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MONITORING IN HIGHER EDUCATION: THE ROLE IN FORMATION OF NATIONAL MANPOWER POLICY OF UKRAINE

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Abstract. *The article concerns the possibilities of monitoring in higher education as a factor in the formation of effective manpower policy in scientific and teaching staff training in Ukraine. On the basis of data on the quality of higher education, as well as on the dynamics and state of training in higher education the trends in formation of manpower policy of Ukraine are characterized, effective conditions for its implementation taking into account relevant social challenges are reasoned.*

Key words: *academic staff, quality assurance, quality of education monitoring, monitoring in education, public manpower policy, researchers, scholars, teaching staff.*

Анотація. *У статті обґрунтовано роль моніторингових досліджень у формуванні ефективної державної кадрової політики України з підготовки педагогічних, науково-педагогічних і наукових працівників для системи вищої освіти; на основі інформації про якість вищої освіти, об'єктивних даних щодо динаміки та стану підготовки фахівців з вищою освітою схарактеризовано тенденції формування державної кадрової політики України, обґрунтовано умови ефективної її реалізації з урахуванням актуальних суспільних викликів.*

Ключові слова: *державна кадрова політика, забезпечення якості вищої освіти, моніторинг в освіті, моніторинг якості освіти, наукові працівники, науково-педагогічні працівники, педагогічні працівники.*

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1. Problem statement

Globalization and internationalization of the national educational system of Ukraine actualized the need to address a number of problems in education, including provision of quality of education, achievement of a balance between supply and demand in the labor market, international recognition of national standards of education in a situation of increasing labor migration. Especially noticeable are the problems of higher education in Ukraine, including the formation of an effective state manpower policy in training staff for higher education institutions.

2. Analysis of researches and publications

Significant scientific contribution to the study of theoretical and applied aspects of new approaches in scientific and pedagogical staff training have made many Ukrainian and foreign scientists. Though the problem is still in question.

3. Aim of the article

The importance of the responsible and balanced state manpower policy formation in the field of teaching and scientific staff for higher education in Ukraine is due to the need to build high-quality human resources to speed up the reforms, create an attractive and competitive national system of higher

education in Ukraine integrated into the European Higher Education Area (EHEA) and the European Research Area (ERA). Since sustainable functioning of education quality monitoring is a prerequisite for improving the global competitiveness of any country, we define the purpose of the article as the study of possibility of monitoring as a factor in the formation of effective manpower policy of Ukraine in training teaching and scientific staff for higher education institutions. To achieve the goal of scientific exploration we will focus on solving the following tasks: to analyze data concerning the quality of higher education, the objective data on the dynamics and state of training in higher education institutions (HEIs) and on this basis to characterize trends in the development of manpower policy of Ukraine, to determine the conditions of its effective implementation in terms of urgent social challenges.

4. The main material

First, we should note that we proceed our study from the understanding of the concept 'Monitoring in Education' introduced in the Encyclopedia of Education as "a special system for collecting, processing, storage and dissemination of status data on education, for forecasting main development trends based on objective data and dynamics of its development, and for formation of scientifically based recommendations for management on improving the efficiency of education" [1].

It is important to note that the level of educational services is one of the vital factors that is taken into account in international rankings of the best world universities. In Ukrainian higher education leadership is kept by Taras Shevchenko National University of Kyiv, though in general the presence of Ukrainian universities in the rankings of the best world universities is quite unassuming [2]. Thus, the Times Higher Education World University Rankings – the global study and the accompanying list of the best global universities published by British Times Higher Education (THE) magazine and Thomson Reuters, employes not a single Ukrainian university (either in the top 200, or in the top 400). The Academic Ranking of World Universities (ARWU), also known as Shanghai Ranking, also includes no Ukrainian universities. The QS World University Rankings-2014 highlight seven Ukrainian universities: Taras Shevchenko National University of Kyiv, at the range of 421-430, V.N. Karazin Kharkov National University (category 481-490), National Technical University of Ukraine "Kyiv Polytechnic Institute" (range 551-600), Sumy State University (category 651-700), National Technical University "Kharkov Polytechnic Institute" (category 701 +), Donetsk National University (701+). Webometrics Rank of universities highlighted Taras Shevchenko National University of Kyiv at 885 position, National Technical University of Ukraine "Kyiv Polytechnic Institute" (1271 position); National Technical University "Kharkov Polytechnic Institute" (1318 position); V.N. Karazin Kharkov National University (1378); Sumy State University (1475); National Aviation University (Kyiv) (1762); Odessa University (1870); National University "Lvov Polytechnic" (1932 position) in July 2014 [2].

