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The Current State and Necessity of Transformation of the Management System of Educational Establishments in Ukraine at the Local Level

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Abstract. *The integration of Ukraine into the European community creates the necessity to carry out scientific research regarding the reformation of public management systems and to introduce principles of state management to management systems. The implementation of administrative reform and the realization of innovative systems of local self-government with elements of state management at local level will foster good conditions for intellectual, professional, and spiritual development in all individuals, and should become a state priority. Therefore, the peculiarities of state management of the educational system at the local level under conditions of education modernization, identification, and the prevention of negative aspects of this process are studied in this article. In regards to state management, the current state of the management system of educational establishments at local level is analyzed, and recommendations concerning changes to this system are proposed according to legislation. It has been found that the reformation of the system of local self-government opens up opportunities for the improvement of the state management model, the implementation of state management principles, and creates good conditions for regional development.*

Keywords: *state management, associate territorial community, tax base, state management model.*

Raktiniai žodžiai: *valstybės valdymas, asocijuota teritorinė bendruomenė, mokesčių bazė, valstybės valdymo modelis.*

Introduction

In the context of administrative reform implementation and education modernization, state regional policy plays an important role. Its focus on the creation of the conditions for the development of every region within its economic, social, cultural and national aspects encourages positive changes in education, and accords government-wide interest in the upgrade of the young generation's upbringing with regional and local ones. The analysis of scientific literature, state documents, and the realization of

administrative reform shows that apart from the positive changes in the system of state management of education, there is a problem of controversy between the necessity of effective state management of education at the regional and local levels and the failure of traditional management system to ensure positive changes in the development of educational establishments at the local level. Therefore, the main task of the state is decentralization of education management, meaning a downloading of part of the authority to local self-government entities from central government bodies, public involvement in the process of education management at all levels, the development of a strategy for the improvement of education establishments in every region, and the gradual transition to the implementation of state management principles in practice. New systems of local self-government should ensure democratization and transparency of state management process in education, since education reflects the state of society and forms its future, and state policy in the management of education becomes a significant factor of innovative changes in Ukraine, which provides substantive grounds for the topic of this survey.

Under current conditions the realization of administrative reform in practice, the implementation of innovative systems of local self-government, and the improvement of the state management system of educational establishments, with elements of state management at the local level, will create favourable conditions for intellectual, professional and spiritual development of every individual and it should be a state priority.

The research of V. Andrushko (2006), O. Podtserkovnyy (2017), V. Kremen (2009), and Yu. Surmin (2007), who study the theory, practice, and reformation of public management systems in the context of integration of Ukraine in European Union, supports the creation of an efficient system of collaboration between all the parts of public management, the improvement of education management at the regional and local levels, and has made a considerable contribution to the development of theoretical and practical fundamentals of public management of educational establishments at the local level. At the same time, there is not enough scholarship examining issues around the formation of administrative and economic mechanisms which would ensure fund raising for modernization of educational establishments at the local level. The problem of the formation of reliable mechanisms for the realization of priorities proclaimed by the state and the implementation of state management, in practice, of public management at all levels needs further study.

The main purpose here is to research the peculiarities of state regulation of the education system at a local level, in the context of education modernization.

The objectives of this study are:

- to analyze the current state of the management systems in place at educational establishments at the local level;
- to identify negative aspects of the education modernization process;
- to propose recommendations around changes in this system, in line with legislation;
- to describe the benefits of reformation of the system of local self-government.

A theoretical synthesis of scientific concepts and proposals from leading scholars concerning the function and development of educational establishment management systems was performed on the basis of the system-analytical method. The logical analysis of literary sources made it possible to develop basic ideas and concepts related to social-pedagogical systems management. In order to develop specific theoretical and methodological recommendations for the management of regional education, methods of forecasting and generalization of the obtained statistical information were used. Conclusions were drawn from the results of the study with the help of the system-generalization method. Empirical methods included the study of normative legal documents, and the examination of the practical activities of regional institutions and educational institutions in their establishment and a generalization of their managerial experience. Such conceptually grounded study revealed progressive ideas for innovative and allowed the development of recommendations aimed at providing scientific and methodological support for the reform of the education system, the substantiation of its continuity, suggestions for innovative approaches, description of forms and methods of youth professional training, and recommendations for modernization of the system as a whole.

