

THE CULTURAL AND EDUCATIONAL DEVELOPMENT OF TERRITORIAL COMMUNITIES AS A FACTOR OF INNOVATIVE PUBLIC ADMINISTRATION

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Maslyak M. I. The Cultural and Educational Development of Territorial Communities as a Factor of Innovative Public Administration

The article substantiates the conceptual foundations of cultural and educational development of territorial communities as a significant factor of innovative transformations in the public administration system. The relevance of the study is due to modern decentralization processes that require a transition from directive-administrative management methods to service-oriented models, where the development of human capital becomes a priority task of local authorities. The author analyzes the role of cultural and educational initiatives not only as instruments of social support, but also as catalysts of the economic and innovative capacity of communities. It is proved that innovative public administration in this area involves the implementation of new forms of interaction between the State, business and civil society, in particular through the creation of cultural hubs, creative spaces and digitalization of educational services. The article identifies key challenges that local governments face when implementing cultural and educational policy, namely: a deficit in budget funding, a low level of human resources potential and a lack of digital infrastructure. Based on the analysis of domestic and European experience, innovative mechanisms for optimizing management are proposed, including: the introduction of project management, strategic planning using participatory tools, and the development of public-private partnerships. Particular attention is paid to the transformation of the role of a public manager, who in modern conditions must act as a facilitator and moderator of processes aimed at forming a capable community. It is concluded that the integration of cultural and educational components into the overall community development strategy allows not only to increase the level of citizen satisfaction with public services, but also to ensure sustainable development of territories through the capitalization of cultural heritage and the development of creative industries.

Keywords: public administration; territorial community; cultural and educational development; innovation; decentralization; human capital; creative economy; service management model.

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Масляк М. І. Культурно-освітній розвиток територіальних громад як чинник інноваційного публічного управління

У статті обґрунтовано концептуальні засади культурно-освітнього розвитку територіальних громад як вагомого чинника інноваційних трансформацій у системі публічного управління. Актуальність дослідження зумовлена сучасними процесами децентралізації, що вимагають переходу від директивно-адміністративних методів управління до сервісно-орієнтованих моделей, де розвиток людського капіталу стає пріоритетним завданням місцевої влади. Автор аналізує роль культурно-освітніх ініціатив не лише як інструментів соціальної підтримки, а як каталізаторів економічної та інноваційної спроможності громад. Доведено, що інноваційне публічне управління в цій сфері передбачає впровадження новітніх форм взаємодії держави, бізнесу та громадянського суспільства, зокрема через створення культурних хабів, креативних просторів та цифровізацію освітніх послуг. У роботі виокремлено ключові виклики, з якими стикаються органи місцевого самоврядування під час реалізації культурно-освітньої політики, а саме: дефіцит бюджетного фінансування, низький рівень кадрового потенціалу та недостатність цифрової інфраструктури. На основі аналізу вітчизняного та європейського досвіду запропоновано інноваційні механізми оптимізації управління, серед яких: впровадження проєктного менеджменту, стратегічне планування з використанням інструментів партисипації та розвиток публічно-приватного партнерства. Особливу увагу приділено трансформації ролі публічного управління, який у сучасних умовах має виступати фасилітатором і модератором процесів, спрямованих на формування спроможної громади. Зроблено висновок, що інтеграція культурного та освітнього компонентів у загальну стратегію розвитку громади дозволяє не лише підвищити рівень задоволеності громадян публічними послугами, а й забезпечити сталий розвиток територій через капіталізацію культурної спадщини та розвиток креативних індустрій.

Ключові слова: публічне управління; територіальна громада; культурно-освітній розвиток; інновації; децентралізація; людський капітал; креативна економіка; сервісна модель управління.

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In the context of deepening processes of decentralization of power in Ukraine, territorial communities have transformed from objects of State administration into key subjects of formation of a new architecture of public administration. The transfer of powers and financial resources to the basic level has opened up opportunities for the implementation of local innovations aimed at improving the quality of life of the population. However, the practice of functioning of united territorial communities shows that the realization of their internal potential today increasingly often rests against systemic barriers: outdated management paradigms, inertia of thinking and the inability to go beyond the traditional distributional approach to budget funds.

The development of education is one of the most important tasks for any country. This is especially relevant in the context of reforming public administration and strengthening democratic institutions. Administrative-territorial reform involves the implementation of a number of tasks to realize the potential of individual territorial communities in order to effectively use their potential for sustainable development, combining centralization and decentralization in the implementation of public authority functions. In conditions of the ongoing war, solving tasks becomes more difficult, a significant part of them is postponed in time. At the same time, the task of modernizing the educational sphere in the direction of decentralizing education, improving the quality of educational services, the effectiveness of financing the educational sector, and involving the public in the management of educational institutions remains relevant. The theoretical and applied significance of decentralizing education allows us to explore the theoretical foundations and practical experience of this process, to determine the directions of development of education in territorial communities in the conditions of Ukrainian reality, taking into account the fact that military actions did not stop the reform process.

