

PROBLEMS OF TRANSITION FROM STATE TO PUBLIC MANAGEMENT OF THE QUALITY OF HIGHER EDUCATION IN UKRAINE

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Abstract: The article aims at showing crucial importance of public' active engagement in the assessment and management of quality of higher education in Ukraine. The study is based on comparative method of different authors' opinions and practices of management of the quality of higher education in various countries. It is shown that the mechanism of successful convergence of state and public management of the quality of higher education can be the concept of complement, which consists in supplementing the procedures of state accreditation with procedures for public and professional assessment, in particular, of non-disciplinary aspects of the university's activities that affect the improvement of the quality of higher education, but are not an object of state standardization. At the same time, an important issue is the recognition of the legitimacy of the procedures used and the methods of their implementation, the forms of presentation of the results of assessment procedures. It is assumed that the implementation of the proposed recommendations will allow harmonizing the interests of all stakeholders in the quality management of higher education.

Keywords: Assessment, Higher education, Management, New public, Quality, Quality management.

1 Introduction

The search for a new model of sustainable development of society inevitably leads to awareness of the leading role of education, which acts as the main resource and mechanism for the reproduction and development of social intelligence. The relevance of the issue of the formation of educational systems, 'spaces' adapted to the existing environment is obvious today. The solution of these issues is considered in the context of the advanced development of human quality, the quality of educational systems in society and the quality of public intelligence.

The turn to the problem of the quality of education in the 90s is not accidental: it is an indicator of the shifts taking place in the quality of human existence. Increasingly more often it sounds in the reports at the congresses of the European Organization for Quality [1, 4]. Thus, Seyfried and Pohlenz (2018) note that quality in education is not only learning outcomes, but also a system, model, organization and procedures that ensure that students receive comprehensive personal and social development, enabling them to meet their needs and allowing them to contribute to progress and improvement of society as a whole [47]. At the UNESCO World Conference on Higher Education, it was noted that one of the main tasks of higher education is to ensure the quality of training of specialists.

This problem is no less important for Ukraine. Ukraine's entry into the structures of the European Union presupposes the application of European quality standards, which, of course, also applies to higher education. Reforming the Ukrainian educational system determines one of the urgent tasks of the problem of creating a domestic system for assessing and ensuring the quality of higher education. Yuzyk et al. [62] note in their work that the state of the education system largely determines the future of the country, since namely education lays the foundation for the development of the productive forces of society both the means of production and the personal factor of production [2, 5, 14]. Human capital is the most important element of national wealth, and investments in it give a high return, first of all, through the growth of technical innovations and an increase in labor productivity. This problem is reflected

in other works as well. Solanki [55] drew attention to the following: "The problem of the quality of education has always existed. Now it has become extremely aggravated all over the world [44, 52, 53, 56]. At the same time, there are no clear criteria for the concept of "quality of education". There can be hundreds of indicators.

The most important task of the education sector is to meet the educational needs of society in general and each student in particular. The needs of society are to have people ready to develop designs and technologies, to produce, organize and manage, to train new generations, to ensure the existence and development of human and society [12]. The student's needs are to have a guaranteed profession and a level of knowledge sufficient to realize his abilities, advance up the hierarchical ladder, prestige, earn a certain income, etc. The educational needs of each subject are different, therefore, the wider the range of educational services, the greater the opportunity for educational services consumer of to find an image of his need.

Effective strategic management of higher education today is only possible if it is imbued with the ideology of quality. Without an integrated approach to solving issues of planning, quality assurance and quality management, it is impossible to further improve the activities of individual universities and the higher education system as a whole [16, 22, 39]. The above defines the crucial importance of a quality management system [40, 50].

