

## The System of Public Administration in educational institutions in rural regions in the context of the development of educational culture

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**ABSTRACT.** The main purpose of the article is to study the main qualities of public administration of the higher education system in rural areas. One of the tasks of the state policy in relation to higher education in rural areas at present is the development of a system for diagnosing the quality of education to determine the compliance of the level of education with state standards. In the formation of state policy in the field of higher education in modern conditions, in comparison with recent times, the problem of the quality of higher education has become the leading one. Formation of conditions for the fullest satisfaction of the needs of citizens in high-quality higher education, and the economy - in competent specialists, is becoming one of the main tasks of public administration bodies in higher education in rural areas. In modern conditions of civilizational development, the state plays the main, decisive role in the development of education - by its inherent methods, it is actively involved in the management of educational processes in rural areas. As a result of the study, the most indicative foreign experience of public administration of the higher education system in rural areas was analyzed.

**Keywords:** pedagogy, higher education system, rural education, public administration, rural areas.

## **El Sistema de Gestión Pública en las instituciones educativas de las regiones rurales en el contexto del desarrollo de la cultura educativa**

**RESUMEN.** El propósito principal del artículo es estudiar las principales cualidades de la administración pública del sistema de educación superior en las zonas rurales. Una de las tareas de la política estatal en relación con la educación superior en las zonas rurales en la actualidad es el desarrollo de un sistema de diagnóstico de la calidad de la educación para determinar el cumplimiento del nivel de educación con los estándares estatales. En la formación de la política estatal en el campo de la educación superior en las condiciones modernas, en comparación con los últimos tiempos, el problema de la calidad de la educación superior se ha convertido en el principal. La formación de condiciones para la plena satisfacción de las necesidades de los ciudadanos en educación superior de alta calidad y la economía, en especialistas competentes, se está convirtiendo en una de las principales tareas de los órganos de administración pública en educación superior en áreas rurales. En las condiciones modernas del desarrollo de la civilización, el estado desempeña el papel principal y decisivo en el desarrollo de la educación: por sus métodos inherentes, participa activamente en la gestión de los procesos educativos en las zonas rurales. Como resultado del estudio se analizó la experiencia extranjera más indicativa de la gestión pública del sistema de educación superior en el medio rural.

**Palabras clave:** pedagogía, sistema de educación superior, educación rural, administración pública, áreas rurales.

## **O Sistema de Administração Pública em instituições de ensino em regiões rurais no contexto do desenvolvimento da cultura educacional**

**RESUMO.** O objetivo principal do artigo é estudar as principais qualidades da administração pública do sistema de ensino superior no meio rural. Uma das tarefas da política estadual em relação ao ensino superior em áreas rurais atualmente é o desenvolvimento de um sistema de diagnóstico da qualidade da educação para determinar a conformidade do nível de ensino com os padrões estaduais. Na formação da política estatal no campo do ensino superior em condições modernas, em comparação com os tempos recentes, o problema da qualidade do ensino superior tornou-se o principal. A formação de condições para a plena satisfação das necessidades dos cidadãos no ensino superior de qualidade, e da economia - em especialistas competentes, está a tornar-se uma das principais tarefas dos órgãos da administração pública no ensino superior no meio rural. Nas condições modernas de desenvolvimento civilizacional, o Estado desempenha o papel principal e decisivo no desenvolvimento da educação - pelos seus métodos inerentes, está ativamente envolvido na gestão dos processos educacionais no meio rural. Como resultado do estudo, foi analisada a experiência estrangeira mais indicativa da administração pública do sistema de ensino superior em áreas rurais.

**Palavras-chave:** pedagogia, sistema de ensino superior, educação do campo, administração pública, espaço rural.

## Introduction

In recent years, a chaotic development of the educational services market has been carried out, which has caused a disproportionate supply and demand. Given the presence of high competition, demographic and economic differences in the region, the educational services market is characterized by instability and insecurity. Regional rural educational institutions should reorient their activities to the actual needs of the economy, focusing on the priority needs of the modern labor market and the needs of the population. The formation of a regional market of educational services in rural areas cannot be imagined without the use of marketing communications, which are a key tool for promoting educational institutions in the educational services market.