This problem is especially acute in the cultural and educational sphere. For a long time, in the public administration system, these industries were perceived as extremely costly, secondary sectors that only require "maintenance" of the existing infrastructure (libraries, clubs, schools). Such a directive-administrative approach ignores the rapid changes in the sociocultural environment, where culture and education have become the foundation for the development of creative industries, digital literacy, and the formation of social capital.

Today, there is an urgent need to radically rethink cultural and educational development not as a "social burden" on the community budget, but as a strategic factor in innovative public management. The challenges of the modern globalized world, demographic cri-

ses, and migration processes require local authorities to transition to models where human capital becomes the main engine of economic growth of territories.

The relevance of this problem is due to a number of contradictions that require scientific resolution:

1. Between the need for innovation and the inertia of management practices: most local governments continue to use directive-executive methods of managing cultural and educational institutions, while modern society requires service-oriented models, where the citizen acts as a co-creator, not a passive consumer of services.

2. Between available resources and the efficiency of their use: in many communities, the existing cultural and educational infrastructure (libraries, cultural centers, after-school education institutions) operates in the mode of "activity support" rather than "capacity development". The lack of modern project management leads to the fact that the cultural resources of the community remain grossly underestimated and not integrated into the overall sustainable development strategy.

3. Between the challenges of digitalization and the digital divide: innovative public administration involves the integration of digital tools (e-education, digital archives, online platforms for cultural dialogue), however, the lack of competencies among public servants and the lack of appropriate infrastructure in the regions complicate this process, turning "digital transformation" into a formality.

4. Between local challenges and global trends: the cultural and educational sphere has become the foundation for the development of creative industries and the formation of social capital, which is the basis of the competitiveness of territories. However, local public administration often ignores these challenges, focusing exclusively on the current economic support of institutions.

Thus, cultural and educational development has finally lost its status as a purely humanitarian sector and has transformed into a key marker of the institutional stability of a territorial community. In modern conditions, it serves as the foundation for building a "resilient" community, capable of withstanding both external geopolitical challenges and internal social deformations.

The formulation of the scientific problem today goes far beyond the optimization of the network of institutions or improving the quality of service provision. This is a question of a higher order: the search for an architecture of innovative public management that is capable of integrating the cultural and educational space into the fabric of socioeconomic transformations. The key challenge is the development of a management algorithm that would transform passive cultural assets into capitalized development resources.

Analysis of recent research and publications.

The issue of innovative transformations of public administration in the cultural and educational sphere is in the focus of attention of many domestic and foreign scholars. The theoretical and methodological basis of the study is based on works devoted to the reform of the local government system, the development of the creative economy, and human capital management.

In particular, the issues of decentralization of public power and the transition to service-oriented management models are actively covered in the works of Ukrainian scholars, such as L. Prykhodchenko, S. Sakhanienko, P. Nadolishnii, and O. Batanov. The authors emphasize that the transformation of management mechanisms is an integral condition for the effectiveness of territorial communities, but the cultural and educational aspect in their works is often considered secondary, which requires in-depth rethinking.

The issues of the role of culture and education as factors of regional development have been thoroughly studied in the studies of I. Irtyshcheva, M. Stehnei, D. Voit and H. Pavlenko [6]. Scientists prove that the institutionalization of creative industries and the development of the local cultural environment are the key to increasing the investment attractiveness of communities. However, the issue of integrating these sectors into a single system of "innovative public administration", which would be based on smart technologies and participatory practices, remains insufficiently covered in the scientific discourse.

M. Goncharenko [3] emphasizes that the decentralization reform has mainly manifested itself in strengthening the financial basis of local self-government. D. Oliynyk [9; 10] points out that one of the key principles and mechanisms of the functioning of self-government bodies, enshrined in the European Charter, is the decentralization of power and the application of the principle of subsidiarity at the level of territorial communities. Modern models and scenarios of innovative development of territorial communities in the context of the transition to the Fourth Industrial Revolution are considered, and possible scenarios for Ukraine are proposed.

According to V. Zaichenko [5], the main task of the community and its self-government bodies is to ensure the socioeconomic development of the territory, which includes increasing the competitiveness of business entities, economic potential and living standards of citizens. At the same time, the efficient implementation of the decentralization reform in Ukraine requires a deeper study of strategic plans for innovative development for capable territorial communities.

