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FEATURES OF PUBLIC ADMINISTRATION EDUCATION IN POLAND

Annotation. The global trends in managerial mechanisms for providing educational services are essential for reforming the entire system of domestic education, enabling them to effectively anti -ipate its real revival by approaching the standards of the EU countries, the membership in which Ukraine seeks to gain. Education belongs to those spheres of society, which express the interests of all people. The modern system of government of the field of education, based on the best in the world should develop as a public-public or even public-state. The philosophy of the formation of civil society justifies the increasing role of public institutions in determining the content of education, monitoring its quality, in various means and ways to achieve these goals. In improving the strategy for the development of the educational services system, the experience of neighboring countries of Eastern Europe that has had similar problems in the education management process, in particular, Poland, Romania, Slovakia and Hungary, is relevant. In addition, the influence of civil society institutions on state policy meets the established world standards, and the increase of this influence correspondences to the trends of formation of information civilization and modern scientific approaches, in particular, synergetic discourse. Post-Soviet Poland, as well as Ukraine, inherited socialism and a system of education that was inappropriate to the principles of the Bologna process, which had a negative impact on the European integration processes of the country. Almost simultaneously with Ukraine, in Poland, public administration bodies have begun reforms to provide educational services to the population, but. Polish modernization today is far behind ahead of Ukraine, certain results have been achieved, which require careful study, and the experience gained by the managers of the sphere of education desires attention. The principle of combining public administration and public self-government in education is one of the least practical in practice and the most urgent needs for reforming education and the transition to democratic models of educational systems.

Key words: public administration, historical retrospective, transformational processes, active community schools, innovative practices, secondary and higher education, public administration, reform processes.

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ОСОБЛИВОСТІ ДЕРЖАВНОГО УПРАВЛІННЯ ОСВІТОЮ В ПОЛЬЩІ

Анотація. Світові тенденції управлінських механізмів надання освітніх послуг мають важливе значення для реформування всієї системи вітчизняної освіти, дає змогу ефективно прогнозувати її реальне відродження шляхом наближення до стандартів країн ЄС, членство у якому Україна прагне здобути. Освіта належить до тих сфер життя суспільства, які виражають інтереси всіх людей. Сучасна система управління сферою освіти за найкращими світовими зразками повинна розвиватися як державно-громадська чи навіть громадсько-державна. Філософія становлення громадянського суспільства обґрунтовує підвищення ролі громадських інституцій у визначенні змісту освіти, у моніторингу її якості, у різноманітних засобах та шляхах досягнення цих цілей. При виробленні стратегії розвитку системи освітніх послуг актуальним є досвід сусідніх країн східної Європи, які мали подібні проблеми у процесі управління освітою, зокрема Польщі, Румунії, Словаччини та Угорщини. Крім того, вплив інституцій громадянського суспільства на політику держави відповідає усталеним світовим стандартам, а підвищення цього впливу відповідає тенденціям становлення інформаційної цивілізації та сучасним науковим підходам, зокрема, синергетичному дискурсу. Пострадянська Польща, так само як і Україна, успадкувала від соціалізму і систему освіти, яка була невідповідною принципам Болонського процесу, що негативно вплинуло на євроінтеграційні процеси країни. Майже одночасно з Україною, у Польщі органи публічного управління розпочали реформи з надання освітніх послуг населенню, але польська модернізація сьогодні суттєво випереджає українську, досягнуто певні результати, які потребують ретельного дослідження, а отриманий досвід заслуговує на увагу управлінців сфери освіти. Принцип поєднання державного управління та громадського самоврядування в освіті постає одним з найменш реалізованих на практиці та найбільш витребуваних нагальними потребами реформування освіти, переходу до демократичних зразків освітніх систем.

Ключові слова: державно-громадське управління, історична ретроспектива, трансформаційні процеси, громадсько активні школи, інноваційні практики, середня та вища освіта, громадське самоврядування, реформаційні процеси.

Problem statement. Modern changes in the socio-political structure of our country have necessitated a new educational policy aimed at building a democratic, rule-of-law

state and meet the educational needs of citizens of independent Ukraine. Rapid changes in the political, economic, social and cultural spheres of human activity put on the agenda the question of changing approaches, methods, styles of production relations and the gradual transformation of the rigid subordination of modern organizations to mobile, flexible management. Also still insufficiently developed and highlights the issues of state-public management of education, not the model and no mechanism to control education in the state-public basis in light of modern laws and regulations.

