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Models of State-and-Public Administration of Higher Education in Ukraine

Yevhen IVANOV

Luhansk Taras Shevchenko National University, Ukraine

e-mail: yugene35@gmail.com

ORCID 0000-0001-6511-2474

Models of State-and-Public Administration of Higher Education in Ukraine

The article deals with fundamental models of educational administration offered by Ukrainian scientists. The main changes at the legislative level which should facilitate the reforms of the types of administration in the educational sphere are also mentioned. On the basis of the analysis of democratization processes, the experience of Ukrainian researchers in this field is generalized and the directions of democratization at different educational administration levels are identified; also the ways to increase the efficiency of democratization process of educational institutions administration based on a certain division of powers between governmental, self-governing, educational and public structures are identified.

Democratization of administration system of educational institutions is a complex and multifaceted process which requires a careful study. Unfortunately, such disadvantages as excessive centralization of educational institutions administration, authoritarianism, lack of competency and professionalism of managers of educational institutions slow down the process of democratization, prevent educational system from its self-development and synthesis of domestic and foreign experience.

Keywords: public self-government, administration of educational institutions, democratization, decentralization.

Introduction

In recent years, the question of the functioning of models of state-and-public educational administration on the basis of definite principles has become the object of research of Ukrainian scientists. These days most scholars (V. Andrushchenko, D. Dzvinchuk, I. I. Yelnykova, M. Nabok, O. Pastovensky) suggest to introduce state-and-public administration of educational institutions. It should be noted that the problem of state-and-public administration of education under conditions of socio-economic reforms in the country goes beyond the field of exclusively educational issue and becomes national.

The purpose of the article is to theoretically substantiate and research European

Models of state-and-public administration of education

At the present stage of Ukrainian educational space there are several efficient models of state-and-public administration of education, according to the Ukrainian researcher H. Yelnykova (2003) they are the following:

- 1) a model of structural and public support, which provides for the appropriate public structure at each administrative level; its key tasks are independent assessment of the state of affairs in educational sector and communication with the authorities in order to balance the interests of the public and the authorities;
- 2) a model of informational and public support, which provides information exchange; the regulatory information comes from the top management down, and presentation, such as response of the employees, and reaction of the public to regulatory and information of social value goes up;
- 3) a model of subordinate-intermediate partnership, which provides for the introduction of dynamic subordinate relations throughout the vertical. The public is involved into the tasks implementation, and relations are temporarily transformed into partnership.

O. Pastovensky (2012) believes that such models only enable to modernize the process of educational institutions administration, while the development of democracy should lead to the introduction of qualitatively new administration models, since in many countries of the world the main role in administration belongs to the communities which take most decisions on the functioning and development of general secondary education system, but not to the state which delegates particular authorities to public structures.

Currently in Ukraine the communities which carry out educational administration are not numerous and can not independently ensure the functioning of educational institutions, because they lack material, financial, or even human resources. Moreover, D. Dzvinchuk (2003) draws attention to the lack of statutory powers of the bodies of public self-government in education, and the powers of these bodies are approved by the Ministry of Education and Science, which is an indirect evidence of the limitation of public influence on the results of the educational system. Local bodies of education self-administration are subordinate simultaneously to three bodies of authority: local authorities of state executive power, local self-administration bodies and related central state educational authorities. Such a multi-vector subordination of any organization contradicts the basic provisions of the theory of administration.

In this context O. Pastovensky (2012) offers a polystructural model as an optimal public-and-state administration of general secondary education. According to this model, state structures should delegate the most of their powers in general secondary education to local self-government, which deals with municipal educational institutions, develop the autonomy of schools and educational districts by delegating some of their powers to them, by maintaining partnerships with private general educational institutions. At the same time, such a polystructural model of public-and-state administration in education requires significant changes in the field of legislation and the introduction of certain amendments to the laws of Ukraine "On Local Self-Government", "On Education" and to the Budget Code of Ukraine in particular. It is also essential to decentralize powers and ensure democratization of educational institutions administration.

The processes of democratization in educational administration in Ukraine

Obviously democratization of educational institutions administration, especially at the regional level, is possible only if the contents, forms, functional and organizational structure, style and methods, mechanisms of administration activities of district departments and education authorities will meet the requirements of society development under conditions of formation of civil society, Ukrainian statehood, cultural and spiritual revival of the people. The success of reforms in the system of state administration of education largely depends on rational and efficient application of not only foreign, but also Ukrainian experience of administration activity of district education authorities.

