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THE BEGINNING OF THE DEVELOPMENT OF HIGHER EDUCATION IN UKRAINE AFTER INDEPENDENCE

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ПОЧАТОК РОЗВИТКУ ВИЩОЇ ОСВІТИ В УКРАЇНІ ПІСЛЯ ПРОГОЛОШЕННЯ НЕЗАЛЕЖНОСТІ

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The article analyzes the processes of formation of state policy in the field of higher education in the first years after Ukraine gained independence. On the basis of archival documents, the problems of reorganization of public administration bodies of education, the first normative acts of higher education reform, optimization of the network of universities, their accreditation, the creation of higher educational institutions of non-state ownership, the adoption of the State National Program "Education" Ukraine of the XXI century", etc. are considered. It is to be noted that, due to inconsistent state policy, economic crisis, educational reforms were carried out mainly by administrative methods and were controversial. The crisis processes in higher education were a real manifestation of the socio-economic crisis of the society of that period.

Keywords: higher education, higher school, higher education institution, educational reform, accreditation of universities.

Introduction. Higher education is one of the main social institutions whose significance is increasing in the modern world. It meets the basic need of society in the qualitative social reproduction of the population and should become the basis of the intellectual progress of the state.

Higher school in Ukraine is still in a state of reform. In the message of the President of Ukraine to the Verkhovna Rada it is noted that the domestic educational system today needs to be substantially updated in accordance with the needs of social development. About a quarter of Ukrainians consider it important to improve education in society, and more than a quarter assigns them to the top priority [1, p. 428, 429].

The current state of higher education is largely influenced by the processes of its reform, which took place in the early 1990's since independence. Therefore, consideration of the formation of state policy in the field of higher education after 1991 is relevant from a theoretical and practical point of view, allows us to understand more deeply today's educational problems.

Analysis of research and publications. This problem is to a certain extent considered in the writings of Yu. M. Alekseev, V.P. Andrushchenko, V.I. Astachova, V.S. Zhuravsky, and others. However, archival documents are not used in them.

The purpose of this intelligence is theoretical generalization of the historical experience of transformation of higher

education in the conditions of the beginning of the development of independent Ukraine.

Research results. The state-building process in Ukraine began with the formation of the main branches of power and the division of powers between them. This process took place in a tense political struggle and took on a protracted nature, reflected in educational policy.

The key change in the system of higher education should be the elimination of the ministries of public education and higher education and the creation of the Ministry of Education of Ukraine on their basis (Presidential Decree of 25.02.1992). PM became a minister P. Talanchuk (1991-1994). The union of ministries, in our opinion, had mixed ambiguities. On the one hand, the possibility of implementing a unified policy in all branches of education increased, on the other - the pace of restructuring of higher education slowed down, launched in 1987. The newly created ministry should focus on the urgent needs of secondary education, which the state guarantees for every citizen.

In general, the specifics of public administration bodies in the first years after independence were their constant reorganization, which influenced the pace and quality of transformations in the industry. New tasks were attempted to solve the old mechanisms without changing the style of leadership that remained of the previous period. The main educational reforms fell on the period of acute economic crisis, which distorted their course and results. The question arose about the survival of the educational sphere, although some quantitative indicators, in particular through the commercialization of higher education, grew.

Ukraine inherited a network of institutions of higher education (ZVO), which did not meet the interests and needs of the country. This was related to the territorial location, departmental affiliation, vocational training, the nomenclature of specialties, national filling, etc. The largest number of OWOs (56.8%) was located in industrial centers: Kyiv, Kharkiv, Odessa, Lviv, Dnipropetrovsk, Donetsk regions, where 63.1% of all students studied. In such areas as Volyn, Transcarpathian, Zhytomyr, Kiev, Chernihiv, Chernivtsi, there was only one or two ZVO [7, Ark. 78, 89]. This negatively reflected on the effectiveness of the use of specialists, the possibility of self-realization of the population, development of regions, etc.

