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## **ДЕРЖАВНЕ УПРАВЛІННЯ В СИСТЕМІ ОСВІТИ: ТЕОРЕТИЧНІ ТА МЕТОДИЧНІ ПІДХОДИ ТА ПРАКТИЧНІ РЕКОМЕНДАЦІЇ**

**Анотація.** У статті проведено аналіз перспектив підвищення ефективності державного управління в освіті. Насамперед, було проаналізовано поняття «державне управління», визначено його відмінності та схожість з поняттям державного управління. Було визначено перспективу вивчення процесів державного управління навчальним процесом, враховуючи його орієнтацію на суспільні потреби та орієнтований на людину підхід. Поняття державного управління теоретично позначається як сукупність процесів управління державними системами з метою забезпечення цілей сталого розвитку шляхом реалізації функцій організації, виконання, порядку та контролю. Ці функції схематично представлені та описані в статті. Для продовження аналізу були визначені тенденції розвитку системи освіти в Україні та за кордоном. Проаналізовано проблемні аспекти та визначено перспективи їхнього виправлення. Водночас, було встановлено, що основними процесами, які потребують вдосконалення системи державного управління в освіті, є організаційні, фінансові, репутаційні та цифрові процеси. Був розроблений алгоритм підвищення ефективності впровадження процесів державного управління освітніми процесами з урахуванням основних вимог суспільства до системи освіти

**Ключові слова:** суспільство, державне управління, освітній процес, інноваційний розвиток, соціальне управління

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## **PUBLIC ADMINISTRATION IN THE EDUCATION SYSTEM: THEORETICAL AND METHODOLOGICAL APPROACHES AND PRACTICAL RECOMMENDATIONS**

**Abstract.** *The analysis of the prospects for improving the efficiency of public administration in education is conducted in the article. First of all, the concept of “public administration” was analyzed, its differences and similarities with the concept of public governance were determined. It was decided to determine the perspective of the study of public administration processes by the educational process, taking into account its orientation to public needs and a human-centered approach. The concept of public administration is theoretically designated as a set of processes for managing public systems in order to ensure the goals of sustainable development through the implementation of the functions of organization, execution, order and control. These functions are schematically presented and described in the article. To continue the analysis, trends in the development of the education system in Ukraine and abroad were identified. The problematic aspects have been analysed and prospects for their correction have been identified. Having analyzed, it was determined that the basic processes that require improvement in the public administration system in education are organizational, financial, reputation, and digitalization processes. An algorithm was developed to increase the implementation of the processes of public administration of educational processes, taking into account the basic requirements of society for the education system*

**Keywords:** *society, public governance, educational process, innovative development, social management*

### **INTRODUCTION**

Reformatting the socio-political and economic guidelines of Ukraine in the direction of implementing the European integration vector of the country's development poses new challenges to society. First of all, the reform and transformation of the education system is required in order to keep the domestic research and educational space in the standards and norms of the European Union. Ensuring the competitiveness of not only education, but also economic

sectors in European markets is possible only through qualitative transformations and changes. Ukrainian education has mainly state and public forms of implementation, therefore, the issue of its reform lies mainly on the system of public administration, and the high social role of education determines the importance of its reforms for the state and society. Thus, it should be noted that reforms of higher education are of great socio-economic importance and contribute to

the formation of strategic guidelines for the development of the state.

The relevance of the subject under study led to attention to its solution by many authors. In particular, I.V. Zastrozhnikova and Yu.O. Ulianchenko [1] analyzed the system of state regulation of education for the formation of innovations and innovative approaches, is determined that the priority of the domestic educational space is the formation of European integration processes. The processes of participation of teachers in the development and implementation of mechanisms for regulating the education system are important, in particular, which are tested by V.P. Sadkov [2] at the International Scientific and Practical Conferences. In the context of the need to ensure innovative development, issues of commercialization and financing of the education system are raised by A.O. Cherchata and L.V. Solod in their monograph [3]. The strategic tasks of the education system for the formation of the intellectual potential of the country are defined in the work of R.I. Zhovnovach, Yu.V. Malakhovskiy and M. Mohamed [4]. The role of education at the modern stage of the development of society is emphasized in the study of V.H. Kremin [5].

