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Educational organization of higher education. Special status in the higher education system of modern Russia

The article describes different types of educational institutions of higher education of special status in Russia: leading classical universities, Federal universities, national research universities, universities-participants of the project "5-100". The authors give interpretation of the term "educational organization of higher education of special status", open goal, putting the state in front of each category of universities with special status, as well as considering the additional powers and privileges vested in the analyzed group of universities. In addition, the article raises the issue of whether each of these groups of educational organizations should be given a special status in the system of higher education in Russia. The authors come to the conclusion that the goals that confront federal, national research, support and leading classical universities are not unique. Consequently, the allocation of them to separate groups of universities of special status is not justified.

Keywords: *educational organization of higher education, universities, Federal universities, national research universities, strong universities, universities-participants of the project "5-100", educational institutions of higher education of special status, aims of the universities of special status.*

Организации особого статуса в системе высшего образования современной России

В статье рассмотрены различные виды образовательных организаций высшего образования особого статуса в России: ведущие классические университеты, федеральные университеты, национальные исследовательские университеты, вузы-участники проекта «5-100», опорные университеты. Авторы дают трактовку термину «образовательные организации высшего образования особого статуса», раскрывают цели, поставленные государством перед каждой категорией вузов особого статуса, а также рассматривают дополнительные полномочия и привилегии, которыми наделены анализируемые группы вузов. Кроме того, в статье поднимается вопрос о целесообразности выделения каждой из указанных групп образовательных организаций особого статуса в

системе высшего образования России. Авторы приходят к выводу, что цели, которые стоят перед федеральными, национальными исследовательскими, опорными и ведущими классическими университетами, не являются уникальным. Следовательно, выделение их в отдельные группы вузов особого статуса не обосновано.

Ключевые слова: образовательные организации высшего образования, вузы, федеральные университеты, национальные исследовательские университеты, опорные университеты, вузы-участники проекта «5-100», образовательные организации высшего образования особого статуса, цели деятельности вузов особого статуса.

One of the elements of the system of higher education in Russia, along with the federal state standards, relevant government bodies, etc., are educational institutions of higher education (universities). They are aimed at "ensuring the training of the highly qualified personnel in all major areas of socially useful activities in accordance with the needs of society and the state, satisfying the individual's needs for intellectual, cultural and moral development, deepening and expanding education, and scientific and pedagogical qualifications" [1]. However, in the system of higher educational institutions of the country it is possible to single out educational organizations of higher education which have a special status.

Talking about the universities which have a special status, we mean those educational organizations, to which the state sets specific goals and assigns additional powers and privileges to other universities. The universities of special status, in our opinion, can be considered as leading classical universities, federal universities, national research universities, universities participating in the 5-100 projects, and supporting universities. Let's consider each of them in more detail. In 2009, in our country, the first universities of a special status were singled out - the leading classical universities of the Russian Federation. They are the Moscow State University of M.V. Lomonosov Moscow State University (MSU) and the St. Petersburg State University (St. Petersburg State University). These are the oldest universities in the country (MSU was founded in 1755, St. Petersburg State University - in 1724), which are of great importance for the development of Russia. Special rights of the leading classical universities are:

- graduates get the diplomas of their own design with the stamp of the Russian Federation;
- development and independent approval of educational standards for all levels of higher education;
- the university conduct additional introductory tests of the profile orientation when enrolling in the undergraduate and specialist programs;
- realization of higher education educational programs, developed on the basis of independently established educational standards, in branches located abroad (MSU, for example, has branches in Kazakhstan, Azerbaijan, Tajikistan, Armenia, Uzbekistan).

Unlike other universities, the post of rector of Moscow State University and St. Petersburg State University is not elective: the rector is appointed and

dismissed by the President of the Russian Federation. At the same time, when the rector reaches the age limit, the President of the country has the right to prolong his powers twice.

In our opinion, it is not clear why MSU and the St. Petersburg State University have been allocated special status universities, and what tasks are put before them by the state in this regard. In the Federal Law of the Russian Federation of 10.11.2009 No. 259-FL "On the Moscow State University of M.V. Lomonosov and the St. Petersburg State University, "it is said only that they are" the unique scientific and educational complexes ... of great importance for the development of Russian society "[2].