The strategy of reforming the modern educational system of Ukraine is characterized by a gradual transition from state to state-and-public type of administration. Such a transition is preconditioned by the requirements of the market economic system which is being developed in Ukraine and the appropriate state documents directing the educational sector administration to the expansion of horizontal relations via involving the public to administrative decision-making through the establishment of appropriate councils, committees, commissions, etc.

On the basis of the analysis of the processes of democratization in educational administration in Ukraine, a Ukrainian scholar O. Adamenko (2007) summarized the experience of Ukrainian researchers in this field and highlighted the priority areas of democratization at different levels of educational administration:

- implementation of democratic principles throughout the structure, in particular

the efficiency of the democratization process of educational institutions in the field of secondary education on the basis of a certain division of powers between state, self-governing, educational and public structures:

- firstly, the state should delegate some of its powers to educational and public bodies, refusing to carry out managerial functions in the field at regional and district levels, which will enable to significantly simplify the state administration apparatus;
- secondly, it is sensible for the state to restrict itself to such a managerial vertical in general secondary education as: the President of Ukraine → the Cabinet of Ministers of Ukraine → the Ministry of Education and Science of Ukraine, which have to carry out regulatory and legal regulation of relations in the system of general secondary education; determine the prospects for its development; develop, implement and monitor compliance with the State Standard of General Secondary Education; establish standards of financial, material and technical, informational support of general educational institutions, norms and order of catering organization; medical and transport services; typical lists of compulsory educational and other equipment, etc.;
- thirdly, it is expedient for the state to delegate to the local self-government the major part of the powers (in particular, regarding the development of the network of educational institutions; the establishment of new types of institutions, centers of children and youth creativity; organization of passing the examinations without attending lectures; consolidation of the territory of service and educational institutions; creation of material and technical support; attestation and licensing of the institutions; appointment of their heads; healthcare and catering of the students; social protection of educational process, etc.), as the representatives of the elective authorities who make decisions on educational matters are directly responsible to the local community which has elected them;
- fourthly, state and self-governing bodies should establish mechanisms for control and accountability of the institutions administration, since schools should be responsible for the quality of education. Such control should be carried out by the public structures (associations of teachers, students, charitable foundations which are independent of bureaucratic influence and who are interested in the results of education and upbringing of the future generation;
- fifthly, at every level of administration of an educational institution there should be a free exchange of information about the actual educational needs of the population, and possible ways of their meeting as well as the level of meeting

- refusal of the command-and-control style and methods of administration;
- improvement in the style, forms and methods of work of managers;
- freedom of action of the director and his deputies;
- strict compliance with laws, legal and moral norms of behavior;
- mastering the culture of communication;
- deep respect for colleagues, students and parents;
- ensuring the leading role of school head masters, who can provide the development of creative potential of teaching staff and pupils, and the best possible working conditions;
- expansion of the guaranteed rights of teachers and students;
- overcoming formalism and bureaucracy in educational administration;
- limitation of inspection and administrative control, expansion of public control and self-control;
- introduction of a democratic electoral system at every level of educational administration;
- ensuring the transparency of the activities of the educational administrative bodies;
- reliance on collectivity and collegiality in administration, increasing personal responsibility for the consequences of each employee's work;
- ensuring social justice in the process of distribution of teaching load and public assignments;
- refusal of calls and slogans in managerial decisions, involvement of collective thought to managerial decision-making; broad delegation of rights and responsibilities from the top to the substructures, development of self-administration;
- wide involvement of teachers, students, and parents into the analysis of educational institutions activity and development of program objectives;
- delegation of particular functions of administration to methodological associations, school councils;
- development of constructive criticism;
- introducing high culture into managerial practice;
- reporting of the school head master and his deputies to the pedagogical team;
- establishment and development of mutual understanding between the administration and the public organizations of the school, school team development.

Taking into account the current legislative and regulatory system in the field of general secondary educational administration and the conditions of democratic traditions development in Ukraine, O. Pastovensky (2012) suggests the following ways of increasing

It is necessary to ensure creation of a flexible, purposeful, efficient system of state-and-public administration in education, which ensures intensive development and quality of education, its orientation to meet the needs of the country, personal inquiries. Such administration of educational institutions provides:

