

## PUBLIC ADMINISTRATION IN THE FIELD OF HUMAN RESOURCES DEVELOPMENT: EDUCATIONAL ASPECT

Natalia Hrabovenko<sup>1</sup>, Hanna Kuzmenko<sup>2</sup>

<sup>1</sup>Candidate of Pedagogic Sciences, docent, Professor of the Department of Public Administration, Interregional Academy of Personnel Management, Kyiv, Ukraine, natagrabovenko@ukr.net; ORCID: <https://orcid.org/0000-0001-8896-1292>

<sup>2</sup>Postgraduated Student, Department of Public Administration, Interregional Academy of Personnel Management, Kyiv, Ukraine, anna-kuzmenko96@ukr.net; <https://orcid.org/0000-0003-0672-7633>

**Abstract.** The article analyzes the educational aspect of the current state of public administration of human development. The purpose of the article is to analyze the educational aspect of the current state of human development public administration. It is proved that in the conditions of the global role of education in solving the problems of modernization and national security in Ukraine, the socio-cultural conditionality of modern educational policy grows, which is formed in accordance with the national social development practice. It is determined that the state educational policy is most effectively combined with the state innovation policy. It is an utterly important sphere of activity in a quickly developing society which is characterized by interconnected innovations in all spheres of society. It is claimed that the main organizational principles of educational policy as a tool of public education management are choice and competition; autonomy and implementation of one's own variable educational components; centralization and implementation of the norms of assessment, schemes and methods of work with students established by the central authorities. Philosophical-historical and constitutional-legal aspects of educational policy in the context of human development are revealed. At the current stage of development, Ukraine is in the process of reforming and reassessing values. This requires clarification of the philosophical and historical aspect of education core as a social value. The constitutional and legal aspect of education core is clarified by examining the right to education for both the individual and the state and establishing the relationship between these criteria.

There are two groups of components of the legal state support, which guarantee the realization of a person's right to education, such as legal norms that define the strategy, tasks or goals of the right to education as a social value for the state and legal norms that regulate the education management organization, executive bodies structure, as well as the educational activity functioning order.

There are factors that affect the definition of the social value of the right to education, such as socio-economic, which affects the person's right to education realization level through indirect action on the regulatory and legal support for the national economy development; personnel, which consists in establishing clear requirements for the teaching staff that ensures the proper quality of education; the level of legal culture of the population; European integration factor, which consists in the gradual adaptation of Ukrainian legislation to European standards, including the ensuring of social guarantees of the right to education. It is proved that the guarantee of the human right to education reflects the instrumental potential of human development through education.

**Keywords:** public administration, educational policy, human development management, right to education, innovative development of education.

**JEL Classification:** A20, H52

**Formulas:** 0; **fig.:** 0; **tabl.:** 0; **bibl.:** 14.

**Introduction.** The field of education largely determines the level of human development which is becoming a national priority in an increasing number of countries. Global trends in the innovative development of social processes encourage Ukraine to choose a proactive model of further development and mobilization of public resources, which significantly affect the national education system as a whole

and its general education component in particular. Innovative technologies in education are becoming an effective mechanism for the state advanced development and an effective factor in reforming education and ensuring human development.

The state of affairs in the field of education, the speed and depth of transformation do not meet the needs of society. Preservation and dissemination of the best national education system traditions, ensuring the quality education availability for all citizens and the entry of the Ukrainian education system into the educational and scientific space of Europe remain urgent tasks. The reproductive nature of the national education system management is unable to ensure the self-reproduction of innovation-oriented educational policy for the advanced development of human potential in Ukraine.

Modern theorists define a new stage of society development as noosphere-creative. The latter is characterized by the growth of humanization in all spheres of social life, the priority of human values, the interdependence and interdependence of the human factor, human development, that is the socially active element of production processes. Therefore, in the context of the global education role in solving Ukraine modernization problems, its national security, the socio-cultural conditionality of modern educational policy is growing, which is formed in accordance with national social development practice.

Thus, public policy plays a significant role in the socio-economic development of the country and aims to develop those areas of public life that directly or indirectly determine the growth of human potential. It means that the implementation of state programs aimed at developing human capabilities is extremely important. And in this area, an important place is given to educational policy, which is related to economic, informational, legal, ethical and other components of society and has its roots in the system of all social policy.

Optimal educational policy requires deeply considered, strategic thinking of public managers, a clear idea of the social core of the educational policy itself. Therefore, it is relevant to study the theoretical and practical aspects of educational policy in order to strengthen the position of human potential as the main productive resource through the instrumental possibilities of education.