Analysis of recent research and publications. Education management issues today is one of the most researched. Considerable attention is paid to improving the system of education management, implementation and transformation of organizational and financial mechanism. These issues are discussed in works of F. Andrushkevich, V. Andrushchenko, V. Bondarya, Ya. Grechka, M. Darmanskogo, G. Yelnikova, T. Zvereva, M. Kodakova, Yu. Konarzhevsky, V. Lugovogo, P. Naumenko, O. Orlova, L. Parashchenko, V. Pikeny, E. Hricova, T. Shamovoyi and etc.

Formulation of the objectives of the article. The aim of the article is to study the features of public administration of education in Poland and especially the transformation processes and legal framework.

Presentation of the main material of the study. In Poland, the public administration has begun reforms to provide educational services to the population, but. Polish modernization is now significantly ahead of Ukrainian, achieved certain results that require careful study, and the experience deserves the attention of managers in the field of education.

The basic law of the Federal Republic of Germany States that the Association of communities within its legal competence and in accordance with the law is endowed with the right of self-government. It is also important that the rule that self-government includes the basis of independent financial responsibility. These foundations include a source of taxes appropriate to the economic development of the community, to which the community has the right to establish a local tax rate. By the way, the constitutional article also distributes tax revenues in the country. It clearly defines what belongs to the Federation and what belongs to the lands. It is significant that one of the main land taxes in Germany is the property tax, and income from income tax and corporate tax are distributed equally between the Federation and the lands. It also indicates that the size of spending should be determined taking into account the multi-annual financial planning. Unlike Nemchin, in Poland the system of government has its own characteristics. Poland's transformation has resulted in the creation of a new type of state that serves its citizens. Such a state enables its civil society to form and control public authorities. In the early 90's. XX art. in the country began the first wave of

reforms, after which there were shortcomings of the system of public administration, which prompted further reforms [1].

Public administration reform was important for Poland's integration into the European Union. Without imposing member countries concrete forms of state governance, the EU makes demands effective system of public administration. First of all, administrative reform should be undertaken to achieve domestic objectives, such as effective public sector management and public control of the authorities. It is also necessary to set tasks arising from the need to introduce the legal framework of the European Union, that is, the adoption of legislative acts in accordance with established standards. It should be noted that the French model was taken as the basis of the Polish system of local government organization.

The reform of the higher education system in the Republic of Poland, including the transformation of public administration, began in the 1990s with the adoption of the last century. Law on higher education (Ustawa o szkolnictwie wyższym) [2]. The main achievements of the Law of 1990 were: decentralization of management of higher education, elimination of the state monopoly on higher education and autonomy of higher education institutions, diversification of the higher education system – the emergence of private higher education institutions, election of rectors, freedom in determining educational programs, property rights and freedoms (the University can dispose of objects that it owns), significant changes in budgeting and financing of scientific research, the introduction of the principle of competition in obtaining research grants, and the like. It should be emphasized that the public had the right and the means to control the plans and decisions of the Minister responsible for science and higher education (Fig. 1).

Polish public bodies and organizations related to education and upbringing operate respectively in educational institutions and abroad. The cooperation of the community with the state bodies in the management of education is closely connected with the local government (local, student, student, post-graduate and the institution itself). The conditions for the election of representatives to public bodies, the scope of their activities, competence and responsibility, subordination and cooperation between themselves and with local authorities are essential in solving this issue.

The unitarity of the Polish state, the relationship of regional policy with the strategy of state policy ensures that the Polish law affirms the independence and own jurisdiction of the Voivodeship as a unit of self-government, as well as the dualistic model of management of the Voivodeship by two separate structures: the Executive body of regional self-government headed by the Marshal of the Voivodeship and the government administration headed by the voivode [3, 4].

