



## 6. ПОШУКИ ОБДАРОВАНОСТІ



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### THE EXTERNAL ASSESSMENT DEVELOPMENT IN UKRAINIAN EDUCATION AT CONTEMPORARY STAGE

Summary.

*The peculiarities and prospects of the procedures for external assessment in education contemporary development including the External Independent Assessment, teachers' certification and institutional audit are explored in the article. It was indicated that, fundamental changes in evaluation the graduates' knowledge in the system of General Secondary Education occurred after the External Independent Assessment implementation - the learning outcomes evaluation obtained by a person at a certain educational level, conducted by a specially authorized state institution. The list of the countries, where the External Independent Assessment is implemented was introduced. The authors indicate, that the External Independent Assessment is expected to expand to primary school graduates due to the introduction of subject-oriented studying in a senior New Ukrainian School. The article shows that, the attestation has a positive impact on improving the quality of teachers' professional competence. The work also highlights the attestation drawbacks: the lack of clear criteria and indicators in the pedagogic activity results' assessment, ignoring a corporate character of the pedagogic activity, opinions of parents, students, social institutes on the attestation process. It is concluded that the most problematic for an external assessment practical implementation is the teachers' certification, which in the near future is proposed to be carried out exclusively on a voluntary basis with a simultaneous improvement of the teachers' validation procedure.*

**Keywords:** educational institutions; pupils; pedagogical staff; institutional functions' separation; external independent assessment; certification; institutional audit.

Fundamental reforms in educational system of the country at the current stage are impossible without improving the processes of its evaluation components and identifying on this basis the ways of its further development.

According to the Law of Ukraine "On Education" among innovational principles of state policy in the field of education at current state is institutional separation of such functions as: providing the activity of educational institutions and their control [1]. This problem really

needs considerable attention, as until very recently authorities in educational administration controlled the level of education, certification of educational institutions and pedagogical staff at the same time providing functioning of these institutions. Undoubtedly, this led to subjectivity in assessment and has not improved the quality of education, besides it contradicted the educational practice of developed countries.

It should be noted that since the state guarantees academic, organizational, financial and personnel



autonomy of educational institutions (article 23) and academic freedom of pedagogic staff (article 54), it's quite natural, that it acquired the functions to control the level of education, effectiveness of educational establishments and evaluation of professional competence of pedagogical staff [1].

However, the experience of solving these important issues in our country is only being gained, regulatory support needs refinement, international experience in many issues is quite ambiguous.

Therefore, the study of the features and prospects of the development of external evaluation in education at the present stage is quite relevant.

Applying monitoring investigations, including educational one, as the main tool of defining education quality was actively studied by foreign and ukrainian scientists: I. Annenkova [2], S., V. Kalnei, S. Shishov [3], O. Kasianova [4], I. Lapina [5], A. Maiorov [6], N. Maksimchuk [7], O. Lokshina [8] and other. Special aspects of quality education assessment were analysed in details by such scholars as: V. Avanesov [9], I. Bulah, M. Mruga [10], T. Lukina [11], M. Potashnik [12], E. Hrikov [13], L. Shchogoleva, G. Monaku [14] and other. Ukrainian scientists L. Bila [15], L. Hrynevych [16], V. Sergienko [17], I. Likarchuk [18] and other in their investigated problems connected with external assessment in the context of creating national monitoring system and providing equal access to highly qualified education.

The purpose of the article is to analyse the peculiarities and development prospects of modern external evaluation procedures in Ukrainian education.

Under the provisions of the Act "On Education" institutional separation of control functions and support of the educational institutions' activity is suggested to carry out by state implementation of such external assessment procedures in education:

- external independent assessment (article 47);
- institutional audit (article 45);
- certification of teaching staff (article 51) [1]

These procedures should be analysed in details.

It should be mentioned, that attempts to improve the evaluation system of students' knowledge have been made repeatedly in the country at present stage. Thus, in 2000, Ministry of Education and Science of Ukraine by Decree No. 428/48 instead of four-point scale introduced 12-point scale for testing students' achievements in the system of General Secondary Education [19]; by decree No. 588 instead of exams in schools was introduced state final academic assessment of students [20]. However, these innovations have not led to a noticeable effect.

Fundamental changes in evaluation the graduates' knowledge in the system of General Secondary Education occurred after implementation of External Independent Assessment - the evaluation of learning outcomes obtained by a person at a certain level of education, conducted by a specially authorized state institution [1].

The first attempt to introduce testing of school graduates in Ukraine was made in 1993, which failed.

The legislative basis to implement External Independent Assessment were Decrees of the Cabinet of Ministers of Ukraine from August 25, 2004, No. 1095 "Some Issues of Implementing External Independent Assessment and Monitoring the Quality of Education" [21] and from December 31, 2005 No. 1312 "On Immediate Measures of implementing External Independent Assessment and Monitoring Education Quality" [22].