Of course, external control carried out by state bodies or expert commissions has a lot of positive features: it is mandatory for all educational institutions, is carried out centrally under the supervision of competent persons after a certain period of time, has regulatory developments and scientific justification [24-27, 57]. However, in our opinion, the episodic collection of quantitative indicators does not allow identifying the existing problems and achievements of the university, carrying out constant planning to improve the quality of education. In addition, external assessment bodies do not take into account the individual characteristics of an individual university when developing criteria for evaluating higher education institutions. Meanwhile, in the knowledge economy, the quality management system should be considered as a system of collective self-regulation to maintain a balance between the rights of educational institutions to academic freedom and their responsibility to the state and society, which is possible during the transition to a new level of quality management through public management of the quality of higher education.

2 Literature Review

Recently, the growing public interest in education contributes to the shift of the concept of "quality of higher education" from the field of research in the pedagogical science to the branch of public administration, and also highlights it as a subject of research in wide scientific, public, and professional circles [7-9]. The authors agree that a characteristic of the quality of education is its compliance with goals, requirements, and norms. Disagreements between researchers begin in the questions of who makes these requirements, what is their composition and content of the assessment of universities, and whose assessment is a priority and more influential for society [10]. That is, the solutions to the problem of developing the theoretical, methodological, and practical foundations of the mechanisms of interaction between the state and public-professional assessment of the quality of higher education are being actualized.

In addition, many authors identify the main triad of components of the quality of education: conditions, process, and result of educational activity. In the work of Becket and Brookes [6], the authors refer to the conditions of the educational process: the type of educational institution, the professional level of the teaching staff, the peculiarities of the student population, educational and methodological, regulatory, material and

technical, as well as financial support of the educational process. Shah [48] additionally highlights the internal and external components of the quality of education. The first includes the conditions, process, and result of educational activity, while the result is understood only as the quality of knowledge, skills, and abilities of the student. The latter reflect the compliance of internal components with the needs of the state, the requests of students and their parents, certain social groups, the compliance of education with state standards, the image of an educational institution that guarantees a stable high quality of education.

Currently, educational organizations use the following basic principles of the well-known system of total quality management (TQM) [13, 15, 18, 21]:

- Active quality management by the administration of the educational organization;
- Organization of the activities of the educational organization based on the requests of employers and the reactions of society;
- The choice of a strategy and policy in the field of quality, aimed at continuous improvement and achievement of results that ensure the stable operation of the educational organization [17, 19, 20];
- Creation of quality systems, taking into account the recommendations of the international standards ISO 9000, supplemented by the experience of the best educational organizations [31-36];
- Continuous professional development of personnel and their involvement in the work to improve the quality of educational services provided;
- Provision of necessary resources with minimum reserves and rational use [23, 30];
- Information and analytical support of work in the field of quality [28, 29];
- Effective management of all processes occurring at the university;
- Implementation of certification of educational services and quality systems, monitoring and implementation of current legislation in the field of quality.

Quality management methods have always been based on different approaches. For example, systemological (functional-systemological) approach is developed in the studies of Nair, Webster, and Mertova [43]. According to his concept, the processes occurring in educational institutions of any scale and type are identified with controlled dynamic processes obeying general laws. At the same time, educational organizations themselves are generally considered as adaptive systems for assessing and managing the quality of education with feedback and with all the systemological attributes inherent in functional systems. The main attributes of educational organizations include mission, goal (program), structure, process (algorithm) and quality (efficiency) of functioning.

Within the framework of this concept, the concept of "quality of education" is not just some abstract, not measurable content (inherent in the subject-content approach), but it is quite functionally connected with all parameters of the system and the measurable (diagnosed) characteristic of the functioning of the educational organization. The quality of such functioning is presented as the degree of realization of the main goal, which is the achievement of a given (normative) level of preparedness by students [38].