**Literature review.** Theory and practice of the education regional body management, information and analytical support of educational systems management and ways of management principles introduction in this process were studied by V. Gumeniuk, L. Danilenko, O. Zaichenko, L. Kalinina, V. Maslova, S. Podmazina .

Guidelines and principles of education renewal, modeling of the criteria system for assessing its development are considered in the works of L. Haievaska, N. Hrytsiak, T. Lukina, L. Zhabenko, Y. Molchanova, O. Parkhomenko-Kutsevil, L. Prokopenko, I. Semenets-Orlova , N. Synytsyna, O. Shyian, R. Shyian and others.

**Aims.** The purpose of the article is to analyze the educational aspect of the current state of human development public administration.

**Methods of research.** In the process of the research a set of general scientific and special methods was used, in particular systematization, generalization, synthesis, abstraction, in order to establish the essence, components and conditions of human

development. Expert-analytical method was used in the analysis of mechanisms for human development. The acmeological approach made it possible to identify factors that influence the tendencies of human development.

**Results.** The process of creating public education policy as a tool for public education management in postmodern society is not linear, it requires the involvement of broad sections of the population as stakeholders and is increasingly becoming a public policy. It is a dynamic, competitive and innovative process which is open to change. And here the cross-forces of change are needed to each other.

Post-industrial society is very sensitive to innovation, not only because of its own inherent reliance on ever-increasing knowledge and information, but also because of its social activism in finding a solution to the problem of social justice. In the 1980s, the term "society of one and two thirds" became widespread, which began to be used to describe a possible or real social structure of developed western countries (where  $\frac{2}{3}$  of the population are rich, integrated into the process of production and consumption). and  $\frac{1}{3}$  - doomed to unemployment and poverty). In such a social context, education is determined by the authorities as a tool to reduce social inequality.

In developed countries, education is moving to the foreground during the implementation of state reforms, because it is an important part of social strategy. As the state acts as a guarantor of quality education, it is responsible for the timeliness of updates in education, proper management and resource provision of these updates. The state educational policy should promote the growth of the well-being of every citizen and the competitiveness of the whole state. In addition, the state educational policy is most effectively combined with the state innovation policy, which is an important area of activity in a society of rapid development and is characterized by interconnected innovations in all spheres of life.

The main task of public administration is to regulate public relations by ensuring the rights, freedoms and legitimate interests of citizens. Cultural rights are one of the largest groups of constitutional rights, with the right to education taking precedence. After all, in a social, legal, democratic state, the priority of human rights over the rights of the state is a fundamental value. The form, process and procedure and guarantees of ensuring the human right to education are enshrined in the Constitution of Ukraine and relevant regulations. This is due to the fact that the constitutional right of a person to education is a key element in shaping the constitutional and legal status of citizens. We will consider how guarantees of the human right to education directly affect the development of human potential in the country.

In the information society, there is a need for innovation in education. It is important that for a student who is learning, knowledge of the basics of functioning and development of society becomes important not only in education but also in various fields of human activity, such as public service and entrepreneurship. At the same time, the dynamism of the development of social systems highlights the problem not only of lifelong learning, but also of educational changes that provide an opportunity for more effective organizational learning. The teacher, educational manager is responsible for training the employees of the organization and needs

knowledge of the basic features, functionalities of educational changes and mechanisms of their implementation. According to the theorist A. Elbing, in the XXI century. leaders of the most important organizations for society, such as business, educational, and government, tend to focus on the rapidly changing environment and its impact on the internal structure of the organization [1, p. 9].

According to Canadian researcher M. Fullan, the object of educational change is a developing personality. Among the conditions for the introduction of innovations in education, currently relevant are: renewal of education by the emergence and resolution of contradictions between the form and content of education; stimulation (raising the status) of special innovative activity among educators; emergence and growth of the role of interdisciplinary innovations; increasing the importance of scientific and pedagogical transfer in the field of application of new knowledge between science and pedagogical practice. [2].

An important tendency in modern socio-economic development is the definition of intelligence and continuous staff development as the basis for effective human resource management in the XXI century. New approaches to human resource management can be a major source of positive change in education, as they focus on using the individual abilities of employees in accordance with the strategic goals of educational policy and integrating the needs of employees with the interest of each educational institution [3].

Therefore, the transition to modern approaches to human resource management in Ukraine should begin with the education system, because, in our opinion, the formation of attitude towards people as the highest value of society happens exactly through educational institutions. The strategic goal of education management is to create the most favorable conditions for self-development and self-actualization of the personality of participants in the educational process.

