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REFORMATION OF THE STATE ADMINISTRATION OF HIGHER EDUCATION: UKRAINIAN AND EUROPEAN EXPERIENCE

РЕФОРМУВАННЯ ДЕРЖАВНОГО УПРАВЛІННЯ ВИЩОЮ ОСВІТОЮ: ВІТЧИЗНЯНИЙ І ЄВРОПЕЙСЬКИЙ ДОСВІД

У статті проаналізовано стан державного управління вищою освітою в Україні та визначено концептуальні засади, напрями та рівні його реформування відповідно до вимог демократичного врядування.

Ключові слова: державне управління, вища освіта, реформування, рівні, напрями.

The paper analyzes the condition of the state administration of higher education in Ukraine, and determines the conceptual principles, the directions and the levels of its reformation in accordance with the requirements of the democratic governance.

Keywords: state administration, higher education, reformation, levels, directions.

Problem setting. Under the existing conditions of the development of the State of Ukraine, the need in the scientific and theoretical research and development, as well as the introduction of the newest approaches to the reformation of the state administration of higher education becomes urgent. The reason is in the fact that it is one of the main directions of the construction of democratic, legal, social, and independent state, the establishment of civil society with the high humanistic values, as well as the demand of society, and the priority of its development.

Recent research and publications analysis. Scientific and methodological grounds for this research are the theory and practice works in the area of the state administration by such scientists as V. Averianov, H. Atamanchuk, V. Bakumenko, T. Butyrskaya, V. Kniaziev, P. Nadolishnii, N. Nyzhnyk, V. Martynenko, S. Serohin, O. Obolenskyi, Yu. Surmin, V. Tsvietkov, and others. In the context of the range of problems of the state administration of higher education, interesting are the scientific and practical approaches proposed by V. Viktorov, O. Zhabenko, L. Haievskaya, S. Dombrovska, D. Dzvinchuk, V. Kremen, V. Luhovyi, V. Oharenko, N. Protasova, V. Sychenko, and others. Despite the wide scope of scientific groundwork in the field of the state administration of higher education, there are many problems requiring further development. There is still no complex research of the reformation of legal and regulatory, organizational and functional components of the state administration of education in higher educational institutions of the I-II accreditation levels in Ukraine. This research should interpret theoretically the modern tendencies and the principles of proper governance, and take into account the development process of the state administration in the educational field.

Paper objective. Thus, the paper objective is the scientific and theoretical substantiation of the conceptual approach to the reformation of the state administration of higher education in Ukraine according to the requirements of democratic governance.

Paper main body. The research of the process of formation and development of the state administration of higher education in Ukraine allowed us to determine that according to the formal signs it mainly meets the standards and rules of European states. In Ukraine, as in European states, the administration is formed according to the line and staff scheme. The differences are in the structure of the administrative authorities, the procedure of their forming and the exercise of powers, which consist in the exertion of influence over the field of higher education. Despite the fact that there is the constant work in Ukraine on the improvement of the legal and regulatory support of the state administration of higher education and the development of its institutional structure, we should state that there are significant problems concerning the implementation of the state administration of higher education.

The analysis of its peculiarities in Ukraine based on the study of the statistical indices of the development of the system of higher education, as well as the sociological researches allowed us to determine the following problem issues, the

solution of which shall be the purpose of the reformation of the state administration of higher education:

- social, economic, and political instability in the society;
- critical shortage of financial resources;
- significant influence of the political branch of social life on the activity of the authorities of the state administration and, accordingly, on the development of the state administrative solutions;
- loss of trust of the population in the authoritative institutions, with the simultaneous increase of the level of trust in the system of education.

In addition, the specific problems of the state administration of higher education in Ukraine are the following:

- intensification at the central level of the control of activity of higher educational institutions, and absence of possibility of the regional authorities to take part in the state administration of higher education;
- despite the declared in the regulatory documents structure of the state and public system of the administration of higher education, in practice, the influence of NGOs on the administration of higher education is significantly limited and, as a rule, is not implemented in real actions;
- incompleteness and imperfection of the legal and regulatory support of the state administration prevent Ukraine from becoming the full-fledged member of the European zone of higher education, because its main issues are not regulated at the legislative level – the increase of self-government of the higher educational institutions, the academic mobility, the credit-modular system of educational process organization, etc.

In general, this leads to the disaggregated nature of the reformation of the state administration of higher education.

Summing-up of the experience of the state administration of higher education in the EU states allowed us to determine that they have the conditions for the development of the state administration of higher education, namely: independent legislation, organizational structure, efficiently distributed functional support of the authorities of the state administration of higher education. In these countries, the system of the state administration of higher education has a two-level type of organization. At the nationwide level, the development and the implementation of the national strategy are carried out, the educational standards are developed and their implementation is controlled, the financial and administrative responsibility of authorities at different levels is established. The parliament, the president, the government and the competent ministry are responsible for the development and the implementation of the state administration of higher education. The authorities at the regional level are responsible for higher education on the relevant territory and for its current administration. The entities at the central level of the administration of higher education shall always perform the duty of goal determination and strategic planning, and the authorities at the regional level shall obtain the range of powers from the current administration of the field of higher education.

