



**Калініна Людмила Миколаївна—**

доктор педагогічних наук, професор, завідувач відділу економіки та управління загальною середньою освітою Інституту педагогіки НАПН України, голова науково-методичної комісії з інформатизації та комп'ютеризації закладів освіти МОН України (2011–2015 рр.), науковий консультант Асоціації керівників шкіл України. Фахівець у галузі державного управління освітою, стратегічного, школобазованого та інформаційного менеджменту. Автор понад 300 публікацій, серед яких 5 монографій, одна з яких є переможцем конкурсу НАПН України за кращу наукову роботу в номінації монографій за книгу «Система інформа-

ційного забезпечення управління загальноосвітнім навчальним закладом» (2006 р.) і нагороджена дипломом II ступеня; 15 посібників, 5 програм для управлінської підготовки керівників сфери освіти та навчально-методичне забезпечення, статті.

**Калініна Ганна Михайлівна —**

аспірантка Інституту педагогіки НАПН України, магістр державного управління за спеціальністю «Електронне урядування», спеціаліст за спеціальністю «Правознавство».

Сфера наукових інтересів – державне управління освітою, законодавчо-правове забезпечення сфери управління, специфіка управлінської комунікації в умовах розвитку цифрового суспільства. Автор понад 10 наукових праць.



УДК 37.07:005.95

**GENESIS AND PROBLEMS OF DEVELOPMENT  
OF STATE-PUBLIC MANAGEMENT OF EDUCATION  
IN UKRAINE**

*Kalinina Lyudmila, Doctor of Pedagogical Sciences, Professor,  
the Institute of Pedagogy of the NAES of Ukraine*

*Kalinina Ganna, a postgraduate student of the Institute of Pedagogy of the NAES  
of Ukraine*

In the article *Genesis and problems of development of state-public management of education in Ukraine*, the problem of the retrospective view of state-public management in the sphere of education is considered under the modern conditions of democracy development of in the country. Essence of the phenomenon of the state-public management is exposed, aim and specificity, the found problems of its realization in administrative practice are structured, normatively-legal documents are provided; they determine the legal possibility of the implementation of the state-public model of management. It was accentuated that the development of democratic society in Ukraine at the beginning of 90<sup>th</sup>

of XX century determined the input of state-public management in the sphere of education. Such model is not new for the education area and for the history of independence and self-reliance of the Ukrainian state system in the first and last quarters of XX century, but it is the priority direction of modern scientific searches and administrative practice.

**Keywords:** state-public management, democracy, models, civil society, active society, self-government, publicity, changes, parity co-operation.

**Formulation of the problem.** Democracy is one of the oldest forms of political power in society, which immanently has the characteristics of sovereignty of people. “Transition to democracy is a wide-ranging process <...> “that involves modernization changes not only in the political, economic, social, cultural and educational processes, but also in all areas of society [1, p. 59]. It means that such transition determines permanent and flexible response of subjects to changes, necessity of 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. Taking it all into account and understanding the necessity of fundamental changes in education and its management, a lot of questions should be considered concerning coordination of conceptual theses, basic terms and their definitions; also state-public management essence must be elaborated and retrospective of its development since the beginning of the 90<sup>th</sup> of the previous century must be considered.

**Analysis of recent studies.** The study of public participation in the management of education are 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 issue of the optimal mix of public and state in managing was explored by V. Grabowski, G. Yelnykova, A. Zaychenko, U. Kavun, L. Kalinina, M. Komarnitskiy, S. Koroliuk, G. Kostyuk, V. Knyazev, O. Marchak, O. Onats, L. Paraschenko, O. Savchenko, O. Suhomlynska and others [1; 2; 5; 8–11;13].

