

The article analyzes the current concepts of public administration reform, their advantages and disadvantages, assesses the feasibility of implementing these concepts in Ukraine in terms of quality management of education. The concepts of "quality of the educational process", "state management of education quality" are specified. The levels of management of the national system of state management of the education quality as a subsystem in relation to the type of activity carried out by the system are considered. It is proved that when building a system of state management of education quality, in addition to the normative principles of educational activities, scientific development of the problem and the state of pedagogical practice, it is necessary to pay attention to national education as a system and main trends in education and society. Modern concepts of public administration reform in general and their application in the quality management system of education are analyzed, namely: the concepts of New Public Management, Good Governance, Public Value Management and Performance-Based Management, Total Quality Management. It is emphasized that the priority of public authorities should be to develop a reform of strategic management of the education system, the essence of which is to determine the priorities and directions of education, based on long-term prognoses. It is emphasized that the application of strategic planning allows not only to increase the consistency of goals with resources and justify the financial support of educational projects and programs, but also systematizes the tasks of government employees, simplifies the procedure for assessing their effectiveness, making budget policy, economic development, education more predictable for business and society.

Key words: education quality, quality of educational process, state management of education quality, strategy of education development, concepts of public administration.

Hrabovenko Natalia

Candidate of Pedagogic Sciences, docent,
Professor of the Department of Public
Administration, Interregional Academy of
Personnel Management (IAPM),
ORCID ID: 0000-0001-8896-1292

**Сучасні концепції реформування
державного управління в аспекті
управління якістю освіти**

(Modern concepts of public governance
reform in the aspect of educational
quality management)

Formulation of the problem. One of the most important components of life quality is education. Many countries of the world believe that education ensures the development of society. Therefore, the problems of improving the already existing approaches to public quality management of education at all levels in modern socio-

cultural conditions are gaining a special role. Ensuring the high quality of education on the basis of preserving its fundamentality and compliance with the current and future needs of the individual, society and the state is the main task of state educational policy.

Analysis of recent research and publications. International experience in improving the quality of higher education has been studied and analyzed by such scientists as K. Balabanov, V. Viktorov, S. Kalashnikova, O. Lokshyna, V. Luhovyi, I. Sikorska, I. Semenets-Orlova, I. Trygub, L. Sheremet etc.

The purpose of the article is to analyze modern concepts of public administration reform in Ukraine in terms of education quality management.

Presenting main material. State management of the education quality involves the separation of the overall management function of aspects of quality that effectively influence the education system. When choosing the conceptual foundations of public education quality management requires consideration of a number of contradictions: the correlation between education and upbringing, training and education, objective and subjective; humanistic orientation of education and pragmatic consumer demands; integrity of the educational system and the allocation of the main management; preservation of the single educational space of the region and the autonomy of educational institutions.

When building a system of public quality management of education in addition to the normative principles of educational activities, scientific development of the problem and the state of pedagogical practice must take into account the peculiarities of national education as a system and major trends in education and society.

Consideration of education as a system is associated with the presence of components which the system has (preschool, general, professional, special (correctional), additional); integration qualities, such as none of the individual components has; structure, that is certain connections and relationships between parts and elements; functional characteristics of the system as a whole and its individual components; system interaction with a higher order system and the environment; historicity.

The system of education (as pedagogical) is: a social system according to its substantial basis; a complex system considering its structure and functions; an open system by the nature of interaction with the external environment; a dynamic system on the basis of variability; a probabilistic system by the method of determination; a purposeful system considering the presence of goals.

At the same time, when building public administration of the national education system, it is necessary to take into account such features as:

- multilevel managerial influences; their interaction;
- self-government of components and elements of the education system;
- multi-purpose nature of functioning and development;
- the variety of educational institutions that solve, along with education and training, also social and correctional tasks;
- mandatory continuity of different educational levels;
- multiparametric nature of the assessment of the state and results of activities;
- the need to take into account subjective and objective factors and results.