The object of state management of education is the education system, which is directed to the influence of government. The main organizational principles of educational policy as a tool of public education management are as follows: choice and competition, which are reflected in the fundamentality and focus of education on the consumer; autonomy and implementation of their own variable educational components, which reveal the basics of management and commercialization of education and centralization and execution of instructions (establishment of assessment norms, schemes and working methods with students by central authorities).

Today, Ukraine, which is a full-fledged subject of the European educational space, must quickly and with the least losses modernize the system of public administration of education to create a competitive national education system. The current state of reforming Ukrainian society provides grounds for rethinking the objectives of education, legal guarantees for the realization of the right to education, taking into account the requirements of the XXI century.

To understand the essence of education as a social phenomenon, it is necessary to reveal its inner side, philosophical-historical and constitutional-legal aspects. Clarification of the philosophical and historical aspect of the essence of education as

a social value is due to the fact that Ukraine is in the stage of reform and reassessment of values. Therefore, the definition of the education content, which follows from the analysis of different historical periods of its formation and development, will provide a basis for a better understanding of the current situation in the field of education. Education is a structured system of scientific knowledge about the world, nature, human, society and religion, which aims to prepare an intellectually developed individual. The possibility of educating such an individual, ensuring equal access of everyone to education is guaranteed in the legal regulations at the constitutional level to guarantee a person the right to education.

The constitutional and legal aspect of the essence of education can be clarified by examining the right to education as a social value for both the individual and the state and establishing the relationship between these criteria.

Education as a social phenomenon, as well as the right to it is one of the main directions of state development. The right to education, in the national sense, is a legal institution, a system of constitutional and legal provisions, the implementation of which is guaranteed and carried out by the state in the interests of citizens. With the help of regulations the state establishes the procedure for obtaining a level of knowledge, skills and abilities, taking into account all the determinants of dynamic personal development, individual characteristics of work, managerial strategic skills needed to manage society and the state. In fact, the state is interested in forming a high level of education in the individual in order to ensure the functioning of the state as a whole. However, among scholars there is no unambiguous approach to understanding the right to education as a social value of the state. T. Grachova interprets the right to education as a social human right to receive a sufficient amount of knowledge and skills for comprehensive development and preparation for life in society [4, p. 49]. We only partially agree with this statement, because the state can only provide certain guarantees for a person to realize the right to education, but the level of a person's use of this right depends only on each individual.

A.V. Monaienko expressed a one-sided approach to understanding the essence of the right to education as a social phenomenon for the state. He considers the constitutional right to education as a set of legal norms governing the part of social relations that provide the order of education. [5]. It is difficult to agree with this statement, because the right to education cannot be strictly dependent on state regulation in a democratic, legal and social state, which is Ukraine. Although the state enshrines the right to education at the constitutional level, its understanding is reduced not only to an indication of its existence, but also to the formation by the state of legal support for their observance and guarantee.

Legal support of the state guarantee of realization of the person's right to education can be systematized into two groups. The first group should include legal norms that define the strategy, objectives and goals of the right to education as a social value for the state. The goals and norms determine the main parameters of the object of legal regulation of education, which is content, borders of space and time, goals and procedures for exercising the right to education. The second group of legal norms should be called security, because they regulate the organization of education

management, types and structure of executive bodies operating in the field of education, determine their legal status, as well as rules governing the functioning of educational activities.

The first group of regulations should include article №53 of the Constitution of Ukraine [6], which imposes a person's right to education, as well as the laws of Ukraine "On Education" of 05.09.2017, "On professional and technical education" of 10.02.1998, "On higher education" of 01.07.2014, the statute of the National Strategy for the Education Development in Ukraine until 2021 of 25.06.2013 and others.

Another group of legal norms is decrees of the President of Ukraine, in particular "Issues of the Ministry of Education and Science of Ukraine" dated 25.04.2013, On some issues of the National Academy of Public Administration under the President of Ukraine dated 14.08.2012 [7]. In addition, this group includes the rules of the relevant regulations on ministries and departments that have subordinate higher education institutions. The proposed classification shows some synergy between the groups of legal support of the right to education.

In the first group there are norms by which the state determines the social value of education by legislating the goals of education, the content of education, borders of space and time. The legal norms of the second group are based on the provisions of the norms of the first group and determine the organization of the realization of the right of a person to education.

This information provides grounds for identifying the main features of the right to education as a social value for the state, namely: a set of rules governing relations between citizens and the state in the field of education and ensuring comprehensive, full and objective development of the individual.

Thus, a person's right to education is socially significant for the state, as it is aimed at the formation of the individual in society. For each person, the ensuring of rights and freedoms, including the right to education, is a guarantee of the realization of the right to free development of their personality, if it does not violate the rights and freedoms of others, and responsibilities to society, which provides free and comprehensive development of the personality.