Topical issues of public administration in the higher education system are analyzed in the works of S.H. Natroshvili [6], H.M. Kolomiets and I.I. Pominova [7]. However, since the education system must respond to changes in social priorities and requirements, it is appropriate to determine the impact of the latest trends in social development on educational processes and to determine the mechanisms of public administration that should be implemented in order to ensure the implementation of these processes.

According to the relevance of the study, its purpose is determined, which is to determine the mechanisms of public administration of the education system for the implementation of the tasks and priorities of social development.

To achieve the purpose, a number of scientific, practical and theoretical objectives have been identified, in particular the following:

- to analyze the processes of public governance and public administration, to determine specific characteristics;

- to identify general trends and tendencies in the development of the education system in the world and in Ukraine;
- to determine the legislative basis for ensuring the educational process;
- to develop recommendations to improve public administration in the education system at the national level.

## 1. THE DISTINCTIVE FEATURES OF THE PUBLIC ADMINISTRATION SYSTEM AND PUBLIC ADMINISTRATION

The education system is a priority for the development of any state. It is education that guarantees the provision of innovative development, technologization of production processes, entrepreneurial activity, investment attractiveness. Education is the basis for the formation of a spiritual society, compliance with ethical standards and rules. So, one of the important priorities of the development of society is precisely the formation of the foundations of an effective state policy in education.

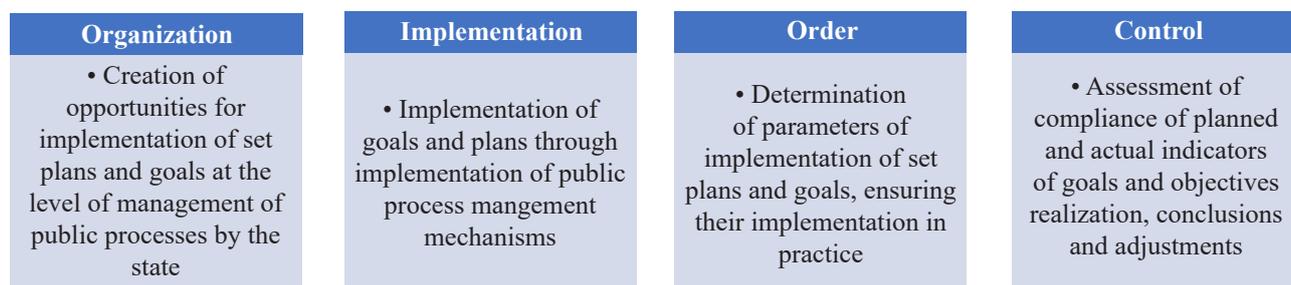
The formation of approaches and mechanisms for the management of the education system at the state level, first of all, requires the theoretical justification of the concepts of public governance and administration, the determination of their differences and the specifics of implementation in practice. In a broad sense, the concept of management should be considered as a set of interconnected actions to implement the function of planning, organization, motivation and control in order to transfer the object of management to a qualitatively new level [1]. Administration is understood as the process of managing certain systems [2]. The concept of public administration and public governance has similar origins – implementing the function of social management. However, the processes of public governance, first of all, consider the processes of organizing the implementation of public decisions, and the public administration system is aimed specifically at the implementation of public tasks [3]. The comparative analysis of the distinctive features of the public administration system and public administration, carried out in the study, is presented in Table 1 [4; 5].

