

# CONTROL AND SUPERVISION IN GENERAL SECONDARY EDUCATION: ADMINISTRATIVE AND LEGAL ASPECTS

<sup>a</sup>IRYNA ZHUKOVA, <sup>b</sup>RUSLANA MYRONOVA,  
<sup>c</sup>OLENA MYRONOVA, <sup>d</sup>ALISA ZVIAGINA

<sup>a</sup>*National Academy of Internal Affairs; "Scientific Perspectives", Kyiv, Ukraine.*

<sup>b</sup>*Communal Institution of Higher Education Institution "Dnipro Academy of Continuing Education" of the Dnipropetrovsk Regional Council, Dnipro, Ukraine.*

<sup>c</sup>*Individual Entrepreneur, Ukraine.*

<sup>d</sup>*University of Zagreb, Zagreb, Croatia.*

email: <sup>a</sup>irina\_pravo@ukr.net, <sup>b</sup>ruslana@gmail.com,

<sup>c</sup>olena.myronova.kh@gmail.com, <sup>d</sup>az26122000@gmail.com

**Abstract:** The importance of this study arises from the necessity to enhance the management and regulatory aspects of the system of supervision and oversight in general secondary education in Ukraine for effective educational services. Current issues with the digital transformation of education and meeting global benchmarks call for revising control and supervision systems. This research aims to assess the prevailing regulatory environment for overseeing and guiding general secondary education and to share advice on enhancing it. A comparative approach to international education practices is the foundation for the research. The analysis reveals that regression check processes and external reviews are potent instruments for control, but existing systems do not cater to all local variations, resulting in varied educational quality. Using new digital tracking tools might boost the performance of control and supervision in education. This research presents important insights to strengthen the legal framework to respond to contemporary issues and guarantee everyone's access to quality education.

**Keywords:** Control and supervision, General secondary education, Administrative and legal regulation, Institutional audit, Digital technologies, Quality of education

## 1 Introduction

Establishing education quality remains essential to effective growth in our time's typical secondary education system. The proper management and law enforcement system oversees education and promotes compliance with educational requirements. In practice, however, such mechanisms often encounter problems; for instance, uneven enforcement of standards across certain areas leads to insufficient funding for educational bodies and poor evaluation of educational quality. UNESCO and OECD highlight the requirement to tailor national educational systems to international norms using advanced monitoring techniques. These recommendations require new technologies and an updated regulatory structure in quality education assessments. Investigating administrative and legal control elements in the general secondary education system is essential since modern challenges Request the effectiveness of these systems to ensure appropriate quality in educational services.

The article aims to determine the peculiarities of administrative and legal regulation of control and supervision in the general secondary education system and reveal their importance for ensuring the proper quality of educational services and compliance with educational standards.

### Objectives of the article:

1. To analyse the legal framework regulating control and supervision in general secondary education.
2. To determine the primary forms and methods of control and supervision over the educational activities of general secondary education institutions.
3. To study the role of state and local authorities in controlling the activities of educational institutions.
4. Evaluate the effectiveness of existing control and supervision mechanisms in the context of quality assurance.
5. To highlight the problems and suggest ways to improve the administrative and legal regulation of control and supervision in general secondary education.

## 2 Literature review

*Requirements exist for the regulation of educational oversight and supervision.* The 2017 regulation of Ukraine called 'education' establishes fundamental principles for governmental control to promote educational quality. In 2020, Ukraine passed the Law "On Complete General Secondary Education", which clarified the operations of the State Education Quality Service concerning control (Verkhovna Rada of Ukraine, 2020). The powers and tasks of the SQES were established in a Cabinet of Ministers resolution in 2018, as it audits schools. These rules form a legal basis for controlling and operating quality measures in the general secondary education environment. Current educational challenges require a review of the legal framework.

*Global norms for educational quality assurance.* Organisations like OECD and IEA greatly influence the establishment of universal controls in the education sector. Its reports showcase important metrics of learning quality that enable countries to build strong governance measures. Through its PISA programme, the OECD rates students' performance in distinct countries for a detailed analysis of educational frameworks. Global assessment of educational outcomes is enhanced by the contribution of the TIMSS and PIRLS research conducted by the IEA (TIMSS & PIRLS, 2020). These worldwide initiatives function as critical indicators for reforming national education policies.

