

Improving the System of State Management of Educational Establishments at the Regional Level in Ukraine in The Process of Adaptation of European Experience

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Abstract: As education represents the situation of society and forms its prospect, state regional policy in the sphere of education becomes a determinative factor of innovative changes in Ukraine that undoubtedly, actualizes the theme of the research. The following methods of scientific research were used: analysis of administrative, pedagogical literature, scientific and foreign sources, normative and legal documents and materials about education and also comparative analysis and synthesis, prognostication and modulation. The target is to research the experience of the European countries on creation of an effective model of educational establishment management at the regional level, as one of strategic directions of administrative reform that will assist to quality upgrading of education and approaching of Ukraine to the European standards, to work out suggestions concerning the improvement of the system of management of educational establishments at regional level taking into account experience of the leading European countries that can be adapted to the Ukrainian model of management. Reformation of the system of state management of educational sphere with the use of foreign experience of humanization and democratization of management processes allows finding optimal correlation of centralization and decentralization of management of education at the regional level and offer such management model that will connect the harmonically creative potential of public and professionalism of senior managers, that will create conditions for overcoming both interdepartmental problems and between different levels of executive and representative power.

Keywords: *European educational space, regional governance, centralization, decentralization, the principle of subsidiarity, state management, an educational district, state-public governance model of management of education, administrative reform.*

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1. Introduction

State regional policy plays an important role in the conditions of modernization of the educational sphere. Its orientation on full-value development of each region with its cultural, social and economic particularities assists positive educational changes, co-ordinates regional and national interests in updating of the sphere of education of future generations. It means that the prospect of development both state on the whole and separately each region depends from the successful realization of qualitative and quantitative changes in state management, and foremost in the sphere of education at national, regional and local levels. Thus, in the conditions of modernization of the educational sphere, an important role is played by the public regional policy. In practice, government control of separate constituents of the system of regional education finds reflection in the concordance of state standards with regional components of education: optimization of connections between the organs of management of education, submission of educational institutions and establishments, co-ordination of activity with public institutes. The regional system of education creates pre-conditions for the realization of innovative changes that assist the process of modernization of national education. Thus, as education represents the situation of society and forms its future, state regional policy becomes the determinative factor of innovative changes in Ukraine that actualizes research theme.

Administrative reform envisages the realization of the principle of subsidiarity and decentralization of the system of management in the state that must provide delegation of authoritative powers from central government bodies to regional and local levels that creates conditions for the construction of an effective and efficient system of management, in particular in the sphere of education. It is very important for Ukraine as it is a part of the European educational system, that is why it is very important to analyze carefully foreign experience of reformation of state management in the sphere of education and adapt it in the process of administrative reform realization in Ukraine, providing not only a high level of management of educational sphere but also accordance of the level of gained education to the European standards.

The experience of state administration of educational systems in foreign practice acquires large value in the process of modernization of the system of management of education in Ukraine. A special value for the understanding of modern management models of education have the following works of B. L. Wolfson (1997; 2006), V. I. Luhovyi (1997) et al. that

discuss the question of correlation of centralized and decentralized systems of management of education, and also question of improvement of public education policy in modern conditions.

The problem of particularities of organizational and economic, social and political mechanisms of the introduction of the system of public management at regional level needs further researches and also there is the necessity of further research of the system of legal, financial and economic, ethic mutual relations between different levels of management of educational sphere in the countries of the European Union with the aim of further adaptation of this experience in the conditions of Ukraine.

The research objective. To consider and analyze European experience of state administration bodies in the sphere of education of countries with different forms of the state system and to give recommendations concerning improving the system of management in the sphere of education at the regional level in Ukraine.

2. Methods and material

Nowadays most countries of the European Community have their models of state management built taking into account historical, national and mental particularities. These models combine various systems of co-operation and distribution of competences of different levels of public management, including educational sphere. These models constantly improve following the challenges of time and public requirements.

Transmission of the part of state plenary powers from the central bodies of public management to the level of regional and local ones is a general tendency for the countries of the EU. So for example, the following functions are passed to the authorities of local level:

- providing public safety and maintenance of police, fire department and public health service;
- regulatory functions, concerning consumer rights protection;
- planning of public building;
- public services (schools, libraries, parks and others);
- disposing of state enterprises (Zeller, 1997).