The imbalance between the training of specialists (especially engineers) and the labor market was threatening. Only

in Donetsk ZVO the number of graduates in the specialties metallurgy, automation of technological processes and production exceeded the needs of the economy in 4 times, agrochemistry and soil science - 3 times, etc. [7, Ark. 84]. There was no scientifically based prediction of the country's needs in the specialists. Under the new economic conditions, contractual obligations to the production of ZOO did not operate. ZOO were interested in inflow of entrants and opened prestigious professions regardless of the needs of the labor market, which deepened the disparities in the training of specialists and the needs of the labor market.

The reform of the higher school was complicated by the uncertainty of the state's development goals. On the one hand, the media popularized the idea of an ideal model for organizing learning in England, the United States, Germany, France, and so on. On the other hand, the Ukrainian government has often tried to follow in the wake of Russian educational norm-setting. All this prevented the formation of its own strategy for the development of higher education.

In order to develop higher education in the first years of independence, the Ministry of Education issued an order "On urgent measures in the system of education" (03.06.1992), which referred to the mechanisms for bringing education to the level of international standards. Among the urgent issues was the development of a fundamentally new type of system and content of education; accreditation of ZOO; subordination of the ZNO of former Union departments; development of an alternative education system; attestation and awarding of academic degrees to teachers, restoration of the contract system, the installation before 01.09.1992 of payment for teachers for teaching in the Ukrainian language, etc. [5, Ark. 8-15]. Not all decisions were thought out and tested, which could not give the desired effect.

In November 1992 among the main problems of the branch of the Ministry of Education was highlighted: low education of the population (by the number of specialists with higher education of the USSR occupy 9th place among the republics); imbalance in the training of specialists in engineering and humanities; the lack of a legal basis for the training of specialists [7, Ark. 78-85]. The task of optimizing the network of higher education institutions was set. In a short period, not always justified, dozens of institutions have received the status of universities and academies. This, on the one hand, increased the accessibility and prestige of higher education in the regions, on the other - undermined the economy of the industry, the authority of higher education.

There has been a sharp decline in the budget financing of the ZOO. Funds were allocated only to salaries, scholarships, and partly to pay off current expenses. The heads of ZOO called for the economy and rational use of funds, strict compliance with tax legislation, and the search for extrabudgetary funding. The latter, with a significant reduction of audits due to lack of control services, lack of experience and unregulated legal norms, created conditions for abuse.

Comparison of the content and dates of the issuance of orders, normative documents testify that the Ministry of Education worked very intensively, however, still lagged behind the events in the places where privately owned non-controlling interests appeared and at the discretion of the state transformed. The latter independently created structures changed the status and renamed, leased or sold premises, buildings, enrolled students for a fee to budget places, etc. Thus, in the fall of 1991, without sufficient grounds, Dnipropetrovsk and Kharkiv agricultural institutes were turned into agrarian universities [4, Ark. 127]. There was a certain transitional period, when the ministries and departments created new ZOO, reorganized the operating without certification and approval by the

state authorities. This made the latter act more promptly. In December 1991, the Cabinet of Ministers was sent Regulations on higher education, on its accreditation, the procedure for the creation of reorganization and liquidation. In the Republican Inspection, the headquarters of higher education had to inspect and certify newly established institutions during 1992-1993 [4, pp. 128].

An important indicator of the educational reform was the emergence of non-state ownership of property, which was a consequence of the transformation of society towards the market and democratization. The first non-state ZVOs began to be created in the late 1980s without a proper regulatory framework and licensing. The Law "On Education" (June 4, 1991) enshrined the equal functioning of the ZOO of all forms of ownership. Only 01.06.1992. The Cabinet of Ministers Resolution "On Accreditation of Higher Educational Institutions" established accreditation as official recognition of the right of a law-enforcement agency to carry out activities at the level of state requirements and standards of education. The Interbranch Republican Accreditation Commission (IAC) was established, the deadlines (prior to 01.01.1994) for re-registration of the ZA in the State Register with the issuance of a license were established. Accreditation should be carried out at the initiative and at the expense of educational institutions. The main principles determined the orientation to advanced quality standards, transparency, periodicity, reliability, the objectivity of expertise and authority, independence of experts.