The right of a person to education is reflected in the Constitution of Ukraine (Article 53) [6] and referred to section 3. This section is devoted to the rights and freedom of citizens. For these reasons, the state, highlighting the socially significant right to education, points to such characteristic features as inviolability (Article 21 of the Constitution of Ukraine), state guarantee (Article 22 of the Constitution of Ukraine), equality before the law (Article 24 of the Constitution of Ukraine) and others.

Analysis of Articles 3, 8, 10, 11, 12, 19, 21 - 24, 26, 32, 34 - 36, 40, 43, 46, 53, 54, 55, 56, 59 and 157 of the Constitution of Ukraine, which are based on legal status of a person and a citizen, gives grounds to assert that all human and civil rights in general and the right to education in particular, are the personal rights. [6]

To confirm this, we can give the position of V. Kyrychenko and Y. Sokolenko, who define the right to education as a targeted process and result of development, upbringing and education, as a human right to acquire a clearly defined amount of

quality knowledge, skills, professional qualifications, talent development, mental and physical abilities, education of high moral qualities and enrichment of creative, cultural and spiritual potential of the person and acquisition of the educational levels established by the state. [8]

Therefore, determining the social value of the education right for a person is one of the main criteria for forming its essence. The axiom is that the right to education is individual, inalienable and belongs to each person. The social value of the education constitutional right for the individual is due to the providing the person with certain opportunities to meet their needs in the field of education.

O. Kulinich considers the social significance of the right to education for a person as a set of opportunities to receive appropriate education inherent for each person [9, p. 32]. The analysis of the scientific literature gives grounds to state that the issue of understanding the essence of education as a social value for a person has been studied by scientists as the right to education in the subjective sense, where the key concept is the subject (person, individual). The subjective right to education is a measure of the possible behaviour of the subjects of legal relations arising in the field of education, which is enshrined in state regulatory documents.

The implementation of this behaviour is guaranteed by the state through the current system of public authorities, local governments, a network of educational institutions and institutions of various forms of ownership. Also, it is aimed at obtaining the appropriate level, type, form of education, upbringing, involvement in the national and world scientific and cultural heritage in order to ensure a progressive development of each individual and society as a whole [10, p. 8].

According to L. Dolnikova, a person's subjective right to education should be understood as a measure of possible behaviour of a subject established by the state and regulated by law in determining the scope, type and form of realization of this right free of charge in the interests of both the individual, the state and society as a whole. [11, p. 6].

This statement has lost its relevance today, because in a market economy, the right to education, which can be used by the individual should not be reduced only to a free form of obtaining it. A number of scientists think that it is expedient to distinguish between a positivist and a natural legal approach to understanding the essence of a person's subjective right to education.

Thus, according to T. Grachova, the positivist approach characterizes the right to education as a certain possibility of realization of this right only through the system of its state regulation [4, p. 50]. M. Matuzova, A. Malko point out that a person's subjective right to education is naturally legal, as it originates from human nature itself and is a personal intangible [12]. O. Karmanyuk thinks that the subjective right of a person to education has two criteria: formal, which expresses in writing the rules of law in international and national law; semantic, which distinguishes among all human rights its basic rights that ensure the physical, spiritual, cultural and social development of a competitive individual [13, p. 50].

Although these two approaches to understanding a person's subjective right to education coexist, their synergistic combination is seen as the most successful in

determining the social value of the right to education. After all, the right to education cannot be alienated and depend on the will of another person. However, the exercise of this right by a person largely depends on certain factors that influence the definition of strategies for the development of Ukrainian state system.

**Discussion.** Defining the core of a person's right to education as a social value, it is necessary to take into account other spheres of social life of a person and a citizen that directly affect the quality level of legal regulation of a person's right to education. In the study of the concept of the right to education V. Boniak identified the following guarantees of the right to education.

1) Economic (the right to private property, ensuring the financing of state educational institutions, institutions at the expense of the relevant budgets, funds of economic complex branches, state enterprises and organizations, the possibility of attracting additional sources of funding).

2) Political (standardized policy in the field of education for the state and its bodies, creation of various types of general and professional educational institutions, organization of preparatory departments at higher educational institutions, active work of trade unions and public organizations to realize the right to education.

3) Ideological (spiritual and moral) the accessibility of education, the prohibition of restrictions on the right to education on racial or religious grounds; access to information.

4) Legal guarantees (constitutional implementation of the analyzed law, legislative and normative work on creating and financing of educational institutions from the state budget, effective activity of judicial and law enforcement bodies of the state on recovery in case of violation, creation of legal mechanisms to promote human constitutional right to education in Ukraine). [10, p. 9].