The basics of the formation of a democratic strategic management model for education

The stable development of Ukraine and its integration into the European and global education space brought about the need for a profound reinterpretation of the system of organization and ideas around education. This is primarily presumed on the formation of a democratic strategic management model for education, which should correspond to European education standards and encourage intellectual and spiritual development of the individual as well as result in the, preparation of competent and competitive professionals who are able to engage with contemporary issues. In the context of a democratic, civil society, which Ukraine is building, in our opinion, the main task of the state is the organization and provision of optimal conditions for the function of education and support for self-regulation at the national, regional and local levels. This includes the implementation in practice of the principles of state management of public management at all levels. One of the directions of this multifaceted process is the decentralization of the education management system. This process is complex and presumes, first of all, the devolution of certain components of management function and responsibility from central bodies of executive power to local bodies of executive power and local self-government, which consequently expands government authority and financial opportunities in certain areas (Abramova et al., 2018). In this regard, the devolution of some management functions in education to communities creates the conditions for their independence and offers solutions to a wide range of issues related to organization, employment, finances and material and technical provision. This approach will enable education management

structures to take better into account the education requirements of the local community. Nowadays, both policy makers and scholars realize that Ukraine cannot join the global education space unless a democratic model for the education management system is created. The first real steps have been taken towards this process. Indeed, the direction of reformation was determined in the State National Program “Education” (“Osvita”, “Ukraine of XXI century”) and in the National Strategy of Education Development in Ukraine for 2012-2021, where the necessity of decentralization was emphasized (President of Ukraine, 2013). However, without concrete suggestions and practical steps, these are simply a declaration of perspectives for education development. Step by step, our country has worked its way from theoretical advances to the practical realization of administrative reform, which presupposes the transformation of the centralized management model of the state and a transition to a more efficient system of territorial authority organization.

The adoption of the Law of Ukraine “On Education” on 5 September 2017 has become an important step on the road to the decentralization of the education management system. The law defines the authority of central government bodies and regional and local governments over the management of educational establishments and clearly determines the authority which the center delegates to local government and local state administrations (Verkhovna Rada of Ukraine, 2017).

Ukrainian legislation clearly determines the function of local bodies of executive power and local government in terms of the management of educational establishments (Verkhovna Rada of Ukraine, 1999). According to the Law of Ukraine “On Local State Administrations” of 9 April 1999, local state administrations carry out state educational policy in the corresponding territory, and in addition to this, govern, in general terms, and sustain educational establishments that belong to the sphere of their governance (Verkhovna Rada of Ukraine, 1999). The Law of Ukraine “On Local Government” defines the authority of local governmental bodies over education. According to the legislation, local governmental bodies govern the sphere of education only at the village, hamlet, and town levels. District and regional councils delegate the corresponding authority to local state administrations, since they do not have bodies of executive power (Verkhovna Rada of Ukraine, 1997). In our opinion, the delegation of authority over education management by district and regional councils to administrations of that level do not correspond to the sense of local self-government, because communities do not practically influence the activity of local state administrations, except for the annual head of local state administration’s report on the exercise of delegated authority in administration sessions at the corresponding level (Yurchuk, 2009).

Clearly, such a situation is a consequence of incomplete administration reform in the late 90 s. Therefore, it is very important now to establish bodies of executive power in associated territorial communities and grant them the corresponding authority. It is presupposed by the Concept of the Reform of Local Self-Government and Territorial Organization of Government, which was approved with the ordinance of the Cabinet of Ministers of Ukraine on 1 April 2014 (Cabinet of Ministers of Ukraine, 2014).