The main function of public administration bodies in higher education in rural areas - evaluation - should from the very beginning be split between the state administration structures proper and non-state audit, accreditation agencies, and the professional community. Only under such conditions, the mechanism we propose will be effective, mobile, flexible, workable in the face of changes with the necessary resource of power and guarantees of efficiency, the ability to improve through the procedural side of public administration and modernize the interaction of subsystems of the public administration system and the public.

The quality of education as a managerial category is aimed at finding ways of its development and renewal, determines strategies for influencing the functioning of the educational system and methods of influencing the indicators of the functioning of the educational system, and chooses ways of changes and development. The quality of education is considered as the quality of the result of the educational process - the compliance of the level of training of graduates with the demand of employers, the requirements of standards and characteristics of the system for ensuring this quality - the content of education, the level of training of applicants, students, teaching staff, information and methodological support, material and technical support of the quality of training, used teaching technologies, scientific activities, etc.

Under the influence of globalization, education is losing the borders of the state, the spectrum of offers for educational services and demand is expanding. Both of them are diversifying at an increasing rate in terms of the content, duration and methodology of training, according to age groups of those wishing to study according to the ultimate goal and the cost of educational services.

The need for state regulation of the higher education system is determined by the inability of the market to provide educational services in full and of a certain quality, as well as the refusal of strict administrative management of the higher education system. Education is a component of socio-economic development of the state and in modern conditions needs to be reformed and renewed. Therefore, today it is important to develop new strategies for reforming and improving the higher education system, to conduct an independent examination of the activities of higher education institutions, to determine the social order, to monitor the activities of the state apparatus.

Transformational changes in society, political crises, economic instability of the state, inability of public authorities to make timely and effective management decisions to regulate the higher education system - all this leads to lower quality of services in higher education. As at the beginning of the XXI century, today the sphere of educational policy has the following characteristics: limited resources, their mostly irrational use, systemic deficit of budget funding, lack of priority status in society, low activity of other participants in educational policy and more.

One of the important directions of the state educational policy in rural areas is the formation of the mechanism of state management of the quality of education, the obligatory components of which are the national system of monitoring the quality of education, introduction of the institute of independent evaluation of the achieved results. The implementation of European standards of education quality in higher education institutions should promote the competitiveness and employment of graduates as a priority in overcoming labor market imbalances and economic instability in general. Modernization of the education system in the world, its approximation to European standards involves the development of state-public model of education management. The reform of the current system of public education management should be combined with the reform of public administration.

An important mechanism of public administration of higher education in rural areas is budget funding as the most important lever of state influence on the entire system and on individual educational institutions. The provision of educational services integrates a number of significant problems in the organization of financing of educational institutions, the rational solution of which depends on the efficiency of the entire education system and the possibility of its continuous development.

Note that the mechanism of public administration is to bring the object of government to the desired state by organizing channels of direct and feedback, which transforms the life of society into a single, purposeful, efficient, productive organism that is constantly evolving. It is with the help of the control mechanism that the external and internal interaction of the bodies of the control system is regulated: the direct communication channel receives administrative information to the object of management, and the feedback channel - reporting. Therefore, in our opinion, the control mechanism should be a component of the mechanism of public administration.

Higher education institutions in rural areas, focusing on the tasks of training specialists, as specific goals of their own activities, proceed from the general goal of any education to form the professional and personal qualities of graduates necessary for future activities. Accordingly, the central problem of training specialists is to determine the professional and personal qualities that the subjects of education should acquire in the process of their education. The development of mechanisms of public administration of education in rural areas is characterized by the following factors: public authorities in the field of education play several roles in social interaction - from traditional interaction to the system of initiators and mediators of social interactions with non-systemic partners; state norms of relations and interactions in education are at the stage of new formation, so the advanced legal norms of consolidation and regulation of such relations do not find the expected practical spread (Kryshtanovych, Kryshtanovych, Stechkevych, Ivanytska & Huzii, 2020).

The main purpose of the article is to study the main qualities of public administration of the higher education system in rural areas. In this context, the main object of research will be the system of public administration of higher education in rural areas.

## **Methodology**

The main purpose of the article is to study the main qualities of public administration of the higher education system in rural areas. To do this, a number of methods were used that make up the research methodology. The study was conducted using the following theoretical methods: system analysis and synthesis, induction and deduction, comparison, classification, generalization and systematization, idealization and abstraction. These methods are actively used in many studies (Kryshtanovych, Kryshtanovych, Stechkevych, Ivanytska & Huzii, 2020).