In particular, G. Yelnykova proposed the model of public management and public secondary education: “structural and social support” provides that subordinated vertical control of secondary education at each level is accompanied by the relevant public structure, which aims to establish a balance of interests of the public and the state in education; “ the model of information and public support” is aimed to combine the efforts of government agencies with public educational departments for the organization and coordination of flow of information that facilitates the adaptation of management decisions to external and internal conditions [3, p.10]. “The model of subordinated partnership” includes involvement throughout the vertical for specific educational objectives of NGOs relations which temporarily transformed into partnerships [3, p. 11]. Obviously, at the stage of the state and public administration suggested above, the approaches generally provide the opportunities for modernization of secondary education management. However, the analysis of Ukrainian scholars and research practices on the secondary schools demonstrates that it still has not been studied to the whole extent and comprehended the impact of state and public factors on the management and “<...> experience of public participation in the management of education <...>” in terms of its relevance and application in the Ukrainian realities [13, p.19 ].

**Formulation of article objectives (problem).** To highlight the essence of the phenomenon of state, problems and public administration in education, to clear up

government and public administration component in the formation of a democratic and open informational society in Ukraine.

**The main part.** The historical background of modern approaches to the formation of state and public administration in Ukraine is the common law of Kiev Rus, Magdeburg law, military and administrative authorities since Ukrainian Cossack state, II Universal of Central Council and the UPR Constitution of April 29, 1918.

In the 20-s of XX century, state-public administration was widely represented by the activities of a school and regents boards that were impressive references and well-deserved reputation. The fact was that the honorary school and regents boards of educational institutions have the status of social services [5].

In Ukraine, as a part of the former Soviet Union in the XX century soviet school was designed to prepare a person for life under strict state subordination. Administrative command, planning and centralized management model of education was characterized by hierarchical subordination of the educational sector to governmental bodies and was built on the same principles as the state.

In the Soviet Union period, management process was carried out mainly by the administrative-command methods, had a purely state-centralized, and its basic principle was unquestioning obedience to the lower levels of management overhead. Though the focus on public participation in educational management was proclaimed, students, teachers and parents could not significantly affect school system and functioning of the Soviet school. Students gained experience in discipline, obedience and skills “to be integrated” in the reality of the Soviet state. Thus, in practice, these ideas had not gained the proper implementation because schools, like state and local authorities were under strict Party control and had to act on the Party proclaimed guidelines.

In the early 90-ies of the twentieth century, the situation changed after the full recognition of human rights and Ukraine declaration as a democratic state. People were able to defend, fight for their freedom and independence and to defend their rights. The state has ceased to be a comprehensive structure that controls and regulates everything.

It is clear that the successful solution of these problems is possible only if the free democratic system is based on the principle of “free person – developed civil society – a strong state” structure in which people perceive democracy as their power, not the proclamation of ideas and making crucial decisions on behalf of the people. The introduction of democracy requires hard work, effort and patience on the part of people who should not only be united by the ideas of democracy, peace, social equality, faith in the success of democracy as a qualitatively different form of government under the conditions prevailing in the society, but also familiar with the techniques of social democratization processes.

Where and how is a free person, for whom democracy and civil society is a natural common ground, is formed? First of all, “<...> it is the school as a leading educational institution, family, social institutions <...>”, educational and informational environment [10, p. 22].

Any school is an open socio-educational or socio-economic system, mini-society with its population and territory, economy and goals, spiritual and material values and finance, communication and hierarchy. It has its own history, traditions, culture, technology and staff, like society it is a historical phenomenon. Its content, form, functions and technologies are interrelated with cultural and historical periods of social development. A key element

of schools and society is a human being. For a human being, if you make a retrospective overview, in the days of Socrates there were first established Athenian democratic society and the so-called philosophers' free conversation with students and followers as the prototype of the modern school.

It cannot be exactly proved that the establishment of democracy has been associated with the organization of schools in Athens at the forefront of practices of which there were Socrates, Plato, Aristotle, but this hypothetical assumption can be explained like "relation of <...> science and democracy <...>" by Popper [9, p. 233]. Modern Ukrainian school is not an exception and, therefore, it reflects these innovative changes that are declared and implemented in the country.

