8	356,6
Education Universities	19	16	17	18	148,3	111,8	110,3	107,7
Medical Universities	10	9	9	9	29,5	48,8	56,1	58,0
Nautical Universities	2	2	2	2	10,1	11,5	9,9	10,1
Academies of Physical Education	6	6	6	6	22,2	28,2	28,7	28,2
Art Universities	21	22	21	21	12,8	15,4	15,4	15,7
Theological Universities	15	13	16	15	9,3	10,4	11,0	7,4

School of Ministry of National Defence and the Ministry of Internal Affairs and Administration	10	7	7	7	12,2	14,0	14,6	16,2
Other schools	86	226	234	245	123,6	304,2	342,0	391,8

In the 2008/2009 academic year at all Universities, there were 0.5 % less students than in the previous year, while in comparison to the 2000/2001 academic year, the last recorded number of students was higher by 21.6 %. In the 2007/2008 academic year, 420.9 thousand students left Universities and nearly two thirds of them were graduates of public universities (266,1 thousand). Almost half of all graduates completed the first degree studies, i.e. 49.1 % of the total, which is 206.7 thousand of graduates, including 35,0 thousand graduates with the title of an engineer and 171,8 thousand people finished it with the bachelor title. 115.0 thousand (ie 27.3 % of the total) were the Cycle Master's graduates. The largest part of the graduates were graduates of part-time studies – 232.4 thousand people (including 108,5 thousand of graduated of the first-degree studies with the title of Bachelor, 19,6 thousand). First-degree graduates with engineering degrees and 23.4 thousand of graduates of Cycle Master's. Graduates of full-time studies accounted for 188.6 thousand (including 63,2 first-grade studies with the Bachelor title, 15,4 thousand with the tile of an engineer and 91,6 thousand graduates of Cycle Master's studies. In comparison to 2000/2001 academic year, the amount of graduates increased by 117,0 thousand.

Table 2. Students and graduates of Universities (including foreigners)

Academic Year	Students	Graduates
1990/1991	403824	56078
1991/1992	428159	59046
1992/1993	495729	61424
1993/1994	584009	64201
1994/1995	682200	70295
1995/1996	794642	89027
1996/1997	927480	115868
1997/1998	1091841	146318
1998/1999	1273955	174771
1999/2000	1431871	215423
2000/2001	1584804	303966
2001/2002	1718747	342138
2002/2003	1800548	366141
2003/2004	1858680	384029
2004/2005	1926122	391465
2005/2006	1953832	393968
2006/2007	1941445	410107
2007/2008	1937404	420942
2008/2009	1927762	

There was a slight increase in the number of newly admitted students for the first year of study, both stationary and nonstationary. In total (excluding foreigners) 488.5 thousand students were accepted in contrary to 484.2 thousand students in the year 2007, i.e. more by 4.3 thousand people (0,9 %). A measure of the popularity of education in Poland is constituted by the solarization rates. The gross solarization rate is (as a percentage) a ratio of all the learners at a level to the whole population (as of December 31) of individuals who are at the age of nominally assigned to this level of education (19-24 years). Net solarization rate is the ratio (percentage) of students in the nominal age at a given level of education to the population defined, as the gross enrolment ratio, that is, to the entire population in the age of nominally assigned at this level of education. Over the past eighteen years solarization rates in higher education increased almost fourfold. The gross enrollment rate increased from 12.9 in 1990/1991 of the academic year, to 52,7 in 2008/2009 of the academic year, and net - respectively from 9.8 to 40.6.

Table 3. Solarization rates in schooling

<i>Solarization Rates</i>	<i>1990/1991</i>	<i>1995/1996</i>	<i>2000/2001</i>	<i>2005/2006</i>	<i>2006/2007</i>	<i>2007/2008</i>	<i>2008/2009</i>
Gross	12,9	22,3	40,7	48,9	49,9	51,1	52,7
Net	9,8	17,2	30,6	38,0	38,8	39,7	40,6

1.3. Degree-courses

In 2008/2009 of the academic year most people were educated in the fields of economic, administrative, social and pedagogical (These were also the most popular faculties in 2000). In 1990 most people were educated in the technical fields related to business, management and teaching. In 2008, as compared to the previous year, the interest in the fields of humanities, social, and informatics decreased. Greater interest received economics and administration related to architecture and construction. The smallest percentage of enrollment to higher education of women occurred in the fields of information technology (9.7 %), transport (13.5 %), engineering and technical (18.2 %) and the protection and safety (29.1 %). Women predominantly enrolled into the following fields: social welfare (88.7 %), medical (74.9 %) and educational (73.8 %).

3. FINANCES OF POLISH UNIVERSITIES

Higher education in Poland constitutes a small but very important for the economic and social development of the country, segment of the public sector. The relationship between expenditures on higher education and the efficiency of the economy is difficult to quantify. What's more, it is revealed only with some delay, no doubt, however, that the resources devoted to higher education can be an excellent investment.

