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LEVELS OF PUBLIC POLICY ACTUALIZATION IN THE FIELD OF QUALITY ASSURANCE IN HIGHER EDUCATION AND ITS MAIN ENTITIES

РІВНІ АКТУАЛІЗАЦІЇ ПУБЛІЧНОЇ ПОЛІТИКИ У СФЕРІ ЗАБЕЗПЕЧЕННЯ ЯКОСТІ ВИЩОЇ ОСВІТИ ТА ЇЇ ОСНОВНІ СУБ'ЄКТИ

The presented study is an attempt by the author to rethink the theory and practice of the functioning of individual elements of the mechanisms of public management of quality assurance in higher education, namely those of them, the actualization of which occurs through the determination of the levels of public policy in the field of quality assurance in higher education and the specification of its main subjects. As a methodological basis for organizing scientific research, the theory of public management was chosen, as well as traditional scientific approaches for its development and methods of scientific knowledge. The choice of this methodological tool was due to the purpose of this publication, namely - to formalize the levels of actualization of public policy in the field of higher education, as well as to specify the main subjects of public policy in the field of quality assurance in higher education. The achievement of this goal was ensured by analyzing regulatory documents and generalizing the experience of the functioning of the system of quality assurance in higher education.

The study encapsulates the need to perceive the levels of public policy

actualization in the field of ensuring the quality of higher education through the prism of their circular (circular) structuring. In the most simplified form, the formalization of this structure can look like this: "state or central level – sectoral-regional level – system-profile level – organizational-structural level – subject-object level or basic level – state or central level". Achieving the greatest effect from the functioning of circular (circular) structuring is possible only if the paradigm of subject-object relations between representatives of different levels is changed to the paradigm of partnership-consulting relations. Among the possible mechanisms for realizing the potential of the model of partnership-consulting relations in the field of ensuring the quality of higher education may be the representation of public organizations formed with the participation of scientific and pedagogical workers at each of the levels we have identified. The study concludes that scientific and pedagogical workers and public organizations created with their participation should not only be represented at each level of updating public policy in the field of quality assurance of higher education, but also have real tools to influence the adoption of management decisions by other entities specified at the appropriate level.

Keywords: *public policy in the field of higher education; quality assurance of higher education; levels of public policy for ensuring the quality of higher education; entities for ensuring the quality of higher education; quality of higher education; subject-object relationships; partnership and consulting interactions; public organizations in the quality assurance system*

Представлене дослідження є авторською спробою переосмислення теорії та практики функціонування окремих з елементів механізмів публічного управління забезпеченням якості вищої освіти, а саме тих з них, актуалізація яких відбувається через детермінацію рівнів публічної політики у сфері забезпечення якості вищої освіти та конкретизацію її основних суб'єктів. У якості методологічного підґрунтя для організації наукового пошуку було обрано теорію публічного управління, а також традиційні для її розвитку наукові підходи та методи наукового пізнання. Вибір цього методологічного інструментарію було обумовлено метою цієї публікації, а саме – формалізувати рівні актуалізації публічної

політики у сфері вищої освіти, а також конкретизувати основних суб'єктів публічної політики у сфері забезпечення якості вищої освіти. Досягнення цієї мети було забезпечено за рахунок аналізу нормативно-правових документів та узагальнення досвіду функціонування системи забезпечення якості вищої освіти.

В дослідженні обгорнуто необхідність сприйняття рівнів актуалізації публічної політики у сфері забезпечення якості вищої освіти через призму їх кільцевої (кругової) структуризації. У самому спрощеному вигляді формалізація цієї структури може мати такий вигляд: «державний або центральний рівень – галузево-регіональний рівень – системно-профільний рівень – організаційно-структурний рівень – суб'єктно-об'єктний рівень або базовий рівень – державний або центральний рівень». Досягнення найбільшого ефекту від функціонування кільцевої (кругової) структуризації можливо лише за умови зміни парадигми суб'єктно-об'єктних відносин між представниками різних рівнів на парадигму партнерсько-консалтингових відносин. Серед одного з можливих механізмів реалізації потенціалів моделі партнерсько-консалтингових відносин у сфері забезпечення якості вищої освіти може бути представництво утворених за участю науково-педагогічних працівників громадських організацій на кожному з визначених нами рівнів. У дослідженні сформульовано висновок про те, що, науково-педагогічні працівники та створені за їх участю громадські організації, повинні бути не лише представлені на кожному з рівнів актуалізації публічної політики у сфері забезпечення якості вищої освіти, а й мати реальні інструменти впливу на прийняття управлінських рішень іншими з конкретезованих на відповідному рівні суб'єктами.