Federal universities as the higher educational institutions of special status were created in our country "in order to provide training for the complex socio-economic development of the subjects of the Russian Federation" [1]. The category "federal university" was assigned only to those institutions that, in their programs, provided for the integration of educational and research activities in the university, the modernization of the material and technical base, the improvement of the socio-cultural infrastructure, and integration into the world educational space. The special status of federal universities in the system of Russian universities is manifested in the following:

- as well as leading classical universities, they are given the right to independently develop state educational standards for higher education;
- Existing legislation, in addition to financing the execution of the state order for federal universities, provides for various forms of state financial support for the development programs they have developed, financing the content of current activities on specific standards, and full or partial state funding for the capital construction of campus facilities [3].

Today in each federal district of the country are universities of this category (Table 1).

Table 1

Federal Universities of Russia	Federal Universities Location
The Immanuel Kant Baltic Federal University	The North-Western Federal District, Kaliningrad
The Far-Eastern Federal University	The Far-Eastern Federal District, Vladivostok
The Kazan (Privolzhsk) Federal University	The Privolzhsk Federal District, Kazan
The Vernadsk Crimean Federal University	The Southern Federal District, Simferopol
The Northern (Arctic) Federal University named after MV Lomonosov	The North-Western Federal District, Arkhangelsk
The North-Eastern Federal University named after MK Ammosov	The Far Eastern Federal District, Yakutsk
The North-Caucasian Federal University	The North-Caucasian Federal District, Stavropol
The Siberian Federal University	The Siberian Federal District, Krasnoyarsk
The Ural Federal University named after the first President of Russia BN Yeltsin	The Ural Federal district, Yekaterinburg
The Southern Federal University	Southern Federal District, Rostov-on-Don,

Source: compiled by the authors.

As can be seen from the data in Table 1, two federal universities are located in the North-West and Southern Federal Districts of the country. The first is the Baltic Federal University named after Immanuel Kant (Kaliningrad) and the Northern (Arctic) Federal University named after MV Lomonosov (Arkhangelsk), the second - the Southern Federal University (Rostov-on-Don, r. Taganrog) and the Crimean Vernadsk Federal University (Simferopol). There is the concept of creation and state support for the development of federal universities [3]. According to it such an institution should become a kind of center for strengthening the connection between micro-region and the socio-economic sphere of the region. That is why the authors think about the reasonableness of functioning of two federal universities in one district.

Institutions of higher education that provide training for priority areas in the development of science, technology, economic and social sectors, introduction into production of high technologies are awarded in the category "National Research University" by a competitive selection of development programs for a period of 10 years[4]. Evaluation of the development programs of the applicant universities is based on the dynamics of their development over the last 3 years. Besides, "human capacity, the infrastructure of the educational process and scientific research, the effectiveness of scientific and innovative activity, evidence of international and national recognition, the quality, validity and expected effectiveness of the development program presented" analyses.

The target of national research universities is the development and commercialization of high technologies, which can be achieved through the integration of the educational process and scientific achievements in the university. For today in Russia the category "national research university" is appropriated to 29 high schools and 2 of them are out of competition. The privileges of national research universities are the same as the privileges which established for federal universities:

- they are entitled to develop their own state educational standards for higher education;

- they are guaranteed five-year state financial support for the developed development programs on the terms of their own co-financing in the amount of not less than 20% of the budgetary appropriations.

The project "5-100", designed for a 7-year period, began to be realized in our country since 2013. Its main goal is "to maximize the competitive position of a group of leading Russian universities on the global market for educational services and research programs" [5]. As the leading Russian universities, 15 universities of Russia were initially selected. In 2015, the second wave of the project included 6 more participating universities.

Participation of universities in the project "5-100" obliged them to carry out a number of activities within the approved "road maps". The main ones were: the creation of joint educational programs with leading Russian and foreign

universities; conducting scientific research with international scientific organizations; attraction of foreign students for training; attraction of young scientific and pedagogical workers who already have experience in the scientific and educational fields of leading foreign or Russian universities, scientific organizations, etc.