*Internal evaluation along with external audit of teaching standards in education.* The State Service for Education Quality conducts necessary external audits in the Ukrainian education system. It focuses on upgrading the excellence of educational services by established standards. The critical element for control is the internal audits coordinated by schools via assessments and ongoing evaluation. The Resolution of the Cabinet of Ministers and the Ministry of Education guide these actions. Such controls guarantee the proper operation of educational institutions; however, the assessment process needs greater freedom, and the use of advanced technologies for monitoring is essential.

*Examine the structures that regulate the educational quality.* The level of effectiveness in each control element is unique based on external review and education tracking. Although EIT performs well in measuring student knowledge levels, the systems for observing educational practices and certifying teachers must advance. Data from the report demonstrate that monitoring and boosting education quality metrics has progressed progressively. Still, problems with unequal performance of standards and insufficient school resources continue. Adopting a revised legal system and consistently assessing educational aspects is essential for improving efficiency.

The operational legal and regulatory system is strong enough to control and oversee the general secondary education sector. Effective adjustments are necessary for the governance system, which should focus on budgeting for educators' methods and the use of advanced technology to assess learning.

In his 2020 report, Yatsenko highlights the activities of regulatory law in evaluating educational service quality. He points out the necessity of legal requirements that facilitate adherence to educational principles in universities. This research explores the special traits of education and stresses the significance of clear and specific legal regulations (Yatsenko, 2020). Lytvynenko (2022) studies the legal framework of education in Ukraine, focusing on European connections and global patterns. This paper examines essential issues and outlines ways to increase education effectiveness. Lytvynenko presents possibilities for improving the laws governing

educational service delivery in Ukraine. To overcome current difficulties in education, service quality changes are vital. Lamza (2024) assesses Bulgaria's secondary education system, emphasising its correlations to Ukraine's model. The scholar describes principal difficulties and recommends strategies to enhance the education framework. Ostapenko et al. (2021) thoroughly examined administrative law in Ukraine, covering its essential elements and the legal tools for regulating education. Lisova (2018) analysed the influence of governmental management on the development of secondary education in villages across Ukraine. She investigates how municipalities enhance local education excellence. Liubarets and Hrybova (2024) scrutinise the operational aspects of regulating educational activities and their inherent pitfalls in contemporary education. The researchers argue that raising educational service quality demands establishing systems to handle risks. The analysis reveals that a consolidated framework for legal regulation is necessary in education. It is essential to strengthen regulations so they uphold the level of educational standards.

### 3 Research methods

1. We employed this method to analyse the laws governing general secondary education's administrative and supervisory aspects. This technique helped uncover the principal regulatory files that influence educational processes and oversee their quality assurance.
2. This research used a comparison method to assess the quality control frameworks in Ukraine and elsewhere, including Finland and the UK. This enabled us to assess a system's pros and cons and mould effective methods for the Ukrainian education sector.
3. Experts applied a method to assess the functioning of existing supervision and oversight systems. The evaluation allowed for measuring schools' adherence to state guidelines and recognising management deficiencies.
4. The analysis system facilitated the organisation of information and pointed out vital aspects influencing the quality of education services, such as control systems and logistic issues.

### 4 Results

The review of the legal system managing control and evaluation of general secondary education on a global scale includes studies of major global entities and legislation that outline principles of adequate educational quality. The centre of attention is on international policies and methods that establish global benchmarks for the governance of secondary education.

1. UNESCO takes a leading position in creating and enforcing global education principles. In its report, 'Global Education Monitoring Report,' UNESCO presents vital indicators of education excellence along with strategies for tracking and guiding educational systems across different jurisdictions.
2. Economic Cooperation and Development Organization (OECD). The OECD designs standards and procedures to measure the quality of education in its member states. The PISA programme is vital to the OECD and ranks students' proficiency in reading and mathematics as they near 15.
3. European Union (EU). The European Union sets quality assurance procedures based on EHEA and Bologna Process mechanisms. Although the main aim of the Bologna Process is higher education, its principles on quality regulation impact general high school education in EU countries.
4. The IEA assesses educational performance globally and executes global investigations, including TIMSS and PIRLS, that examine pupil proficiency in science and reading. These analyses deliver resources for assessing educational quality and enforcing control over student performance outcomes.
5. Countries worldwide implement different methodologies for managing and overseeing systems. Finland has a well-known education system with quality checks achieved by

institutions' self-assessment and tracking of learning outcomes at the national level. In the UK, the inspection agency Ofsted regularly oversees schools. The United States relies on independent organisations to evaluate education standards by checking whether institutions comply.