Ключові слова: публічна політика у сфері вищої освіти; забезпечення якості вищої освіти; рівні публічної політики забезпечення якості вищої освіти; суб'єкти забезпечення якості вищої освіти; якість вищої освіти; суб'єктно-об'єктні взаємовідносини; партнерсько-консалтингові взаємодії; громадські організації в системі забезпечення якості.

Problem statement. The issue of ensuring the quality of higher education, given its significant significance for the development of the state and society, is constantly within the scope of research attention of scientists and practitioners. This fact can be confirmed, on the one hand, by a sufficient number of scientific and communicative events on the quality of higher education (it is quite obvious that the systematic attention of representatives of the scientific community to a particular issue may indicate its relevance), and on the other hand, by the attention paid by officials to solving the problems of forming and implementing state policy in the field of higher education (traditionally, the normative activity of representatives of public authorities takes place only within the framework of relevant areas of state policy). For example, the issue of the quality of higher education was at the center of scientific discourse during the work of such international and all-Ukrainian scientific and practical conferences: "European integration of higher education of Ukraine in the context of the Bologna process. Bologna principles and tools, values in higher education" (20 years of the Bologna process in Ukraine: achievements, challenges and prospects) (06.11.2025, Institute of Higher Education of the National Academy of Sciences of Ukraine, Kyiv); "Quality management in education and industry: experience, problems and prospects" (20.11.2025, National University "Lviv Polytechnic", Lviv); "Quality of education in the conditions of European integration: values, innovations and international interaction" (22.04.2026, Odessa State Agrarian University, Odessa); "Current issues of the development of science and ensuring the quality of education in the 21st century" (23.04.2026, Poltava University of Economics and Trade, Poltava), etc.

The regulatory activity of representatives of public administration entities in resolving problems related to ensuring the quality of higher education was focused on the discussion and adoption of the following regulatory legal acts: Resolution of the Cabinet of Ministers of Ukraine "On Amendments to the Formula for the Distribution of State Budget Expenditures on Higher Education between Higher Education Institutions" (No. 1392 of 10/29/2025); Resolution of the Cabinet of Ministers of Ukraine "On Approval of the Operational Plan of Measures for the Implementation of the Strategy for the Development of

Higher Education in Ukraine for 2022–2032 in 2025–2028 and Amendments to the Strategy for the Development of Higher Education in Ukraine for 2022–2032” (No. 1383-p of 12/03/2025); Law of Ukraine “On Academic Integrity” (No. 4742-IX of 12/18/2025), etc. In addition, issues of ensuring the quality of higher education are reflected in almost every priority activity defined by the Government (national security and defense; integration into the EU; fight against corruption; welfare; support for war veterans; macrofinance and reforms; business, education and science; healthcare and sports; reconstruction; culture; winter stability), namely in those of their areas that focus on training competitive specialists for the guaranteed implementation of the functions assigned to it by the state [2].

Analysis of recent research and publications. The issue of ensuring the quality of higher education is a fairly popular direction in the organization of scientific research by both young scientists and experienced scientists. Such popularity can be explained, on the one hand, through the prism of the multi-vector manifestation of issues that are positioned within this issue (the issues of the functioning and development of the higher education system are positioned simultaneously in several fields of knowledge and their specialties), here we appeal to economic, educational, sociological, psychological, cultural, etc. aspects of the manifestation of the content of the relevant issue, and on the other hand, by the existence of a demand from society and the state to address the issues of "training competitive human capital for the high-tech and innovative development of the country, self-realization of the individual, ensuring the needs of society, the labor market and the state in qualified specialists" [8]. Among the scientists who have made a significant contribution to solving the problems of forming and implementing public policy in the field of higher education, it is worth mentioning M. Azhazha, M. Biryukova, S. Vavreniuk, L. Gren, S. Dombrovska, D. Karamyshev, V. Kruglov, S. Moroz, V. Moroz, O. Postupna, A. Romin, V. Sadkovy, I. Semenets-Orlova, V. Sychenko, I. Khmyrov, S. Shevchenko and many other researchers. The latest monographs published with the appropriate focus are interesting, namely: "Formation of the European dimension of quality assurance in higher education in the context of internationalization of the educational space" (2019, authors: A. Sbrueva, I.

