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THE DEVELOPMENT OF UKRAINIAN EDUCATION IN THE CONTEXT OF TRANSFORMATION OF THE STATE AND REGIONAL ADMINISTRATION

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Abstract

The essence of the Ukrainian regional system of higher education as an object of the state administration under the conditions of transformation is defined. The direction and concept of the state policy of education regionalization are determined. The fundamentals of this concept are as follows: the purpose of its development is the formation of the system of the state administration of higher education that will provide the mobilization of internal resources of the higher educational institutions and regions for the development of higher education and the optimization of distribution of nationwide resources directed at the educational area based on the principles of efficiency and justice. Thus, it is important to solving of problem of financing of the branch of higher education.

Key words

Regional systems of Ukraine, object of state management, academic mobility, the concept of public administration in Ukraine, development trends.

1. Introduction

Higher education is the most important key factor of the long-term influence on the development of economy of a country and regions, on the improvement of population's living standards, belonging to the state in the modern society. Thus, it may be indicated that higher education in certain regions and countries in general becomes one of the main core factors of the economic growth.

Scientific and methodological grounds for this research are the theory and practice works in the area of the state administration by such scientists as D. Dzvinchuk, G. Dmytrenko, V. Zhuravskij, S. Nikolaenko, and others (Дзвінчук, 2003; Дмитренко, 1996; Журавський, 2003; Ніколаєнко, 2005). In the context of the range of problems of the state administration of higher education, interesting are the scientific and practical approaches

proposed by O. Zhabenko, V. Oharenko, N. Safonova, V. Sychenko, and others (Zhabenko, 2003; Огаренко, 2005; Сафонова, 2004; Сиченко, 2010). 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 is to determine the essence and the development of regional systems of higher education as an object of the state administration under the present conditions. It is also necessary to demonstrate the direction and the concept of the state administration of higher education in regions under the present conditions providing persistence, stabilization and further stable development of higher educational institutions in accordance with the main policy of a modern state.

2. Paper main body

The role of education from the regional point of view is known. Social sciences consider the educational institutions as the main channel of social circulation. The modern post-industrial societies are characterized with the intensive inter-branch and international flow of physical and human capital, the quick appearance of new branches, their rapid development and further reduction.

The systematic structural reconstruction of the state administration leads to radical changes in the social environment. However, this question has not been studied comprehensively yet, requiring more attention. It is one of rather substantially studied and solved question in the foreign literature. As for the recently adopted official documents defining the prospects of the development of Ukrainian education, they determine the range of problems concerning the improvement of the economy of education and the development of scientific problems, the most important of which include the issue of the improvement of the state administration of higher education, the development of the statistics of education, the increase of internal and external efficiency of education at the central, regional and institutional levels (Ніколаєнко, 2005).

Special attention is paid to the question of the increase of competitiveness of Ukrainian education, the stimulation of integration processes in it, the establishment of the new types of educational institutions, scientific schools and centres in regions, the regional forecasting of the needs of society in certain skills and knowledge types, and the satisfaction of social demand of the population for the higher continuous education. The urgency of the problem of development and implementation of the new mechanism of higher education financing increases, as well as the training and retraining of personnel for the system of higher education, and the development of the system of public organizations in education. During the cycle of labour activity, a person needs to change occupation, place of work and even place of residence several times. Under these conditions, the labour force reproduction stipulates the increase of their professional mobility (Указ Президента України..., 2002; Сафонова, 2004).

The professional mobility as a component of global tendencies makes the range of demands of academic mobility, which would become the most important qualitative characteristics of the modern educational systems. Thus, the academic mobility originates from the time of establishment of the first European universities. At that time, students and teachers traditionally spent the majority of time travelling, changing one higher educational institution into another. The academic contacts depended on political and economic conditions, and the flow of students from the other countries depended on the level of activity of interstate relations (Zhabenko, 2003).

The modern academic mobility is connected with the individual movement of students and higher-education teaching personnel. It is based on the interacademic contacts based on the creation of the single system of education and the integration of educational institutions, the intensification of regional and national opportunities for the formation and the implementation of the policy in the area of education corresponding to the new conditions. The development of international trade, the intensification of division of labour and specialization turn the migration of labour force to the most important conditions and lead to the establishment of the international labour markets. For example, the integration of European countries leads to the creation of the single "European home" that transforms the educational system into a sort of a "single European university" (Закон України "Про освіту", 1991; Огаренко, 2005).