At the end of the 20th-century expansion of autonomy of educational establishments became a world tendency. Getting an autonomy, educational establishments undertake responsibility for the quality of study and this responsibility must be taken also by authorities of local and regional levels. As Ukraine is a part of the European educational system integration into this system envisages such level of education, that would correspond to the

European standards. To achieve this level, it is necessary to create an effective model of management of education that would correspond not only to the European and world standards but also demands of Ukrainian society. In this process, it is important not mechanical borrowing of existent models of state management of education but the creation of own effective national model. In this model, the elements of centralized management must harmonically combine with the elements of the decentralized model following public requirements and national interests. Thus, it is necessary to take into account that at the centralized system authoritarian style of management of educational sphere increases that leads to undervaluation and sometimes ignoring of specificity of regions. An exactly decentralized system of management opens wide space of development of initiative and maximally takes into account regional and local particularities (Wolfson, 2006).

Characterizing decentralized model it is necessary to mark that this system of management increases variations in quality, equality and efficiency of education (Luhovyi, 1997). On the other hand, managers must realize that decentralization can create conditions at which the level of school education will differ in different schools because possibilities of territorial communities differ widely. As a result, the inability of some incorporated territorial communities to provide corresponding material and financial conditions for educational establishments and, that it is very important, to attract highly skilled specialists. Under such conditions to provide the level of education, that would correspond to state standards, not mentioning the European ones, it is simply impossible. That is why decentralization that is not supported by the state can negatively influence on the creation of an effective system of education at regional and local levels (Hryshchenko, 2018).

The system of state management in the educational sphere cannot exist separately from the processes of modernization of the system of public management on the whole. Such a situation we can observe on the example of the European countries. So, in France traditionally centralized system of management dominated at all levels, including regional and local ones. However, at the end of 80th of the past century, the process of decentralization of state management touched this country. During administrative reform regions and departments were given rights independently to determine directions of social and economic, cultural development. However, in such a case their decisions did not have to conflict with state norms and standards. The essence of reform consisted of balancing interests of the state, regions and territorial communities. At wide enough decentralization in France, the state left after itself all personnel affairs. So, the Ministry of Education of France leans on strong regional management

apparatus, that is managed by officially appointed by the Council of Ministers - principal of educational district. The principal carries out direct guidance of departments that enter in the complement of the district, using inspectors of educational districts. Thus, the guidance of educational district (principal, inspectors), and also regional account chamber carry out each within the limits of the competences, administrative and financial control after the activity of educational establishments, not limiting their autonomy (Wolfson, 1997).

It is necessary to mark that delegation of administrative powers from centre to regional or local levels envisages not only legal responsibility of subjects that got these powers but also financial and material. It envisages that state undertakes obligations to retain higher educational establishments, and regional power is responsible for material and technical providing, repair, reconstruction, the building of lyceums and educational establishments that are equal to them. Local territorial communities are responsible for the maintenance of colleges ("The System of Education", 1993).

Thus, the average link of education includes powers and responsibility of regional power. Territorial communities also have their part of responsibility and powers.

The idea that exactly in effective co-operation with the public the system of education will be able quickly to adapt oneself to the necessities of society that changes, following requirements that are suggested by modern society became widespread in the environment of French scientists and managers ("The System of Education", 1993). The result of such collaboration is the practically identical quality of study both in the capital and in provinces that it is very important for supporting the status of peripheral establishments of education.

Unlike France, it is being planned to create educational districts in Ukraine following the principle of voluntarily of association of educational establishments of different types that must be located on the territory of the administrative-territorial district. The aim of these voluntary associations is the satisfaction of educational and cultural necessities of citizens that live within the limits of the corresponding administrative-territorial unit (Nichols-Solomon, 2000).

In our opinion, creation of the system of educational districts, by the example of France, fixing of their powers at the legislative level, the transmission of a considerable part of powers of the state to the level of such district allows maximally to take into account interests and particularities of regions and territorial communities on the stage of forming of state regional educational policy.

In Great Britain, unlike France, it is considered that market and competition are the basic motivations of improvement of the system of education. Government policy in this question is taken to that educational establishments must:

- to depend to a less extent on state financing and to rely more on various sources of profits;
- carefully to estimate the professional level of teachers, introduce differentiated remuneration of labour;
- to allow to determine the differentiated payment for study depending not only upon the status of educational establishment but also upon subjects that are studied ("On the Confirmation", 2010).