In Poland, higher education is one of the few segments of the wider sphere of social services, which after 1989 started to play a significant role outside the public sector entities. The first non-state higher education institution was registered in 1991, five years later (in the academic year 1995/1996) there were 80 of them. In the academic year 2000/2001 there were already 195 non-public schools. Despite this,

public universities still retained its leading position, especially in the master's full-time study and within the scope of scientific and research functions of universities.¹³

State budget expenditure on higher education include:

- Educational activities;
- assistance for students (social and academic scholarships, subsidies for accommodation and meals, assistance grants);
- auxiliary units of higher education;
- other activities

The state budget for higher education expenses do not include spendings on national defense institutions and ministries of Internal Affairs and Administration. Until 1999, most of the expenditures were made with the Ministry of Education budget, which, under separate laws, subsidized two-state colleges: Catholic University of Lublin and Pontifical Academy of Theology in Krakow. Since 2000, spendings on schools are planned in the state budget in the part of higher education. Detailed rules for the financial management of higher education is defined in the Regulation of the Council of Ministers of 27 August 1991 (Journal of Laws No. 84 item. 380 with subsequent amendments):

- Universities have an independent financial management based on the material and financial plan enacted by the Senate.
- Construction projects are funded or granted from the university budget.
- Institutions may also pursue other investments, but only if they finance them entirely from their own resources.
- Investments related to broadcasting or publishing needs can be financed from the budget in accordance with separate regulations.
- The financial resources of universities are primarily derived from budget allocations
- Universities' earnings can be derived among others, from donations, the generosity of the public, from fees of research and teaching other than daily (only if daily studies are not repeated because of poor academic performance).

1.4. Central Statistical Office Financial Data

In 2008, gross profit together with the net profit of public universities in Poland was positive overall.

In nominal terms, net profit declined compared to 2007 by 24.4 %. Positive net financial result was characterized by: most types of public institutions including universities (zł 172.4 million), higher technical schools (zł 146.7 million), higher art schools (6.9 mln zł), other higher education institutions (52,8 mln zł) and academies of agriculture (20.6 mln zł), education (14.8 mln zł), and higher economic schools (2.2 mln zł). Among public universities in 2008 a negative financial result was recorded only by medical schools (-24.0 mln zł).

In 2008 higher non-public schools have achieved a positive financial result of gross and net. In nominal terms, net profit increased by 5.0 % in comparison to 2007. It was smaller than the net financial result of public universities by 235.2 mln zł. Higher public schools differ significantly from non-public higher institutions mainly by the structure of revenue.

¹³ http://maczekbr.w.interia.pl/szkoly_wyzsze.htm, 26.09.2010.

In 2008 public universities reached 80.6 % of revenues from teaching and 14.1 % of revenues from research activities in relation to income from operations in general. One can observe, in their structure, a slight contribution of income from a separate business (0.7 %) and from sales of goods and materials (0.2 %). Other operating income accounted for 4.2 % of total revenues from operations. The share of income from different activities in total income from operating activities is very much varied depending on the type of institution (Table 5.2 in Part II of the tables). And so, in public schools share of the revenue from teaching activities for the technical colleges was 71.2 % and the proportion of revenues from the research activities of these schools was 24.1 %. These shares respectively for the medical schools were 78.9 % and 14.7 %, for agricultural academies 73.2 % and 13.8 %, for universities around 83.1 % and 12.0 % for the higher economic schools 90,2 % and 5,7 % for Education Universities 93,6 % and 3,3 %. In 2008, in private higher education institutions, 92.4 % of operating revenues constituted an income from teaching. Income from research activities accounted for 1.3 %, and other activities constituted 5.7 % of total operating revenues. Public universities are characterized by a wider range of activities than non-public schools. They are much more involved in research and in this respect have significant revenue (14.1 %).

1.5. Financial Strategy

In the strategy for Poland spendings on education, culture and science were considered as investment, not consumer spending. Nevertheless, spendings on this field of services, in turn, for over past 10 years showed no significant increase in volume. Such a policy toward higher education, while rapidly increasing demand for higher education, have led the university to assume the full burden of meeting the society's needs of education and economy's demand for highly qualified staff. Creating and shaping the educational services market in Poland on a higher level was a result not only of globalization changes but also changes in the political, legal and social changes in our country, to which we could include:¹⁴

- The lack of well-grounded educational policies of a country as well as management strategies for this sector and creating many of meaningless generalities into the system,

- The introduction of the National Accreditation Comitee as controlling body, accrediting degree-courses in universities

- Withdrawal of the state from so-called soft financial budgeting, what in case of schooling, resulted in drastic decrease in investments in the sphere of public services.

- Introduction of market mechanism as a mechanism for determining the functioning of the university,

- Promoting ideology of building a market economy, in which business people were considered to be its main creators,

- Increase in market value of higher education as one of the determinants of high wages and a chances for a professional success.