The main modern challenge is to develop the young generation with a high level of human and the public dignity formation, provided with legal guarantees, moral and material benefits that can actually perceive, assess, and most importantly – to introduce and develop the ideas of democracy and social equality to address social significant on a national loss; teaching students not only to live in a modern state and to comply with its laws, to defend their rights and respect the rights of others, but also to apply to these practical skills during their own life and self-realization. The last thing maybe ensured only by radically reforming the education system, as an important social sector of our country, in the organic unity of its construction and other sectors of the state and public administration of education on democratic and other innovative principles. It should be noted that the establishment and development of a civil society is based on local self-government institutions that have to prove idea decisive impact on the objectives, content, form and results of the partnership between the person, the state and society. The modern history of institutes of local self-government in Ukraine started in 1990 by the adoption of the Law of Ukraine "Local Councils of People's Deputies of the USSR and the local government", "Local Self-Government in Ukraine", "Cabinet of Ministers of Ukraine", "Civil Service", "Local administrations" and other normative acts which are a legal «<...> framework for social partnerships building and public cooperation in activities of state and local government, separation of powers, determining forms of expression and public initiatives» [8, p. 6].

The main legal documents defining the legal possibility of introducing public – public development management education are the Constitution of Ukraine, the Convention on the Rights of the Child (adopted by the UN General Assembly on November 20 1989, in force for Ukraine on September 27, 1991), the European Charter on the Participation of Young People in Local and Regional Life (adopted by Congress of Local and Regional Authorities of Europe January 14, 1991), the Law of Ukraine "On education" (as amended on September 20, 2003 ), the Law of Ukraine "On Secondary Education", "On Higher Education", "On National Minorities", Regulation of secondary school , the National doctrine of Education Development , National Strategy for the Development of Education in Ukraine for 2012-2021.

New approaches to the understanding of educational management are reflected in the regulatory framework of education: Law of Ukraine "On Education" (1991) with subsequent amendments and supplements (1996 , 1998, 2003), including articles where the principles of transition from traditional administration to state- public management, ideas and the development of democracy, accelerated, advancing innovative educational functioning processes of public involvement in management education are defined, as

well as in the Laws of Ukraine “On Secondary Education”, “On Higher Education”, “On National Minorities”, Regulation of secondary school, etc.

In the sections of the State National Program “Education “ (“Ukraine XXI Century”) (1993), among the strategic objectives of reforming the education department, there is a transition from state to state-public administration of education, that is, from centralized to decentralized management of education; there is a clear separation of functions between central, regional and local governments, providing self-governance and autonomy of the activities of secondary schools (BIS), defining the powers of the central and local authorities, public authorities in the management of education and the establishment of a combination of education rights of individuals, society and the state.

Further disclosures, explanations and approval of these provisions came into the National Doctrine of Education of Ukraine in the 20th century (2002) and the National Strategy for the Development of Education in Ukraine in 2012-2021, which state that the challenge is to find new open and democratic models of educational management development, which organically combines the tools of state influence on public governance, creating a flexible, focused, effective public administration and public education, which provides intensive development and quality of education; it focuses on meeting the needs of individual demands.

Defining the phenomenon of state and public administration in education is one of the most difficult problems of public and social administration, based on numerous 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, that is subjects and objects, organizational forms, principles of organization, management and implementation of the norms and democratic values” [12, p. 60].

The system of state and public administration in the 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 the organized structures that meet the interests of different social groups in education and do not obey educational authorities. In particular, they are the following:

- 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 that are 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 above mentioned components are the elements of a state system, interact with each other, will inevitably form a unity, numerous combinations of subjective state-public, informational and communicative relations, methods of internal and external links, which induce the appearance of different types of information serve as a supplement and interaction between components of the system and society, ways of interaction (both direct and indirect), an object of any hierarchical level that systematically operate in the structure of the latter only.

*State-public management of education development* is the implementation 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” [6, p. 5].