This experience also can be realized in Ukraine but, in our opinion, only on the second stage of reformation of the management system of educational establishments at the regional level, when the questions of financial and logistical support and staffing of educational establishments will be solved, conditions for improvement of a professional level of teachers will be created and the system of motivation of their activity will be improved.

It is necessary to mark that in the documents of the Council of Europe it is accented that there are ideas and values of the market economy based on decentralization of the educational system. Thus, school is considered as an enterprise that can produce qualitative products independently, without external help.

The functions and role of a leader change in these conditions. The leader must be more independent while making decisions, in particular concerning the establishment of budget, management of personnel, determination of methods in the realization of educational policy. But at the same time, it is necessary to mark that aspiration of commercialization of education in the conditions of modern Ukraine, and there is already such a tendency, can result in washing some specialities, especially of humanitarian direction, from the system of education that will become an obstacle on the way of getting comprehensive education at the level of both secondary and high school. The second aspect of this problem is the financial possibility of the incorporated territorial communities, among that not all can provide the proper level of financial and logistical support of educational establishments, to create conditions for a teaching staff that leads to the limitation of rights for getting education following existent state standards by part of students, especially in a rural area. As a result, part of graduating students will become not competitive while entering to a higher educational establishment or getting working specialty. It must be noted that in Great Britain a lot of representatives of educational circles consider that it is wrong to become

excessively keen on market relations in the sphere of education that leads to levelling of traditional pedagogical values (Medvedovska, 2009).

The experience of Italy may be very interesting and useful for Ukraine. Within the competence of central public authorities, there are general legal questions in the sphere of education, state standards that are identical for all regions. The state also provides financing of schools on educational and administrative necessities. Regional power determines territory where educational establishments work both in the sphere of general and professional education, following competence, renders services and help to the students from needy families, provides social and medical help for money of own budget. There is also functioning of the building of educational establishments from the regional budget. Municipal power provides in educational establishments providing illumination, heating, telephone connection, current and capital repair of school buildings.

Such a three-level management system of educational establishments creates conditions for the development of educational establishments, both in material and technical direction and in solving personnel affairs. For this purpose, it is necessary to form a stabilizing fund of regional support of the system of educational establishments of all forms for solving material and technical problems of educational establishments, including solving of domestic problems of teachers, conditioning for their professional improvement. It does not eliminate state support of educational establishments concerning the questions of providing training and methodological, science literature, upgrading qualifications of academic staff at the state level. In our opinion, at the regional level, it must be formed and realized personnel policy that is based on effective co-operation with establishments of higher education, located as in a region so beyond its boundaries. It will allow effectively to solve the question of staffing of educational establishments whose location is remotely from administrative centres. Such model of regional management of educational districts will allow to level off both financial and logistical support of educational establishments and quality of education on the territory of all educational districts. Successful realization of this management model of educational establishments at the regional level is possible only on condition of close collaboration with communities and their representative and executive bodies.

Lately, the question of the introduction of state-public management of education becomes more actual for the European countries. In our opinion, it is conditioned by changes in the requests of society for educational services and requirements for the level of these services. In many countries, the state-public character of the management of education is determined by legislative

norms of the functioning of the educational sphere. It is interesting in this aspect the experience of Poland, that at the end of the 90th of past century conducted administrative reform, decentralization of plenary powers in the industry of management of state services became the features of that, and also the realization of reforms in the sphere of education (Komorowski, 2010).

The positive aspect of the process of decentralization in Poland became bringing in local association to the creation of regional educational policy and solving of local problems. All of it corresponds to educational tendencies in the developed countries, that actively enough bring over public and consumers of educational services to planning and realization of changes in the system of education. Alike processes concerning modernization of management of the educational system during the last 15-20 years take place in other countries of the Eastern and Central Europe (Maksymenko, 2000).

3. Discussion

In the conditions of legal, social state establishing the question of construction of harmonious legal relations of society in different spheres of life acquires special value. Ukraine chose the way of transition to free democratic society that envisages the construction of decentralizing model that assists to development of civil society ("On the National Strategy", 2013). Nowadays the role of the state changes substantially - it must become the democratic regulator of public relations, guarantor and defender of interests and rights of each citizen (Zeller, 1997). More than ever before the role of local self-government, that solves public problems with maximal approaching to interests of citizens, that are the primary political and legislative objective of both the European Union and our state, becomes more important (Wolfson, 2006). Therefore, in our opinion, creation of effective mechanisms of steady regional educational space that will become a platform for the preparation of highly skilled specialists for all spheres of production in regions must be among main priorities of state management at the regional level. It is necessary to mark that expansion of rights for local self-government in the questions of strengthening of financial, logistic and maintenance support of educational establishments and improvement of mechanisms of their financial and operational activities are among important steps on the way of decentralization (Luhovyi, 1997). Thus, in the conditions of modernisation of educational sphere, an important role is played by the public regional policy that draws together local public government bodies with the real life, mobilizes material and intellectual resources for solving of economic and social problems of territories.

