

СЕКЦІЯ 6

АКТУАЛЬНІ ПРОБЛЕМИ У СФЕРІ ПУБЛІЧНОГО УПРАВЛІННЯ

PUBLIC MANAGEMENT OF THE DEVELOPMENT OF THE HIGHER EDUCATION SYSTEM IN UKRAINE: ANALYSIS OF MODERN CHALLENGES

ПУБЛІЧНЕ УПРАВЛІННЯ РОЗВИТКОМ СИСТЕМИ ВИЩОЇ ОСВІТИ В УКРАЇНІ: АНАЛІЗ СУЧАСНИХ ВИКЛИКІВ

The article examines the issues of public management of the development of the higher education system in Ukraine. The relevance of the study is due to a significant number of unforeseen challenges that have recently appeared before the higher education system of Ukraine (long-term armed aggression of the Russian state, the COVID-19 pandemic, etc.). With the definition of the European integration course of development in 2014, the education system of Ukraine entered a period of active reform, which continued even in conditions of significant social crises (war and pandemic). It was determined that in the pre-crisis period, educational losses in the higher education system of Ukraine had an object-oriented nature, and in the period of crisis challenges, educational losses for the first time in the history of independence moved into the plane of subject orientation. Educational losses during the war are characterized by a decrease in the quality of education, financial and economic losses, infrastructural stratification between providers of educational services at the national level with the centralization of the subjects of their provision at the level of regional centers, etc. It was determined that in order to ensure the infrastructural stability of higher education institutions, it is necessary to focus managers' attention on such main areas as transformation, transnationality and openness of higher education institutions. Important in the context of European integration restructuring is not only changes in the structure of educational programs, but also the introduction of effective management models aimed at ensuring quality and implementing the paradigm of competency-based education. It has been proven that in the conditions of unforeseen crises, the demand for educational services in Ukraine remains at a fairly high level. It is emphasized that the European model of public administration is an effective counterpart for modern Ukraine, especially in the context of the need to reform the public administration system through a decentralization strategy. This strategy envisages the adaptation of the Ukrainian system to European standards, in particular, by changing the basic tasks, roles and functions of authorities and branch management bodies.

Key words: higher education, historical analysis, development of higher education, public administration, higher education institutions.

У статті досліджується проблематика публічного управління розвитком системи вищої освіти в Україні. Актуальність дослідження обумовлена значною кількістю непередбачених викликів, які нещодавно постали перед системою вищої освіти України (довготривала збройна агресія російської держави, пандемія COVID-19 та ін.). З визначенням у 2014 році євроінтеграційного курсу розвитку система освіти України увійшла в період активного реформування, який продовжився навіть в умовах значних суспільних криз (війна та пандемія). Визначено, що у докризовий період освіти втрати в системі вищої освіти України мали об'єктоорієнтовану природу, а у період кризових викликів освітні втрати вперше за історію незалежності перейшли у площину суб'єктної орієнтації. Освітні втрати під час війни характеризуються зниженням якості освіти, фінансово-економічними втратами, інфраструктурним розшаруванням між надавачами освітніх послуг на національному рівні з централізацією суб'єктів їх надання на рівні обласних центрів тощо. Визначено, що з метою забезпечення інфраструктурної стійкості закладів вищої освіти необхідним є зосередження уваги керівників на таких основних напрямках як трансформація, транснаціональність та відкритість закладів вищої освіти. Важливим в контексті євроінтеграційної перебудови є не тільки зміни у структурі освітніх програмах, але й впровадження ефективних моделей управління, спрямованих на забезпечення якості і реалізацію парадигми компетентнісного навчання. Доведено, що в умовах непередбачених криз попит на освітні послуги в Україні залишається на досить високому рівні. Акцентовано, що європейська модель публічного управління є ефективним відповідником для сучасної України, особливо в контексті необхідності реформування системи публічного управління через децентралізаційну стратегію. Ця стратегія передбачає адаптацію української системи до європейських стандартів, зокрема, шляхом зміни базових завдань, ролі та функцій органів влади та органів галузевого управління.

Ключові слова: вища освіта, історичний аналіз, розвиток вищої освіти, публічне управління, заклади вищої освіти.

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Statement of the problem in general and its connection with important scientific or practical tasks. Over the past few years, since 2020, there have been clear trends in the higher education system towards the transformation of

the domestic management model as a response, on the one hand, to the challenges of the external environment (pandemic, war, migration and emigration, depopulation, etc.), and on the other hand, as a search for approaches, mechanisms,

principles and tools to maintain the internal balance of this system [1]. And a significant role in these processes, Of course, good public management and administration plays a role in order to achieve the defined Sustainable Development Goals 2030 at the national level in Area 4 "Quality Education" [2]. For the level of higher education, the strategic task both at the global level of governance and at the national level of management is the need to improve the quality of higher education on the basis of its integration with science, as well as to promote the formation of cities of education and science in the country [2]. All this requires proper theoretical and methodological substantiation from the standpoint of public management and administration.

