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CONCEPTUALIZATION OF THE ORGANIZATIONAL MANAGEMENT MECHANISM OF THE DEVELOPMENT OF THE NATIONAL EDUCATION SYSTEM IN THE CONTEXT OF ITS QUALITY

The modern education system is under difficult conditions at the moment, which is caused by both transformational processes and influence of numerous factors (demographic, economic, social, etc.). Under the market conditions one of the topical issues for the education authorities is a formation of organizational mechanism aimed at ensuring effective functioning of the system and its quality. The paper aims to highlight theoretical aspects and provide practical recommendations for improving the organizational management mechanism of the development of the national education system of Ukraine. As a result of a theoretical research the necessity for the formation of a mechanism for managing the quality of education in the context of implementation of the major innovative methods of organizing the educational process has been identified. The components of the integral indicator of the evaluation of the development of the education system have been determined, the results of calculation of which are the basis for making strategic decisions in the direction of development of the national education system. It has been found that among the proposed groups of indicators of the development of the system of education, the most important is the integral indicator of the efficiency of functioning of the general education system, which indicated its critical state. The peculiarities of the system of education under the current market conditions have been grounded, which has allowed to systematize its main factors of development and delineate basic components of the mechanism. A conceptual scheme of the organizational management mechanism of the development of the education system has been proposed, the main task of which is to enroll the population in accessible and high-quality education. The organizational mechanism of management of the development of the national education system is represented as a set of blocks, which include the main elements of the management system and the necessary links between these elements. There have been also outlined the prospects for improving the mechanism of management of the development of the education system by means of activating such instruments as: clusterization, endowment funds, autonomy of educational institutions, management standards, etc.

Keywords: *education system, organizational management mechanism, education management, modernization of education, quality of education, factors of development.*

Introduction

The educational systems of almost all European countries are in the process of reformation and modernization. Similar trends are characteristic of the national education system, too. The need to improve its quality is the most important socio-cultural challenge that is mostly caused by globalization. It is quite clear that the solution of this problem mainly depends on the management organization of the system of national education: the right choice of management strategies, successful implementation of management functions, timeliness and effectiveness of management decisions, etc. One of the topical

issues for the education authorities under the market conditions is the formation of an organizational mechanism aimed at ensuring the effective functioning of the system. The effectiveness of the organizational mechanism greatly depends on the degree of coordination of interests of the state and society (at the macro level), employees, employers, executors and administrators (at the micro level) towards providing the quality of the national education system. The coordination of these interests is realized through a combination of management methods and their transformation into appropriate mechanisms for the achievement of goals.

Scientists pay much attention to the problems of management of educational system, reflection of civilizational progress, innovative development of education. Thus, in the works of S. Krisyuk [1], O. Lyashenko [2], O. Mityay [3], Z. Tršinski, J. Glavaš, M. Stanić [4] and other authors [5-8] strategic aspects of management of education, the design of strategies and key priorities of the development of the education system are considered. In recent years the number of researches of domestic scientists on the issues of education quality management has significantly increased: S. Krisyuk [1] (organizational and pedagogical conditions of management of the quality of modern institutions), O. Lyashenko [2] (theoretical and methodological foundations of management of innovative development of institutions of higher pedagogical education), O. Mityay [3] (quality management of professional activities of academics at higher education institutions), W. Strielkowski [6] (the improvement of the regulatory framework of evaluating the quality of educational services), O. Naumov [5] (state-public management of the quality of higher education in Ukraine), Z. Tršinski, J. Glavaš, M. Stanić [4] (implementation of quality of education). Some aspects of educational management were investigated by S. Stoyanov-Koval [3], T. Shabatura [5], O. Galitsky [8] and other scientists.

However, it should be noted that the theory and practice of management of the quality of education in Ukraine is under development, the process of implementation of important social functions of the national education system needs its organizational management models and mechanisms of development to be improved.

The aim of the article is to highlight theoretical aspects and provide practical recommendations for improving the organizational management mechanism of the development of the national education system.