**Table 1.** Comparative analysis of differences in the system of “public governance” and “public administration”

Characteristics	Public governance	Public administration
Basis for implementation	Implementation of government decisions	Realization of public priorities and needs
System object	State power	Public power, social processes
Implementation of basic functions	Management	Process management and coordination
Directions to object	Government agencies, enterprises, organizations	Society
Development vector	Only national	Eurointegration
Priority	State institutions, state authority system	Democratic values, sustainable development of society
Sources	Social governance	Social governance
Regulation	Force of laws and other regulations	Force of laws and other regulations
Scope of implementation	Social, economic, political, geopolitical, public interest	Social, economic, political, geopolitical, public interest

So, if public governance basically considers the processes of execution of state decisions, then public administration consists in the implementation of public priorities, therefore, the object of the system is public processes and

public power. The public administration processes can be presented in the form of the following diagram in a comprehensive manner (Figure 1) [5-7].



**Figure 1.** Public administration processes

Thus, considering eurointegration vectors of development of the Ukrainian society, and identification as an European integration priority the interests of the Ukrainian society, we consider it expedient to consider the issue of public administration in an education system, considering its high public function and a social role, and human-centered approach to realization of functions of public administration.

## 2. THE SINGULARITIES OF THE EFFECTIVE SYSTEM OF FINANCING EDUCATION AS AN IMPORTANT ELEMENT IN MINIMIZING THE NEGATIVE FACTORS IN THE EDUCATION SYSTEM

Analysis of development trends is important to ensure effective management of the system. Considering the education system as an object of management, it is appropriate to specify that the Ukrainian educational system is at the stage of transformation and reform. Transferring to the market basis of economic activity, Ukraine began to develop in the face of new public priorities and challenges. Thus, education was faced, firstly, with the need to reorient to new social needs that would satisfy the requirements of world standards, providing opportunities to compete with Ukrainian graduates and the economy as a whole in world economic markets. Secondly, education began to develop in the context of commercialization, which sets additional public priorities to ensure the possibility of its existence in the face of economic risks.

It is especially important to ensure the high competitive advantages of education in the conditions of quarantine measures and the development of online learning, because in these conditions the domestic education system no longer just competes within the country, or with educational institutions of neighboring countries, but comes to competitive conditions with educational institutions around the world. The effectiveness of the reforms carried out in the education system in Ukraine can be assessed by the resulting indicators of graduates of educational institutions (the level of their basic training, knowledge and skills, opportunities for applying the acquired skills).

Analyzing statistics, it should be noted that more than 65% of schools in Ukraine are located in rural areas.

These schools are characterized by a number of problems, in particular:

- transport accessibility for pupils;
- the absence of highly qualified teachers, teachers should combine the teaching of several non-major disciplines due to the lack of teaching staff in some schools, a number of teachers do not have the necessary training to hold lessons;
- low level of development of the material and technical base;
- lack of high-quality Internet access, which is the basis for obtaining modern information and organizing the training process in quarantine conditions;
- insufficient funding for educational institutions.

A positive point is that the number of schools that are equipped with barrier-free space has grown to 70% since 2017, which allows students with special needs to socialize and study in school groups. The average age of a teacher in Ukraine is 50 years. This indicates that Ukrainian youth do not join the teaching staff of schools, which is due to the complexity of this profession, the attitude of society to pedagogical processes with the creation of a certain negative image associated with low wages and low living standards of teachers. Thus, the problem of training personnel for the education system, improving the image of the teacher's profession, its popularization among young people, ensuring the social and legal protection of teachers, solving bullying issues is urgent.

The implementation of an effective system of financing education is an important element in minimizing the negative factors in the education system and ensuring its development. According to the State Statistics Service of Ukraine [8], the expenditures of the state budget in the education system are distributed as follows (Table 2). Thus, the highest rate of financing is observed in the higher education system, due to the high level of average wages, high rates of payment for public services, as well as the need to maintain and modernize the material and technical base. However, it should be noted that higher education has a number of problems of financial development. A large number of higher educational institutions do not allow rational allocation of budget funds to exactly where the quality of the provision of educational services is high, and the direction is of high relevance to society.