Analysis of the latest research and publications. The problem of improving the accessibility and quality of higher education in the modern period is devoted to many scientific works of both domestic and foreign researchers. With the beginning of the European integration movement, the improvement of national legislation, and even more so in the context of unpredictable social crises (COVID-19 pandemic, war), the attention of domestic researchers is focused on such areas of this issue as the stability of the higher education system in the conditions of war (O. Makurina), development of international partnership in the field of higher education (I. Hrytsiak, O. Rudenko), e-governance and digital platforms in the field of education (E. Borodin, I. Zstrozhnikova), historical aspects of the development of public administration and administration in the field of higher education (K. Vashchenko, V. Luhovyi, L. Gaievskaya), improvement of training of third-level students – doctors of philosophy in Ukraine (N. Lypovska) [3-6].

At the same time, these directions of scientific development of the problems of development of the higher education system in Ukraine cannot cover the entire range of existing problems that are actualized in the educational sphere in the context of the prolongation of the armed conflict. Therefore, this study has features of relevance in view of strengthening the theoretical and methodological foundations of public administration and administration in the field of development of the higher education system in Ukraine.

Formulation of the goals of the article (statement of the task). The purpose of the study is a comprehensive analysis of the current challenges facing the higher education system of Ukraine with an emphasis on public management of its development.

Presentation of the main material of the research. Public management of the development of the higher education system in Ukraine

plays a key role in the formation of a competitive educational system that meets the requirements of modern society and the requirements of the global labor market. The current challenges faced by Ukrainian higher education, first of all, include the processes of decentralization, adaptation to European standards [7], the introduction of innovative approaches to teaching and management in this area [8]. It is also important to ensure financial stability institutions of higher education [9] and accessibility of educational and scientific-educational services for citizens of Ukraine. The study of public administration, which is defined as optimizing the use of resources to achieve strategic state goals, is of particular importance in the context of reforming the higher education system in Ukraine.

This is due, first of all, to the challenges of external factors, such as the Covid-19 pandemic and Russia's armed aggression and their negative consequences (destruction of higher education institutions as a result of missile attacks, emigration of young people to foreign countries for further education, personnel problems, etc.). The consequences of the negative impact of social crises on the education system are commonly referred to as learning losses or loss of knowledge or skills of a student (pupil) due to a long-term gap or gap in the educational program. Ukraine's higher education system has had such losses before, but their content and scale are significantly different from modern losses. For example, earlier educational losses in their genesis were mainly object-oriented (summer vacations, long-term illness, academic leave, service in the Armed Forces of Ukraine, etc.). At the same time, educational losses in the pre-pandemic period were practically not directly related to the subject of educational services, i.e. HEIs (colleges, institutes, academies, universities). This is due to the infrastructural stability of higher education institutions. For the first time in the history of the 21st century, the long-term pandemic crisis at both the global and national levels of government has already hit educational service providers hard. Thus, higher education institutions had to transform the form of organization of the educational process from offline to online in a short time; ensure social distancing of participants in the educational process, teachers and staff of HEIs; temporarily suspend the academic mobility program due to quarantine restrictions, etc. The main educational losses in the higher education system, which were formed in 2020-2024, are a decrease in the quality of education, financial and economic losses, infrastructural stratification between providers of educational services at the national level with the centralization of subjects of their provision at the level of regional centers [1].

It should be noted that the development of the higher education system in the post-pandemic period took place in the context of exacerbated climatic and socio-economic changes. The pandemic has significantly accelerated the transition to digital technologies for organizing both the educational process [4] and their rapid implementation in the management system of higher education institutions (HEIs). All this became the basis for the formation of a new format of social relations in the field of higher education. Therefore, the strategic task of institutional development in the higher education system is the task of intra-system sustainability, which is based on the following three areas: transformation, transnationality and openness [3].

Higher education institutions (HEIs) also face issues related to the need to adapt educational programs to modern labor market conditions and the latest educational and social needs that have developed among higher education students during the pandemic period (2020-2023) and during the legal regime of martial law (2022-2024). This requires not only changes in the structure of educational programs, but also the introduction of effective management models aimed at ensuring quality and implementing the paradigm of competency-based learning. Here it is necessary to focus on certain aspects of the development of the third educational and scientific level of higher education. Recently, there has been a heated debate in Ukrainian society about a significant, perhaps even unjustified increase in the number of students who apply to higher education institutions in order to study in graduate school. This is often emphasized by representatives of the Ministry of Education and Science of Ukraine [10]. But a careful analysis of statistical data shows that this is not entirely true (Fig. 1).

As can be seen from the materials contained in Table. 1, during the period of Ukraine's independence, the total number of students enrolled in postgraduate studies has increased by 2 times. At the same time, it is characteristic that the introduction of active reforms in the field of education and science, which began after the first Ukrainian Maidan, as well as the pandemic crisis and war, did not reduce the demand of students to study at the third educational and scientific level.