The methods of system analysis and synthesis were used for a detailed analysis of theoretical and practical information for the purpose of its processing. Methods of induction and deduction were used to understand the information received. Comparison and classification methods were used to compare information and facts in order to select the optimal result. Methods of generalization and systematization, idealization and abstraction were used to form certain conclusions and research results.

In general, our study consisted of the analysis and processing of information, its thorough study, during the study itself, the education system in rural areas was carefully analyzed.

## **Research results**

In a developed civil society, power is dependent on citizens, because the public has an influence on the planning of the work of government bodies and decision-making. At the same time, the authorities establish close interaction with the public, monitor public opinion, and provide timely information to the public about their activities.

Europe and North America is a region characterized by a diversity of cultures and political and socio-economic conditions. The main themes of public management of educational institutions in rural areas are poverty reduction, citizenship, peace, ethics, responsibility in local and global contexts, democracy and governance, justice, security, human rights, health, gender equality, cultural diversity, rural and urban development, economics, production and consumption patterns, corporate social responsibility, environmental protection, climate change, prevention of negative manifestations of social development, natural resource management, biological and landscape diversity. Europe and North America are leaders in promoting the public administration of educational institutions in rural areas and the implementation of the values of educational culture, because these concepts are of Western origin. Most countries in the region have established rural education systems that employ professional teachers, provide access to basic education and equal rights to education for all, achieve high literacy rates, developed scientific potential and ensure the participation of civil society (Bast, 1995; Braga, 2020; Norkina, 2009).

Let us dwell on certain aspects of education management in these countries, in particular, on the powers of local self-government bodies in the field of education; basic approaches to financing institutions of preschool and general secondary education; and the public in the management of education at the local level.

Estonia. The administration of education in Estonia is decentralized - the distribution of powers between the state, local authorities and the school is clearly defined. The local authority - the municipality / urban area - is primarily responsible for the availability of general education (from preschool to general secondary education), for compulsory school attendance by students, maintenance of preschool institutions and schools. Local authorities are the founder of public schools, the main powers of which include: planning educational development programs within their administrative jurisdiction and their implementation; the creation, reorganization and closure of municipal educational institutions and the provision of economic support and funding; appointment / dismissal of heads of educational institutions under their jurisdiction; organization of transportation of students and teachers to provide medical care and food for children at school; registration of persons with special needs and organization of training for them. The state guarantees free general secondary education.

For this purpose, funds are allocated from the state budget through educational subventions to both municipal and private educational institutions. These expenses are directed to the salaries of teachers and heads of the educational institution, raising their qualifications, textbooks and teaching aids, meals for students. To a large extent, the calculation of the educational subvention is influenced by the occupancy rate of classes.

In addition, the state finances the costs associated with the creation of a boarding school. The rest of the school's expenses are covered by the school governing body (that is, usually the local authority or, with private schools, a private legal entity). City schools are financed from local budgets (utilities, cleaning in schools, work of social workers and psychologists, renovation of premises, etc.). The ratio of expenditures from the state budget to local budgets for general secondary education is 42% and 58%, respectively. To replenish the local budget, OMS, as founders of educational institutions, can provide additional paid services (gym / pool subscriptions); as well as rent out premises (gyms, swimming pools, etc.) after school hours.

Let us analyze the experience of functioning of mechanisms for managing the innovative development of education and science in the leading countries of the world: the USA and Germany. Science, education and innovation are the top national policy priorities of the United States of America. Thanks to this, America was able to secure for itself complete leadership in the international arena in scientific, technical and economic development.

We share the authors' opinion that the United States has a competitive advantage among the world's leading countries in science and education. Indeed, even the United States has such advantages (Table 1).

Table 1 – The most important competitive advantage among the world's leading countries in science and education in USA.

№	Advantage
1	The most developed educational system in the world, which responds flexibly to the needs of society and production
2	A well-developed scientific infrastructure, undeniable leadership in the world in key areas of fundamental and applied science
3	A financial system that provides access to venture capital to support the process of technological innovation in the regional economy
4	State policy in the field of science, technology and education, which ensures the development of development priorities and focus on state funding for the field of education and science
5	Effective practice and long-term traditions of cooperation between the state and the private sector in the field of education and science in rural areas

Source: Formed by authors.