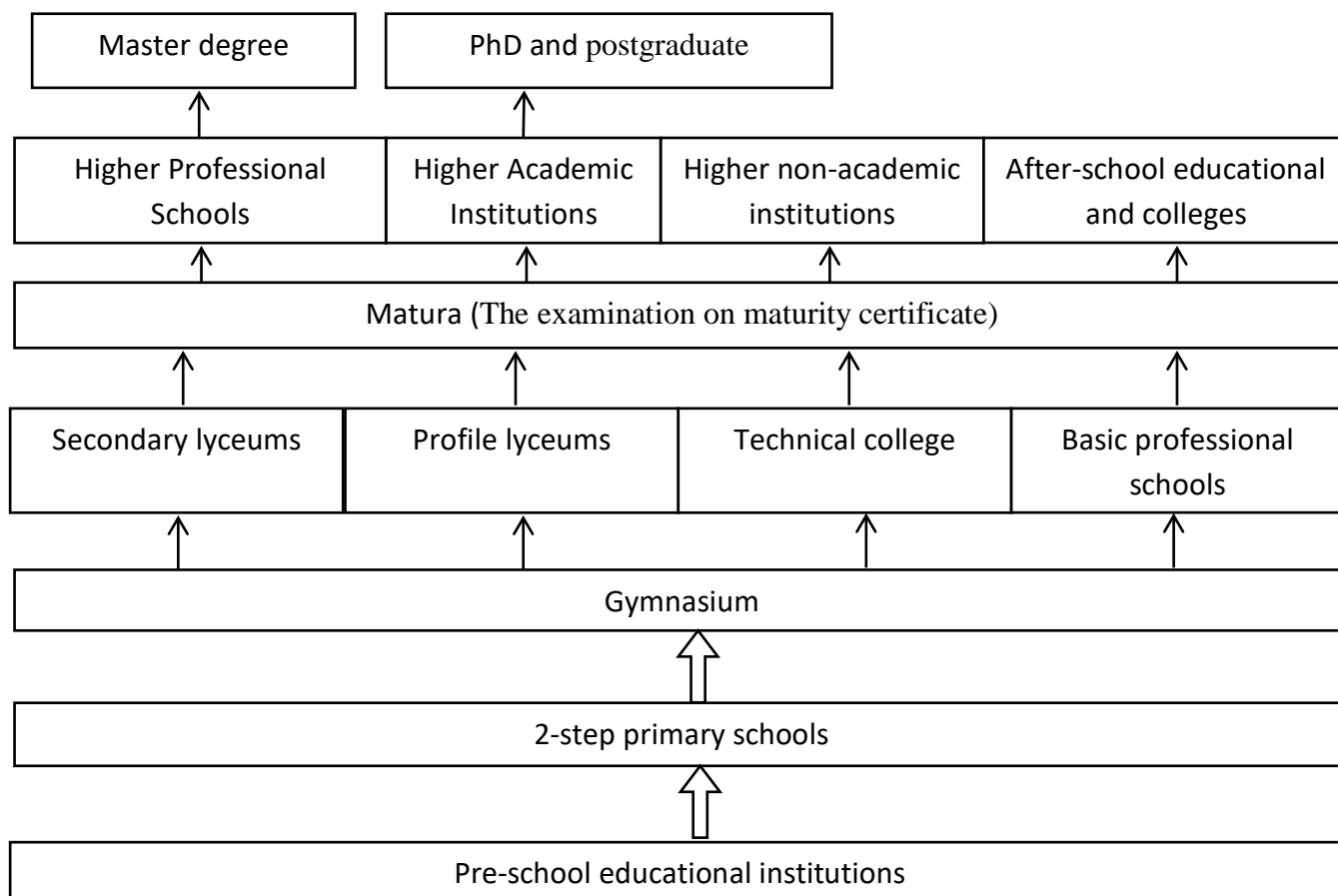


Fig. 1. Structure of education in the Republic of Poland

Source: compiled by the author on the basis of [3]

In addition, an elected representative body of the higher school was established – the Main Council of the higher school (now the Main Council of science and higher education, Rada Gwna Nauki i Szkolnictwa Wyszego). Under the higher education act of 27 July 2005, The main Council is elected for four years and its powers begin on 1 January. The Council consists of: 14 scientists elected by the conference of rectors of Polish higher education institutions and the conference of Polish vocational education institutions from among the candidates submitted by higher education institutions on the basis of elections (in proportion to the number of students enrolled in certain institutions); 5 representatives of the Polish Academy of Sciences elected by the Presidium of MISTER; 4 representatives of research institutes elected by the Main Council of research institutes; 4 students elected by the Parliament of students of the Republic of Poland; 2 representatives of the Polish doctoral organization; 3 representatives of employers elected by the employers ‘ organization.