The tasks set are as follows:

- to reveal major factors affecting the development of education;
- to propose a conceptual scheme of the organizational management mechanism of the development of education in the context of its quality and to prove its main components;
- to describe alternative innovative tools of the development of education in the modern world.

Research Methods

A set of interrelated scientific research methods was used: formalization and modeling – when substantiating conceptual approaches to the formation of an organizational mechanism of managing the development of the domestic educational system in the context of providing its quality.

Dialectical and systemic structural method was used for determining the essence of the mechanism of management by the domestic system of education; heuristic methods and methods of logical generalization were applied for substantiating the directions of the development

of the organizational mechanism by the system of education management in Ukraine; spatial comparisons and generalization of the results of factor analysis of the development of the domestic system of education, which made it possible to systematize the factors according to their importance when forming the concept of the development of the domestic system of education.

Research Results

Successful resolving issues of management of the development of the education system involves theoretical grounding of basic methodological principles and the analysis of practical experience of implementation of the organizational mechanism in this system through innovative methods of organization of the educational process.

When building the organizational management mechanism of the development of the national education system the general theoretical grounds that reveal the patterns of social development, social function and the nature of education are taken into account. First of all, the most important thing is not just the development as an achievement of new qualitative results, but how the balance of these results is provided with the vital parameters of the environment, resources of livelihoods and development, that is a bunch “resources – internal and external environment – results” is seen as fundamental to achieve quality. Depending on the way this function is defined the results of the development will be evaluated [1-2].

Eventually constant growth of capabilities to meet educational needs in the long term can be assumed as a result of educational systems development. It should be emphasized that we are talking about satisfaction of educational needs, rather than actual demand arising from the model of education development as the market of education service [3]. This aspect is very important and fundamental as it highlights social focus and social function of education as a condition of continuous development. However, the calculation of the integral indicator remains unresolved, the results of which are the basis for making strategic decisions in the directions of the development of the domestic system of education. This issue will be considered in the framework of the approach to the modeling of the integrated indicator of the development of the education system.

At the first stage, the collection of output data was carried out and the values of indicators for each group were calculated. The selection of indicators took place using spatial-comparative and generalization methods. At the second stage, a matrix of observations was created describing the object of the study through the values of partial signs obtained at the first stage.

At the third stage, the sign space becomes narrower in order to increase the rationality of the study and exclude the features that do not affect the performance essentially. For this purpose, the coefficient of variation (1), (2), (3) is calculated according to the following formulae:

$$V_j = \frac{S_j}{\bar{x}_j} , \tag{1}$$

$$S_j = \sqrt{\frac{1}{m} \sum_{i=1}^m (x_{ij} - \bar{x}_j)^2} , \tag{2}$$

$$\bar{x}_j = \frac{1}{m} \sum_{i=1}^m x_{ij} , \tag{3}$$

where x_{ij} – the value of the i-th indicator for j-th year;

\bar{x}_j – the arithmetic mean of the i-th indicator;

S_j – mean deviation of i-th indicator;

V_j – the coefficient of variation of the i-th indicator.

To calculate the coefficient of variation, we compiled a calculation table (Table 1).

For each j-th indicator we check the following inequality:

$$V_i < e , \tag{4}$$

where e – is the limiting value.

If the value of the indicator V_j is less than the value of $e = 0.01$, then such indices are quasi-constant and are excluded from the further research, and all the indicators remaining after the elimination of superfluous and quasi-constant are considered to be equivalent.

The conducted analysis has shown that in our case, none of the indicators is quasi-constant.

The signs included in the observation matrix are heterogeneous, since they describe various properties of objects and have different units of measurement. Therefore, the previous transformation, which is to standardize the signs, must be carried out. This transformation was performed in accordance with the formula 5.

$$z_{ij} = \frac{x_{ij} - \bar{x}_j}{S_j} , \tag{5}$$

where x_{ij} – the value of the j-th indicator for the i-th period;

- the arithmetic average of the j-th indicator;

- the mean square deviation of the j-th indicator.

In order to calculate the integral index of the development of the national system of general secondary education, we have implemented the modeling of each integral indicator using Microsoft Office Excel.