As a result of a study of the mechanisms of education and science management in the United States, the following trends were revealed (Doorwar, Meraj & Hassan, 2019; Drebot, Kryshytanovych, Kryshytanovych & Kozmuk, 2019):

- the use of education management specialists for the management of educational institutions, rather than specialists in scientific fields, the development of a training system for work administrators;
- business strategies are increasingly used in the management of educational institutions.

In the United States, education is sponsored at the federal, state, and local levels. The federal government plays a limited but important role in education policy at all levels. The federal government's primary agency in education is the United States Department of Education, whose mission is to ensure a level playing field to education and to promote

teaching excellence. The Department of Education is also tasked with enacting laws passed by the US Congress to support education at the federal level.

Higher education institutions in rural areas will not be controlled by line ministries and will be able to draw up their own curricula and programs. The expert comes to the conclusion about an increase in investment in education. "If reforms in this area are not implemented, and investments in this sector continue to decline, the effectiveness of the education system will continue to decline and the prospects for economic growth in Eastern Europe and Central Asia will be undermined." (Tkachuk 2018; Zwick, 2018; Voznyuk & Potsulejko, 2012).

Analyzing the systems of higher education management in the countries of Central and Eastern Europe (Czech Republic, Hungary, Poland), among the new promising trends in the reformation development of higher education, researchers highlight the adoption of new laws on higher education, the redistribution of responsibility in the management of education in these countries (Nenko, Orendarchuk, Rudenko & Lytvyn, 2021; Potts & Hagan, 2000; Senthil Kumar, Venkataraman, Meganathan & Meena, 2017). Almost everywhere in this area the role of central authorities is decreasing and the influence of local and regional authorities is growing.

In Germany, there are only 5 publicly recognized private institutions with university status, and 318 are public universities. This principle is unchanged for Austria. In the higher education sector of this country, there are only state higher education institutions. In France, out of 77 universities, five are private, the rest are public. In Spain, university education is provided in 35 educational institutions, 4 of which are private. Although these educational institutions are universities of the Roman Catholic Church and are subsidized by the state. In all countries, medical, pedagogical and agricultural institutions of higher education are mainly state-owned. Their control systems are centralized and federal. In Europe, higher education systems in Italy, France, Sweden, and countries of Central and Eastern Europe have the greatest centralization and cumbersome bureaucratic structures.

The Federal Ministry of Education and Research form all departments in rural areas. The central office is responsible for personnel, organization, infrastructure, budget. The first department deals with the strategic development of educational and research policy, support for gifted children, as well as innovation. The second section fits the bill. The third focuses on vocational education, advanced qualifications and lifelong learning. In the fourth section, work is focused on university and non-university research. Section 5 focuses on key

technologies such as nanotechnology. The sixth department deals with innovations in life and health sciences. The seventh department is responsible for culture and social sciences.

The Federal State Commission for Educational Planning and Research Development is formed on the basis of an agreement between the citizens and the federation in rural areas. Its scope covers educational planning and research support. Serves to coordinate educational policy between the states. Provides a permanent forum for discussion of education by both the federation and the states. The board of the commission changes annually. The composition of the commission includes all representatives of the federal government and one from the governments of the states. The Commission makes recommendations to the head of the federal government and heads of states for decision-making.

Such differences are due to the cultural and national characteristics of the development of the American and European education systems. Despite its undeniable effectiveness, impressive advances in science, structural diversity and the structure of the education system based on democratic principles, there are also internal and internal problems in the educational sphere. However, considering the experience of other countries in this area, it should be noted that reforms in the field of education and science management should be aimed at finding the optimal combination of the center. The main trend is the growth of independence of educational institutions, singing in the management of the educational system of the academic or university community (Shaffer, 2005; Kryshtanovych, Romanova, Koval, Lesko & Lukashevskaya, 2021; Burkšaitienė, 2018).

Let's highlight the following forms and mechanisms of government education sector management: decentralized regulation, active intervention and mixed strategy in rural areas.