We agree with a number of scholars who think that local self-government is the basis on, which principles of democracy are built and realized. For example, in the European Charter of Local Self-Government it is claimed that the principle of local self-government should be sustained in the legislation of the country and, if possible, in the Constitution (Council of Europe, 1985).

The role of local self-government in the organization of educational establishments

Today the formation of associate territorial communities in Ukraine, which according to the legislation are considered to be a legal proprietor of all the property, rights and duties of associated communities, gathers pace [10,Ch.II.art.8.para.3]. On the one hand, it is a positive process since it demonstrates the process of local self-government reformation and decentralization of power. On the other hand, representative and executive bodies of associate territorial communities become a third power center at the local level, along with district state administrations and district councils. This duplicates the functions of departments (administrations) of local state executive power and the authority of district councils. For example, several directors of education can work simultaneously in the same district (director of education in district state administration and directors of education in executive bodies of territorial communities). There are many examples. It means it is necessary to bring into compliance such Laws of Ukraine as “On Local State Administrations” (Verkhovna Rada of Ukraine, 1999), “On Local Government” (Verkhovna Rada of Ukraine, 1997), “On Education” (Verkhovna Rada of Ukraine, 2017), and “On Voluntary Unification of Territorial Communities” (Verkhovna Rada of Ukraine, 2015), and to design real mechanisms for the improvement of education management at the local level.

As aforementioned, the authority of central, regional and local government bodies with the devolution of basic authority over education to territorial communities should be clearly determined in this process. According to the Law “On Education”, local self-government bodies of different administrative units are eligible to make a collective decision, taking into account the territorial community’s demands and propositions, on the organization of elementary, basic and specialized secondary education (Verkhovna Rada of Ukraine, 2017).

The Law of Ukraine “On Local Government” presupposes the right of local government bodies to adopt local programs, including those of education development. However, this right should also realize executive bodies of associate territorial communities. It requires corresponding changes and amendments to Ukrainian legislation.

According to Ukrainian legislation, the state delegates substantial authority to bodies of local government to ensure accessible and free education in the territory of their jurisdiction. Initially, this means the recording of pre-school and school-aged children, provision of books to pupils from low-income families’ at public expense, the establishment of proper conditions for schooling, and benefits for teachers in rural

areas (Verkhovna Rada of Ukraine, 1997). In summation, the subjects that manage education at the local level are the village, hamlet and town councils; at the level of districts and regions, it is only local state administrations. Furthermore, most authorities granted to the village, hamlet and town councils over education are delegated, which means they are reporting to and controlled by the state while exercising authority.

Our position is that local government (associate territorial communities) should become the main subject of education management at the local level, whereas representative government and its executive bodies must create the conditions for this to happen and to carry out state policy in education at the territorial level. New system of organization of local self-government should ensure democratization and transparency of the management process in all spheres, including the management system of educational establishments at the local level.

We think that all key issues of the management of educational establishments at the local level should be solved involving members of the community. This will enable to talk about a real, rather than formal, contribution by society to governance. This would result in the practical implementation of subsidiarity, which will ensure the efficient cooperation of state education administrations, educational establishments, academic institutions and public self-government. In our opinion, the most effective form of involvement of society in the resolution of issues related to education development in the corresponding territory is public hearings, meetings with members of parliament and local government officials, and the work of community councils of local state administrations (Verkhovna Rada of Ukraine, 1997). The involvement of society in all stages of management decision making and optimal authority devolution between bodies of local self-government and bodies of local executive power will enable the country to build an efficient educational establishment management system at the local level (Cabinet of Ministers of Ukraine, 2014).