At the same time, the leading tendency is the deregulation of the powers of the central authorities, the establishment of the independent organizations to finance higher education and estimate its quality, the increase of powers of the bodies of public self-government in the development and the implementation of the state administration of higher education. As a rule, the advisory and consultative bodies including the representatives of pedagogical community work in the executive authorities. It is a standard practice to hold the conferences of rectors, who have the ability to influence the development and the implementation of steps in the administration of the field of higher education. In particular, it shall be positive to use the experience of these countries to create the modern legislation and the efficient administrative structures.

The issue of the reformation of the state administration of higher education in Ukraine maintain insufficiently elaborated. It is connected with the difficulty of suggestion under the conditions of the political and economic instability of the long-term strategy of the state administration. However, in connection with the gradual intensification of the process of the country development, the organizational and legal registration of the administrative structures, and the improvement of the content of powers of the bodies of the state executive authorities and the bodies of local self-government, the real conditions for the transition of the system of administration to the qualitatively new level begin to appear.

It should be emphasized that during the next years, the role of the state in the administration of higher education in Ukraine will be significantly higher than it is in the European countries. Considering this, it should be the state represented by its authorities to understand the necessity to reform the state administration of higher education and to make it conform to the modern conditions. All the responsibility for the beginning and the course of the reform of the state administration of higher education in Ukraine must be taken by the President and the Government of Ukraine, and the Ministry of Education and Science of Ukraine. If the executive authorities are not confident concerning the implementation of certain changes, then in order the models of the reformation of the state administration of higher education to work it is necessary to carry out an experiment to answer the majority, if not all the questions.

We are convinced that the reformation of the state administration of higher education must be implemented by means of the performance of specific actions. Thus, there is the need in the development, the approval and the implementation of the Concept of the reformation of the state administration of higher education in Ukraine. This makes it possible to accumulate the resources of all state authorities as much as possible, to ensure the consolidation of efforts, the coordination and the interaction during the determination of the effective ways of urgent problems solution.

One of the main problems requiring the urgent solution is the problem of financing of the branch of higher education. In comparison with the European countries, Ukraine is among the top ten countries with the highest level of the investment of the state funds into higher educational institutions. However, their

“shortage” indicates the inefficiency of the existing model of the state financing of higher education. It is known that the European countries formed several models of higher education financing – financing according to expenditures, financing according to results, contractual financing of education, government order based on capitation, etc.

It is important to ensure transparency of the procedure of higher school financing. Interesting in this context is the model of higher school financing in France. It allows to step aside from the allocation of state funds to higher education based on quantitative indices, and to go over to the qualitative criteria of the development – the participation in scientific researches, the quality of education, the training of skilled personnel. The clear definition of the criteria of financing of the higher educational institutions shall favour their efficient operation and shall create the effective system of distribution of state funds among higher educational institutions regardless of the conjuncture, political factors.

Now, the state administration of higher education in Ukraine is the difficult vertical hierarchic structure, the distinctive feature of which is a high level of administration centralization. However, the European experience shows that the central level of administration shall establish the regulatory framework, and the regional level of administration shall ensure its execution. Together, they must create the conditions for the implementation of these standards.

Thus, considering the European experience, it is possible to carry out the optimization of the functional component of the authorities of the state administration of higher education in Ukraine in the direction of the increase of the role of the community, and the introduction of the principle of publicity. The excessive centralization of the state administration is unjustified under the modern conditions, and does not allow the system of higher education to trigger the ways of self-organization and to find way out of crisis independently. That is why it is necessary to take certain measures concerning the delegation of power. The decentralization of the administration of higher education shall potentially provide the possibility to better determine the needs of the regional economy in specialists, to meet the needs of the population and to get the community involved. At the same time, it is necessary to pay attention to the peculiarities of different regions when using financial resources and stimulating interaction at the regional and central levels in the field of administration of higher education. The Ministry of Education and Science of Ukraine must become the body of state supervision over higher education, which should determine the goal, the priorities, the directions and the main tasks of the state policy in the field of higher education.

The reformation of the state administration of higher education must ensure the increase of the quality and the reduction of the terms for the achievement of results; the transparency, the openness, the reasonableness and the timeliness of the solutions of the bodies of state administration; the increase of the effectiveness of the interaction between all levels of authorities and NGOs at the expense of the clear definition of measures, procedures and criteria for the achievement of results.

In the end, it should be noted that there is the idea spreading in scientific environment, according to which, under the conditions of the construction of the state and public model of the state administration of higher education, the methodology of social and organization design has considerable advantages. It shall favour the increase of control of the community concerning the estimation of the performed tasks of the projects, increase the interaction between the state authorities and pedagogical community, and favour the exchange of ideas and their consideration.

Conclusions of the research. Thus, the carried out analysis of the modern condition of the state administration of higher education in Ukraine determined the range of problems requiring urgent solution with consideration of the requirements of the democratic governance and taking into account the European integration efforts of our state. The conceptual principles of the reformation of the state administration of higher education in Ukraine were scientifically grounded. They stipulate the improvement of the organizational and functional components of this administration, the legal groundwork and the expert and analytical support for the development and the adoption of the state administrative solutions in forming and implementing the state administration of higher education, and the introduction of state and public model. As for the prospects of the further scientific researches in the area of renewal of the system of the state administration of higher education, first of all, they are defined by the theoretical and methodological support of the relevant processes of the reformation of higher education in the higher educational institutions of the I-II accreditation levels.