**Table 2.** State budget expenditure on the education system in Ukraine

	Total	Education services	Secondary activities within educational institutions	Medical services	Food services	Admin. services	Secondary education-related activities	Equipment	Transport services	Administrative office	Financial services
Preschool education	33 068 638,5	23 233 448,4	8 857 344,8	17 220,4	3 953 292,0	4 886 832,4	977 845,3	830 593,3	11 244,9		136 007,1
Primary education	44 798 923,5	34 547 963,4	8 944 523,6	18 377,3	2 167 559,1	6 758 587,2	1 306 436,5	1 127 072,8	19 664,3	86 470,7	73 228,7
First stage of secondary education	47 881 923,7	36 925 506,7	9 560 073,4	19 642,0	2 316 727,5	7 223 703,9	1 396 343,6	1 204 636,4	21 017,6	92 421,4	78 268,2
Second stage of secondary education	12 302 882,2	9 487 717,4	2 456 385,3	5 046,8	595 264,8	1 856 073,7	358 779,5	309 521,8	5 400,3	23 747,0	20 110,4
Post-secondary non tertiary education	11 160 730,2	7 619 361,9	1 881 446,7	4 129,7	436 333,8	1 440 983,2	1 659 921,6	256 906,5	11 988,8	17 006,7	1 374 019,6
Higher education	61 340 811,4	56 109 525,6	2 253 903,8	5 393,0	1 534 895,2	713 615,6	2 977 382,0	532 803,6	5 378,9	139 534,0	2 299 665,5
Doctorate	3 446 110,4	3 197 067,6	130 552,0	55,5	1 309,4	129 187,1	118 490,8	51 799,6	2 446,6		64 244,6
Total	214 000 019,9	171 120 591,0	34 084 229,6	69 864,7	11 005 381,8	23 008 983,1	8 795 199,3	4 313 334,0	77 141,4	359 179,8	4 045 544,1

In 2019, the Ministry of Education developed a new methodology for determining the amount of funding for higher education institutions, related to the assessment and analysis of performance indicators of educational and research processes, and the calculation of funding volumes in accordance with rating indicators. There is a high rate of funding in school systems, but, the lack of rational mechanisms for organizing the educational process, especially in rural areas with small school classrooms and lack of capacity to provide high levels of instruction in these schools, demonstrate the need to find mechanisms to modernize the education system, taking into account current trends in social development, new challenges and the need to ensure the competitiveness of Ukraine's intellectual potential in world economic markets.

According to statistics, governments around the world spend \$9.9 billion every day on education, which is the second indicator of spending in the world after health care (it is important to take into account that the data were identified during the pandemic). The basic indicator for assessing the level of education at the macro level is the Education Level Index, the methodology for which has been developed by the United Nations. The indicator is based on data related to the literacy rate of the adult population of the country, as well as the total proportion of people receiving education [9]. This indicator is one of the main indicators

for the identification of the Human Development Index as the basic category of social development of mankind. This shows that today society identifies education as a basic priority for the sustainable development of mankind. Germany, Australia, New Zealand and Denmark have the highest Education Level Index. Poor African countries, such as Niger, Eritrea, Chad, Mali, Burkina Faso have the lowest rates. Ukraine is in 46<sup>th</sup> place of this rating among 189 countries assigned an index [9].

The level of education, basic reading and writing skills remains very low in many countries. The world trends in education are as follows:

- increasing the commercialization of education processes;
- reduced access to education in certain regions of the world due to military-political conflicts and quarantine activities in the pandemic;
- the threat of loss of basic reading and writing skills by several generations in a number of countries due to the lack of any access to education in the absence of Internet access in the pandemic;
- politicization of educational processes in order to influence the world vision of the younger generation;
- lack of real effective mechanisms for ensuring the educational process in the poorest countries as an opportunity to bring this country to a qualitatively new socio-economic level.