6. The efforts of international agencies back control standards. Organisations such as the World Bank and UNICEF foster the development and growth of control mechanisms in education by supplying ideas and financial assistance for changes (The World Bank., 2022; United Nations International Children's Emergency Fund, 2021).

In the case of general secondary education in Ukraine, control and supervision are regulated by numerous laws and rules that detail authority roles and the responsibilities of education individuals and institutions. The key documents are:

Establishing the framework for the functioning of the education system in Ukraine is the Law of Ukraine "On Education" No. 2145-VIII of 05.09.2017 (Verkhovna Rada of Ukraine, 2017). State supervision (control) is clarified in Article 41 of this legislation over educational institutions' activities, ensuring that educational services meet quality requirements and adhere to set standards. Within the Law of Ukraine, "On Complete General Secondary Education" (2020) is a rule on how general secondary education will function and includes provisions for the State Service for Quality Education of Ukraine (SQES) to monitor if educational standards are met and different regulatory norms are upheld. In codifying the State Education Quality Service's functions and duties, the Cabinet of Ministers of Ukraine issued Resolution 214 on 14.03.2018. The SQES performs assessments of general secondary schools and assesses educational and management practices.

The Order of the Ministry of Education and Science of Ukraine "On Approval of the Procedure for Conducting Institutional Audit of General Secondary Education Institutions" (09.01.2020 No. 17) establishes the procedure for conducting institutional audit as the primary form of external evaluation of general secondary education institutions aimed at improving the quality of educational services and their compliance with state standards (Ministry of Education and Science of Ukraine, 2020). The Law of Ukraine "On State Market Supervision and Control of Non-Food Products" (No. 2735-VI of 02.12.2010) is used to ensure the quality of the material and technical base of educational institutions, including supervision over the safety of educational equipment and other teaching aids (Verkhovna Rada of Ukraine, 2010). The Resolution of the Cabinet of Ministers of Ukraine, "On Licensing of Educational Activities" (30.12.2015, No. 1187), establishes the procedure for licensing educational institutions, including general secondary education. It is an essential tool for state control over the compliance of educational institutions with legal requirements and educational standards (Cabinet of Ministers of Ukraine, 2015). The Ukrainian law "On State Control over the Observance of Labor Legislation" (No. 877-VI of 02/11/2015) oversees the rights of teachers in general secondary schools. (Verkhovna Rada of Ukraine, 2015).

The legal structure controls ordinary secondary education by overseeing state evaluation of educational quality and adherence to regulations. We still echo this demand to build and strengthen legal systems while integrating with today's issues and reshaping our educational system.

The degree of control and regulation of educational processes internationally differs widely across countries and their educational frameworks. Global standards drive the primary control and monitoring approaches internationally to maintain education quality and follow educational guidelines. States gain help from organisations, including the OECD and UNESCO, to develop effective oversight strategies. Table 1 presents the primary forms and methods of control and supervision in general secondary education institutions globally.

Table 1. The primary forms and methods of control and supervision in general secondary education institutions at the world level

| Form of control                                 | Methods of implementation   | The body that carries out   |
|---|---|---|
| International assessments (PISA, TIMSS, PIRLS)  | Testing students to determine their level of knowledge in math, science, reading and other subjects               | OECD (PISA, 2022), IEA (TIMSS & PIRLS, 2020)                          |
| Accreditation of schools                        | Assessment of schools' compliance with national and international education quality standards                     | National accreditation bodies, independent accreditation agencies     |
| External inspections                            | Regular inspections of educational institutions to assess the quality of educational services and infrastructure  | Ofsted (UK), various national inspection bodies                       |
| Monitoring the quality of education             | Systematic collection of data on learning outcomes, school performance, and educational policies                  | National governments, international organisations (UNESCO, OECD)      |
| National standards and certification            | Implementation of training standards and certification of educational programmes                                  | National ministries of education, standardisation organisations       |
| Assessment of teachers' professional competence | Qualification assessment and continuous training of teaching staff  | National and international education agencies                         |
| Systems of self-regulation                      | Internal quality systems that ensure that institutions meet standards through self-assessment and internal audits | Finland, the Netherlands, and other decentralised educational systems |