In 2002–2007 External Independent Assessment was carried out selectively and since 2008 (6 years after start of the procedure!) it has been conducted by the Ukrainian Centre for Education Quality Assessment for all applicants.

It should be noted that External Evaluation is conducted in Australia, Azerbaijan, Bulgaria, the United Kingdom, Georgia, Denmark, Italy, Kazakhstan, Kyrgyzstan, Latvia, Lithuania, the Netherlands, Germany, Poland, Russia, Slovenia, the USA, Hungary, Finland, France, Japan etc. In 16 countries such testing serves both as a final exam from school and also as an entrance exam to higher educational institutions [23].

Despite some shortcomings in the organization of External Independent Assessment, more than two thirds of Ukrainian citizens support this procedure, because it creates equal rights for all the applicants [24]. Although evaluation procedure, tests content needs further improvement, External Independent Assessment is appropriate at the present time. Moreover, it is expected to expand to primary school graduates due to the introduction of subject-oriented studying in senior school of New Ukrainian School.

The experience gained during External Independent Assessment has become useful for conducting institutional audit – integrated external audits and evaluation of educational and management processes of educational institutions in order to bring them in compliance with requirements of legislation and licensing conditions. Institutional audit of educational establishments should be conducted by State Service of Educational Quality Evaluation and its territorial administrations once every 10 years.

It should be mentioned that external systems for testing the quality of educational institutions activity are functioning successfully in most European countries – Austria, Belgium, United Kingdom, Denmark, Lithuania, Norway, Slovakia, Hungary, Czech Republic, Sweden, etc. [25; 26].

In Ukraine, for a long time the effectiveness of educational institutions was controlled by inspections.

At the same time during 1992–1994 in Ukraine was successfully implemented a pilot project on school attestation. In 1996 began mass attestation of secondary educational institutions on the basis of a relevant Model Regulation approved by the Ministry



and Science of Ukraine, Decree No. 66 [27]. Initially, the attestation was conducted once every 5 years, and since 2001 – once every 10 years. In 2001 and in 2015, the Ministry updated the procedure for conducting state attestation of educational institutions, taking into account the identified shortcomings.

However, the main problem of educational institutions attestation was the fact, that it was conducted by educational authorities that directly organized the educational process. In other words, these authorities evaluated their own actions, so they could not provide full objectivity in evaluation of educational and management processes. In order to solve above mentioned problems since 2019 Ukraine has introduced institutional audit.

Ministry of Education and Science of Ukraine by Decree No. 17 from 09.01.2019 approved the procedure of conducting institutional audit for general secondary educational institutions [28].

The first pilot audits of secondary educational institutions are conducted in 2019, and starting from 2019 institutional audit has become popular and massive procedure without any transition period.

In spite of this, in our opinion, particular difficulties in introducing institutional audit in educational institutions are not expected, because there is significant analogy of audit with inspections and state attestation of educational institutions. Quite new aspect of institutional audit assessment is testing the internal quality of educational system [29].

Currently procedure for institutional audits for other educational institutions is being developed (except higher education). In general, administrators and teaching staff of educational institutions positively take institutional audit as a procedure of external assessment of the effectiveness of their activity. Therefore, its mass introduction would not course particular difficulties.

The most problematic is certification of pedagogical staff – external assessment of pedagogical staff professional competences, which is carried out by independent testing, self-assessment and study of personal professional experience. Certification is voluntary, the received certificate gives the right to receive additional 20 % of salary and is valid for three years. Certification is carried out by Ministry of Education and Science of Ukraine, State Service of Education Quality and Ukrainian Centre of Education Quality Assessment.

It should be mentioned that in Ukraine the experience of complex assessment of pedagogic staff professional activity has been developed over the last three decades in the process of teaching staff attestation, which was mainly carried out in educational institutions [1].

In 1992 by Decree of Ministry of Education of Ukraine No. 125 was validated Temporary Regulation and a year later by Decree No. 310 – Typical Regulation on pedagogic staff attestation [30].

Now in force is Typical Regulation on attestation, validated by Decree of Ministers of Education and Science of Ukraine, from 6.10.2010 No. 930 (with amendments) [31].

In general, attestation has positive impact on improving the quality of teachers' professional competence. But such drawbacks as the lack of clear criteria and indicators in assessment of pedagogic activity results, not taking into account corporate character of pedagogic activity, ignoring opinions of parents, students, social institutes on attestation process etc. significantly reduce the effectiveness of above mentioned procedure [32].

It is planned to avoid above mentioned problems in the process of pedagogic staff certification. It should be noted that teachers' certification is conducted in Australia, Georgia, Poland, the USA, etc.

However, in a large part of the developed countries, such a procedure is either not carried out at all or is conducted solely on a voluntary basis in order to encourage the creative activity of teachers [33; 34].