¹⁴ Buchner-Jeziorowska A., *Szkoła sukcesu czy przetrwania?*, Szkolnictwo wyższe w Polsce, Szkoła Główna Handlowa, Warszawa 2005, s16.

From the press reports in 2009 the total of 4.2 billion zł of structural funds was intended to raise by universities and scientific institutions. Within the period of 2007-2013 from EU structural funds, Poland may obtain for this goal almost 20 billion zł. Most of the contests one can apply for Polish higher education, at the moment has either been announced, or soon will be announced.

For example, a competition for funding so-called ordered degree-courses. In 2009, for this purpose was allocated 200 mln zł. For these measures, could apply only schools that wanted to increase recruitment for the following faculties: ¹⁵

- automation and robotics,
- biotechnology,
- construction,
- chemistry,
- power generation,
- physics/technical physics,
- informatics,
- material engineering,
- environmental engineering,
- mathematics,
- mechanics and construction of machines,
- mechatronics,
- environmental protection
- design.

This is a continuation of the program, launched in 2008. It's purpose is to increase recruitment for degree-courses important for economy. Polish universities that subscribe to it, will get additional money on education of each student. Moreover, to encourage candidates to these faculties, half of students will receive a motivational scholarships of 1 thousand złoty per month depending on the level of results in learning. In 2009 their number was estimated at 13 thousand. Universities can also apply for funds to enrich its range of courses such as studies in English or for the development of cooperation with companies interested in acquiring the work of highly skilled graduates. However, the scientific institutions for example, may apply to the announced in February 2009 contest for the realization of "strategic research projects." These are the research in the areas considered by the Government as crucial for economic development, such as energy or biotechnology. Almost 700 million zł is expected to be distributed in this competition. In the next contest, more than 40 million zł is scheduled for the development of educational units that have high potential for research, namely those where the teaching staff is one of the greatest in Poland.¹⁶

4. Reality of contemporary management of universities in Poland

The Polish model of university as reported by different researchers could be compared to a model of bureaucratic-oligarchic. The causes for this must be sought in

¹⁵ Polska Agencja Prasowa, 2009-03-04.

¹⁶ ibidem

the complexity of the management process in particular, this type of economic organizations which include:¹⁷

- specification of the economic organization, which is a state university and a way of financing its activities,
- excessive bureaucratization and formalization, and overly complex organizational structures,
- resistance to change and reluctance to get rid of “privileges” of bureaucratic organization and the existence of pressure groups,
- lack of adapting a financial accounting system to the needs of controlling, and often the lack of consolidated information system,
- lack of management of information systems or inadequate flow of information within the organization,
- lack of managerial skills of managers, as a consequence of high professional qualifications of the management in various fields of science,
- difficulty to change or abandonment of existing methods of operation,
- lack of clarity, transparency and effectiveness of motivational systems and often lack of any motivational incentive at all,
- lack of system and concept of strategic management
- ossified structures based on the chaos and the mess, in which there are no explicit rules for management, or they exist only on paper,
- lack of delegation of powers and overall definition of responsibilities,

From the observation of state universities, the following observations occur: unfortunately, their management system is far from the process management. In practice, this leads to a degeneration of management process and over-elaborated university administration. Often, for one scientific worker there is 0.6 administrative staff. Problems with information flow, duplication of powers and overall responsibility. A big problem is also combining informational-IT systems into one integrated whole. The introduction of the Higher Education Act in 1990 with subsequent amendments, causes confusion of the role of the executive, legislative, and employee representation.¹⁸ The management of the university is, at the same time, an internal self-government of the university. It consists of elected collegial bodies, whose functions require big changes, because their goals are complicated, functions and responsibilities are unclear and complicated. In practice it is common to dilute the role of these bodies, which are usually too numerous, in order to be effective in its role of executive power.¹⁹ Also the owner permissions are blurry and scattered, because there is a multiplicity of supervisory authorities and there is a complex intersection of

¹⁷ Parkitna A., Implementacja controllingu do zarządzania wyższą uczelnią. Prace Naukowe Akademii Ekonomicznej im. Oskara Langego we Wrocławiu. 2008 nr 1200, s. 403-410.

¹⁸ In particular about their roles as executive bodies one hand deliberative Or legislative bodies on the other [w:] Fulton O., Santiago P., Edquist C., El-Khawas E., Hackl E., OECD Reviews of Tertiary Education-Poland, Paris, September 2007.

¹⁹ Thieme J.K., Szkolnictwo Wyższe , wyzwania XXI wieku, Polska, Europa,USA, Difin, Warszawa 2009, s.242.

internal self-government and state administration. The Act does not separate these two issues, and most of the reform proposals so far, have not even noticed them.²⁰

Another problem associated with university's financing is usage of algorithms to allocate funds for education, which at the moment is a necessary evil. Currently, these grants are not dependent on any measures of quality, and therefore do not create incentives to improve efficiency.

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