Elections of members of the Council are carried out by voters at the General election assemblies. Electors are elected in the proportion of 1 voter from every 50 teachers of higher educational institutions who have scientific degrees and academic titles of doctor of Sciences, Professor, and from 150 representatives of other teachers of

higher educational institutions. Representatives from doctoral candidates are chosen by voters (based on the proportion of 1 voter for every 100 participants of doctoral studies) at General election meetings for a period of two years [5]. Higher education institutions, in which no voter from this group can be elected, form General electoral districts. Teachers of higher education institutions who perform the functions of individual bodies of the institution or Vice-rector or Deputy head of the structural unit do not enjoy passive electoral rights.

The Council of young scientists (Rada Modych Naukowcw) is an Advisory body under the Ministry of science and higher education, formed by order of the Minister. The Council consists of 18 young scientists (doctors habilitated, PhD, doctoral students) from different universities in Poland, who represent the entire environment of young scientists in the state. Among the main tasks of the Council – to promote the career of young scientists in Poland; discussions of draft legislative documents, decisions and orders of the Minister in the field of higher education and science, their expert evaluation, the provision of proposals on behalf of young scientists in Poland; development of mechanisms to increase funding for research of young scientists, etc. National representation of doctoral students (Krajowa Reprezentacja Doktorantw, KRD) is the highest representative body of the entire environment of doctoral candidates (PhD students) of Poland, its legal status approved by the Law on higher education of 2005 (article 209) [6].

Two KRD representatives are members of the Main Council of science and higher education. The activities of the KRD are defined by the Charter (2011), the main tasks of the Association are to represent the interests and protect the rights of post-graduate students, activities on behalf of all post-graduate students in Poland, cooperation with public authorities, the development of post-graduate self-government, expression of opinion, preparation of resolutions, proposals, issues regarding various legal acts relating to their activities. The bodies of the KRD are the Congress of delegates, the Chairman of the KRD, the Board and the audit Commission.

It should be noted that the Republic of Poland successfully combines national traditions of education management with positive experience of the leading countries of the world. Due to the need to introduce the Bologna process, the Polish education system has been reorganized in accordance with its basic requirements, which was caused by the objective need to harmonize any structure of educational services with its content. The powers of the Central education authorities are limited, some of them transferred to the local level, which contributed to the combination of public and public administration. The scope of activities of local self – government bodies (hereinafter-MLA) and heads of educational institutions has been significantly expanded, which created conditions for cooperation between the local community and educational

institutions. MHI have the opportunity to form and implement their own educational policy in accordance with local needs and educational policy of the country. The autonomy of Polish educational institutions at all levels and opportunities for self-government is expanded, first of all, remains relevant for Ukraine [7].

The reflection of modern transformations of education in Poland, its functioning in General and comparison with the educational system of Ukraine found in the works of Polish specialist F. Andrushkevich, who analyzes the innovation and model of the modern system of academic education. The researcher emphasizes that the educational reform of Poland is based on the principles of the democratic education system, which reflect the specifics of the country, and is reflected in the Law "On the education system", adopted in 1991. The Sejm of the Republic of Poland, namely:

- the principle of community education;
- principle of continuity;
- the principle of continuity of education;
- the principle of unity and differentiation of the education system;
- replacement of narrow profile training with wide profile;
- the principle of versatile intellectual, mental, social, professional and physical development;
- the principle of education through work;
- the principle of a broad front of education and upbringing;
- the principle of flexibility of education and its reforms;
- the principle of statehood, self-government, and socialization of education;
- the principle of scientific and economical education [8].

In particular, the said law establishes the structure of the school system, which includes pre-school institutions (special), primary schools, gymnasiums, post-gymnasium schools with integration departments, as well as special schools, sports and Olympic reserve, art schools; educational institutions, out-of-school institutions, institutions of continuous education; psychological and pedagogical consultations and other specialized consultations; school and educational units (special) for children and youth; institutions that provide custody and education to pupils outside the place of permanent residence; voluntary labour groups, aimed at training and education of their participants; institutions of training and improvement of teachers; pedagogical libraries.