We agree with the scientists [3] suggesting that the Ukrainian higher education faces a number of difficulties that lie in implementing effective systems of internal and international quality assurance in accordance with the Standards and Guidelines for Quality Assurance in the EHEA. The term 'quality assurance' includes processes such as quality evaluation, accreditation and audit. In our study it is important to note that among the thematic list of standards and relevant recommendations for internal quality assurance appears "quality assurance of teaching staff" [3]. Therefore, due to the staffing requirements of higher education in accordance with the Standards and Guidelines for Quality Assurance in the EHEA, special national attention claims the provision of teaching and scientific staff qualification. Regulation in this field should be implemented comprehensively, the introduction of the Law of Ukraine "On Higher Education" (the new edition) incorporates the changes and additions to the Laws of Ukraine "On Education" and "On Scientific and Technical Activities."

According to the Law of Ukraine "On Higher Education" (2014) Art. 52 the main categories of university educational process participants are identified as following: teaching, scientific, teaching and scientific staff. Thus, the teaching staff are people who conduct educational, methodological and organizational activities in higher education institutions; teaching and scientific staff are people who conduct educational, methodical, scientific (technical, artistic) and organizational activities in HEIs; scientists are people engaged in scientific, technical or scientific and organizational activities, they are qualified regardless of scientific degree or academic rank [4]. The positions of HEIs' researchers are determined according to the Law of Ukraine "On scientific and technical activity". Let us describe the legal and organizational basis for the implementation of manpower policy in scientific and teaching staff training based on monitoring studies such as information of the state of higher education,

data regarding changes and major trends in its staffing.

Trends in higher education staffing are covered in materials of the Ministry of Education and Science of Ukraine, scientific studies based on statistical data represented, in particular, in the "National Report on the Status and Prospects of Education Development in Ukraine" [5], the report "State Manpower Policy in Ukraine: Current State, Problems and Prospects" [6], "Strategy of Manpower Policy for 2012-2020" and so on. Let us analyze them.

First, we note that globalization and internationalization of higher education detected shortcomings in national high school, including the problem of quality professional training, staff selection and proper remuneration, ensuring social security and other working conditions. We agree with scientists who believe that high school "has been developing extensively and liberally until recent years" [5, p. 77]. Thus, the number of HEIs more than doubled from 1990 to 2014. In particular, in 1990 the number of HEIs in Ukraine was 149, and in the 2013-2014 academic year there were 199 universities. According to the Ministry of Education and Science of Ukraine in 2013 there were 823 institutions of I-IV level of accreditation, including 425 state institutions, 221 communal institutions, 177 private ones [2, 5, 7]. According to the Single State electronic database on education in Ukraine in July 2014 there were 790 state HEIs in Ukraine [8].

At the beginning of the 2013/2014 academic year HEIs of I-II accreditation levels employed 36.254 thousand staff. Among them teaching staff was 36.126 thousand people (incl.: 986 PhDs, 43 Doctors of science), scientific staff – 128 people (incl.: 89 PhDs, 14 Doctors of science). HEIs of III-IV accreditation levels employed 158.521 thousand staff at the same academic year. Among them teaching staff was 23.274 thousand people (incl. 772 PhDs, 29 Doctors of science) and scientific staff was135.247 thousand people (incl.: 69.582 thousand PhDs, 14.269 thousand Doctors of science). It is noteworthy that in HEIs of III-IV accreditation levels a number of teaching staff has increased more than 1.6 times (thus at the beginning of the 2000/2001 academic year, it were 96.6 thousand teachers there) [2, 5, 7]. In 2013 73.8% of qualified specialists were working in educational institutions, 16.7% - in scientific and technical organizations and institutions, academies, their branches, offices and research centers. In 2013 11.638 thousand of Doctors of sciences (70.7% of Doctors of sciences employed in Ukraine) and 65.882 thousand PhDs (73.1% PhDs employed in Ukraine) were employed in HEIs [8].