Eremenko) - the place and role of internationalization of the educational space in the system of quality assurance of higher education are highlighted, and the directions for improving the content and practice of the functioning of the system of quality assurance of higher education are substantiated [10]; "Competitive models of quality management of higher education in the 21st century" (2019, authors: D. Luk'yanenko, L. Antonyuk, N. Vasytkova, D. Ilnytskyi, etc.) - the experience of American, European and Japanese models of quality assurance of higher education is summarized, and regularities are identified and the features of the actualization of marketing, accreditation and career guidance components in the system of quality management in higher education are specified [3]; "Quality Assurance in Higher Education: Assessment Practice and Directions for Improving State Policy in the Field of Higher Education" (2022, authors: S. Moroz, I. Buka, S. Buka, V. Moroz) – theoretical, methodological and scientific and applied problems of ensuring the quality of educational activities of HEIs and the quality of higher education are considered, and the results of a comparative analysis of the perception of the quality phenomenon by higher education applicants from different parts of the world are highlighted [7]; "Quality Assurance in Higher Education: Management Mechanisms and the Practice of Their Use" (2022, author – S. Moroz) – an analysis of the formation of the content of the phenomenon of quality of higher education is carried out, and a description of the main elements of its system is provided [6]; "Sociological support for monitoring the quality of education in a modern university" (2023, authors: M. Biryukova, S. Moroz, O. Trush, D. Tereshchenko, etc.) - the content and structure of state regulation mechanisms for monitoring the quality of higher education in Ukraine were determined, and the potential of international quality standards for improving the practice of functioning of quality assurance systems at the university and state levels was clarified [1]; "Development of systems for ensuring and improving the quality of higher education in the context of sustainable development" (2024, authors: O. Vorobyovya, V. Lugovyi, O. Palamarchuk, O. Slyusarenko, Zh. Talanova, V. Tkachenko) - an analysis of practices for ensuring the quality of higher education in the context of sustainable development was conducted, and mechanisms for overcoming the qualification gap between higher education

and the labor market were substantiated [9], etc. Some of the issues of public policy in the field of higher education, in one or another context of manifestation of its complex and multifaceted content, found their reflection in our previously conducted scientific research [4, 5, 11, 12].

Research objectives. Based on the results of the analysis of regulatory documents and the generalization of the experience of the functioning of the higher education quality assurance system, formalize the levels of updating public policy in the field of higher education, as well as specify the main subjects of public policy in the field of higher education quality assurance.

Presentation of the main material. The issue of specifying the subjects of public policy in the field of ensuring the quality of higher education in Ukraine should be considered through the prism of the following norms of the Law of Ukraine "On Higher Education" [8]: Article 3, namely those provisions that specify the subjects of definition (Verkhovna Rada of Ukraine) and implementation (Cabinet of Ministers of Ukraine) of the relevant direction of state policy. This level can be considered as state or central (level of state and society); Article 13, namely those provisions that determine the competence of the central body of executive power in the field of education and science, as well as other bodies whose sphere of management includes higher education institutions. This level can be presented as sectoral-regional (the level of the Ministry of Education and Science of Ukraine, as well as other ministries of Ukraine, National Academies of Ukraine and local public administration bodies (regional state administrations and regional councils in accordance with their powers in the field of education); Article 16, namely those parts of it that appeal to the subjects of the higher education quality assurance system (HEIs, NAZAHE, independent institutions for the assessment and quality assurance of higher education). This level can be identified at the level of the system-profile level; Article 33, namely those norms that focus on the functions of structural units of HEIs (educational and scientific institutes; faculties; departments, etc.). This level can be updated as organizational and structural.

The above list of subjects of public policy in the field of quality assurance of higher education in Ukraine was compiled in accordance with the norms of the Law of Ukraine "On Higher Education", and therefore its content is not

entirely new. However, the list given, despite sufficient range of coverage of the levels of actualization of the issues of ensuring the quality of higher education cannot be considered as exhausted. In our opinion, among the specified above subjects of public policy in the field of ensuring the quality of higher education in Ukraine, there are no those who directly participate in its implementation at the level of ensuring the connection between the content of education, subjects (scientific and pedagogical workers) and objects (higher education students) of educational communication. Such a level can be considered as a subject-object level or a basic level.