In general, the analysis of various models of quality management systems showed that 'technological' solutions for quality management in higher education organization should be focused on the following [46]:

- Designing of a mission and strategy for the development of an educational organization;
- Creation of a new dynamic organizational structure of management, including the definition of the components of this structure and their position relative to each other, the establishment of the relationship of components and

ensuring the implementation of the "development" strategy and interaction;

- The transition from the subordination principle of the organization of management to the dominance of the organization of the horizontal coordination type, combining equal and equally dependent components on the basis of self-organization and self-development;
- The optimal combination of functional-linear quality management structures with a situational approach to management [37, 41];
- Ensuring the integrity of management functions within the management cycle;
- Targeting of control actions, definition of objects and subjects of management, clear delineation of powers, rights, duties and responsibilities of subjects of management [42, 45, 49];
- Strengthening the elements of monitoring, analysis and evaluation of the results of the educational process, the construction of justified criteria and assessment indicators;
- A combination of various types of material and social motivation, as well as volitional management, organizational impact, economic, educational, organizational and administrative, psychological and pedagogical management methods.

At the same time, ensuring a comparable quality of education through the introduction of mutually recognized quality assessment systems is one of the conditions for the convergence of European countries in the formation of a single European educational space [51, 54]. The quality assessment systems existing in the world can be conditionally divided into two models.

The first model of the higher education assessment system is "French", based on external assessment of the university from the point of view of its responsibility to society and the state, through attestation, accreditation, and inspection [12]. Such a model is used in the Scandinavian countries, the Czech Republic, Latvia, Estonia and other countries, where state bodies formulate the goals of the assessment, determine the most important aspects of the assessment, and make decisions in the organization of the educational process. The self-assessment of the institution is given a nominal value, since the main focus is on conducting effective external assessment.

In France, for example, external monitoring of the activities of higher education institutions is carried out by the National Committee for the Assessment of Higher Education Institutions. The main task of the committee is to assess periodically and objectively specific universities and the situation in higher education in the country as a whole. The results of the assessment are informative and advisory in nature, presented in the form of annual reports sent first to the president, parliament and government, and then to the general public in the form of publications [15]. In France, unlike many other countries, there is no accreditation of educational institutions and educational programs. All state universities are considered accredited; however, they must have the right to carry out training and issue state diplomas. This right is confirmed by the Ministry of National Education in the form of publications [38].

In the Scandinavian countries (Sweden, Norway, Finland), higher education assessment systems are determined by the government. In Norway, the focus is on the evaluation of the educational process itself and the curriculum. In Denmark, the audit is carried out by external organizations funded by the government. At the same time, the self-assessment of higher education institutions is also based on information received not by the educational institution itself, but by external experts [38].

In the USA and Great Britain, where the decentralization of management took place a long time ago, the quality of university degrees is assessed by the market. The basis of the Anglo-American system for assessing the quality of higher education is determined by the correspondence of the characteristics of college and university graduates to the needs of the labor market

[4]. This procedure is based on self-assessment based on pedagogical science, sociology, economics, demography, statistics, research on the prospects of employment, feedback from employers, the level of dependence of average earnings on educational qualifications, etc. However, the main arbiters of assessing the quality of training are professional associations of specialists in universities, which primarily control the curriculum, and the final control consists in rather tough professional tests with the aim of legalizing the right for independent performance of professional functions by a bachelor or master. As a result of a comprehensive expert rating assessment, the first universities in the ranking are determined and published.

3 Materials and Methods

The unification of Ukraine with European countries by the Bologna Agreement requires the search for unified mechanisms of state and public management of the quality of higher education, the introduction of certain changes agreed with the European community and the search for the optimal ones from the existing ones, and, if necessary, create new ones on the basis of generally accepted in Europe norms and rules that would ensure the implementation of the main tasks of building open European higher education area. This is what is lacking today in the national science and practice of public administration.

In the context of the actualization of the development of methodological, theoretical and practical foundations of the mechanisms of interaction between state and public-professional assessment of the quality of higher education, scientific interest in quality management of foreign higher education acquires not cognitive but rather practical character [59-61]. It seems advisable to study foreign experience also in order to integrate the approaches used in the world to the creation of structures (and, along with them, procedures, criteria, indicators), the functioning of which would be aimed at improving the mechanisms of state and public-professional assessment of universities, ensuring the consistency of the process of obtaining and evaluating objective data.