Reformation nature of modern training of teachers and scientists for higher education institutions represents the establishment of new legal, organizational and financial principles of HEIs' activities, increased cooperation of government agencies and businesses with HEIs on the principles of autonomy of universities, combining education with science and industry to train competitive professionals for high-tech innovation and development, personal fulfillment in teaching and professional activities [9]. With this in mind, we turn to art. 1 of Chapter II of the Law of Ukraine "On Higher Education" that outlines higher education degrees (Nos. 5, 6, 7) [4]. So, Master is an educational degree that is acquired at the second cycle of higher education and is awarded to those who have successfully mastered the correspondent educational program [4]. Let us note that the second (Masters) degree of higher education corresponds to the seventh level of the National Qualifications Framework (NQF) [10] and involves obtaining individual in-depth theoretical and/or practical knowledge and skills in the chosen specialty (or specialization), the general principles of scientific methodology and/or professional activities, and other competencies sufficient to effectively perform innovative tasks of appropriate professional level [4].

Master's degree is acquired in educational and professional or scientific educational program with 90 - 120 and 120 ECTS. This educational and scientific Master Programmer must include research (scientific) component of not less than 30 % [4].

Analysis of the problems of national system of scientific and teaching staff training shows the relevance of the specific coverage of doctoral education in Ukraine in the context of current legislative and regulatory initiatives, quality requirements and efficiency of doctoral training, including people with PhD degree and doctors of sciences. First, we note that under current legislation [4] PhD is defined as educational and at the same time the first scientific degree purchased at the third cycle of higher education at the base of master degree. The third (educational and research) degree of higher education corresponds to the eighth NQF level [10] and involves obtaining individual theoretical knowledge, skills and other competencies sufficient to produce new ideas, solve complex problems in professional and/or innovation research, and to conduct their own research, the results of

which have scientific novelty, theoretical and practical value [4].

PhD degree is awarded by specialized academic council of universities or research institutions in the case of successful implementation of relevant education and research programs (totally 30-60 ECTS) and public defense of the thesis in Specialized Academic Council. Normative training term of PhD is four years [4]. Doctor of sciences is the second academic degree that is acquired by a person on a scientific level of higher education based on PhD degree and provides the highest acquisition of competences in the field of development and implementation of research methodology, conduction of original research to obtain scientific results that provide important theoretical solution or applied problems of national or global significance and published in scientific journals. Doctor degree is awarded by a Specialized Academic Council of universities or research institutions on the results of a public defense of scientific achievements in the form of a thesis or published monographs, or set of articles published in national and international peer-reviewed journals listed by the Central Executive Authority in education [4].

It is important to note that problems to be solved in scientific and teaching staff training found reflection in the texts important for national documents of higher education, particularly in the London Communiqué (May, 2007); in Bologna seminar "3rd Cycle Degrees: Competences and Researcher Career" (2008); in "Doctoral Programs for European Knowledge Society" (2003-2005); at the report of annual meeting of the European Association of Universities and other documents.

An important milestone in achieving the agreed position of European researchers and practitioners on scientific and teaching staff training in the context of the creation of the EHEA (European Higher Education Area) was the II Global Forum on doctoral education (Ireland, March 2013) [11].

Since a number of doctorate candidates to meet the needs of the education sector is growing steadily at the current state of the EHEA development, there is a need for regulation of research institutions in some countries by creating a network of alliances, joint programs and branches. This activity leads to an increasing separation of newly formed structures of national systems, to global competition for talents and resources, to formation of principles of the global scientific community, which is extremely important in determining the development prospects of the ERA (European Research Area), and increasing quality of doctoral education.

