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DEMOCRATIC CONTEXT OF DEVELOPMENT OF STATE-PUBLIC EDUCATION MANAGEMENT IN UKRAINE

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The transition to democracy involves modernization changes not only in the political, economic, social, cultural and educational processes, but also in all areas of society in accordance with the goals of the millennium, determines permanent and flexible response to changing business, government publicity and transparency of management decisions and order as the traditional elements of democratic development, characterized by inconsistency, unpredictability, emergence of mutually exclusive factors affecting the management process [7].

The study of public participation in the management of education dedicated to the works of foreign authors such as J. Mill, D. Dewey, D. Conant, R. Westbrook, E. Guttman, E. Entwistle, T. Knight, A. Neil, M. Barber and others, who confirmed the relevance of the described problems not only in Ukraine but in many countries and its global nature.

In Ukraine, the question of optimal mix of public and state in managing was explored by V. Grabowski, J. Dovbysh, G. Yelnykova, A. Zaychenko, U. Kavun, L. Kalinina, M. Komarnitskiy, S. Koroliuk, G. Kostyuk, V. Knyazev, O. Marchak, O. Onats, I. Osadchyy, L. Paraschenko, O. Savchenko, O. Suhomlynska and others

[1, 3, 7–9, 10–12, 14–16]. In particular, G. Yelnykova proposed the model of public management and public secondary education: structural and social support, information and social support, subordinate partnerships [2].

Obviously, at the stage of the state and public administration suggested above approaches generally provide opportunities for modernization of secondary education management. However, with the development of democracy new management models of educational institutions have to be implemented, which are based on the idea of Ukraine's transition to a service state, a combination of market mechanisms and technologies of the private sector, the principles of sustainable development, human capital theory. And those that include decentralization of management, the interests of the customers of education and innovations in all areas not only in Ukraine but also in the world, proven implementation in advanced democracies such effective models and principles «... as productivity, efficiency, control of public spending, political democratic control increasing, citizens' participation in management» [6].

Analysis of the Ukrainian scholars and research practices of secondary schools shows that still has not fully studied and comprehended the impact of state and public factors on the management and experience of public participation in the management of education in developed countries in terms of its relevance and application in the Ukrainian realities.

Defining the phenomenon of state and public administration in education is one of the most difficult problems of public and social administration, based on many theoretical concepts of management, including public management, informational, principles of public and social administration. Primarily, this means the integrity, structured unity of interrelated components that are characterized in this case the relations of authorities, which, in turn, have a structure – subjects and objects, organizational forms, principles of organization, management and implementation of the norms and democratic values.

The system of state and public administration in education sector includes many different components, describing its subjective nature (public and authorities, local and regional authorities, educational authorities, individuals as subjects, public associations and the government generally), subject-object aspect of state-civil society relations (management and public governance, jurisdiction, powers, rights and duties, responsibilities, acts and actions, programs and methods, etc.) as well as organizational structures,

organizations and institutions (the President of Ukraine, the Parliament of Ukraine, Government of Ukraine, the courts, the community, state and social institutions).

It should be noted that in the current studies, in most cases the public is understood as organized structures that reflect the interests of different social groups in education and do not obey educational authorities. In particular they are:

- associations of education workers (Associations of Education leaders, school managers, association of private schools, teachers for Democracy, League of culture, democratic development agencies, methodical associations, etc.);
- unions of education customers: parents, students (student and parent bodies of self-government, associations, clubs, etc.);
- structures functionally nonrelated to the education system, but are interested in competent and well-educated citizens of the country (employers, artistic and scientific associations, research institutions, etc.);
- non-governmental institutions which extend additional resources for schools to choose innovative ways and democratic development (charities, educational technology centers, resource centers, foundations, etc).

The development of a democratic society in Ukraine determines the implementation of state and public administration in education. It is not new in the history of Ukraine in the conditions of independence and autonomy of the Ukrainian state in the first and last quarter of the 20th century, but for today, it is a priority of modern scientific research and practice.