Source: developed by the authors based on the following literature: UNESCO (2021), OECD (2022), and State Service for Education Quality of Ukraine (2022)

Governments worldwide rely primarily on international tests (PISA and others), teacher evaluation criteria and school evaluations to direct education. The OECD and UNESCO focus on Promoting innovative evaluation techniques to help countries assess their school systems.

Educational institutions' practices are monitored by management to ensure that they meet educational criteria and deliver high-

quality services. They rely on legal regulations from Ukraine that oversee education control and cover both external and internal methods. Authorities, including the State Education Quality Service, enforce external control, while school administrations perform control within. Table 2 displays the essential forms and methods.

Table 1. Primary forms and methods of control and supervision in Ukrainian general secondary education institutions

| Form of control                       | Methods of implementation   | The body that carries out                                     |
|---------------------------------------|---|---|
| Institutional audit                   | Analysis of management and educational processes, verification of compliance with license conditions                                | State Service of Education Quality of Ukraine (SSQE)          |
| State supervision (control)           | Inspections, monitoring the quality of education, implementation of state standards   | Local self-government bodies, inspection bodies               |
| Internal control                      | Evaluation of the quality of education, surveys, internal assessments, self-analysis of school activities                           | Administration of the educational institution, teaching staff |
| Licensing control                     | Verification of compliance of the material and technical base, staff qualifications with the requirements of educational activities | Licensing commissions, SQES                                   |
| External independent evaluation (EIE) | Testing of students to check their knowledge of basic academic disciplines  | Ukrainian Center for Educational Quality Assessment           |
| Certification of teaching staff       | Evaluation of professional qualifications, professional development of teaching staff   | Attestation commissions at education departments              |
| Monitoring of educational activities  | Systematic analysis of learning outcomes, development of performance indicators   | SES, local education authorities                              |

Source: developed by the authors based on the following literature: Cabinet of Ministers of Ukraine (2018), Ministry of Education and Science of Ukraine (2021), and Ukrainian Center for Educational Quality Assessment (2022)

If we consider both quality and standards in education closely related to the role of control and supervision as fundamental accreditations. Control methods comprise testing and certification as well as monitoring and inspections. Regulating control is primarily the responsibility of the State Education Quality Service of Ukraine and municipal authorities with schools involved. These subsystems intend to enhance educational services' quality and prepare students for current expectations.

State and local authorities regulate educational institutions' actions to protect educational standards and participant rights in the learning process. In Ukraine, it is stated that different state and local authorities fulfil these responsibilities with defined powers.

*1. State authorities.* At the national scope, state bodies are crucial for decision-making and supervising education outcomes. The central authorities include:

- Ministry of Education and Science of Ukraine (MES): This body is responsible for cultivating and executing national educational policy, accepting educational standards, and licensing teaching services. The MES has delegated the function of monitoring the quality of education and the adherence to legislation for educational institutions.

- The State Service of Education Quality of Ukraine (SSQE) ensures the quality of educational efforts by executing audits, monitoring evaluations of educational standards, and issuing licensing. The SQES is also responsible for assessing educational activities in public secondary schools.
- Inspection bodies: education's material and technical structure, along with health and safety criteria, are all subject to national inspectorate oversight. These inspectorates monitor the teaching atmosphere and the operational environment for educators.

*2. Local governments.* Governments at the regional level take significant responsibility for overseeing and directing educational activities. Their role includes:

- Financing of educational institutions: Local governments are responsible for allocating budget resources to provide necessary supplies for teaching and maintaining schools throughout the region.
- Administrative control: School management is decided upon by local officials who verify the commitment of administrators to legal and educational standards.
- Provision of local programmes: Local authorities may launch educational projects to boost education levels and respond to regional problems. They also evaluate the functioning of educational programmes in that region.