Analyzing the regulatory framework of the Bologna process, it should be noted that higher education offers the following stages of training: 1 stage – training of engineers; 2-masters; 3-candidates of Sciences; 4-doctors of Sciences. There are academic institutions that, unlike professional ones, offer a holistic five-year master's degree. It is possible to continue education at the master's level both after the higher professional school and after the 1st stage of academic education. The last stage of

training is doctoral studies, conducted by individual faculties of academic Universities [9].

It should be noted that the conduct of two cycles of study according to the formula 3+2 (licentiate+master) corresponds to the Bologna standards, which declared the goal to achieve a single content and quality of the European education system. In the system of higher education, there are the following educational institutions: academic (state and non-state higher schools that confer master's and PhD degrees); educational institutions that claim the title of academic (non-state Universities that confer a master's degree); vocational schools (non-state Universities that do not have the right to confer a master's degree). According to the directions and profiles of training, we distinguish universities, educational institutions of business and Economics, technical schools, medical academies, higher pedagogical, agricultural, art, theological, military schools and other specialized Universities [10].

Considering the scientific heritage of Ukrainian researchers About. Bocharova, A. Vasilyuk, L. Grinevich, I. Datsenko, I. Grechki and assessing the overall processes of reforming the education system in Poland, it should be noted the emergence of a large number of government programs and various innovative teaching methods. In order to ensure a common standard of education for the MNO, an independent mechanism for its evaluation was established through the preparation and conduct of examinations by nine new state institutions – the Central and district examination commissions (hereinafter – the CEC and the DEC). CEC consists of 7 departments: testing students in elementary schools; exams among pupils of high schools; exams for matriculation; examination in the specialty; research, analysis, and evaluation; registry of examiners and programmes for teachers; administrative [11].

The timely implementation of the powers of local governments in the field of education reform contributed to the gradual development and harmonious entry into the Bologna process. Thus, the relevant decision to create new networks of primary schools was taken by the Executive bodies of the gminas, which also carried out their management. Using its proximity to the educational problems of the local level, it was the changes that suggested a successful way of reforming school education.

The Republic of Poland has successfully carried out the reform of the higher education system, first of all becoming a member of the European higher education area, which is based on the principles of quality and transport, autonomy of educational institutions, academic freedoms, equal opportunities, democracy. Research and understanding of the experience of reforming the education system of the Republic will contribute to the formation of innovative approaches and effective tools to ensure the effective functioning in Ukraine as the structure of public administration of education, and the improvement of the education system [12]. Today it is expedient to distribute

functions and powers of local governments at regional and local levels of education management; to define mechanisms of cooperation of all subjects of education management, to define borders of their mutual control; to reconsider requirements to candidates for positions of heads of education management bodies and educational institutions, conditions of competitions and terms of their stay on a post.

Poland's experience shows that it is impossible to make governance effective without decentralization in modern Europe. It can be concluded that the General principles of effective administrative reform in any country in the region will be virtually identical. Of course, this does not indicate that Ukraine can fully automatically use the Polish experience and the development of scientists in this field. The volume delivered sometime before Poland challenges in many ways different from what is necessary to reach Ukraine.

Summary. Given the experience of public administration reform in Germany and Poland, it should highlight the features that should be considered during the reform of this sector in Ukraine: the reduction of staff, resources, opportunities and direct control of the Central public sector, that is, de-bureaucratization, deregulation, decentralization and privatization; improving the system of control of administrative personnel and strengthening its resource capacity through the reform of budget processes, planning and evaluation of the effectiveness of public sector programmes, for example through the strengthening of financial control and accountability; improving public sector management through, for example, decrease of coordination, the introduction of competitive principles of activities of public authorities, improving the quality of service provision and meet the needs of consumers; changes in the traditional legal status of civil servants, for example, through the introduction of term of office and conditions of contract, determining the efficiency of the official, one of the main factors for its extension; the democratization of the public sector, for example through increased attention to the needs of underrepresented groups and their involvement in public service; create more user-friendly public sector, for example through the strengthening of transparency, openness, ability to respond to the needs of citizens and accountability; restructuring the public administration

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