However, in virtually all countries, the norm is the central management of educational institutions by the state, represented by the Ministry of Education. In some countries, the regional government shares alignment with the central government. At the same time, in most countries there are national conferences of rectors, one of the tasks of which is to provide the government with proposals on draft legislation in the field of education and other issues.

Consequently, a paradoxical tendency is characteristic for European countries - along with an increase in the autonomy of higher education institutions, the main significant managerial influences still remain in the Ministry. In general, in European countries, the

mechanisms of public administration of education and science are most influenced by global factors, which can be divided into three categories (Table 2).

Table 2 – The main type of mechanisms of public administration of education and science are most influenced by global factors in EU countries.

№	The main type of mechanisms of public administration of education and science in rural areas
1	The collapse of the leading role of innovation in social and economic development, when education was seen as a form of national wealth that contributed to the formation of national identity
2	Re-cleaning the function of the welfare state, including a new volume of public sector activities that are funded by the state
3	The invasion of economic rationalism in the public sector on a global scale. It is under the influence of these factors that the transformation of public administration of education in the EU countries is taking place

Source: Formed by authors.

Asia-Pacific region (key challenges are high ethnic, religious and linguistic diversity, large population on the need for education of adolescents in the field of reproductive health, population migration, statelessness, respect for human rights, armed conflicts, gender inequality (especially in relation to education and the role women), loss of indigenous knowledge, large geographic size of countries, which creates difficulties in communication between territories (especially in island countries), limited access to vocational education, an increasing number of recurring natural disasters that create temporary and lasting problems in the economic, social and environmental development of countries). In this regard, rural education for sustainable development in this region requires the support of governments and the incorporation of an educational culture into national development plans and progress where this support exists and where it is appropriately funded (usually by donor countries).

Canada today is one of the leaders in education in the rural region, an influential country in this area with a developed post-industrial economy, rich in natural resources and human capital. Canada is a federation of 10 provinces and 3 territories that have exclusive educational powers and are involved in sustainable development education. Sustainable

development and rural education for sustainable development is widely represented in policy documents, action plans and frameworks set by governments and other bodies across Canada, from nationwide regulations, education ministries and departments that detail beliefs and strategies that embrace the principles of an educational culture, down to very specific plans for education for sustainable development.

## **Discussions**

As a result of the study of the mechanisms of state management of the innovative development of education and science in rural areas in the leading countries of the world, it was found that a special interpretation. Internationalization at both the national and institutional levels is becoming a key element in the development of education and science in most countries of the world, especially in the Euro. Theorists note the importance of integrated strategic approaches to internationalization (Kryshtanovych, Gavrysh, Kholobina, Melnychuk & Salnikova 2020; Kartashova, 2015; Mazaraki & Tkachenko, 2013). Studies of European education systems allow us to determine the specific characteristics inherent in individual national systems. For example, the English education system is characterized by a market orientation, German - federalism, and French - the preservation of traditions and cultural identity.

Discussing the results of the study, it would be appropriate to highlight that today it is extremely important to analyze the experience of the public administration system for rural education, which is why the results obtained are valuable. Of course, a number of factors depend on the specifics of the countryside and the region, but in general, the principles on which the public administration system should be based should be guided by world experience.

## **Conclusions**

Consequently, the development of the sphere of higher education in rural areas is the priority of each state, since education has a significant impact on the complex transformation processes taking place in the modern world. Quality education is one of the prerequisites for the successful development of a country, its national security and competitiveness.

Analyzing the experience of foreign countries in the implementation of mechanisms of state management of the development of education and science, it is noted that a valuable

experience from the point of view of the existing possibilities of using its best examples is the mechanism of complicity in the scientific and educational sphere of public authorities with the public and the processes of democratization of management, the declaration of autonomy and self-determination of educational institutions, depoliticization and de-ideologization of the educational process in rural areas.

The expediency of improving: the process of shifting the functions of state administration bodies in the direction of forming a policy and strategy for the innovative development of education and science, coordinating resources and efforts necessary for the normal operation of the scientific and educational sphere; links between the educational process and scientific research; directions of diversification of instruments for financing education and science; the optimal combination of centralized and decentralized forms of management.

The main results of the study for rural education are the analysis of international experience and the demonstration of how the system of public administration of education can work effectively and correctly in rural areas.

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