The national system of state management of the education quality can be represented in the form of a hierarchy of government levels: national – regional – subregional – institutional – local. The levels of the hierarchy will be considered as subsystems in relation to the type of activity carried out by the system. Quality management means the interaction of educational entities aimed at changing the manifestations of the education quality in the interests of an individual, the society and the state.

State management of the education quality involves the separation of the overall management function of quality aspects that effectively influence the education system. *Public management of the education quality* means the interaction of educational entities and public authorities and local governments, aimed at changing the manifestations of the education quality in the interests of an individual, the society and the state [2].

When choosing the conceptual foundations of public quality management of education, it is important to take into account a number of contradictions, in particular:

correlation between education and upbringing, training and education, objective and subjective; humanistic orientation of education and pragmatic consumer demands; integrity of the educational system and the allocation of the main management; preservation of the single educational space of the region and the autonomy of educational institutions.

When building a system of public quality management of education, in addition to the normative principles of educational activities, scientific development of the problem and the state of pedagogical practice, it is necessary to take into account the peculiarities of national education as a system and the main trends in education and society and such their peculiarities as self-government of components and elements of the system; multi-purpose nature of functioning and development; the variety of educational institutions that solve, in addition to education and training, also social and correctional tasks; mandatory continuity of different educational levels; multiparametric nature of the assessment of the state and results of activities; the need to take into account subjective and objective factors and results.

The main characteristics of public education management are: the presence of governing bodies that are endowed with certain powers and whose activities are aimed at certain objects of education; existence of managerial relations between subjects and objects of management; availability of managerial functions that ensure the functioning and development of education. Public administration of education is a system of state public administration. Components of public education management are strategic management, government regulation and administrative management.

The first attempt of the European Union (hereinafter - the EU) to develop a conceptual framework for the quality of higher education was the adoption of the Declaration on Higher Education for the XXI century (1998) at the initiative of UNESCO. In this document, the quality of higher education was defined as a multidimensional strategy that includes certain functions and activities: curriculum development, research and scholarships, research and teaching staff, students, logistical support, educational content, public benefit and academic environment. Improving the quality that should be achieved by coordinating internal self-assessment with external

assessment, taking into account the reality and conditions for the organization of the educational process, involvement of stakeholders in the institutional assessment. In the Bologna process, documents relating to the key concept of "higher education", the term "provision", which is translated as "guarantee". This process leads to a contradictory understanding of the quality of higher education, ways and means of obtaining between educational and professional training of future experts, which is evident in the documentary decisions of the countries participating in the Bologna Process.

The study of the conceptual principles of public administration of education quality should be based on the analysis of modern concepts of public administration reform in general in order to identify their advantages and disadvantages, assess the feasibility of implementing these concepts in Ukraine in the form in which it occurred in developed countries, namely: New Public Management, Good Governance, Public Value Management, Performance-Based Management, Total Quality Management. Let's describe these concepts in more detail.

The concept of New Public Management emerged in response to the inability of the traditional model of public administration in response to the new economic challenges that accompanied the processes of democratization, globalization, trade liberalization and the opening of national markets. The presence of a large number of bureaucratic procedures and regulatory functions, which is characteristic of the traditional model of public administration of the education system, has led to a deterioration in the education quality, its competitiveness in the market of educational services in the world. The consequence of political administration and bureaucracy amalgamation was an increased corruption level. As a result of the contradictions in the traditional model of bureaucracy, the growth rate of expenditures on public administration of the education system increased, and the number of civil servants increased. The concept of New Public Management provides for improving the quality of public services, including in the field of education, reducing the cost of maintaining the state apparatus, introducing more effective models of education management and increasing the productivity of civil servants. Therefore, the focus is on democratization and decentralization of public education quality management.

The main principles of the New Public Management concept are the following:

- decentralization which is a transfer of a number of powers from the national to the regional level of executive power and educational institutions; transfer of a number of functions on performance of educational services to independent agencies; introduction of a results-oriented education budgeting system;
- democratization which is increasing the openness of the management decision-making process;
- optimization which is a reduction of the state educational institutions quantity and transfer of part of educational services to the private sector;
- competition which is a competitive replacement of positions by pedagogical and scientific-pedagogical workers;
- efficiency which is an introduction of educational institutions evaluating (rating) according to the results [3].