The formalization of the above levels, and with it, the subjects of public policy tied to each of them, should have a circular structure with a cyclical periodicity of its functioning. In our opinion, the most simplified form of such formalization can be as follows: "state or central level – sectoral-regional level – system-profile level – organizational-structural level – subject-object level or basic level – state or central level". Such a (circular) model of perception of the issues of ensuring the quality of higher education (a model within which the basis for the actualization of the "state or central level" is the "subject-object level") allows us to perceive subjects and objects of educational communication at the level of the main (basic) actors not only of implementation, but also of policy formation in the field of ensuring the quality of higher education in Ukraine. The formalization of this circular model is presented in Figure 1.

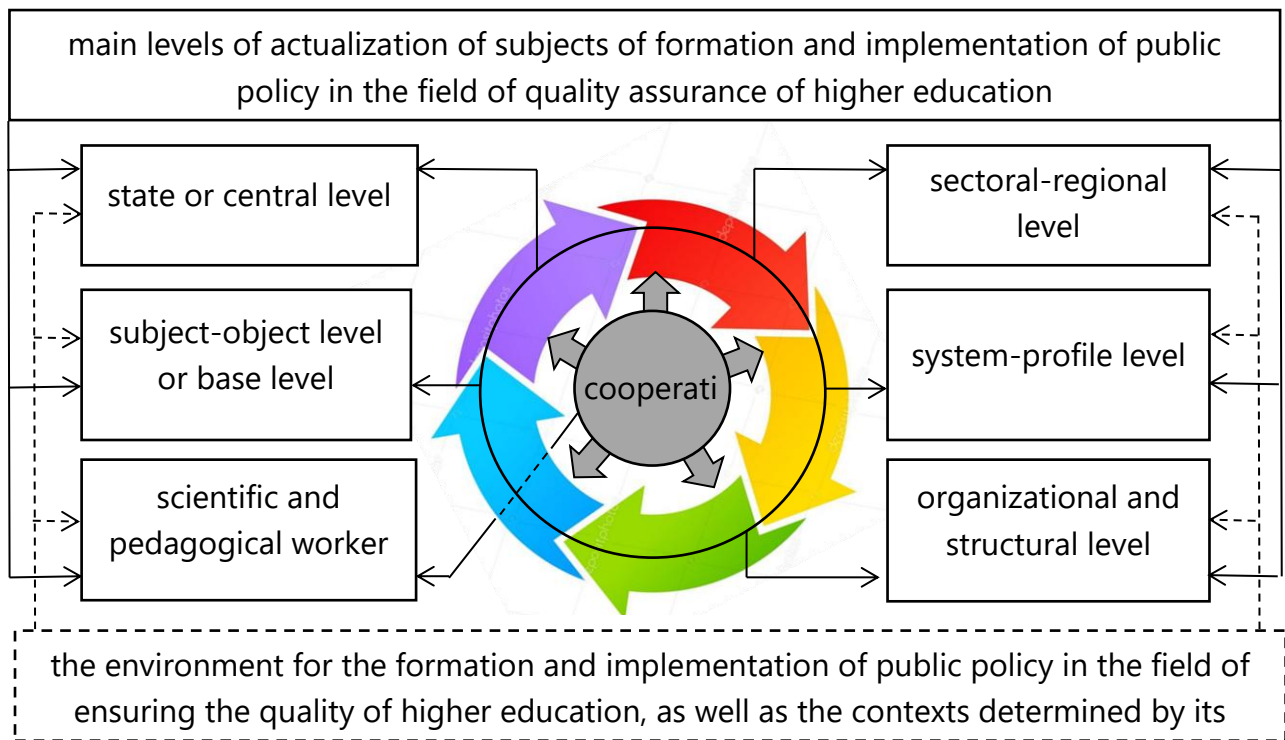


Figure1. Formalization of the levels of actualization of public policy subjects in the field of quality assurance of higher education in Ukraine