We can not ignore the decision of the VI General Meeting of European Universities Association Council for Doctoral Education (EUA-CDE) taken place in Warsaw on June18-19, 2013. In our opinion, an important outcome of this meeting was the discussion of possibilities to establish doctoral schools and new requirements for their management. Outlining the task of scientific and teaching staff training for higher education in the context of joining the EHEA and ERA, we assign key tasks which in our opinion are: 1) implementation of the regulatory functions of the educational policy; 2) quality assurance in PhD and doctoral education in national universities and research institutions.

According to the European Qualifications Framework - European Qualifications Framework for Higher Education (2005) and the European Qualifications Framework for Lifelong Learning (2008) the highest qualification levels (5-8) have comparable levels of education (6,7,8) on the International Standard Classification of Education (2011) and 1-3 (including short) cycles of higher education in the Bologna process. Therefore, qualification frameworks are essential to achieve the objectives of the European Higher Education Area, because, firstly, they fix the system of education degrees that are easy to identify and compare; secondly, they create the conditions for the comparison of national qualification frameworks of different countries. This in turn contributes to: 1) international transparency which provides a clear definition of academic levels; 2) international recognition of academic qualifications; 3) international mobility of students and researchers; 4) creation of effective mechanisms to guarantee the quality of higher education. But the mentioned tasks are achieved only if national qualification frameworks are compatible to European Qualification Frameworks [12].

The adoption of the Law of Ukraine "On Higher Education" in its new edition [4] which came into force on September 6, 2014 has been an important step for legislative and normative regulation of highly qualified specialists' training in Ukraine. As it was mentioned above, according to this law PhD training is identified as the third degree of higher education. It is important for the implementation of the Berlin Conference of Ministers responsible for Higher Education (2003) decisions, according to which doctoral education was declared to be the third cycle of studies to establish close links between the EHEA and ERA [13].

The second group of key problems of teaching and scientific staff training is to ensure the quality of PhD and doctoral training in national universities and research institutions. It should be noted that the definitions "Doctor of Philosophy" and "Doctor of Science" in the new edition of the Law of Ukraine "On Higher Education" have a clear orientation to European quality characteristics of doctoral training. Thus, in ten basic Salzburg Principles [14] and in Bucharest *Ministerial* Communiqué signed in on April 26-27, 2012 [15] it is pointed out that the main characteristics of doctoral training are the development of knowledge through original research.

Theoretically significant for our study were generalizations made by Reheylo I. [16] on foreign and national experience of teaching and scientific staff. While analyzing some sources the scientist stresses the importance of implementing the recommendations of QAHECA "Quality Assurance for the Higher Education Change Agenda" [17] to achieve the quality of higher education, including doctoral (PhD) degree. Thus, according to the experts , the effectiveness of providing the high level of scientific and teaching staff is possible if:

- Quality assurance is context-dependent and hence individualized (while developing quality assurance processes universities and accreditation agencies should consider the characteristics of disciplines (curriculum), history, corporate culture of educational institution and national characteristics);

- Quality assurance - both external and internal - is aimed at improving the educational institution's ability to change to better achievement of strategic goals (educational institutions and accreditation agencies are recommended to take on the evolutionary approach to quality assurance);

- Quality assurance is inclusive and its key success factor is involvement of the entire institutional community, not just the Quality Assurance Agency for Higher Education (the approach applies, for example, strategic planning, education development and improving staff quality within the quality assurance of its training);

- Synergy of universities and agencies is focused on the creative potential disclosure of key actors in the process of providing effective quality conditions to attract students to the process of quality assurance;

- The necessary conditions for effective quality assurance, deepening of its creativity i.e. cooperation between universities and agencies that form the space and trust in critical self-reflection as a mechanism for creating something new is followed;

- The quality assurance system gives universities the right to take risks and mistakes i.e. develop the ability to identify faults and remove fears of risk (exposure control authorities should aim to test the ability of universities to respond to the wrong circumstances, not to impose sanctions for random failures);

- Exchange of experience in quality assurance is on created platforms for horizontal and vertical dialogue at various levels in educational institutions - between departments within the same country - between universities, at European level - between two/several universities etc. (implementation of experience should be based not on its mechanical copying, but on choosing the optimal option based on various factors: social, economic, historical, cultural, mental, etc.).