In the context of the problem under study, we believe that specific goals, as well as each of the forms of assessing the quality of higher education in the United States, are important for the science and practice of state management of the quality of higher education in Ukraine. In particular, institutional accreditation provides for ensuring the integrity, autonomy and academic freedom of universities, their protection from harmful external interventions for higher education. With the help of a rating assessment, which is not directly related to accreditation, but contributes to an increase in interest in the country's leading universities from investors and the public, state and non-state financial resources, the best applicants and teachers are attracted to universities. The testing tool is to control and manage school programs by the state administration, as well as the selection of applicants to universities according to their desire and capabilities.

Obtaining accreditation by university in the United States, despite its private and voluntary nature, means full recognition and confidence in it of both government bodies and the public, that is, it has a public-state nature and is based on the balance of the main interested forces (stakeholders) in society at the national level and the regional level between various state and public bodies [4]. This procedure became known for a certain norm of relations between universities, society and the state, the balance of their rights and obligations, a certain autonomy and their corresponding responsibility [4].

The accreditation results are widely covered in the mass media, as well as in annual directories. As the results of scientific research show, in modern European monitoring systems, there are three approaches based on internal and external assessments:

- 1) Control is carried out by a state agency in order to verify the achievement of its goal by the state educational policy

in the field of higher education and the use of university budget funds;

- 2) Funding and assessment of the quality of higher education is carried out at the initiative of the academic community with the main purpose of control to establish a rating or public reputation of the university among others and improve the quality of educational services, in particular, the educational process;
- 3) A mixed approach, in which the controller is a completely autonomous organization, which is created on the initiative of the state and is financed by it [58]. At the same time, internal assessment (self-assessment) is carried out, as a rule, by employees of universities, it can cover the entire activity of the university or its individual aspects; the result of it is an extended reference or report. External assessment is carried out by independent experts or groups from the teaching staff of other higher education institutions (environmental control). A prerequisite for its implementation is the use of internal and external documents, a self-assessment report and other informational database of universities. The examination report can be distributed among university employees and the public in any way: from informing a certain circle of people to publication through the media and communications.

In Great Britain, the procedures, forms of their implementation, and criteria for the quality of higher education are in constant development; they cannot but influence the mechanism of formation and correlation of its state and public-professional assessment. Some researchers believe that in Great Britain the state and the public practically do not interfere in the procedure for assessing the quality of higher education [3]. However, a deeper analysis suggests another situation: the mechanisms for assessing the quality of higher education provide for the implementation of two-way processes of internal and external assessment.

A feature of these mechanisms is that the external assessment of the activities of the university is carried out by the state and the main influence on them is carried out indirectly through the funding mechanism. True, the social and legal status of universities often causes certain difficulties in the operation of these mechanisms [6]. A study of the participation of various organizations in the quality assurance of higher education in the UK showed that the leading institution for quality assurance in higher education is the Quality Assurance Agency for Higher Education, established in 1997. It is independent body funded by universities and colleges, the English and Welsh Councils for Higher Education Funding. Its mission is to ensure confidence in the quality of services provided by higher education institutions and to guarantee the improvement of higher education quality standards. The Agency's board consists of 14 people, four of whom are representatives of universities, another four are appointed by the funding bodies, and six are independent directors with experience in economics, industry, trade, among whom an observer from the government of the country is obligatory [18].

In Holland, profound reforms of the system of assessing universities, the quality of their educational activities and scientific research began in the first half of the 1980s. The scientists of the Netherlands, after a corresponding study, found it inappropriate to completely borrow from the United States and Canada a decentralized non-governmental system for the comprehensive assessment of universities and other universities by territorial public bodies, as well as the practice of evaluating curricula by commissions that form national professional associations [48]. Since 1985, there has been a clear distribution of powers in the country in the field of monitoring the quality of higher education: the Higher Education Inspectorate (part of the Ministry of Education) generally assesses the state of higher education in the country and the situation with monitoring its quality; the Netherlands Universities Cooperation Association an independent and funded body made up of many observer committees of six people for each discipline or branch of

expertise carries out in-depth external university assessment process [63, 64]. A similar body, the Council of Non-University Formations, carries out the same assessment of non-university type institutions. Among the important features of the Dutch system for assessing the quality of universities, researchers note belonging of at least one expert – a foreigner who speaks Dutch and has a good command of the information base about the system of higher education in the Netherlands to each of the expert groups that assess the quality of the educational process and research work [55].