*State-public management of education development* is management which seamlessly combines consistent and coordinated scope, rights, duties and responsibilities of administrators, educational process, self-management and society within the designated authority and are 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 the purpose of the complete applying to the abilities of each person, their talents, self-development, humanism, democracy, the priority of human values, combined state administration and public authorities etc <...>” [4, 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 spheres of social life, historical challenges of the XXI 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” [7, p. 26]. Let us represent the issues affecting state and public administration.

**Problem 1.** Educational system as a part of society requires an effective system of state and public administration, which would contribute to solving the goals and objectives of the national education policy, civic education as its component, decisions that would

satisfy the interests and the needs of the customers of education (students, their parents, and various social groups), the public and the state; radically change the nature of the subject-to-subject informational and communicational interaction and communication among all hierarchical levels, student self-government and local authorities.

**Problem 2.** It is a real problem to ensure equal conditions for all secondary education institutions and the equal opportunities for all citizens to receive an education in the educational market. However, with the models of state and public administration education introduction in Ukraine, declarative intent on creating equal conditions for the operation of all general education and equal opportunities for all citizens of Ukraine to receive an education is traced. This problem is connected with the one of dissatisfaction with education, quality of education, educational interests and needs of students and their parents, as well as the failure to receive secondary schools privately owned public budgets to implement the National standards of secondary education since 1997 and the payment of all state defined taxes for business.

In particular, we deal with the modernization of the education market by optimizing the network of educational institutions in Ukraine through the creation and implementation of various types of organizational control mechanisms and variable organizational forms, not only by means of the creation of educational districts and including it on the basis of equality and non-state educational institutions.

**Problem 3.** Management of education is characterized by the practice of prejudice, false, skeptical attitude to private secondary schools by the state authorities and local governments, which used to be defined by ownership and not by effective activity and quality of educational services.

The essence of **Problem 4** is to provide full or partial autonomy and independence of activities of secondary educational institutions in the system of education.

**Problem 5.** It is lack and inefficiency of the mechanism of governance, institutional arrangements and mechanisms to support youth and community initiatives through which public and student self-governments can actively influence the democratization of education, the development of state education policy, the legal framework of education and are able to provide coordination interests of public administration, public authorities and student government to take into account and meet the educational needs of the citizen, employers and society.

**Problem 6.** It is simulation of public education policy impact by Educational Community rather than a real public-state cooperation to implement educational policies. It is a lack of solving the problem of implementing effective models of interaction between educational communities, public education and student organizations, representatives of public administration in the process of open democratic debate and constructive solution of educational problems and changes.

**Problem 7.** It is the low level of public support (civil society organizations, community development agencies, associations of leaders and educators) of modernization changes in education, the introduction of national education policy as national education policy should be equally attractive, exciting and fully meet the educational needs of education quality for all social groups.

An experiment in relation to the study of the state of really operating 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”, experimental labs of educational management in institutions: Mykolaiv secondary schools, Kherson Lyceum, Kyiv School № 41 named after Z. K. Slyusarenko, Kiev school № 117 named after L. Ukrayinka, Hotiv secondary educational institution, Chernihiv Lyceum № 32, 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. 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, a management is from the use of technologies ICT; 59 (6,05 %) of respondents did not define any form of government. The definition of legislative, legal and conceptual foundations of national education policy does not solve the problem of immediate implementation of state and public administration in education and awareness of the needs of the foremost challenges of forming personal needs in the introduction of democracy and the desire of citizens to take personal responsibility for the development of civil society in Ukraine and qualitative education for its citizens.

For Ukraine, the new direction for the development of science is the phenomenon of social and public administration, forms, methods and means of its implementation in educational practice. This is not a word-play, and a new kind of management of education in Ukraine, according to which the community should have its own vision and real rights for community-based initiatives in a hierarchical system of management at any level in the state as a whole and in separate social sphere and which should be transparent in different circumstances and conditions.