The institutes of the III accreditation level were given the right to qualify as a "specialist" and autonomy in determining the content of education, the structure of specialties, the creation of educational institutions, scientific and production organizations, salaries and additional payments. At the IV level of accreditation to universities, academies were granted the right to award a master's degree and a broader autonomy in determining the structure and plan of admission, the duration of training, the assignment of academic degrees and titles, the development of research, funding for higher standards and the management of all appropriations. Getting the autonomy demanded by OLA managers since the late 1980s was important for their development, but it demanded transparency, control not only from the state (as permitted by the said Resolution), but also by public organizations to prevent abuse.

Having completed the formation of the system of accreditation, the Ministry of Education issued an order of 20.10.1992, which set out the following main objectives of the IAC: definition of the directions, state priorities of programs of training specialists, marketing support for the activities of accredited higher educational institutions, promotion of their international recognition. Accreditation includes licensing, certification and certification. Licenses were to be passed by all state universities, others - at will. It defined preferential taxation and the right to state contracts. Certification granted the right to a state-issued diploma and budget financing [6, pp. 115-130] and included a survey of graduates, examination of student work, the activities of teachers, research work, the status of the material and technical base, and others like that. Based on the findings of the expert group, the Intersectoral Commission, together with the relevant ministries, took a decision and submitted it to the Ministry of Education for consideration.

Since March 1993 the mass approval of the decisions of the IAC of the Ministry of Education about the changes in the status and names of state ZA has begun. Dozens of institutes received the IV accreditation level and changed the names of universities, academies, affiliates, and institutions to independent status and subsequently became universities. Thus,

according to the resolution of the Cabinet of Ministers of 13.06.1993 "On Improving the Network of Higher Educational Institutions", on the proposal of the Ministry of Education, coordinated with the ministries of finance and economics, 17 ZVOs received the status of universities and academies. The minutes of the Board of the Ministry of Education discussed the need for managers of ZOOs who upgraded their status, together with the departments of education of regional administrations, to develop measures in three months to strengthen the material and technical base and provide institutions with scientific and pedagogical staff of higher qualification [9, Ark. 9-10]. Consequently, the material base and the scientific and pedagogical composition of the ZOO were not sufficient, but this did not prevent the receiving of the status of academies and universities.

The agenda was to determine the educational strategy of the state for a new period of development. The branch ministry received a lot of appeals from heads of universities, parents, deputies of different levels regarding explanations of the urgent problems of the development of higher education, especially of a financial nature. Ministry of Education issued May 14, 1992, issued an order number 19 "

The national state program "Education" (Ukraine XXI st.) After the heated debate was adopted as the basis of the All-Ukrainian Congress of Educators on December 23-24, 1992. The amended document was approved by the Board of the Ministry on February 17, 1993, on March 15, its state and scientific expertise [8, Ark. 44]. However, only on November 3, 1993, the State Program, together with the Measures for its implementation, was approved by the Cabinet of Ministers Resolution No. 896. The education was recognized as a priority tool for the development of the state. At all levels of government, it was necessary during 1994 to develop appropriate programs and create conditions for their implementation. However, the text of the State Program was issued in 1994. Therefore, over two academic years after gaining independence, the ZVO did not have a national concept of reforming education, concrete ways of its implementation.

The ministries of economy and finance had to allocate funding for the implementation of the Program during 1993-2005, but it was not actually provided. The program did not have the mechanisms of implementation, material and personnel support, certain measures remained unfulfilled. Nevertheless, the involvement of educators involved in the reform of the reform, which made proposals that intensified public policy, in particular, the lawmaking, was positive.

In the State Program "Education" the strategic objectives of higher education were defined: the transition to a multi-level system of training specialists, the formation of a network of OHS, which meet the needs of the individual, regions and the state, raising the educational level of the population, raising higher education to the level of developed countries and integration into international scientific and educational community [2, p. 33-34]. Proclaimed democratization, humanization, humanization of the educational process, the combination of national and human values in it, a variety of investment policies, overcoming the state monopoly on education, expanding the autonomy of higher education institutions.