The state level of the administration of education provides for the maintenance of the single

educational space guaranteeing the high quality of education favouring the development of academic mobility. However, it is possible to determine the optimum scope and the sufficient diversity of educational services provided by local institutions of the system of higher education only at the regional level taking into account the state of economy, the structures of population employment in one or another region.

The concept of the state administration of higher education in Ukraine, under the conditions of decentralization and adoption of the European level, favours the increase of the quality of educational services provided by the regional systems to population, enterprises and establishments of these territories as the main institutions of society, the core factors of economic and social development of the state (Дмитренко, 1996; Сиченко, 2010). The fundamentals of this concept are as follows: the purpose of its development is the formation of the system of the state administration of higher education that will provide the mobilization of internal resources of the higher educational institutions and regions for the development of higher education and the optimization of distribution of nationwide resources directed at the educational area based on the principles of efficiency and justice.

The result of implementation of this concept must be the solution of the following tasks (Панов (ed.), 2006a, 2006b; Дзвінчук, 2004):

- a) the creation of conditions for stabilization of functioning and further development of higher education in a region;
- b) the intensification of focus of the development of higher educational institutions on the additional internal sources of self-financing and the means of regions;
- c) the creation of conditions for the optimum distribution of higher education among the groups of population with different levels of income, educational tastes, academic abilities, among the different regions based on the principles of efficiency and justice;
- d) the increase of attractiveness of the programmes of academic and professional education for the residents of these regions based on the principle of the necessary diversity of specialities and specializations taking into account the specific nature of local labour markets and social demand of population;
- e) the development of legal, informational, statistical base in the system of higher education;
- f) the formation of the effective system of higher education guaranteeing the maximum employ-

ment, the increase of incomes of population, and the cultural advance;

- g) the building of confidence in regional education, the provision of economic safety of regions and the equal accessibility for population to the qualitative higher education.

The reformation of the state agencies of administration of higher education at the national and regional levels is directed at satisfaction of the interests of population, employers, and territories. This is the main purpose of the state at the moment.

The scales, the sizes and the tasks of the modern higher education result in the establishment of institutions of such complexity and size that the exclusively centralized administration becomes impossible. Thus, the necessity appears to delegate the part of powers from the central authorities to the regional ones, which is implemented in the policy of regionalization of higher education. This provides for the improvement of the centralized administration of higher educational institutions and the increase of the role of regional governments in higher school control. The questions of higher education must be governed by both state and regional levels of administration (Дзвінчук, 2003).

Education plays the very important role in the creation of fundamental conditions for population prosperity that is proved by the world practice of social and economic researches. The significant influence is made by the system of higher education in the current period of joining the post-industrial society. This stipulates the exigency to search for the optimum ways of fastest renewal of the educational system at the regional level, to help it out of a crisis, to provide not only the survival, but also the expected development of the system in accordance with the global tendencies stipulated by the general processes of the society development (Журавський, 2003).

The process of regionalization of education includes the focus on the needs of an individual implemented in this area, the formation of single educational space of a region, and the consideration of specific regional peculiarities with the determination of areas and directions of activity of all the structural elements of the educational system.

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.

3. Conclusions of the research

The success of the development of higher education mainly depends on the theoretical analysis and the transformational changes in the state administration, on the study of the historical experience of European countries, on the determination of general tendencies and peculiarities in this field. One of the peculiarities of the present higher education in Ukraine is the state nature of origin and the centralized form of administration during the long period of time. This leaves its mark on the ways and the means of its further development, and, in particular, excludes the possibility of decrease of the degree of accessibility for population to the state building.

The state represented by state and regional governments must be the initiator of the educational reforms. The new state policy in the area of higher education must be based on the traditions of Ukrainian higher school and, at the same time, include the new elements of higher school improvement.

The system of higher education consists of the higher educational institutions implementing the educational programmes, which are located on the territory of one or another region and mainly satisfy the needs of its population. The tasks of the governments (both state and regional) in the area of higher education must be in the optimum provision of the regions with the qualitative education in accordance with social standards.

The regional government must support the competition among higher educational institutions by way of government procurement of the training of highly skilled specialists, the allocation of scientific grants, and the governmental scholarships. The state policy of higher education regionalization and the modern legislative base must be directed at the creation of conditions for stabilization, improvement and further development of the regional systems of higher education. At the national level and in regions, the governments together with the administrations of higher educational institutions must develop the concepts and the programmes of education development directed at the establishment of the new organizational forms in the system of regional higher education and the state mechanism of administration of higher educational institutions.

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