The visualized model of the connections between the levels of actualization of the issues of ensuring the quality of higher education, and accordingly the practices of interaction between their main actors, despite the existence of a hierarchy conditioned by its content, should not be considered purely through the prism of the subject-object paradigm (here we appeal to the fact that each of the levels presented in Figure 1 is connected to any other level, regardless of the causal practices conditioned by the structure. In other words, the “state or central level”, as well as the subjects of formation and implementation of public policy in the field of ensuring the quality of higher education provided by its functions, is connected not only to the “branch-regional level” and its subjects, but also to any other level and its subjects). Of course, our proposed ignoring of hierarchy in the development and implementation of public policy in the field of ensuring the quality of higher education should not be considered as the destruction of a logically balanced and functionally conditioned structure of subject-object relationships between the main actors (participants in the process), because it is quite clear that a scientific and pedagogical worker cannot be perceived at the level of a subject

that determines state policy in the field of higher education (such a subject, according to the Law of Ukraine "On Higher Education", is the Verkhovna Rada of Ukraine). Our proposal is actualized through the so-called representation of actors of one level on another. It is quite clear that such representation should be free from the influences of subject-object relationships and gravitate towards partnership-consulting interactions.

An important element of the formalization of the levels of actualization of public policy subjects in the field of ensuring the quality of higher education in Ukraine (Figure 1) is the "environment of the formation and implementation of public policy in the field of ensuring the quality of higher education, as well as the contexts determined by its influence", because it is within its framework that the interaction between the main subjects (actors) actually takes place. With certain abstractions, the environment can be considered at the level of one of the subjects of the formation of the relevant direction of public policy. Therefore, in the visualization we have proposed, the environment "environment" is positioned not at the level of a passive element of the relevant system, but plays the role of one of its active subjects.

The potential of the model we have proposed can be realized through the involvement, for example, of representatives of the "subject-object level" in ensuring the activities of the "state or central level". Forms of such participation may include: parliamentary hearings (involvement of scientific and pedagogical workers and higher education students in the preparation of relevant measures and the development of draft final decisions); participation of scientific and pedagogical workers and higher education students in the work of the Verkhovna Rada Committee on Education, Science and Innovation at the level of experts and advisors; participation of representatives of the Verkhovna Rada Committee on Education in the work of scientific and communicative events held by HEIs (here we quite consciously insist on the HEI level, and not at any other level) on the issues of the quality of higher education, etc. This list is not exhaustive and may be supplemented in accordance with certain mechanisms of the law-making activity of the Verkhovna Rada of Ukraine.

The circular model of perception of the issues of ensuring the quality of higher education proposed by us above assumes the presence of scientific and

pedagogical workers at each of the levels of its actualization. At the same time, the status of this category of public policy subjects in the field of ensuring the quality of higher education is not identical, and accordingly, the functions assigned to them cannot duplicate each other (for example, the functions assigned to scientific and pedagogical workers at the state or sectoral level do not coincide with their functions at the sectoral-regional level). Therefore, we can talk about the multifunctionality of scientific and pedagogical workers in the field of ensuring the quality of higher education in Ukraine. Such multifunctionality of the relevant subject of public policy determines the possibility of perceiving its status through the prism of the principle of cross-cutting (by the cross-cutting status of scientific and pedagogical workers we understand their mandatory involvement in the implementation of functions by each of the dominant public policy subjects in the field of ensuring the quality of higher education at the relevant level). Adherence to this principle will allow, on the one hand, to avoid a gap between the theory and practice of the functioning of the system of quality assurance of higher education, and on the other hand, to increase the effectiveness of its functioning as a whole. The implementation of this principle can provide its positive effect only if the paradigm of subject-object relations between representatives of different levels (state or central level - sectoral-regional level - system-profile level - organizational-structural level - subject-object level or basic level - state or central level) is changed to the paradigm of partnership-consulting relations. Among the possible mechanisms for realizing the potential of the model of partnership and consulting relations in the field of quality assurance of higher education may be the representation of public organizations formed with the participation of scientific and pedagogical workers at each of the levels we have determined (a public organization cannot be considered at the level of an object of hierarchical influence from a particular subject of public policy in the field of quality assurance of higher education, but at the same time it is a full-fledged participant (subject) in the formation of a management decision). The mechanism for involving public organizations specialized in the issues of quality assurance of higher education (here we are talking about those public organizations whose statutory objectives focus on participation in the

formation and implementation of state policy in the field of higher education) requires a separate direction of scientific research, and therefore is determined by us at the level of one of the promising for the organization of further research.