Foreign experience of transformations in this area is presented in the works of R. Florida [14],

C. Landry [15; 16] and M. Porter [17; 18], who substantiate the concept of a "creative city" and the role of cultural capital in the economic development of territories. They prove that the success of public administration depends on the ability of local authorities to create conditions for the self-realization of the creative potential of citizens. At the same time, the adaptation of these models to Ukrainian realities requires taking into account the peculiarities of domestic legislation and the existing infrastructure base.

The current stage of research (2020–2024) is characterized by a shift in emphasis to the digital transformation of public administration. Issues of digitalization of cultural and educational services, in particular under martial law, become the subject of discussions in the publications of V. Klochan and I. Petriv [7], who emphasize the need to introduce new tools of e-democracy and remote management of community resources.

Despite the significant number of publications, there is a certain fragmentation of research: on the one hand, there are works on general administration issues, on the other – highly specialized cultural or educational studies. However, the issue of developing a holistic model, where cultural and educational development would act as an "innovative factor" that transforms the very philosophy of public administration at the level of the territorial community, remains insufficiently explored. This gap in scientific knowledge determines the need for further study of the specified topic.

The *aim of the article* is a theoretical substantiation and development of practical recommendations for the transformation of the public administration system in territorial communities through the activation of cultural and educational development.

PRESENTATION OF THE MAIN MATERIAL

The current stage of development of territorial communities in the context of decentralization requires a radical revision of the paradigm of public administration, which was based on directive-administrative principles. For a long time, the management system in Ukraine was focused on the functioning of "institutions" (libraries, cultural centers, art schools) as isolated budgetary units [7]. This approach, which was based on the model of "State guardianship", has exhausted its potential, since it is aimed not at the development of human capital or meeting the needs of residents, but at the mechanical implementation of budget estimates and compliance with regulatory procedures.

Instead, what is relevant is a change in the vector from the management of "industry institutions" to the management of "environmental development".

The traditional model, where the public administrator performed the role of a narrow-profile controller of financial expenditures, becomes a brake on innovation. The modern transformation of public administration is based on the implementation of the conception of "good governance", the fundamental pillars of which are transparency, accountability, the rule of law and orientation towards the end consumer of public services – the community resident.

Within this new philosophy, cultural and educational development ceases to be a leisure tool and is transformed into a strategic resource of the community's "soft power". The conception of "soft power" in public administration means the ability of a territory to attract resources, investments and talented young people through the formation of a unique identity, cultural attractiveness and high quality of the educational environment [2].

Management innovation in this context consists of the following aspects:

1. Integrativeness: Cultural and educational institutions are integrated into joint projects, which creates a synergy effect. The library ceases to be just a book collection, turning into a multifunctional hub with co-working, a digital laboratory, and a space for public dialogue.

2. Focus on human capital: The public administrator becomes a moderator who assesses effectiveness not by the amount of funds allocated for activities, but by the level of growth of social capital – the ability of residents to self-organize, be creative, and think critically.

3. Competitiveness: A community that invests in the development of its cultural and educational space creates a favorable environment for the "creative class". This directly affects economic indicators: youth retention, reduction of brain drain, development of small businesses in tourism, design, media, and creative industries [11].

Thus, the transition to the management of "environmental development" involves the formation of a flexible, adaptive management system. In such a system, local governments act not as "owners" of institutions, but as "architects" of a sociocultural ecosystem, in which every resident is an active stakeholder, and culture and education are integral drivers of sustainable economic growth and territorial attractiveness.

For efficient transformation of the public administration system, it is advisable to implement the following tools [1]:

- ✦ *Project management and grant activities* – public servants should transform into project managers capable of attracting extrabudgetary funds (EU grants, cultural funds) to create cultural and educational hubs. This minimizes

dependence on the State budget and stimulates the creativity of local teams;

- ✦ *Digitalization of management (Smart tools)* – the introduction of interactive platforms for public discussions of cultural strategies, the creation of digital archives of local heritage and electronic databases of community educational services allows making management transparent and accessible. Digitalization not only simplifies bureaucratic procedures, but also creates a new level of access to culture for remote settlements;
- ✦ *Participation (community participation)* – innovative governance is impossible without feedback. Mechanisms of public consultations, cultural forums and participatory budgeting (when residents themselves choose which cultural initiatives to spend money on) radically change the population's attitude towards local authorities, increasing trust in institutions.

Analysis of management practices in communities indicates the presence of significant obstacles [12]:

- ✦ *Human resource shortage:* Public servants often lack strategic planning and fundraising skills. The solution is to develop a system of lifelong learning for local government employees.
- ✦ *Conservatism of institutional memory:* resistance to change on the part of heads of budgetary institutions. Here it is important to apply KPIs (key performance indicators) that assess not the number of "measures carried out", but the social impact (number of participants, satisfaction with services, social cohesion).