The community, especially in rural areas, should play an important role in the organization and optimization of the network (pre-school, school, post-school) of educational establishments. It is worth mentioning that apart from direct participation in the process of the management of educational establishments at the local level, communities should have real opportunities to control the activity of local self-government bodies, and the process of management of educational establishments as well. The most efficient form of cooperation between the community and government should be established in educational districts. The regulations on educational districts were approved with the ordinance of the Cabinet of Ministers of Ukraine of 27 October 2010, where it was emphasized that the main task of the district lies in the creation of a single education space within an administrative unit and maintenance of proper conditions for the educational process, the realization of pre-specialized and specialized education, and the implementation of contemporary educational technologies (Cabinet of Ministers of Ukraine, 2010). These regulations were enshrined in the Law of Ukraine “On Education”, which says that an educational district is established in order to create conditions for secondary education acquisition and to effectively employ material and technical skills and to upgrade them [4, art.13 para.3].

The role of financial and economic activities in the transformation of educational establishments

Among the important steps towards decentralization is the empowerment of local self-government through better financial, material and technical provision of educational establishments and improvement to the mechanisms of their financial and economic activity (Cabinet of Ministers of Ukraine, 1993).

We consider that the main issue of the maintenance of educational establishments at public expense lies in the residual character of its funding. Therefore, when calculating the expenses on education, bodies of local self-government should be guided by the investment character of spending on education, considering education as a factor of future social and economic development.

Looking at the experience of Poland, the main funding source for school education is the government budget. Subsidies for local self-government bodies are supposed to be in the government budget. The Ministry of Education, after certain consultations, makes a decision on the distribution of funds between local self-government bodies (Hrynevych, 2005). Local self-government bodies are responsible for funding of educational establishments at the local level. The separation of management powers in Polish education is presented in Table 1.

Table 1. The separation of management powers in Polish education 2015)

	The central government and its departments	Local Government	Schools
Salary payments to teachers		X	
Regulation of the minimum and average teacher's salary	X		
Local Tariffs		X	
Decision to change the school network		X	
Organization of transportation of students to schools		X	
Adoption of the financial plan for schools		X	
Building maintenance		X	

Provision of equipment		X	
Decision to upgrade teacher's category	X	X	X
Appointment of the school principal	X	X	X
School performance evaluation	X		
Teacher performance evaluation			X
Creating additional classes		X	

In Italy, the state has enshrined in legislation the authority over general issues in education. The state is responsible for funding the educational and managerial activities of schools. At the local level, municipalities are in charge of state of buildings and quality municipal services provision. Schools in Italy are autonomous in terms of didactic, organizational, and research work (Lopushynskyi and Kovnir, 2017).

As the experience of state building shows, successful reformation of education management systems at the municipal level depends on the presence of economically strong regions and on the active involvement of community institutes and local self-government bodies in these processes. The comparison of our country to European countries shows that we have vast experience in the system of organization of education management at the municipal level as well. However, economic and political instability very often prevents successful reformation that and leads to the absence of reliable mechanisms for the realization of priorities and intentions declared by the state. At the same time we find underfunding of education and education management, the slow formation of new methods of state regulation of administrative and economic mechanisms, which ensure fundraising for the budget of this branch from institutions and enterprises, the sometimes inefficient application of funds, and consequently, relative quality of and accessibility to education services (Nabok, 2007). Thus, the adoption of reforms in Ukraine today to support local self-government has necessitated the reformation of education in the direction of management decentralization, which questions changes in the system of funding secondary and pre-school education, accountability and submission to control of educational establishments at regional and local levels (Table 2).