The project provides for state support of its participants, provided that the planned activities are implemented, co-financed from extra-budgetary funds, and the university achieves certain positions in world ratings.

Within three years from 2013 to 2015 in total, the state allocated almost 30 billion rubles for the project [6, 7, 8].

According to the plan of the International Council on increasing the competitiveness of the leading universities of the Russian Federation among the world's leading scientific-educational centers, the main results of the project should be:

- the entry of at least five Russian universities into the first hundred global educational ratings (the rating of the universities of the world is "Times Higher Education" ("THE"), the world university rating "QS", the academic rating of the world universities "ARWU");

- the part of foreign students from the total number of students in each university should be at least 15%;

- the part of foreign specialists should be at least 10% of the total number of scientific and pedagogical workers.

Two-thirds of the project's deadline has expired. Summing up the interim results, we can say, that no one university, which is a participant in the "5-100" project, has not entered the first hundred universities of the global educational ratings (Table 2).

Moreover, some universities that do not belong to any of the specialty status universities rank higher in the rankings than the universities participating in the 5-100 projects. As such, for example, you can name the Moscow State Technical University, the Bauman Moscow State Institute of International Relations (University). Nearly 30% of the universities participating in the project in question did not enter the world ratings at all.

With the overall negative results of the implementation of the "5-100" project, the expenditures from the state budget on the growth of the positions of individual universities are enormous. For example in the international rating "QS" they averaged 72 million rubles for the 1st position [9].

Table 2

Positions of individual Russian universities participating in the "5-100" project in the world's leading rankings

Name of the university	Rating «ARWU»	Rating «QS»				Rating «THE»	
	2016	2013	2014/15	2015/16	2016/17	2014/15	2015/16
The Novosibirsk National Research University	401-500	352	328	317	291	301-350	401-500
The Moscow Institute of Physics and Technology	-	441-450	411-420	431-440	350	-	501-600

(State University)							
The Peoples' Friendship University of Russia	-	491-500	471-480	601-650	601-650	-	-
The National Nuclear Research University	-	-	481-490	501-550	401-410	-	251-300
The St. Petersburg Polytechnic University of Peter the Great	-	451-460	481-490	471-480	411-420	-	201-250
The National Research Tomsk State University	-	551-600	491-500	481-490	377	-	601-800
The National Research University "Higher School of Economics"	-	501-550	501-550	501-550	411-420	-	-
The National Research Tomsk Polytechnic University	-	551-600	501-550	481-490	400	-	251-300
The Kazan (Privolzhsky) Federal University	-	601-650	551-600	551-600	501-550	-	301-350
The Ural Federal University named after the first President of Russia BN. Yeltsin	-	501-550	551-600	601-650	601-650	-	601-800
The Far-Eastern Federal University	-	701+	701+	651-700	551-600	-	-
The Nizhny Novgorod State University. N.I. Lobachevsky	-	701+	701+	701+	701+	-	-
The National Research Technological University	-	-	701+	701+	601-650	-	601-800
The Novosibirsk State Technical University	-	-	-	-	701+	-	-

Source: Project 5-100 [Electronic resource]. M., 2017. URL: <http://5top100.ru/about/more-about/> (Date of circulation: 20.04.2017).

Supporting universities is the youngest category of universities of special status in Russia. For the first time the project "Supporting Universities" was launched in our country in 2015. Its main goal is "socio-economic development of the constituent entities of the Russian Federation, including through the creation of university centers of innovation, technological and social development of the regions" [10].

Any state university of federal significance can take part in the competition for obtaining the status of a supporting university. Exceptions are federal and national research universities, universities participating in the "5-100" project, as well as universities located in the territory of Moscow and St. Petersburg and in municipalities where support universities have already been established [11].