We can not ignore proposals of the Working Group under the direction of the Ministry of Education and Science of Ukraine, outlined in the Strategy of Higher Education Reform in Ukraine 2020 (draft) [2]. According to the drafters, reformation steps in the professional development of high school should achieve a formation of qualitatively new academic staff in Ukrainian higher education institution which is determined by the following characteristics:

1. Unconditional participation in research that is in the actual field of modern fundamental and applied topics.
2. Teaching to modern scientific knowledge using advanced training and information technology in HEIs.
3. Ability to collaborate with students in formation of their educational trajectory in student-oriented training.
4. Ability to work in institutional openness of HEIs, language skills and focus on academic mobility.
5. Confession of academic ethos based on the values of honesty, mutual support, respect for human rights and freedoms, responsibilities, active resistance to manifestations of corruption and plagiarism [2].

Thus, we can conclude that the main purpose of applying the results of the quality monitoring of higher education is to determine whether the level of educational services (and hence the teaching staff quality assurance) meets needs of society at the present stage of its development. We agree with scientists who believe that the needs of society must be reflected in the standards of education at different levels, which, in turn, should be consistent with the hierarchy of international and national qualification

frameworks for appropriate qualifications levels and their precise content must be achieved only as a result of close cooperation with the labor market [18].

5. Conclusions and recommendations

Summarizing the mentioned above, we note that based on monitoring studies, such as information about the state of higher education, data on the dynamics and the basic development trends and analysis of capabilities of the national system for teaching and scientific staff training for higher education we may distinguish a group of factors that determine the conditions of effective implementation of manpower policies in this field: 1) taking into account the demographic situation; 2) the creation of an effective system of multi-channel financing of higher education; 3) the investment policy of the government in the field of higher education; 4) improvement of public employment policy; 5) development of pricing in the field of education; 6) settling political and legal factors in training for higher education; 7) taking into account national peculiarities of higher education in the emerging knowledge society, integration in the EHEA and ERA.

The strategic task of national education in the terms of emerging knowledge society, integration in the EHEA and ERA is to create innovative areas that would contribute to the innovation of higher education, the development and introduction of new technologies in staff training, development of academic and professional mobility (national and international) as a prerequisite for creating a competitive environment both in education and in the society. Advanced scientific research of the author will be devoted to the study of these problems.

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Бобрицька В.І. Моніторинг у вищій освіті: роль у формуванні державної кадрової політики України
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Автором визначено вихідним моментом дослідження розуміння сутності моніторингу у вищій освіті як спеціальної системи збору, обробки, зберігання і поширення інформації про стан вищої освіти, прогнозування на цій підставі об'єктивних даних щодо динаміки й основних тенденцій її розвитку та розроблення науково обґрунтованих рекомендацій для прийняття управлінських рішень стосовно підвищення ефективності функціонування сфери вищої освіти.

Визначено, що головною метою застосування результатів моніторингу у вищій освіті є встановлення відповідності рівня надання освітніх послуг (а значить і забезпечення якості викладацького персоналу) потребам суспільства на сучасному етапі його розвитку. У статті схарактеризовано тенденції формування державної кадрової політики України у сфері вищої освіти, підґрунтям чого є інформація про якість вищої освіти, зокрема результати міжнародних рейтингів кращих університетів світу, об'єктивні дані щодо динаміки і стану підготовки фахівців з вищою освітою в Україні.