### 3. THE CHARACTERISTIC OF THE EFFECTIVENESS OF THE PUBLIC ADMINISTRATION SYSTEM IN EDUCATION

The basic concepts and priorities of education development are defined in the United Nations Concept of Sustainable Development<sup>1</sup> and other international documents of the United Nations, and its structural units, in particular United Nations International Children's Emergency Fund (UNICEF) and United Nations Educational, Scientific and Cultural Organization (UNESCO). Ukraine has ratified the main international regulatory documents that regulate world norms and standards for the provision of quality education. Today, in the conditions of reforming of domestic educational space within an eurointegration vector of development changes were made and restated a number of key regulatory documents, such as Law of Ukraine "About Education"<sup>2</sup>, Law of Ukraine "About Complete General Secondary Education"<sup>3</sup>, Law of Ukraine "About the Higher Education"<sup>4</sup>, Law of Ukraine "About Professional Education"<sup>5</sup>, Law of Ukraine "About Scientific and Scientific and Technical Activity"<sup>6</sup>. Amendments and additions to basic legislation in the education system have contributed to the ratification of international norms and standards for the quality of education.

The basic rights of a citizen to access education are covered in the Constitution of Ukraine<sup>7</sup>, in particular Art. 53 determines: "Full general secondary education is compulsory. The state shall ensure the accessibility and free availability of preschool, full general secondary, vocational and higher education in state and public educational institutions; development of preschool, full

general secondary, extracurricular, vocational, higher and postgraduate education, various forms of education; granting state scholarships and benefits to pupils and students. Citizens have the right to receive free higher education in state and public educational institutions on a competitive basis. Citizens belonging to national minorities are guaranteed, in accordance with the law, the right to study in their mother tongue or to learn their mother tongue in state and public educational institutions or through national cultural societies".

By identifying the ratification by Ukraine of international documents in the field of education as a priority of European standards for the implementation of the educational process, ensuring the right of citizens to education in the Constitution of Ukraine<sup>8</sup>, was determined the relevance of finding mechanisms to solve modern problems of education by ensuring the rational implementation of the public administration system. During the analysis of the system of public administration of the educational process, an algorithm for implementing mechanisms of public administration by education was developed, taking into account the requirements of the society, it is presented in the Figure 2.

So, as a result of the study, an algorithm to increase the effectiveness of the public administration system in education, which includes organizational measures, processes for improving the image of Ukrainian education, digitalization processes as a priority of development, as well as ensuring the implementation of the quality control function of the educational process by applying the public was proposed.