- optimization of state administrative structures, decentralization of educational administration; redistribution of functions and powers between central and regional education authority bodies, local self-government bodies and educational institutions;
- creation of a central body for the administration of vocational training of labor resources for the national economy within the frames of MES;
- depolitization of selection and appointment of the heads of educational institutions and educational authorities;
- development of a system of measures (normative, scientific-and-methodological, financial-and-economic, etc.) concerning the implementation of the idea of autonomy of educational institutions, expansion of their rights and opportunities regarding their financial independence;
- approbation and implementation of various models of state-and-public administration for the development of educational institutions; transition to program-objective management;
- overcoming bureaucratization in administration system, streamlining of inspections and reporting of educational institutions;
- professional training of competent managers in the educational sector, education of managers of a new generation capable of thinking and acting systemically in the conditions of a crisis in society, making managerial decisions in any field of activity, using efficiently available resources;
- introduction of new effective means of improvement the qualification of the heads of education and scientific and methodological services;
- development of efficient mechanisms for the interaction between education authorities, families, educational institutions, children's and youth public organizations in the direction of development, education and socialization of children and youth;
- development and support of innovative approaches to the improvement of certain subsystems of education (financial, organizational, regulatory, etc.);
- introduction into the staff schedule of educational institutions of additional staff such as facilitators, social educators, psychologists, head teachers and other specialists, taking into account the demands of the educational institution;
- development of automation in education management.

those needs by a particular educational institution on the principle of network exchange, which in the current conditions of Internet development is recognized as the most efficient.

As it is known, decentralization is defined as one of the key principles of the development of democracy in the states of the European Union and the Council of Europe, the basis of their regional policy, along with the principles of subsidiarity, concentration, complementarity, partnership, and program approach. This principle is enshrined in the European Charter of Local Self-Government, the European Charter for Regional Democracy, etc., which deal with the redistribution of powers in regions in order to apply efficiently their internal capacity, encourage regional initiatives and differentiate functions and powers between different levels of government. Decentralization is a prerequisite for candidate countries to be accessed to the EU, all field policies which are being developed and implemented within the EU are based on it.

According to Ye. Khrykov (2016), an important condition for democratization of the administration of educational institutions is the revision of its conceptual foundations; and personal foundation of democratization of the administration of educational institutions is, above all, the transition of the leader to a democratic style of leadership based on personal and business authority. In decision-making process, the leader relies on the active participation of initiative groups, however, he has the priority of option. It should be noted that a democratic style of administration requires a high level of intellectual, organizational, communication skills from the leader. Such leadership style enables the right administrative decision-making, favorable psychological climate in the team, and high efficiency of the educational process.

In the context of democratization of the administration of educational institutions the provisions concerning modernization of the educational administration system, which are represented in the "National Strategy for the Development of Education in Ukraine for 2012-2021" are essential for the given research.

Consequently, within a decade the administration of educational institutions should be based on innovative strategies in accordance with the principles of sustainable development, creation of modern systems of educational projects and monitoring; development of a model of state-and-public administration, strengthening the role and interaction of every subject of educational policy in which a person, society and the state become equal subjects and partners.

Conclusion

It is evident that complicated and multifaceted character of the problems of educational institutions administration is the reason for the difficulty of democratization implementing into the system of educational institutions administration. Such disadvantages as excessive centralization of educational institutions administration, authoritarianism, lack of competency and professionalism of managers of educational institutions slow down the process of democratization, prevent educational system from its self-development and synthesis of Ukrainian and foreign experience.

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Factors and conditions of democratization of the administration of educational institutions in Ukraine

In scientific papers of recent years factors and conditions which will promote the process of democratization of the administration of educational institutions in Ukraine at the present stage are singled out:

- 1) an important aspect in the administration of educational institutions is the professional training of competent managers of the educational sector, since the heads of educational institutions, employees of the education management authorities mostly do not have appropriate professional education for the administration of educational institutions, which negatively affects the process of democratization of the administration of educational institutions. Despite the fact that all managers holding managerial positions are highly skilled specialists from different teaching specialities, the problem of democratic administration of an educational institution remains in them.

L. Vasyľchenko (2007) believes that mastering the basics of management will help teachers to improve the efficiency of teaching and managerial activity. Methods and techniques of self-management will enable teachers and managers to successfully solve various personal problems, learn how to possess themselves, define and set clear personal goals and values, practice self-development and self-improvement, efficiently dispose their time. The introduction of elements of management into school practice will promote the process of democratization of the entire educational institution, efficient administration of educational institution, its teaching staff and students.

- 2) high vitality and intensity of political and socio-economic processes in Ukrainian society require a certain reconsideration of theoretical and practical developments in the administration system of educational institutions. In the context of the above mentioned, the Ukrainian scientist I. Smahin (2006) observes that the concept of administrative reform in Ukraine only declares the need for a new administration ideology aimed at updating the administrative culture, training the human resources management to make decisions in conditions of increasing democratization, freedom of action and personal responsibility with orientation towards serving people.

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