One of the key problems is the lack of flexibility of Ukraine's higher education system in response to modern labor market demands. According to the traditional model of education, higher education institutions most often focused on the formal aspects related to recruiting applicants, such as frequent changes in the name of specializations, without changing the essence of the content component of the educational pro-

cess. This approach significantly complicated the adaptation of students to the acquisition of knowledge and the integration of university graduates to modern challenges and opportunities of the domestic labor market [12, p. 11].

In the context of changes in the field of public administration of the higher education system in Ukraine, it should be noted that our country still lags far behind more developed European countries in financing and management of educational resources. A large amount of public investment does not always correspond to the effectiveness and quality of education, which requires systemic changes and modernization of approaches [13].

The European model of public administration is an effective counterpart for modern Ukraine, especially in the context of the need to reform the public administration system through a decentralization strategy. This strategy envisages the adaptation of the Ukrainian system to European standards, in particular, by changing the basic tasks, roles and functions of the authorities. One of the key aspects is to guarantee the independence of public councils, which cooperate with the relevant ministry and help to implement in practice the strategy for the successful development of the national higher education system. For example, in contrast to the domestic model of public administration in the field of higher education, in the Republic of Poland the central executive bodies that perform their functions in the field of education are divided into two separate departments: the Ministry of Science and Higher Education and the Ministry of National Education. Under the Ministry of Science and Higher Education, there is an advisory body – the Main Council of Science and Higher Education [14]. The Main Council, performing its advisory functions, cooperates with the Ministry of Science and Higher Education, carries out its management functions in the field of development of the higher education system in the following areas:

1) improvement of the principles of functioning and directions of development of the system of higher education and science, university management, as well as on issues of students, doctoral students and researchers;

2) consideration and approval of the draft state budget in the part related to science and higher education;

3) consideration and analysis of draft legal acts related to the system of higher education and science.

At the same time, the Ministry of Education and Science of Ukraine has created much more consultative and advisory bodies compared to the Polish Ministry. One of these bodies is the Public Council. According to the Regulation on the Public

Comparative characteristics of the quantitative composition PhD students in the period of independent development of Ukraine (1990-2023)

| Period | Average number of graduate students | Characteristics of the period |
|-------------------------------------|---|--|
| 1990 – 2003 pp. | 19.0 thousand tons Persons | The training of postgraduate students was carried out on the basis of the traditional post-Soviet model of public administration |
| 2004-2014 pp. | 29,9 thousand people | Beginning of the formation of a new model of management of the higher education system in Ukraine on the basis of the new Law of Ukraine "On Higher Education" |
| 2014-2020 pp. | 25.1 thousand tons Persons | The period of implementation of European approaches in the training of Doctors of Philosophy (PhD), the formation of a new pro-European model of management of postgraduate training in Ukraine |
| 2020-2022 pp. | 25.5 thousand tons Persons | The period of the COVID-19 pandemic did not affect the decrease in the total number of graduate students, even in the context of quarantine restrictions and the closure of interstate borders |
| 2022-2023 pp. | 39.5 thousand tons Persons | There is a tendency to increase the number of graduate students, which can be explained not only by the benefits for deferment from conscription into the Armed Forces of Ukraine, but also by the desire of students to be in demand in the national and international labor market |
| <i>1990-2023 pp. (33 years old)</i> | <i>Total number of PhD students in Ukraine increased by 2 times</i> | |

Source: compiled by [11]

Council at the Ministry of Education and Science of Ukraine, the purpose of its activities is to promote interaction between the Ministry and civil society institutions in the implementation of state policy in the field of education and science, as well as to promote the reform of state policy. And here it is important to note that the Public Council at the Ministry of Education and Science of Ukraine in the areas of its activities cannot functionally influence the formation of the state budget allocated to the educational and scientific sphere. And this is the essential difference between the public administration of the higher education system in Poland and in Ukraine. That is, at the central level of management, the "voice of the public" is absent in the formation of the budget of the educational sector, but this "voice" actively accompanies all sectoral reforms, including the reform of the higher education system. European experience shows that the key to the successful implementation of reforms in the field of higher education is the development of conceptual foundations that take into account the modern requirements of society, as well as the transition of executive authorities in all spheres of life without exception to a service approach. This approach allows to ensure effective management that meets modern challenges and principles of sustainable development [15, p. 143].

In our opinion, the methodology of socio-organizational design is appropriate for solving modern management problems in the higher education system. It allows you to effectively

implement analytical and management functions aimed at comprehensively solving existing challenges. The application of this methodology helps to create a unified system of reforming the management of higher education, which is based on the strategy of central authorities and is implemented through regional structures of sectoral management [13].

The reform includes the integration of the latest information technologies to improve the quality of activities and the development of innovative social and humanitarian aspects of management. This contributes to the creation of a proper legislative framework and the introduction of tools for sustainable economic development, which in turn helps to restore public confidence in the authorities and sectoral management bodies. The main areas of reform include legal support, organizational structure and functional aspects of higher education management.

Conclusions and prospects for further research in this direction. Thus, the introduction of European experience in improving the public administration of higher education in Ukraine opens up broad prospects for organizational and functional system changes in order to meet modern challenges and standards of governance in the European higher education area.

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