Appropriate and noteworthy are requirements for the curriculum of universities, for the acceptance of which the following conditions are considered necessary: the creation (by the academic community) of a high level of critical self-esteem; their assessment by external experts, including private entrepreneurs; obtaining an assessment from the public, which takes into account the most important and promising qualities of graduates; internal and external peer review and assessment, periodic renewal, etc. Considering the above, representatives of higher education government bodies in developed countries abandoned detailed inspections in the hope of increasing the level of self-accountability to the general public, which requires less burden on the budget and is consistent with democratic principles and expansion of self-government.

4 Results and Discussion

Analysis of foreign practice of successful convergence of state and public management of the quality of higher education shows that the complement mechanism consists in supplementing the state accreditation procedures with procedures for public and professional assessment of non-disciplinary aspects of the university's activities that affect the improvement of the quality of higher education, but is not an object of state standardization. Non-disciplinary aspects are the effectiveness of research activities, educational and methodological work, personnel policy; the impact of educational technologies on the content and quality of educational programs; interaction of universities with employers; assessment of the organization and management of the university; determination of trends in the development of the university, etc.

A decisive role in the interaction of the state and public-professional system for assessing the quality of higher education should be assigned to the quality assurance agencies of higher education and accreditation agencies that are able to carry out both program and institutional audits, develop strategic goals and tactics for the development of the university, special recommendations for them, and the like. The main thing that Ukraine needs to achieve on the path of developing a state-public mechanism for managing the quality of higher education is the recognition of the legitimacy of the procedures and methods of their implementation, the forms of presentation of the results of assessment procedures by all parties participating in this mechanism: universities, consumers of educational services, public administration bodies in education, employers, public entities, the state itself as a conductor of educational policy, which will allow harmonizing the interests of all stakeholders in managing the quality of higher education.

It should be noted that the entire procedure for conducting public and professional accreditation should be based solely on friendly relations between the expert commission and representatives of the university. This is due to the fact that it is voluntary and is aimed not at identifying violations in order to “punish” the university management, but to identify shortcomings and give recommendations to the university management to eliminate them in order to improve the quality of training specialists for this educational program. During its work at the university, the expert commission can hold meetings with students, faculty (in the absence of leadership), alumni, as well as with employers. In addition, the members of the commission must assess the availability of a quality management system in the university and its effectiveness, in relation to the overall strategy and business processes. The result of the work of the expert

commission should be a report, like an independent audit report, which reflects the opinion of the commission on the strengths and weaknesses of the university, on the basis of which the accreditation agency can make a decision on whether the university should pass public and professional accreditation. Further, these voluntary procedures can take the shape of special standards for higher educational organizations and give them possibility to draw up integrated reporting.

5 Conclusion

In general, the study clearly shows that during the transition from state to public management of the quality of higher education, Ukrainian universities will have the following opportunities:

- To demonstrate commitment to the quality of educational services and training of specialists;
- To obtain independent assessment of the quality of educational programs and training of specialists;
- To get recommendations for improving educational programs;
- To declare publicly the high level of quality of training of specialists;
- To increase competitiveness in Ukrainian and global market of educational services;
- To win and strengthen their positions in the international market of educational services;
- To provide and improve the employment of graduates.

In conclusion, let us note the main reasons that may interest a university in passing public and professional accreditation: the opportunity to strengthen the reputation and increase the attractiveness of educational services; the opportunity to get a professional assessment of their own activities. At the same time, the involvement of experts from professional fields creates conditions for the identification and dissemination of best practices, innovations and significant positive achievements.

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Primary Paper Section: A

Secondary Paper Section: AE, AH, AM