At the second stage, the verification of the connection of the independent variables with each other (testing the factors for multicollinearity) was carried out. The multicollinearity of independent variables leads to a shift in the estimates of model parameters calculated by the

least squares method. On the basis of these estimates, we cannot make concrete conclusions about the results of the relationship between dependent and independent variables. In order to avoid multicollinearity a matrix of coefficients of pair correlation is constructed between all the factors of the model.

The dynamics of the integral indicators for assessing the development of the general education system is presented in Table 1.

Table 1.

The dynamics of Integral Indicators for Assessing the Development of the National System of General Education *

Indices	Years							
	2008	2009	2010	2011	2012	2013	2014	2015
Integral indicator of effectiveness of performance	0.31	0.36	0.29	0.34	0.13	0.18	0.14	0.03
Absolute deviation (+/-) before 2008	-	0.05	-0.02	0.03	-0.18	-0.13	-0.17	-0.28
Integral indicator of the develop-	0.1	0.07	0.17	0.36	0.57	0.49	0.27	0.45

Indices	Years							
	2008	2009	2010	2011	2012	2013	2014	2015
ment of resource potential								
Absolute deviation (+/-) before 2008	-	-0.03	0.07	0.26	0.47	0.39	0.17	0.35
Integral indicator of the level of satisfaction of needs in educational services	0.13	0.16	0.47	0.58	0.65	0.73	0.81	0.87
Absolute deviation (+/-) before 2008	-	0.03	0.34	0.45	0.52	0.6	0.68	0.74
Integral indicator of the provision of educational process	0.08	0.11	0.15	0.38	0.39	0.5	0.36	0.37
Absolute deviation (+/-) before 2008	-	0.03	0.07	0.3	0.31	0.42	0.28	0.29

* Source: calculated by the author

Consequently, having calculated the integral indicator of the efficiency of functioning of the national system of secondary education, we can note that the results show a deterioration in the efficiency of the use of financial, labor and material resources by the system of secondary education, because the analyzed indicator is very low (0.3-0.05) and has a negative trend (the forecast value is 0.02). The calculation of the integral indicator of the development of the resource potential of the national system of secondary education indicates a slight improvement by increasing the absolute amount of funding for this system. However, the low level of the integral indicator (0.3-0.45) is due to the limited financial resources of the state on the development of the system of secondary education and the possibilities of diversification of sources for its financing. The integral indicator of the level of satisfaction of the needs for educational services has a positive trend due to the improvement of the conditions of provision of services by the system of secondary education in Ukraine. The value of this indicator is the maximum (0.87). However, when considering this integral indicator, it must be remembered that its variable factors require timely and rational financing and can only be considered in conjunction with other indicators. The integral indicator of the provision of the educational process of the system of secondary education tends to increase during the last eight years, that is, the state of the provision of this system in the means of organization of the educational process is improved, and the average value is 0.4.

Also, in the process of study it was found out that among the proposed groups of indicators of the development of the general education system, the most important is the integrated indicator of the efficiency of the functioning of the general education system. Having considered the results of modeling of the integral indicator of the efficiency of the functioning of the system of general education, we have found out that the system is in critical condition, since every year this group of indicators tends to decrease. The results of this integral indicator demonstrate that the use of available financial, material and labor resources is not effective. This, in its turn, leads to the need of developing a set of organizational measures that should contribute to improving the functioning and

development of the system of general education in the direction of ensuring the quality of educational services.

Our study was aimed at building an organizational management mechanism of the development of the national education system, which could be able to ensure its quality. In our opinion, the main components of the mechanism should reflect theoretical foundations represented at the level of managerial concepts and values, the descriptions of the object of the development and the control system itself at the level of large elements according to the accepted scientific understanding of the nature and mechanisms of development.

The structure of the mechanism provides everything that characterizes the activities of educational institutions – goals, results, content and methods of implementation, namely, the tools that reveal not only the ways of performing certain management functions, but also their distribution in the organizational structure. In our opinion, all of the listed above are the basic semantic and structural elements of the mechanism which are finally filled with content depending on the level of management. So, in general, the organizational management mechanism of the development of the national education system is represented as a set of units that include basic elements of the management system and necessary relationships between them (Fig. 1).