The priority of public authorities should be to develop a reform of the education system strategic management, the essence of which is to determine the priorities and directions of educational development, based on long-term prognoses. The application of strategic planning allows not only to increase the consistency of goals with resources and justify the financial support of educational projects and programs, but also systematizes the tasks of civil servants, simplifies the procedure for assessing the effectiveness of their work, which makes budget policy, economic and education development more predictable for business and society [4].

The concept of Good Governance is based on a fundamentally new way of interaction between the state and society, which is cooperation. The main principles of the Good Governance strategy are the following: participation, transparency, flexibility, accountability, efficiency, rule of law, cooperation approach etc. [5].

The importance of these principles is confirmed in the analysis of the practices in the number of countries that implement the concept of Good Governance. This concept implies a "blurring" of the boundaries of the state, that is, when it is impossible to distinguish where the state ends and civil society begins. Today, the state is in need of the private sector, but in order to motivate it to action, to make it socially responsible, it

is important to offer favorable conditions for cooperation, where there is no rigid division of functions, but a focus on developing a unified platform with shared risks and responsibilities for the result. At the same time, during such cooperation the process of communication is of primary importance, at the time of which its participants collectively set goals, management priorities, choose appropriate methods and mechanisms. As a result of an effectively organized communication process, the state has the opportunity not only to reduce transaction costs, which make educational services more accessible to citizens, but also to hear the needs of all participants in the educational process (stakeholders).

A distinctive feature of Good Governance is the fact that the condition for making managerial decisions is the determination to achieve the common good in combination with strategic assessment, not only taking into account the degree of effectiveness, but also political and moral criteria. In implementing the concept of Good Governance, it is important to abandon the standard copying of the world educational systems and take into account the historical, political, socio-economic functioning features of the education system in Ukraine.

The concept of Public Value Management is close to Good Governance and brings issues related to public administration values to the fore, it also provides that civil servants must be guided by a high vocation to serve society, act within the law, take into account public values, political norms, professional standards and interests of citizens, including in the field of education [7].

Analysis of the implementation mechanism of Performance-Based Management instrumental approach in public quality management of education provided an opportunity to draw the following conclusions. The advantages of this approach in public quality management of education is that it focuses on educational outcomes (formed competencies of graduates, program learning outcomes that will make them successful in the labor market, will meet their own needs in quality living conditions), rather than activities. These advantages are also that the process of public quality management of education is becoming more open and that the accountability of the authorities that governs this process from the outside and the educational institutions

management that controls it from the inside is ensured. The positive impact of the approach in public quality management of education is also that achievements are evaluated, the focus is on strategic goals, the funds are used more efficiently and effective incentives are introduced to motivate participants in the educational process and celebrate achievements. The implementation of public administration focused on Performance-Based Management instrumental approach is meant to improve the quality of educational services that must meet the needs of society and the priorities of citizens; to raise the prestige of Ukrainian education at all its levels; to change the values, attitudes and behavior of participants in the educational process and all stakeholders in the quality of education.

In the last decade, foreign educational institutions have been implementing the philosophy of Total Quality Management (TQM) and the international quality standards ISO-9000 in the organization of their activities. The new approach to quality management of the educational process from the standpoint of TQM is to improve educational programs and improve the quality of educational services to meet the needs of society and train professionals who meet the requirements of the current stage of economic development. The study of modern concepts of public administration in general is relevant for their implementation in the quality management system of education in Ukraine.

Conclusion. The primary task of the state in ensuring the quality of education is the implementation and continuous improvement of internal mechanisms for educational activities realization, implementation of procedures and mechanisms aimed at promoting European principles and values in the modern Ukrainian education system, forming a culture of education, providing conditions for participation of all interested parties in quality education development.

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