Table 2. Priority directions of development of the social component in the management of secondary education in the current legislation of Ukraine (Pastovensky, 2013)

Delegation of managerial authority in the field of school education from state to public structures	Enhancing the activities of local governments in addressing educational issues	Improving models of cooperation between educational authorities and associations of participants in the educational process	Development of partnership of education management bodies with communities
Creation of educational districts	Expansion of the practice of examining educational issues at sessions of local councils, deputy commissions (adoption of programs for the development of education in territories, innovative educational projects, allocation of additional funding for the education industry, etc.)	Enhancing the cooperation of education authorities with the educational institutions boards	Promotion of trusteeship councils' activities
Development of school autonomy	Consideration of the approval of the appointment of secondary schools heads at local councils sessions	Improving cooperation of education authorities with pedagogical councils, methodical and other teachers professional associations (including the development of original educational programs and courses, teaching methods, etc.)	Initiating consideration of the development of education at meetings of public councils under state administrations
Promoting the formation and functioning of private schools in the network of schools in the district, city, region	Additional financial incentives for teachers, the establishment of teacher allowances, scholarships and bonuses for teaching staff and students for work results	Improving cooperation of education authorities with pedagogical councils, methodical and other professional associations of teachers (including the development of original educational programs and courses, teaching methods, etc.)	Development of partnerships with charitable foundations, veteran councils, employers' associations, creative unions, etc.

Activation of the work of collegiums of regional, district (city) education departments, involving of public representatives	Establishment of the education programs providing for the mandatory participation of communities in their implementation	Enhance cooperation of education authorities with parent committees and councils, parent community	Expansion of cooperation with citizens in the implementation of educational policy (participation of representatives of the public in the educational development programs, examination of management decisions, conducting educational activities, monitoring the schools activities, etc.)
	Expansion of deputy and public control over the quality of education, hearing at sessions and deputy commissions of reports of heads of education departments of districts and cities, school principals		Establishing a dialogue between education authorities and communities through websites, print media, TV and radio programs

It is worth mentioning that the approval of the civil model of education management, the balance of influence of state and civil factors, state and perspectives of education development (which take on crucial meaning nowadays), are the key to progressive changes in education in Ukraine. The aim of state and civil governance is to involve self-government bodies and communities in the formation of educational policy at state level, and to make managerial decisions under conditions of decentralization of education management, in order to take into consideration and meet the educational requirements of civilians, employers, and society in general (Kremen, 2009). The implementation of state and civil management models in activities of educational establishments influences the formation of civic understanding for all pupils, changes the atmosphere for teaching staff in a positive way, and encourages the involvement of additional funds in educational establishment (Dovbysh, 2006; Protasova, et al., 2012). It is necessary to understand that the function of state and civil system of education management is impossible without voluntary active participation in management by such representatives of wide public as members of parliament, representatives of non-governmental organizations and business, teachers and parents (Kirillov et al., 2015).

In our opinion, the optimal authority devolution between local self-government bodies and local bodies of state government is possible on condition of transition from state to state and civil management of education. Such a transition will let local self-government become a basic subject of education government at local

level (Kaganovskaia, 2013). Consequently, the contemporary administrative reform in Ukraine is aimed at the implementation of a new way of functioning for the executive branch and local self-government, which will ensure the development of a service-oriented country, where the proposed consumer of education services is the civilian. Secondary education is understood as a public service, which is rendered through a network of general education establishments to Ukrainians on the behalf of the state (Bielova, 2014; Shtal, et al., 2018a). At the same time, this path also saw problems, the main one being the development of incoherent and controversial social and economic policy of Ukraine. This led to the absence of on-target staffing and the lapses in the preparation of managerial staff for local self-government under conditions of market economy and democratization of civil life (Shtal, et al., 2018b).

It is necessary to mention that today the problem of ensuring sustained high quality of management of associate territorial communities remains unsolved. It is related primarily to the shortage of highly professional managerial staff for local self-government bodies, especially in village and hamlet councils. In addition, quality preparation of civil servants under current conditions is considered to be impossible in the framework of old methods of planning and realization of management system of local self-government bodies and associate territorial community work, which makes ensuring the appropriate level of professional competence and personal characteristics of managerial staff difficult.