From the standpoint of ensuring the development of the concept of resource management is of special importance. It is based on the fact that not only development but also functioning of any organization itself, the achievement of its institutional goals are impossible without efficient management of resources, creation of the necessary resource potential and business competitiveness [4]. It is the combination of two key factors – the recognition of education as an open social system and the high volatility of its activities under the conditions of market economy – that leads to the conclusion about the necessity to accept strategic management as one of the conceptual bases of management of the development of the education system.

Based on the conceptual approach described above the goal of the education system is formulated, which is a strategic management tool. As such, it serves to represent

the highest, conceptual level of targets that must be taken into account when making strategic decisions, consolidating resources, developing the value-oriented unity of

managers and employees in the sense of the trends of development.

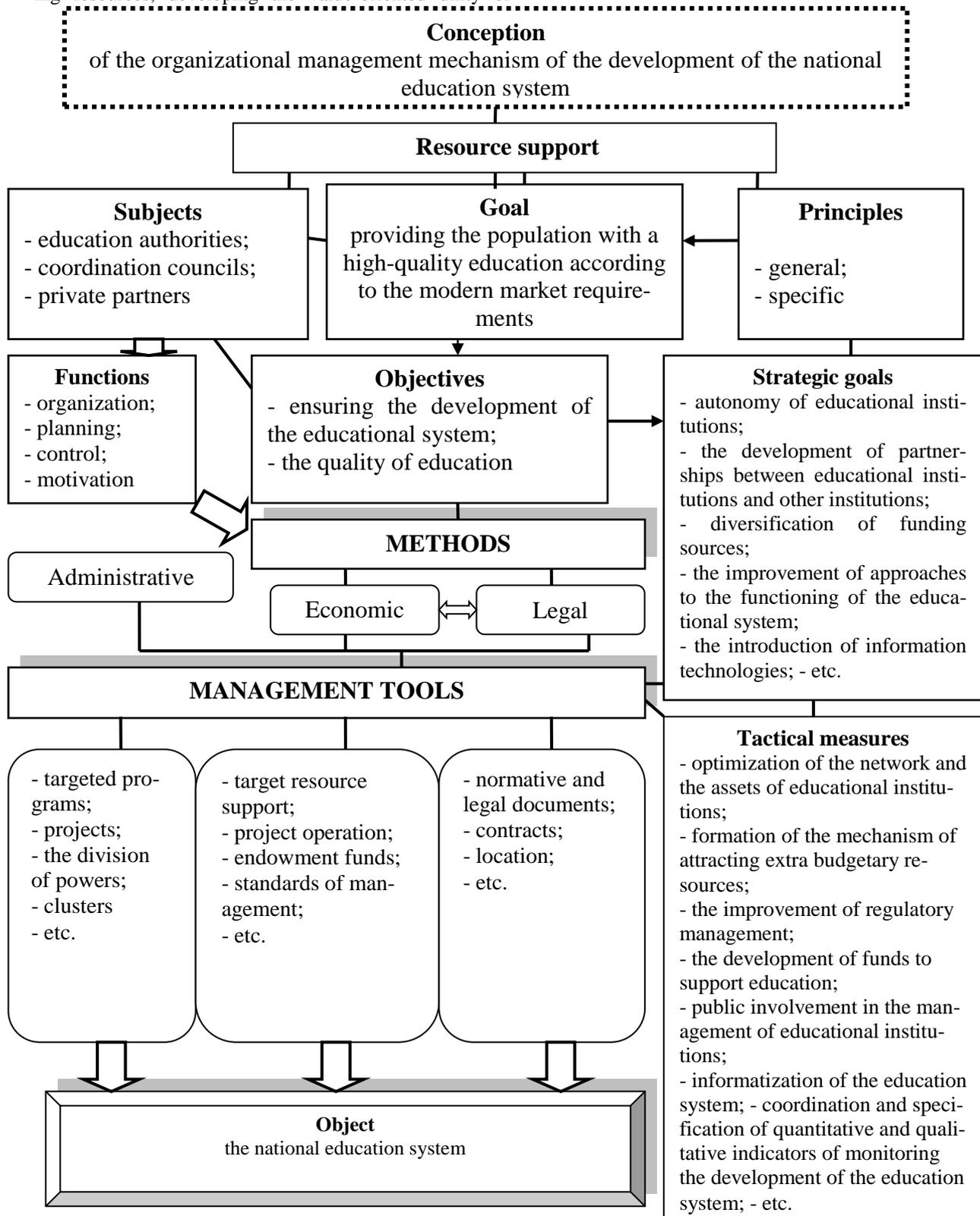


Fig. 1. Conceptual Scheme of the Organizational Management Mechanism of the Development of the National Education System in the Context of Its Quality

The organizational mechanism is based on the assumption that at the level of government a balance of regional and sectoral interests should be provided, which is possible in a combination of two strategies: a strategy of modernization, being conducted “from above”, determined at the state level and offering innovations in the sectoral mechanisms of the educational management, and a strategy of the development of education, being formed as a part of the territorial development strategy taking into account the targeted priorities, and the acquired resource potential, basing on the integration of objectives and resources of the local society, business entities in the area. When combining the two strategies, the development of education is carried out at the expense of supplement and compensation of government measures by a complex of horizontally integrated set of mechanisms of support and development of education.

Considering the necessity of implementation of the proposed conceptual scheme of the organizational management mechanism of the development of education, fulfillment of the chosen target and compliance with the basic concepts of development the other informative elements were identified – objectives, functions, subjects, methods and management tools. The tasks of the organizational management mechanism of the development of the national education system are formed by one of the most common methods of planning - building “a tree of objectives”, for which the principle of decomposition is used, that is a separation of more general purpose into parts. According to the accepted goals the targets are built around two vectors – implementation of development and quality of the education system.