На основі моніторингових досліджень щодо можливостей вітчизняної системи підготовки наукових, науково-педагогічних, педагогічних кадрів для системи вищої освіти виокремлено групу чинників, що визначають умови ефективності реалізації державної кадрової політики в означені сфері: 1) урахування демографічної ситуації; 2) створення дієвої системи багатоканального фінансування вищої освіти; 3) здійснення інвестиційної політики уряду в сфері вищої освіти; 4) удосконалення державної політики зайнятості; 5) розвиток цінової політики в освітній галузі; 6) урегулювання політико-правових чинників у підготовці кадрів для системи вищої освіти; 7) урахування національних особливостей системи вищої освіти в умовах розвитку суспільства знань, інтеграції в Європейський простір вищої освіти та Європейський дослідницький простір.

Ключові слова: державна кадрова політика, забезпечення якості вищої освіти, моніторинг в освіті, моніторинг якості освіти, наукові працівники, науково-педагогічні працівники, педагогічні працівники, система вищої освіти.

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Автором определено исходным моментом исследования понимание мониторинга в высшем образовании как специальной системы сбора, обработки, сохранения и распространения информации о состоянии исследуемой системы, прогнозирования на этой основе объективных данных динамики, основных тенденций ее развития, разработки научно обоснованных рекомендаций по принятию управленческих решений в вопросах повышения эффективности сферы высшего образования.

Определено, что основная цель использования результатов мониторинга в высшем образовании – это установление соответствия уровня предоставления образовательных услуг (а значит и обеспечения качества преподавательского персонала) потребностям общества на современном этапе его развития. В статье дана характеристика формирования государственной кадровой политики Украины в сфере высшего образования на основе информации о качестве высшего образования, в частности результатов международных рейтингов лучших университетов мира, объективных данных динамики и состояния подготовки специалистов с высшим образованием в Украине.

На основе мониторинговых исследований потенциала украинской системы подготовки научных, научно-педагогических, педагогических кадров для системы высшего образования определена группа факторов, которые влияют на эффективность государственной кадровой политики в исследуемой сфере: 1) учет демографической ситуации; 2) создание действенной системы многоканального функционирования высшего образования; 3) осуществление инвестиционной политики правительства в сфере высшего образования; 4) усовершенствование государственной политики занятости; 5) развитие ценовой политики в образовательной сфере; 6) урегулирование политико-правовых факторов

в подготовке кадров для системы высшего образования; 7) учет национальных особенностей системы высшего образования в условиях развития общества знаний, интеграции в Европейское пространство высшего образования и Европейское исследовательское пространство.

Ключевые слова: государственная кадровая политика; мониторинг в образовании; мониторинг качества образования; обеспечение качества высшего образования; педагогические, научно-педагогические, научные работники в системе высшего образования, система высшего образования.

Valentyna Bobrytska. Monitoring in higher education: the role in formation of national manpower policy of Ukraine.

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The author defines the understanding of monitoring in higher education as a special system for the collection, processing, storage and dissemination of information on the state of higher education, the prediction of objective data of the dynamics, the main trends of higher education development, the development of evidence-based recommendations for management decisions in improving the efficiency of higher education as the starting point of the research.

It is determined that the main purpose of using the results of monitoring in higher education is to establish the correspondence of the educational services level (and thus the teaching staff quality assurance) and the needs of society at the present stage of its development. The paper characterizes the formation of the national manpower policy of Ukraine in the sphere of higher education on the basis of information on the quality of higher education, in particular on the results of the international rankings of the best world universities, the objective data of the dynamics and status of training of specialists with higher education in Ukraine.

Based on monitoring studies of capabilities of the national system for teaching and scientific staff training for higher education we distinguish a group of factors that determine the conditions of effective implementation of manpower policies in this field: 1) taking into account the demographic situation; 2) the creation of an effective system of multi-channel financing of higher education; 3) the investment policy of the government in the field of higher education; 4) improvement of public employment policy; 5) development of pricing in the field of education; 6) settling political and legal factors in training for higher education; 7) taking into account national peculiarities of higher education in the emerging knowledge society, integration in the European Higher Education Area and European Research Area.

Key words: monitoring in education, quality of education monitoring, quality assurance, public manpower policy, researchers, scholars, teaching staff, academic staff, higher education.

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