The program met the needs of society, international law, although it was somewhat declarative. To implement it, it was necessary to coordinate the work of many state and non-government agencies and significant resources that could not be provided by the government. It should be noted that the period was characterized by a somewhat too optimistic and frivolous attitude to the prospects of independent development of Ukraine. There has been a simplified, uncritical borrowing of western samples. A few steps were taken without proper

justification, funding, and experimental verification, such as introducing testing for entrance exams.

Consequently, the significant achievements of the first years of independence in the development of higher education should include the creation of a system of licensing ZOO, streamlining the management system, opening new types of universities and promoting their independence, as well as the adoption of the program "Education (Ukraine XX century), other regulations that eventually contributed to the process of modernizing the industry, its movement towards the European space. Certain initiatives in the organization of training (tests of graduates of schools, modular rating system) did not receive extensive support and were postponed for ten years (see: 3, p. 52-63).

However, a lot of time was used inefficiently and soon the reforms slowed down, mainly due to the deepening of the economic crisis. There was inconsistency and collision of the interests of various participants in educational transformations. Due to inconsistent state policy, lack of resources innovations were controversial and were carried out mainly by administrative methods. The crisis situation of a high school, inherited from the USSR, has intensified due to the transition to market relations and the reduction of budget financing since the early 1990s reached its peak in the middle of this decade.

The search for extrabudgetary funding in many OIEs took place quite slowly and sometimes became a form of shadowy relations. The management bodies focused on current problems. The strategic task - the increase of intellectual and spiritual influence on social development in the practical plane was not put. As a result of the decline of a science-intensive economy in the country, public demand for intellectual activity has fallen, and behind them is a corresponding component in education. Higher education quickly turned into the mass. It became noticeable that there was a contradiction between the decline in the labor market needs of specialists with higher education and the growing number of students, ZOO. Crisis processes in higher education were a concrete manifestation of the crisis of society at this time.

The so-called optimization of the network of higher education institutions, in reality, has led to unjustified increase in their number and receipt of many of them with a higher status. This happened against the backdrop of the restructuring of state bodies, the lack of legal framework, the reduction of budgetary funding for education and the redistribution of property, and demonstrated weakening of the state authorities' influence on higher education, inability to work in new conditions.

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Січкаренко Г.Г. Початок розвитку вищої освіти в Україні після проголошення Незалежності

У статті проаналізовано процеси формування державної політики у сфері вищої освіти в перші роки після здобуття Україною незалежності. На основі архівних документів розглядаються проблеми реорганізації органів державного управління освіти, перші нормативні акти реформи вищої освіти, оптимізація мережі університетів, їх акредитація, створення вищих навчальних закладів недержавної форми власності, ухвалення Державної національної програми "Освіта" Україна ХХІ століття "та ін. .

Слід зазначити, що через непослідовну державну політику, економічну кризу реформи освіти здійснювалися переважно адміністративними методами і були спірними. Кризові процеси у вищій освіті були реальним проявом соціально-економічної кризи суспільства того періоду.

Ключові слова: вища освіта, вища школа, вищий навчальний заклад, реформа освіти, акредитація університетів.

Січкаренко Г.Г. Начало развития высшего образования в Украине после провозглашения Независимости

В статье анализируются процессы формирования государственной политики в сфере высшего образования в первые годы после обретения Украиной независимости. На основе архивных документов рассматриваются проблемы реорганизации органов государственного управления образованием, первые нормативные акты реформирования высшего образования, оптимизация сети вузов, их аккредитация, создание высших учебных заведений негосударственной собственности, принятие Государственной национальной программы «Образование» Украина ХХІ века »и др. ,

Следует отметить, что из-за непоследовательной государственной политики, экономического кризиса реформы образования проводились в основном административными методами и были противоречивы. Кризисные процессы в высшем образовании явились реальным проявлением социально-экономического кризиса общества того периода.

Ключевые слова: высшее образование, высшая школа, вуз, реформа образования, аккредитация вузов.

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