State-public management of education development is the realization of democratic principles in the structure, functions, forms, methods and styles of education development management, the interaction of state and public institutions, professional associations and unions of creative, purposeful activity of public administration and public institutions in education developing, based on the voluntary establishment of the state and citizens socially significant responsibilities in the management of education specific to the region and available resources. Avoiding the over-centralization of administration, state authority in education and public authority will be the basis of new balanced state and public relations that will lead to the establishment and development of civil society in Ukraine and balancing the impact of state and community officials on the state and prospects of education system development.

State-public management of education development is management, where seamlessly combines consistent and coordinated scope, rights, duties and responsibilities of administrators, educational process, self-management and society within the designated authority and based on the principles of democratic education in particular «...accessibility for citizens of all forms and types of educational services provided by the state, equality of conditions for full implementation abilities of each person, their talents, self-development, humanism, democracy, the priority of human values, combined state administration and public authorities etc...» [3, p. 3–4] and invariant values that are enduring and timeless. To sum up, it is not an easy task for educational system and schools to overcome the authoritarian traditions that have emerged over the past decades.

The purpose of the state and public administration of education is the development of an optimal combination of public and state interests for the benefit of people, society and the state, taking into account organizational models of local governments, which include, in particular, proved and tested in practice model of partnership, agency model and model of interdependence, etc.

Fundamental changes in all areas of social life, historical challenges of the 21-st century require critical thinking, focusing efforts and resources on solving the most pressing problems that hinder the development of the educational sector, the introduction of state and public administration and do not contribute to the new quality of education adequate to current historical era and equal access to it.

An experiment to study the forms of management and organizational control mechanisms technologies was implemented in different regions of Ukraine including Kyiv, Mykolaiv, Kherson, Rivne, Zhytomyr, Chernihiv, during meetings of Club «Headmaster», etc.

The study of the optimal form of management in education in the modern development of a democratic society received a range of 975 leaders-respondents feedbacks as of September 2017.

497 (50.97%) of respondents proposed state and public administration and consider it as a legislative regulation in education, 361 (37,02%) of respondents proposed new management models in secondary education, which seamlessly combine factors of social and political impact. 58 (5.94%) of respondents suggested other forms of management: adaptive, administrative, strategic, informational, efficient, ICT. 59 (6.05%) of respondents did not define any form of government.

In the choice of state-public forms of management and the need to implement them in a real educational practice, respondents were guided primarily that:

1. The modern community is not ready for significant changes to democratic principles in the selection and implementation of innovative forms of management in education.
2. Society is not brought up to participate in the management and in the responsibility for the results of the state-public management in education.
3. The school is obliged to implement National standards of secondary education.
4. A gradual transition to the state-public management in education should be done.

In our opinion, this point of view warns the heads of additional loads, risks and unexpected problems, but even supporters of state and public management style have a tendency to rethink about management features and modern requirements of time, to gradual transition to a new form of management.

The opposite view is shared by 361 people, representing 37.02% of all respondents. They point out that the future is of state-public form of management and democratic style and respondents gave the following justification for their opinion:

1. State and public management is demanding for the transition to a post-industrial society and the democratic principles of its development, to reform education on the basis of person-centered approach as a strategy of national policy, modernization of educational content on the goals of sustainable development, to ensure the availability and continuity of life-long education etc.
2. The community should form future orders for competent and competitive graduate.
3. The community should and can participate in the institution activity.
4. The community can and should control.
5. State funding is insufficient; it is not possible to perform the effective functioning of the institution.
6. Modern schools must be active.
7. Schools should act as a source of society development.
8. Simplify the process of school's self-management of funding.

Among the supporters of state and public management, there was the idea that we are not ready for a full transition to a new form of management yet. However, it is necessary to work with leaders and their deputies to engage the community to actively support of work and initiatives of their own children. Some questionnaires refer to mutually beneficial relationship between the school and the community to raise the level of responsibility of the community on the arrangement of the institution, its modernization and competitiveness of graduates in the labor market. Thus, the situation of changes, mobility, modern requirements contributes not only a form of educational management, but also some personal improvements of the manager the educational institution and their team.

Consequently, in the course of the research, the essence of the phenomenon of state and public administration is experimentally identified problems of its implementation in the current conditions, the vision of the managers on the introduction of dominant forms of governance.

Keywords: state and public administration system, state officials, community factors of influence, public authorities, executive authorities, local governments, sources in law and legal information, modernization changes.

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