Conclusions. Taking into account the above, we can formulate the following main conclusions. First, the norms of the Law of Ukraine "On Higher Education" specify only a certain group of subjects of formation (definition) and implementation of public policy in the field of higher education. This group of subjects can be correlated with the "state or central" and sectoral-regional" levels, leaving the same some of the other levels of quality assurance of higher education without identifying the actors represented at them. In addition, the institutionalized norm in the Law on the system of quality assurance of higher education (system of internal quality assurance; system of external quality assurance of educational activities of higher education institutions and quality of higher education; system of quality assurance of activities of the National Agency for Higher Education) appeals to the "system-profile" and "organizational-structural" levels, but at the same time, unlike the "state or central" and "industry-regional" levels, it does not specify the subjects. Given the absence of a direct norm in the Law on specifying the subjects of public policy in the field of quality assurance of higher education at these levels, we can assume that the relevant actors are the National Agency for Higher Education and HEIs. A situation arises in which the so-called subject-object or basic level is not represented by its subjects at all. The absence of such representation (specified by the norms of the Law) levels the status, and with it the potential for influence on the quality of higher education, of those directly involved in ensuring the connection between the content of education and its applicants. The main subjects of this level are scientific and pedagogical workers and representatives of professional organizations (communities). With certain restrictions, the list of subjects mentioned above can be supplemented by applicants for higher education.

Secondly, the levels of formation and implementation of public policy in the field of quality assurance in higher education that we have specified (state or central level; sectoral-regional level; system-profile level; organizational-

structural level; subject-object level or basic level), and accordingly the subjects affiliated with them, should not be considered through the prism of the subject-object paradigm, however, each of the actors, regardless of the level at which it is represented, is not so much a bearer of the status of "subject - object" of management, as an implementer of the functions of partnership and consulting interactions. Conditional provision of the statuses of certain subjects (actors) provided for by the level of representation related to the formation and implementation of public policy in the field of higher education, while simultaneously strengthening the significance of dialogization of preparation and making managerial decisions with the appropriate focus of attention, has a positive effect on the effectiveness of the functioning of the quality assurance system of higher education. A scientific and pedagogical worker, as well as other actors of the subject-subject or basic level, for example, representatives of professional organizations (communities) and higher education applicants, must have mechanisms for real influence not only on the content and practice of implementing public policy in the field of higher education, but also on subjects (actors) of its other levels. The mechanism of such participation can be barrier-free (free), unburdensome access to the actor by specialized public organizations to the issues of higher education to the development of the content of public policy in the field of higher education, as well as the definition of mechanisms for ensuring its quality (here we refer not only to mechanisms for ensuring the quality of higher education, but also to mechanisms for ensuring the quality of public policy on ensuring the quality of higher education).

Thirdly, among the main mechanisms for changing the subject-object paradigm of relations between actors of public policy in the field of higher education to a partnership-consulting model of interaction between representatives of each level of formation and implementation of public policy in the field of ensuring the quality of higher education, attention should be paid to the potential of the following: 1) regulatory and legal mechanism - consolidating the powers of public organizations created with the participation of scientific and pedagogical workers regarding the possibility of their direct and barrier-free participation in the formation and implementation of public

policy in the field of higher education, as well as the possibility of their direct public supervision over the activities of entities at each level of updating public policy in the field of ensuring the quality of higher education in Ukraine; 2) moral and ethical mechanism - the formation of moral and psychological conditions for fostering a culture of quality, both at the level of formation and implementation of public policy in the field of higher education, and at the level of public policy in the field of ensuring the quality of higher education; 3) socio-political mechanism – establishing and maintaining mutual understanding and mutual respect between the main subjects (actors) of the formation and implementation of public policy in the field of ensuring the quality of higher education; 4) socio-psychological mechanism – ensuring the emergence of such psychological states in the subjects (actors) of the formation and implementation of public policy in the field of ensuring the quality of higher education that reduce the potential of the subject-object model of interaction in favor of the partnership-consulting one; 5) communication-diplomatic mechanism – promoting coordination of the goals of the functioning of each of the levels of the formation and implementation of public policy in the field of ensuring the quality of higher education, as well as establishing trusting relationships between their representatives (actors); 6) educational and educational mechanism – forming in the subjects (actors) of the formation and implementation of public policy in the field of ensuring the quality of higher education of general and professional competencies regarding the mechanisms of formation and implementation of public policy in the field of higher education. The above list is not complete, and therefore can be supplemented by highlighting the potential of, for example, economic and administrative and organizational mechanisms.

Among the promising areas for further scientific research in this area, the most important are those whose research focus is on identifying system-forming dependencies and functions of public policy entities in the field of quality assurance of higher education in Ukraine, as well as identifying contradictions within the functional component of the quality assurance system.

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