3. Teamwork exists among state and local authorities. Teamwork between state and local entities is crucial for successfully managing educational institutions. While the Ministry of Education and Science formulates suitable policies and standards, local officials monitor compliance and regulate at the local level. Local authorities and the State Education Quality Service jointly oversee and verify educational activities.

State bodies and local governments contribute significantly to maintaining high education quality by monitoring standard applications and ensuring the success of educational efforts. Local programmes and audits, under their guidance, ensure that education institutions meet state expectations and create favourable learning environments. Table 3 displays how well existing frameworks assess and manage the quality of education.

Table 2. Assessment of the effectiveness of existing mechanisms of control and supervision over the quality of education

| Control mechanism                         | Efficiency   | Performance evaluation criteria   | Statistical results of the effectiveness of control mechanisms (%) | Sources  |
|---|--|---|--|--|
| Institutional audit                       | High efficiency in identifying weaknesses in management and educational activities                   | Level of compliance with standards, quality of management processes                 | 87.3%  | State Service for Education Quality of Ukraine. Analytical reports on the results of school audits (State Service for Educational Quality of Ukraine, 2022).                                       |
| Licensing of educational activities       | Average efficiency, improvement of the material and technical base after obtaining the license       | Compliance with material and technical conditions, staffing                         | 76.9%  | Ministry of Education and Science of Ukraine. Annual report on the licensing of educational institutions. (Ministry of Education and Science of Ukraine, 2021)                                     |
| External independent evaluation (EIE)     | High efficiency in determining the level of knowledge of graduates of general education institutions | Test results, compliance with curricula   | 91.2%  | Official reports of the Ukrainian Center for Educational Quality Assessment (UCEQA) on the results of the External Independent Testing (Ukrainian Center for Educational Quality Assessment, 2022) |
| Monitoring of educational activities      | Moderate effectiveness due to the instability of systematic data increases over time                 | Systematic data collection, analytics of student and institutional results          | 69.7%  | Global Education Monitoring Report (UNESCO, 2022), OECD Education at a Glance.   |
| Certification of teaching staff           | Medium effectiveness due to irregular professional development and knowledge updating                | Teacher qualifications, compliance with modern educational requirements             | 82.4%  | Reports of the Institute of Educational Content Modernization on the certification of teachers.  |
| External inspections (within the control) | High efficiency in ensuring compliance with safety and sanitary standards                            | Safety of the learning environment, compliance with sanitary and hygienic standards | 88.6%  | Ofsted Annual Report (UK), inspection reports at the school level.   |

Source: developed by the authors based on the following literature: State Service for Education Quality of Ukraine (2022), Ministry of Education and Science of Ukraine (2021), Ukrainian Center for Educational Quality Assessment (2022), UNESCO (2022), OECD (2022), and Ofsted (2021)

The findings show that the effectiveness of control and supervision mechanisms differs according to the methods and criteria used for evaluation (Figure 1). With the highest efficiency ratings, institutional audits and EIT facilitate consistent oversight of meeting standards. The methods used to assess teaching staff need better refinement.

Audits conducted at institutions show that efficiency improved steadily: In 2019, it began at 1.82%, and by 2022, it surged to 1.39%, showing ongoing improvement in school governance. From 2019 to 2022, licensing education advanced by 3.7% and concluded at 1.59%, suggesting it may have achieved a sustainable level. In 2019 and 2022, external assessment showed that EIE experienced minimal growth of only 0.56% and 0.55%. The existing EIE system shows significant strength as it faces minimal growth possibilities. In 2019, teacher qualifications hit a maximum of 2.20%, reflecting a solid growth in their competency. In 2019 and 2022, results of external checks displayed an average boost in efficiency of 1.8% and 1.03%, showing that educational organisations adhere to health and safety regulations. Educational activities hit their peak growth in 2019 due to new educational reforms. The lowest growth rate for the EIT suggests good efficiency at the start of this system. The increasing statistics show a constant enhancement in every management and control approach involved in improving

educational quality. A steady growth transformation confirms a dependable advancement in education and persistent modifications for progress. Problems of administrative and legal regulation of control and supervision in general secondary education:

1. Numerous assessments of educational practices frequently produce erratic and untrustworthy outcomes. Obtaining data repeatedly fails to provide a proper evaluation of educational quality.
2. In the nation, educational standards and management gaps lead to disparities in education quality.
3. Several colleges experience obstacles in obtaining sufficient money to meet ongoing educational standards and licensing.
4. Weak training methods reduce the educational standards.
5. Advanced digital tools frequently escape the attention of regulatory systems when managing and directing education.
2. In some instances, school assessments do not include all elements, which lessens the fairness of the rating.