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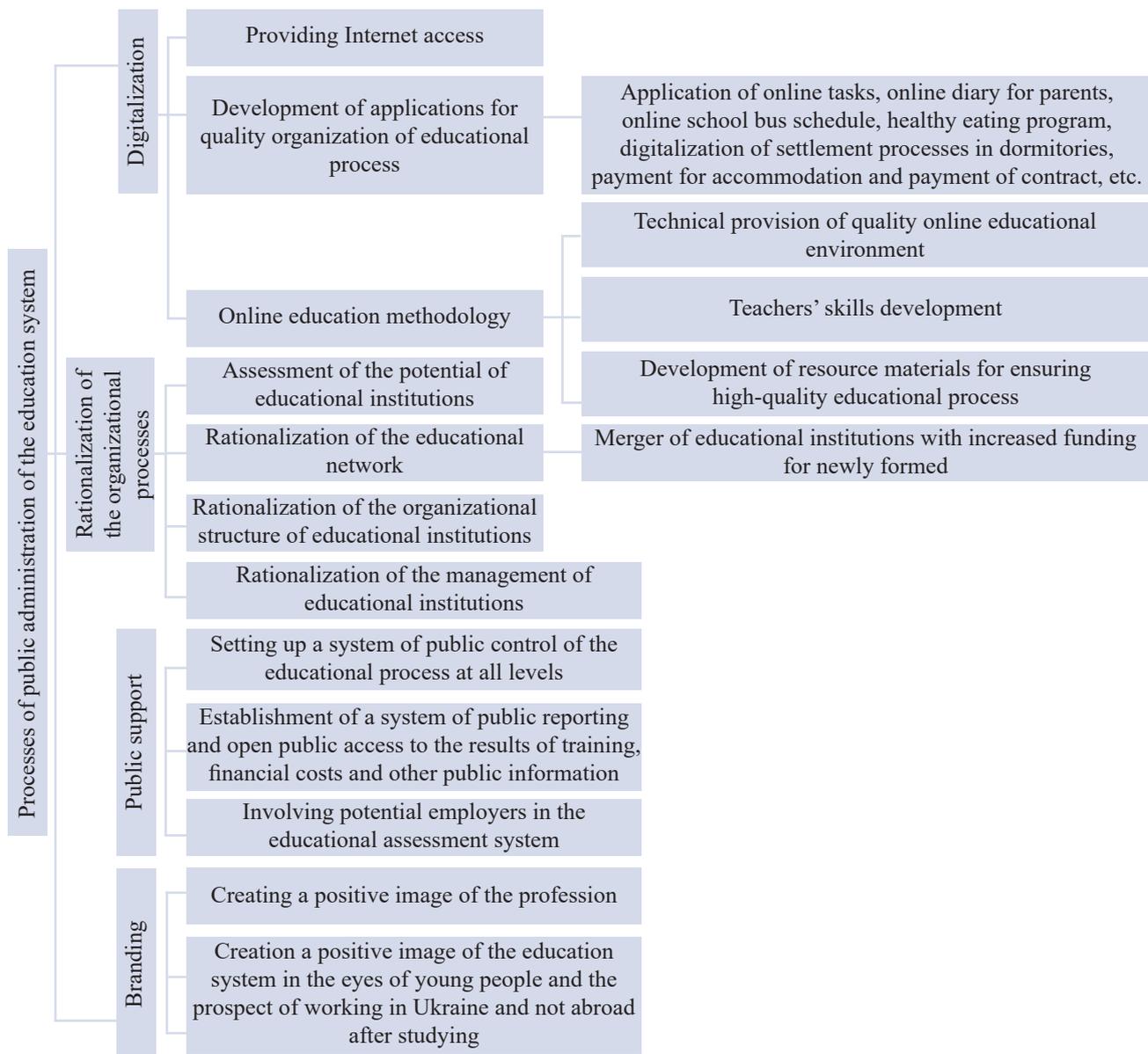
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8. *Ibidem*, 1996.



**Figure 2.** Algorithm for improving the efficiency of the public administration system in education

Note: developed by the authors

## CONCLUSIONS

As a result of the study, differences between the processes of public governance and public administration were identified. The analysis showed that public administration is based on public needs and requirements, based on a human-centered approach of management mechanisms. Given the high social role of the education system, it is appropriate to analyse the system of public administration of the educational process by finding mechanisms to increase its effectiveness. The analysis of trends in the development of education has identified the main problematic aspects, which are the inefficient organization of the educational process, financial problems, the need to improve the image of teachers and the education system in general, the relevance of digitalization processes, especially in the quarantine measures.

The analysis of the world experience in the development of the education system recognized the high potential

of Ukraine in increasing the competitiveness of the national economy by realizing intellectual potential through increasing the efficiency of the education system. The right of a citizen of Ukraine to access education is defined at the level of the Constitution of Ukraine. Legislation prepared and implemented, taking into account educational reforms aims to ratify international standards and standards for the quality of education in order to determine its competitive advantage. Through an analysis of the shortcomings of the education system and the objectives that Ukrainian society poses to education, an algorithm to increase the effectiveness of public administration of the educational process by introducing digitalization mechanisms, rationalizing organizational processes, branding and attracting the public to all areas of educational activity was developed.

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