Cabinet of Ministers of Ukraine by Decree No. 1190 from December 27, 2018, validated the Provision on pedagogic staff certification and made an appropriate pilot project in 2019–2021 [35]. For qualified realization of this certification project in 2019 about one thousand elementary school teachers of Ministry of Education and Science, State Service of Quality Education, Ukrainian Centre of Quality Education Evaluation developed necessary regulatory legal acts, that regulate each stage of the procedure. It was prepared more than half a thousand experts, materials for external testing etc.

However, in comments to Internet publications of scientists, methodologists, teachers on issues connected with certification of pedagogic staff, great part of educators express negative attitude to this procedure.

There are several reasons for this. First, teachers have diplomas of higher education, which certify their professional qualification. That is why additional inspections are psychologically negatively accepted by teachers. In this case it would be, probably, more appropriate for future pedagogic staff who are gaining master degree, to conduct attestation in the form of unified qualification exam, as it is provided, for example, for health protection specialties [36; 37].

Secondly, validity of the certificate is too short – three years. It is advisable to expend it to five years, to coordinate it with the terms of attestation, which is non-revocable.

Thirdly, preparation for the certification needs much time and efforts, which distract teachers from their main job.

In addition, stipulated twenty percent extra payment will not make teacher's salary attractive for active and creative youth at the moment, that is why it is not worthwhile to expect a significant number of young pedagogic staff in the near future. At the same



time this procedure may exacerbate the situation in pedagogic community even now.

So, certification of pedagogic staff in the near future should be carried out only on a voluntary basis, at the same time improving the procedure of teachers' attestation. And those, who pass it successfully should be awarded not only twenty percent extra-payment

and next qualification category, but also receive chances of their career promotion, engagement in promising projects etc., that turn them into "agents of changes".

Short comparative characteristics of external evaluation procedures in education of Ukraine are shown in Table 1.

Table 1

Comparative characteristics of external assessment procedures in education

Characteristics of the procedure	Students	Teaching Staff	Educational Institutions
Name of the assessment procedure	Independent assessment	Certification of teaching staff	Institutional audit
The main legislative acts, that provide the procedure	Order of Cabinet of Ministers of Ukraine from 25.08.2004 No. 1095, from 31.12.2005 No. 1312	Order of Cabinet of Ministers of Ukraine from 27.12.2018 No. 1190	Decree of Ministry of Education and Science of Ukraine from 09.01.2019 No. 17
Subject of the evaluation	Level of graduate's achievements	Level of teachers' professional competence	Educational and management processes of educational institutions
Conducting Bodies	Ukrainian Centre of Education Quality Assessment	State Service of Education Quality, Ukrainian Centre of Education Quality Assessment	State Service of Education Quality
Compulsoriness of the procedure	Compulsory	Voluntary	Compulsory
Year of pilot implementation	2002	2019	2019
Year of mass application	2008	Not indicated	2020
Frequency of implementation	Once	Once every 3 years	Once every 10 years
Countries which introduced similar procedures	Australia, United Kingdom, Georgia, Denmark, Italy, Lithuania, Netherlands, Germany, Poland, the USA, Finland, France, Japan etc	The USA, Georgia, Poland, Australia etc	Austria, Belgium, Great Britain, Denmark, Lithuania, Norway, Slovakia, Hungary, Czech Republic, Sweden etc.
Propositions on procedure development	To expend External Independent Evaluation on primary school graduates	To conduct certification on voluntary basis	To conduct audit for all educational institutions

Source: own research.

The article substantiates, that realisation of institutional separation principles in functions of ensuring institutional activity of educational establishments and their control led to the development of external assessment in education, implementation of which is put on the state.

Ukraine has developed the experience of conducting external independent assessment for graduates of the general secondary education system, which is advisable to use both for extending the mentioned procedure on primary school graduates and for introduction the institutional audit and certification of pedagogic staff.

Institutional audit of educational institutions is expected to be done without any difficulties. At the same time in the process of practical implementation of pedagogic certification may appear some serious problems, which will make its implementation in the near future only on a voluntary basis improving the procedure of teachers' attestation at the same time.

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**Кубіцький С.О., Рудик Я.М., Вощевська О.В.**  
**Розвиток зовнішнього оцінювання в освіті на сучасному етапі.**

Анотація.

У статті досліджено особливості та перспективи розвитку сучасних процедур зовнішнього оцінювання в освіті, а саме: зовнішнього незалежно-

го оцінювання, сертифікації педагогічних працівників та інституційного аудиту. Автори дійшли висновку, що найбільш проблемною для практичного впровадження є сертифікація педпрацівників, яку запропоновано в найближчій перспективі проводити виключно на добровільних засадах з одночасним удосконаленням процедури атестації педагогів.

**Ключові слова:** заклади освіти; учні; педагогічні працівники; інституційне відокремлення функцій; зовнішнє незалежне оцінювання; сертифікація; інституційний аудит.

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