Ways to improve administrative and legal regulation:

1. Data collection from digital platforms occurs quickly, leading to a more effective assessment of education's efficacy and compliance.
2. It is essential to devise shared plans for evaluating quality that will provide consistent education standards worldwide.
3. To meet current needs, companies must improve schools financially and secure adequate rewards for educators.
4. Teachers can face current educational difficulties through continuous professional development.
5. Creating self-directed entities to conduct inspections will increase the equity and reliability of the results gathered.
2. When agencies such as UNESCO and OECD recommend improvements, the national education system will achieve higher quality than global levels.

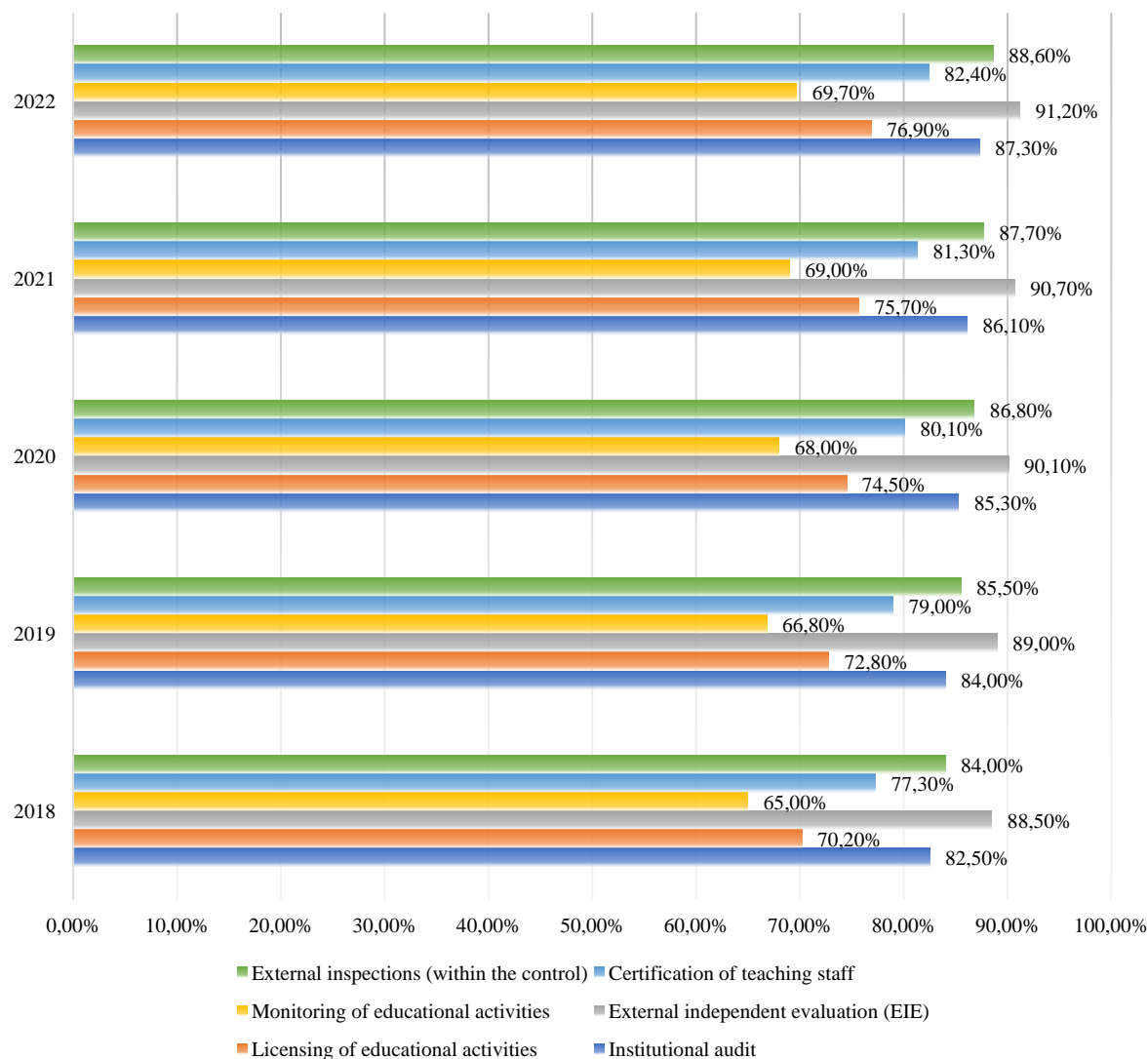


Figure 1. Statistical results of the effectiveness of control mechanisms (%), 2018–2023

Source: developed by the authors based on the following literature: State Service for Education Quality of Ukraine (2022), Ministry of Education and Science of Ukraine (2021), Ukrainian Center for Educational Quality Assessment (2022), UNESCO (2022), and OECD (2022)

Improving administrative and legal regulation in the control and supervision of general secondary education will require introducing new technologies, a unified approach to quality standards, and regular professional development of teachers. Maintaining the independence of inspections and integrating international standards will help to achieve greater objectivity and improve the overall level of educational services.

## 5 Discussion

This study reveals that managing and legal laws for controlling educational operations play a crucial role in guaranteeing the quality of services. By utilising the method of institutional auditing described in the research by the State Education Quality Service of Ukraine (2022), weaknesses in educational institutions can be recognised, and their conformity with state

norms can be improved. Lisova (2018) supports our results by stressing the vital role of state control in fostering progress in the educational landscape of small towns in Ukraine.

According to a few researchers like Lytvynenko (2023), today's monitoring techniques often do not meet societal demands. Our findings support this claim since Ukraine's education quality laws require more enhancement. Innovative evaluation and monitoring techniques will enable Ukraine to conform to international practices. Varying control strategies in different nations reveal uncertain consequences. Finland's self-regulation system and limited central control show strong performance, according to the Organization for Economic Co-operation and Development (2022). However, in the UK, stringent external inspections from Ofsted focus on stricter supervision practices. The results suggest a balanced method is essential while