Initially, it was assumed that only those higher educational institutions whose management decided to reorganize by joining one or more universities [12] can participate in the competition. However, the provision on the procedure for holding a competitive selection of educational institutions of higher education for the financial provision of development programs for federal state educational organizations of higher education at the expense of the federal budget from February 17, 2017, this condition was canceled [11]. In our opinion, the cancel of the conditions for the merger of higher education institutions for the purpose of participating in the competition for obtaining the status of a "core university" adversely affects the idea of the project itself. According to his plan, the support university should become a kind of center for socio-economic development of the region. We believe that a single institution, isolated from the subject's higher education system can't be such.

A peculiar admission to participation in the competition is the development of a university development program jointly with the regional authorities, a draft program for the development of the university for a period of at least 5 years, which should include measures to modernize research and innovation activities

(including the development of an innovative ecosystem), educational activities, the quality management system of the university, development of human resources, local communities, urban and regional environment, as well as the university's commitment to co-financing the implementation of the development program in the amount of at least 20% of the requested subsidy (from own funds, from local budgets of the constituent entities of the Russian Federation or from other legal entities).

Nowadays, the status of a supporting university has been awarded to 33 universities (11 in 2015 and 22 in 2017). In general, these are higher education institutions located in the Central, Siberian, Volga and North-Western Federal Districts. In the North Caucasus and Far Eastern Federal Districts, the least developed economically relative to the rest of the macro regions, there is no one supporting university (Table 3).

Table 3

Dislocation of support universities in the territory of the federal districts of Russia

The territorial federal districts of the Russian Federation	The number of support universities
The Central Federal District	7
The Northwestern Federal District	6
The Southern Federal District	4
The North Caucasus Federal District	0
The Volga Federal District	7
The Urals Federal District	2
The Siberian Federal District	7
The Far-Eastern Federal District	0
Total	33

Source: compiled by the authors.

The victory in the competition provides the universities with a subsidy for the implementation of university development programs for a period of 1 year to 3 years in the amount of up to 200 million rubles in year. So, in 2016 the size of subsidy for each university varied from 100 million rubles up to 150 million rubles.

In our opinion, the goals set for federal, national research and support universities are not unique. First, any educational organization of higher education should act as a center for training highly qualified specialists in a certain sphere for the social and economic development of the region. In this regard, the question arises: "Why is a only one institution that has been given the status of a federal or a support university should be the center of" innovative, technological and social development "of the region?" What then is the goal of the functioning of all other universities in the region? Secondly, as indicated in pp. 4, paragraph 2 of Art. 23 of the Federal Law of the Russian Federation "On Education in the Russian

Federation" No. 273-FL of December 29, 2012, "an educational organization of higher education is an educational organization that carries out educational activities on educational programs of higher education and scientific activity as its main goal"]. For this reason, it is not clear why only in national research universities educational and scientific activities should be integrated with the aim of developing and commercializing high technologies. The development of science in them should be carried out for the very process of development? Because the goals that are set before the above-mentioned categories of universities are not unique, there is no need to endow them with special privileges.

As for the leading classical universities, then, as we have already mentioned, the goal for this category of universities of a special status in our country is not specified. However, the additional powers are the most extensive. Is it possible that only MSU and the St. Petersburg State University have "great importance for the development of the Russian society" and should have special privileges in this regard?

The institutions participating in the "5-100" project are the only category of higher educational institutions in Russia, whose goal really differs from the goal of the activities of other higher education educational institutions and it is very clear. In this connection, their state support is justified. However, at this stage of the "5-100" project implementation it is necessary to recognize its insolvency. Thus, we can say that there is no sense in allocating federal, national research, support and leading classical universities to separate groups of universities of special status. Project "5-100" requires revision. Only state support for its implementation as a special privilege, apparently, is not enough.

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12. Polozhenie o poryadke provedeniya konkursnogo otbora obrazovatel'nyh organizacij vysshego obrazovaniya na finansovoe obespechenie programm razvitiya federal'nyh gosudarstvennyh obrazovatel'nyh organizacij vysshego obrazovaniya za schyot sredstv federal'nogo byudzheta (utverzhdeno Ministerstvom obrazovaniya i nauki Rossijskoj Federacii 16. 10. 2015 g. [EHlektronnyj resurs]. URL: http://opornyjuniversitet.rf/fin-polozhenie_o_konkursnom_otbore.pdf