A generalized conceptual approach for the development of the education system is proposed that includes several tasks resulting from the proposed concept of the development, purpose and principles of the management mechanism of the development of education: the development of policies and strategies of education; the formation of educational clusters, forming a horizontally organized territorial structure able to integrate the goals and resources of the participants for the strategic development of education; the formation of resource potential of education for the development; the creation of an innovative environment; the institutionalization of innovations; the capitalization of brand towards maximizing business value [5]; the optimization of migration processes in the country [6].

In this study the implementation of a systematic approach means that for ensuring the development of the country it is necessary to form the national system of education, which should be a set of required elements and connections between them, acting as an object of management. More specifically, these objects are represented through a set of elements: the objectives of the development of the education system; the results of the development; a portfolio of innovations in education that ensure the achievement of the necessary results; the organizational forms of innovation in education; the subjects of

selection and implementation of innovations; the resource development potential; the internal and external communications, providing development; the innovative environment; the management system of the development of education. That is the subject of a conceptual scheme is the whole system of national education [7].

The subjects ensuring the development of the education system are an important element in the organizational mechanism. Currently, the state education authorities perform all the tasks related to the functioning as well as the development of the education system. The powers accorded to these subjects do not fully meet the complexity and scale of the modern management activities. As a result, many tasks objectively necessary for the development of education are not met, because they are not provided with the necessary resources in a full volume.

At the same time, to enhance the flexibility and mobility of management, to strengthen the horizontal links in the process of resolving issues of modernization of education the rejection of linear-functional management structures in their pure form and the use of more flexible organizational schemes even within the staff education authorities is considered crucial. For the purposes of the strategic development are primarily offered: Coordination Councils of the development of education, cluster project groups, various formal and informal network structures, public expert groups and other forms of collective formation to implement management decisions.

Obviously, that effective operation of the subjects which provide the implementation of the management mechanism of the development of the education system requires an integrated use of various methods of regulation, because each function must have a specific method and instruments for realization. In this study, the ways of implementing functions within the accepted organizational structure are meant as the methods of regulation. These are methods that make the development mechanism of the national education system the most complete, allowing to solve successfully the assigned tasks and to promote the innovative development of the real sector of economy [8-9].