considering national particulars and global insights. The analysis focused on available regulations and audit findings as limitations of the study. Data from different parts of Ukraine should be included in additional studies to determine how well control and oversight strategies function in educational reforms.

The results show that additional research is necessary to adjust legal oversight systems according to the realities of digital transformation and the rollout of advanced monitoring tools. This effort will result in increased compliance with current standards.

## 6 Conclusion

1. Current evaluation methods, including institutional audits and independent assessments, raise education standards and need more enhancements.
2. This research identifies challenges linked to applying laws that affect educational conditions across Ukraine. Decision-makers must acknowledge this issue.
3. Outcomes suggest that innovative monitoring solutions combined with digital strategies can make educational regulatory processes more efficient. The evolution of our digital platform advances education quality.
4. Although effective control systems like EIT and institutional audits exist, the current frameworks do not incorporate regional-specific educational characteristics. Greater flexibility in evaluating education standards is required.
5. This study does not provide detailed data from each region in Ukraine, which obstructs measuring the effectiveness of the oversight system at the national level. Collected regional information is essential for a thorough examination of the current situation.
6. The results can enhance Ukraine's education system by modifying control strategies to comply with global and contemporary education quality standards.
7. We should adopt new technologies to streamline operations and increase objective evaluations to improve the efficiency of quality monitoring in education.
8. Funding should be allocated to investigate the role of digital technologies in improving control methods and setting up systems tailored to regional needs in Ukraine.
9. Establishing fresh methods for assessing the quality of educational services becomes crucial to enhancing the national education system with international practices.
10. Although Ukraine's education management systems are efficient enough, they must constantly evolve and adjust to new challenges.

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## Primary Paper Section: A

## Secondary Paper Section: AM, AG