**Conclusions.** In this context, we can name a number of factors that affect the definition of the social value of the right to education.

First, the socio-economic factor that affects the level of realization of the right to education by indirect action on the regulatory and legal support for the development of the national economy.

Second, the personnel factor, which is based on establishing clear requirements for teaching staff and ensures the proper quality of education.

Third, the legal culture of citizens, which ensures the spread of awareness in the legal guarantees in the exercise of their right to education through media.

Fourth, the European integration factor, which means the gradual adaptation of Ukrainian legislation system to European standards, including the ensuring of social guarantees of the right to education.

All this gives grounds to conclude that the right to education on the subjective side is based on the individual's need for scientific knowledge, and on the objective side is expressed in regulations. In our opinion, it is the guarantee of ensuring the human right to education that reflects the instrumental potential of human development through education.

**Author contributions.** The authors contributed equally.

**Disclosure statement.** The authors do not have any conflict of interest.



## References:

1. Elbing A.O. (1974) On the Applicability of Environmental Models / McGuire J. W. (ed.). Contemporary Management: Englewood Cliffs; N.J.: Prentice-Hall, P. 283.
2. Fullan M. (2007). The new meaning of educational change (4th ed.) – New York and London, Columbia University : Teachers College Press.
3. Lytsenko I. (2011) Reforming secondary education in Great Britain in the late twentieth - early twenty-first century. Pedagogical sciences. № 3(13), 133-140.
4. Gracheva T. (2004) The human right to education and its development in the context of globalization // Law and law. №3, 49 – 51.
5. Monaenko A.V. (2018) Features of financial activities of higher education institutions as law enforcement activities. Modern university legal education and science. Ternopil, Vol.1, 221-223.
6. The Constitution of Ukraine. Official web portal of the Verkhovna Rada of Ukraine. Retrieved from: <http://zakon3.rada.gov.ua/laws/show/254%D0%BA/96-%D0%B2%D1%80>
7. Decree of 14.08.2012 № 471/2012. On some issues of the National Academy of Public Administration under the President of Ukraine:. – Retrieved from: <http://zakon2.rada.gov.ua/laws/show/471/2012>.
8. Kirichenko VM, Sokolenko Yu.M. (2018) The impact of international human rights law on the Constitution of Ukraine. Scientific Bulletin of Dnipropetrovsk State University of Internal Affairs. № 3, 128-131. Retrieved from: [http://www.irbis-nbuv.gov.ua/cgi-bin/irbis\\_nbuv/cgiirbis\\_64.exe?I21DBN=LINK&P21DBN=UJRN&Z21ID=&S21REF=10&S21CNR=20&S21STN=1&S21FMT=ASP\\_meta&C21COM=S&2\\_S21P03=FILA=&2\\_S21STR=nvdv\\_s\\_2018\\_3\\_27](http://www.irbis-nbuv.gov.ua/cgi-bin/irbis_nbuv/cgiirbis_64.exe?I21DBN=LINK&P21DBN=UJRN&Z21ID=&S21REF=10&S21CNR=20&S21STN=1&S21FMT=ASP_meta&C21COM=S&2_S21P03=FILA=&2_S21STR=nvdv_s_2018_3_27).
9. Kulinich O. (2014) The constitutional right to education in the objective and subjective sense. Yurydychnyy visnyk, № 1, 31–36.
10. Bonyak V. (2005) The constitutional right of man and citizen to education and its provision in Ukraine. Kyiv. 20 p.
11. Dolnikova L. (1984) The constitutional right to education of Soviet citizens. Saratov, p. 6.
12. Matuzova M., Malko A. (2004) Theory of State and Law: a textbook. Retrieved from: [https://pravo-olymp.ru/wp-content/uploads/2013/04/TGP\\_Matuzov\\_Malko.pdf](https://pravo-olymp.ru/wp-content/uploads/2013/04/TGP_Matuzov_Malko.pdf).
13. Karmanyuk O. (2012) Subjective rights and legal obligation in the context of the rule of law in Ukrainian society. Journal of Kyiv University of Law. № 3, 48 – 52.
14. Semenets-Orlova IA (2016) Modeling as a method of public management of educational change // Public Administration and Local Self-Government. Vol. №4 (31). Retrieved from: [http://www.dridu.dp.ua/vidavnictvo/2016/2016\\_04\(31\)/7.pdf](http://www.dridu.dp.ua/vidavnictvo/2016/2016_04(31)/7.pdf).

*Received: October 21, 2020*  
*Approved: November 27, 2020*