The efficiency of the system of state governance and local self-government directly depends on satisfactory staffing (Romanenko and Chaplai, 2016). Under conditions of decentralization of power, the main risk which can threaten sustainable development of the associate territorial community is poor professional competence of certain civil servants at the local self-government level. Wrong staff decisions lead to the poor reputation of government in society. This shows that it is high time to pay special attention to staffing of local self-government bodies, since they are the basis of people power in any country. Indeed, civil servants of local self-government should solve the problems of the residents of their village, hamlet or town. What is more, professionalism displayed by those who work in local self-government bodies presupposes not only knowledge of the field, but also knowledge, skills and understanding of mechanisms of cooperation between the state, society and certain civilians and the capability to effectively use this knowledge in practice. Thus, professional education of civil servants in local self-government has its own specificity in comparison to the education of state civil servants (Romanenko and Chaplai, 2017).

The rising necessity of professional municipal management (especially in associate territorial communities) has resulted in corresponding changes to public requirements for staffing, primarily the development of new programs for training managerial staff, because municipal management in these communities is often connected with unusual situations, which require civil servants to adapt original approaches to their solutions. In order to raise the quality of municipal management, and gradually update the managerial elite, it is needed to select future civil servants who

meet a number of requirements conditioned by the character and complexity measure of tasks in local self-government. These include leadership skills, a systematic approach, the ability to be strategic, to make unusual decisions, and to be efficient under conditions of uncertainty and risk. The aforementioned presupposes the formation of a competent team in local self-government bodies.

It is important to point out that the reformation processes towards the decentralization of power determines the main function of education management – the coordination of actions of management institutions, educational establishments and society with the aim to meet the personal demands of civilians and state requests for intellectual and professional enrichment (Dovbysh, 2006). To sum up, the realization of an innovative system of local self-government in Ukraine opens up opportunities for managerial influence, which is aimed at creating good conditions for the appearance, realization and development of the intellectual requirements of every individual.

Conclusions

1. The process of education reformation at both the state and local levels has transformed from an academic problem into a political and administrative one, since experts from different scientific fields, politicians and civil servants of different levels try to solve it. This process presupposes the realization of administrative reform, the implementation of principles of state management in practice of public management at all levels, and the decentralization and transition to a state and civil model of management of education, including schools.
2. The main principles of this model should be humanization, professionalism, scientific rigour, adaptability, determination, transparency, and tolerance.
3. The necessity for the improvement of state and civil management of education is found at all levels. The improvement of funding mechanisms and the creation of conditions for maximal approximation to European education standards are topics of further research, which will enable us to solve the problem of providing all Ukrainians intellectual, professional and spiritual enrichment.

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Dabartinė švietimo įstaigų valdymo sistemos būklė ir pertvarkos būtinybė Ukrainoje vietos lygmeniu.

Anotacija

Ukrainos integracija į Europos bendruomenę lemia būtinybę atlikti mokslinius tyrimus pertvarkant viešojo valdymo sistemą ir įvesti valstybės valdymo principus valdymo sistemai. Administracinės reformos įgyvendinimas, novatoriškos vietos savivaldos sistemos įgyvendinimas su valstybės valdymo elementais vietos lygiu leis sukurti geras sąlygas kiekvieno žmogaus intelektualiam, profesiniam ir dvasiniam vystymuisi, ir tai turėtų tapti valstybės prioritetu. Todėl darbe nagrinėjami švietimo sistemos valstybinio valdymo vietos lygmeniu ypatumai švietimo modernizavimo sąlygomis ir neigiamų šio proceso aspektų nustatymas bei prevencija. Kalbant apie valstybės valdymą, analizuojama dabartinė švietimo įstaigų valdymo sistema vietos lygmeniu, o straipsnyje pateikiamos rekomendacijos dėl šios sistemos keitimui pagal teisės aktus. Nustatyta, kad vietos savivaldos sistemos pertvarkymas atveria galimybes tobulinti valstybės valdymo modelį, įgyvendinti valstybės valdymo principus ir sudaro geras sąlygas regiono plėtrai.

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