In the conceptual scheme of the management mechanism of the development of the national education system only the most important methods and tools the most appropriate for their implementation in the context of education quality assurance are offered. In the scheme, administrative, economic and legal methods aimed at regulating the processes of the development of the education system are highlighted. However, the proposed differentiation of the management methods into three main classes is largely relative, because almost each of them has organizational and economic aspects as well as the need for a specific legal consolidation. At the same time new nonstandard tasks, integration processes and horizontal cooperation should be better ensured by means of the contractual mechanisms. Such new phenomena as territorial educational clusters, the trust funds of support and development of education, etc. are usually variations of

the organizational management mechanism of the development of education because they contain new organizational solutions and methods of action on the managed objects as well [10].

Conclusion

The organizational mechanism of managing the development of the domestic education system includes: the purpose, tasks, principles, subjects of management and their functions, objects, methods and tools for implementing the mechanism. In order to ensure the proper level of development of the domestic education system, it is nec-

essary to implement the proposed mechanism, keeping to the following conditions: 1) compliance with a set of principles of development; 2) the participation of the necessary entities (education authorities and the private sector); 3) application of innovative tools of economic, administrative and legal methods of regulating the organizational mechanism of managing the development of the system of national education (clustering of the education system, endowment funds, autonomy of educational institutions, standards of management, etc.).

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КОНЦЕПТУАЛІЗАЦІЯ ОРГАНІЗАЦІЙНОГО МЕХАНІЗМУ УПРАВЛІННЯ РОЗВИТКОМ ВІТЧИЗНЯНОЇ СИСТЕМИ ОСВІТИ У КОНТЕКСТІ ЗАБЕЗПЕЧЕННЯ ЇЇ ЯКОСТІ

В умовах ринку одним з актуальних питань для органів управління системою освіти є формування організаційного механізму, який повинен бути спрямований на забезпечення ефективності функціонування цієї системи та її якості. Метою статті є обґрунтування теоретичних аспектів та практичних рекомендацій щодо удосконалення організаційного механізму управління розвитком вітчизняної системи освіти. У процесі підготовки статті було використано комплекс взаємопов'язаних наукових методів дослідження: ідеалізації, формалізації та моделювання – при обґрунтуванні концептуальних підходів до формування організаційного механізму управління розвитком вітчизняної системи освіти у контексті забезпечення її якості; діалектичний і системно структурний – при визначенні сутності механізму управління вітчизняною системою освіти; евристичні методи та методи логічного узагальнення – при обґрунтуванні напрямів розвитку організаційного механізму управління системою освіти в Україні; територіально-просторові порівняння та узагальнення результатів факторного аналізу розвитку вітчизняної системи освіти, що дозволило систематизувати фактори за їх вагомістю при формуванні концепції розвитку вітчизняної системи освіти. Обґрунтовано особливості функціонування системи освіти в сучасних ринкових умовах, що дозволило систематизувати її основні фактори розвитку та розмежувати базові складові механізму. Запропоновано концептуальну схему організаційного механізму управління розвитком системи освіти, основним завданням якого є охоплення населення країни доступною та якісною освітою. Організаційний механізм управління розвитком вітчизняної системи освіти включає: мету, завдання, принципи, суб'єкти управління їх функції, об'єкти, методи та інструменти реалізації механізму. Для того, щоб забезпечити належний рівень розвитку вітчизняної системи освіти, необхідно здійснити реалізацію запропонованого механізму з дотриманням наступних умов: 1) дотримання комплексу принципів розвитку; 2) участь необхідних суб'єктів (органів управління освітою та приватного сектору); 3) застосування інноваційних інструментів економічних, адміністративних та правових методів регулювання організаційного механізму управління розвитком національної системи освіти (кластеризація системи освіти, ендаумент-фонди, автономія закладів освіти, нормативи господарювання тощо).

Ключові слова: система освіти, організаційний механізм управління, управління освітою, модернізація освіти, якість освіти, фактори розвитку.

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