It is necessary to mark that regional educational policy must be based on the same grounds as the national one, that is why important directions of activity of state administrative structures are:

- providing of new economic mechanisms of sphere management, in particular, forming of effective competitive environment;
- creating conditions for gaining of qualitative education for all categories of citizens;
- making and realization of the strategy of education development of the region (Hryshchenko, 2018).

Co-operating with different public institutes, regional system of education creates pre-conditions for the realization of innovative changes that assist to the modernization of national education. In practice, government control of separate constituents of the system of regional education finds reflection in the concordance of state standards with regional components of education, optimization of connections between the administrating authorities of education and subordinate institutions and establishments of education. But today there is yet a problem of the absence of clear distribution of plenary powers between public authorities of different levels that bring to duplication and contradictions in the process of realization of state administration. Therefore, in our opinion, research on the process of co-operation of state administration bodies and local self-government in the European countries allows using this experience in the conditions of Ukraine. The first real steps are already done in this direction. So, the ways of reformation were defined in the State national program, "Education" ("Ukraine of the 21st century") and National strategy of development of education in Ukraine for 2012-2021 years, where it was marked about the necessity of decentralization ("On the National Strategy", 2013).

Implementation of base principles of the European regionalism needs not only their adaptation to the modern changes in Ukraine but also approaching of the legal field of state regional policy to the standards of the European Union and solving of many questions of organizational, financial and resource and methodological character (Yurchuk, 2009).

The European and world experience testifies that the main factor determining the development of the nation and its citizens is intellectual capital and knowledge that becomes a way to success, and education becomes the substantial, maybe main constituent of global economy and progress on the whole. It means that the urgent task of state policy in the sphere of education in Ukraine must become modernization of management system of education at the regional level that would be based on real decentralization, id est transmission of plenary powers to regional, local self-government

authorities regarding strategy generation of development of educational policy at the local level, bringing in public to the management of educational establishments.

Among important steps on the way of improvement of the management system of educational establishments at regional level there are bringing in communities, their representative bodies, public to the activity of educational districts, development and confirming on the sessions of local councils the programs of support and development of educational establishments at regional and local levels. All the above will create conditions for the expansion of rights for local self-government at regional and local levels, strengthening of financial, financial and logistical support of educational establishments and improvement of mechanisms of its financial and economic activity ("On Education", 2017). The law of Ukraine "On Education", passed in 2017, defined plenary powers both of central and regional authorities in the sphere of management of educational establishments and clearly defined plenary powers that a centre delegates to local self-government and local state administrations ("On the State", 1993). In our opinion, improvement of the regional management system of educational establishments, increasing of the role and responsibility of local self-government, active bringing in to the state-creative processes of wide circles of public create pre-conditions for the realization of innovative changes that will assist modernisation not only of national education but also society on the whole.

4. Conclusions

The analysis of the European models of state management grounds that in most countries an effective management model is created with bringing in institutes of civil society. It allows timely to react upon requests of society by the improvement of the management system at all levels of public power. Experience of such European states, like Great Britain, France, Italy, Poland in the creation of effective management model of educational establishments at regional and local levels, in our opinion, it is possible to adapt to Ukrainian conditions.

Improvement of the management system of educational establishments at regional level envisages co-operating of regional public authorities, local self-government authorities with educational establishments, public, that, undoubtedly, will assist to increase of the level of quality of educational services providing of availability of education, the realization of the necessity of regional sector of the economy for highly skilled specialists,

overcoming of problem of deficit of financing and prevention of displaying of negative tendencies in the dynamics of development of educational establishments of all levels.

One of important and perspective directions of scientific researches in the marked aspect, in our opinion, is the research of features of organizational and economic, financial, social and political possibilities of introduction of the ways of optimization of the systems of state management of educational establishments at the regional level marked in the article.

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