In our opinion, this point of view warns the heads about 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:

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 the leaders and their deputies to engage the community to actively support of work and initiatives of their own children. Some questionnaires refer to the 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 are not only a form of educational management, but also some personal improvements of the manager he educational institution and their team.

In *conclusion* we notify that in Ukraine, at the turn of the century there were developed quite favorable conditions for the modernization of educational management with the new democratic principles, universal and invariant values. The development of a democratic society in Ukraine at the beginning of the 90th of the XX determined the implementation of state and public administration in education. This model is not new



for the education sphere, for the history of independence and autonomy gaining of the Ukrainian state in the first and last quarters of the XXth century.

State-public management of education became the declared legislative norm, that determined forming of relations of state power and society in control system of social spheres of country and required the change of forms, methods and technologies of administratively-command management to a management with the dominant of public component. State-public management in the sphere of education is a priority direction of modern scientific searches and practice of state administration in democratic society. It is possible to assert today that importance of modelling and implementation of the system of state-public management of education is conditioned not only by an existent public educational policy but also by real necessities and interests of socially active society, leaders and participants of educational process.

In terms of modern state-public administration there are transitional processes of transformation in education: from a command, planning and centralized model of management education with hierarchical subordination of the educational sector to governmental bodies to gradually state-public management based on democratic principles in market conditions, from an ordinary human to a citizen as a free and self-sufficient person, who needs democracy, universal and national values, from linear to nonlinear processes in the field of management processes in education.

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*Калініна Г. М., Калініна Л. М.*

## ГЕНЕЗИС І ПРОБЛЕМИ РОЗВИТКУ ДЕРЖАВНО-ГРОМАДСЬКОГО УПРАВЛІННЯ ОСВІТОЮ В УКРАЇНІ

У статті «Генезис і проблеми розвитку державно-громадського управління освітою в Україні» розглянуто ретроспективу державно-громадського управління в сфері освіти за сучасних умов розвитку демократії в країні. Розкрито сутність феномена державно-громадського управління, мету і специфіку, структуровано виявлені проблеми його реалізації в управлінській практиці, наведено нормативно-правові документи, що визначають законодавчо-правову можливість упровадження державно-громадської моделі управління. Акцентовано увагу на тому, що розвиток демократичного суспільства в Україні на початку 90-х рр. XX ст. знов детермінував запровадження державно-громадського управління в сфері освіти. Така модель управління є не новою для сфери освіти та для історії здобуття незалежності та самостійності Української державності в першій і останній чвертях XX ст., але є пріоритетним напрямом сучасних наукових пошуків і управлінської практики.

**Ключові слова:** державно-громадське управління, демократія, моделі управління, громадянське суспільство, активна громада, самоврядування, публічність, зміни, паритетна взаємодія.

*Калинина Г. М., Калинина Л. Н.*

## ГЕНЕЗИС И ПРОБЛЕМЫ РАЗВИТИЯ ГОСУДАРСТВЕННО-ОБЩЕСТВЕННОГО УПРАВЛЕНИЯ ОБРАЗОВАНИЕМ В УКРАИНЕ

В статье «Генезис и проблемы развития государственно-общественного управления образованием в Украине» рассмотрена проблема ретроспективы развития государственно-общественного управления в сфере образования в современных условиях развития демократии в стране. Раскрыта сущность феномена государственно-общественного управления, цель и его специфика, структурированы выявленные проблемы его реализации в практике управления, приведены нормативно-правовые документы, определяющие законодательно-правовую возможность внедрения государственно-общественной модели управления. Акцентируется внимание, что развитие демократического общества в Украине в начале 90-х годов XX в. вновь детерминировало введение государственно-общественного управления в сфере образования. Такая модель управления является не новой для сферы образования и для истории обретения независимости и самостоятельности Украинской государственности в первой и последней четвертях XX в., но является приоритетным направлением современных научных поисков и управленческой практики.

**Ключевые слова:** государственно-общественное управление, демократия, модели управления, гражданское общество, активная община, самоуправление, публичность, изменения, паритетное взаимодействие.