Thus, the innovative transformation of public administration in the cultural and educational sphere is not about changing the names of institutions, but about changing the paradigm: from maintaining infrastructure to forming an ecosystem in which culture and education become a resource for social cohesion and economic self-sufficiency of the community.

Strategic planning as a tool for inclusion and development The fundamental difference of innovative public management is the transition to strategic planning based on the principles of "human-centric design". Cultural and educational development of a community can no longer be planned in isolation from economic strategies. Instead, it should be integrated into the "Strategy for the Development of a Territorial Community" as a separate vector that ensures social sustainability. The innovation here lies in conducting an in-depth analysis of residents' needs through sociological surveys, foresight sessions and strategic sessions with the participation of opinion leaders, educa-

tors and cultural managers [4]. This allows us to avoid “inefficient investments” in institutions that are not in demand and redirect resources to create multifunctional spaces that operate 24/7.

The modern paradigm of public administration requires going far beyond traditional budget financing, which, in the face of constant financial constraints, is becoming less and less capable of ensuring sustainable development of the cultural and educational sphere [8]. Transformational changes require a transition to a policy of “budget diversification” and attracting private sector investment resources through public-private partnership (PPP) instruments.

The key tool of such transformation is the cluster approach, which involves the creation of local ecosystems – cultural and educational hubs. These are integrated platforms that unite educational institutions, creative incubators, craft business projects, media platforms and public initiatives. Clustering allows you to combine the material assets of the municipality (premises, infrastructure) with the intellectual and entrepreneurial capital of the private sector [6]. In this system, local self-government bodies (LSBs) transform their role: they cease to be only “administrators-managers” of budget funds and become “architects of trust” – moderators who create a favorable institutional environment for the development of partnership relations.

An important component of innovation is the creation of a single digital community space. This involves not only the presence of websites, but also the integration of data into the Open Data system. Public administration becomes innovative when a community resident, through a “personal account”, can not only receive information about cultural events, but also influence the distribution of budget funds through e-petitions or electronic voting for local initiative projects. This forms an environment of “digital citizenship”, where technologies help reduce corruption risks in the distribution of cultural grants and improve the quality of educational services through a feedback system and rating of institutions.

In the face of today's challenges (including the consequences of pandemics, military operations or demographic crises), cultural and educational policy becomes an instrument of “psychological resilience” of the community. Innovative management solutions consist in the ability of the authorities to quickly transform educational and cultural spaces into centers of support for the population: providing access to co-working spaces, organizing retraining courses, psychological relief through art therapy, etc. A new type of manager demonstrates flexibility (“adaptive management”), the ability to quickly mobilize resources and

maintain horizontal connections between institutions. Thus, cultural and educational development acts as a “cement” that keeps the social fabric of the community from disintegration.

CONCLUSIONS

The conducted research allows us to conclude that the cultural and educational development of territorial communities in modern conditions is not only a component of humanitarian policy, but also a key factor in innovative transformations in the public administration system. The transition from administrative-command methods to service-oriented management models requires a rethinking of the role of culture and education as strategic resources for the formation of human capital and social sustainability of territories.

Summarizing the results of the work, the following conceptual provisions can be identified:

1. Transformation of the management paradigm: it has been proved that efficient public management in the cultural and educational sphere should be based on the principles of people-centeredness, transparency, and participation. The manager of the new format acts not as a controller of the activities of institutions, but as a facilitator who creates conditions for the development of the creative potential of the community and attracting investments.

2. Innovation toolkit: project management, implementation of smart technologies, and development of public-private partnerships have been identified as the main tools of innovation management. These mechanisms allow minimizing dependence on budget funding, ensuring transparency in resource allocation, and improving the quality of public services.

3. Overcoming systemic barriers: It has been found that the main obstacles to innovative change are institutional conservatism and a lack of competencies among public servants. Overcoming these challenges requires systematic training of personnel, implementation of KPIs focused on social impact, and development of comprehensive community development strategies, where the cultural and educational component is integrated into the overall economic policy.

4. Significance for sustainable development: the cultural and educational sphere, transformed into an ecosystem of creative industries and open hubs, becomes an efficient mechanism for overcoming crisis phenomena, strengthening local identity, and increasing the competitiveness of the territorial community at the national and international levels.

Prospects for further scientific explorations in this direction are related to the need to develop specific methods for assessing the effectiveness of cultural and educational projects in communities, as well as studying the possibilities of using artificial intelligence

tools to predict the sociocultural needs of residents of territorial communities. The implementation of the proposed approaches will allow transforming public administration from a process of "infrastructure maintenance" into an efficient mechanism of strategic development, which will contribute to building a capable and innovative community. ■

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