

PEDAGOGICAL INNOVATIONS IN PUBLIC ADMINISTRATION AND LEGAL ASPECTS: THE EU EXPERIENCE

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Abstract: The article reveals the specificity of pedagogical innovation as an independent area of scientific and pedagogical research, as well as an effective means of analysis, substantiation and design of education modernization. It is shown that in the context of educational activity, innovation involves the introduction of something new into the goals, content, methods and forms of teaching and upbringing, the organization of the pedagogical process. Pedagogical innovation (theory of innovation processes) serves the processes of education renewal, their theoretical understanding and justification in order to limit the spontaneity of these processes, to effectively manage them. It is shown that innovative processes acquire an international character: a kind of globalization of pedagogical problems is taking place, global problems force educational community to pose new and see past pedagogical problems in a new way. In this context, the experience of the European Union in the implementation of the concept of pedagogical innovation based on pedagogical comparative studies and the corresponding strategies implemented in the ecosystem of public administration and legal support is considered.

Keywords: Diffusion of innovations, Education, Innovation studies, Public administration, Regulation.

1 Introduction

Innovations determine the future of human civilization, they are the essence of the modern development of society, which problematize the objective reality of the existence of an individual. This is extremely important for the productive development of society in accordance with fundamentally new socio-economic, political, national and cultural conditions. New opportunities for the development of society and improving the welfare of the population are associated with the qualitative renewal of production, the introduction of innovations [1, 2]. Despite the obviousness of the importance of introducing new innovative technologies in various industries, these processes are hampered by the problem of their staffing – the lack of specialists with the necessary professional competencies to work in the mode of developing innovative industries, their testing and implementation [54]. An urgently significant problem is the problem of developing a technological “chain” of an innovative educational process in order to find ways and conditions for increasing social activity and the readiness of each person to innovate, which will provide a wide innovative path of development based on the creative activity of each person [49]. In this regard, the task of a systematic study of the quintessence of innovative processes in the modern world in general and in vocational education in particular is actualized. This process has an open, networked nature, being formalized in the form of an innovation system. Diffusion of innovations acquires special significance in it [54].

Innovative activity is characterized at least by the development and implementation of fundamentally new images of educational content and learning technologies, as well as by the presence of carriers that provide and carry out this activity [49]. The main

link in such transformations is rightfully considered human resources, which provide not only and not so much sustainable progress as rapid changes in the socio-economic sphere [12]. The phenomenon of innovation is of particular importance for education, educational theory, and practice, in which training programs for specialists are implemented [8-10]. Most of the problems of the functioning and development of education, the introduction of educational innovations go beyond the boundaries of pedagogical disciplines proper, specific didactic-pedagogical research and the innovations caused by them [56]. Innovative educational technologies imply a purposeful, meaningful change in pedagogical activity (and management of this activity) through the development and introduction of pedagogical and managerial innovations in educational institutions: new content of teaching, upbringing, management; new ways of working, new means, organizational forms.

Since the second half of the 20th century, innovative activities in the field of education all over the world have begun to gain in scale and importance. This, as it is known, was due to the objective need to find ways to overcome the crisis in education, which, in the context of the transformation of an industrial society into a post-industrial, technological revolution, the crisis of technogenic civilization caused by it and the threat of a global ecological catastrophe, ceased to satisfy the educational needs of both society and individual [56]. On the other hand, in this situation, the exceptional importance of education as a tool and factor in managing social development, its most important role in the formation of a new civilizational paradigm, has been clearly identified. Such a difficult situation objectively led to an extraordinary variety of directions for innovative searches in the field of education, which, nevertheless, are essentially united by a single meta-goal the development of a new educational paradigm that fully corresponds to the trends of sustainable development of society.

The European Union views a common educational policy as a condition for the sustainable functioning of the educational system, as well as a condition for economic cooperation and social stability [50]. Thanks to projects that are carried out on the basis of a massive collection of indicators and quantitative data for different countries, generalized scientific and practical conclusions are drawn, important information is provided to policymakers who make decisions in the field of education, which, in turn, makes it necessary to consider educational innovations in public administration and legal aspects.

2 Materials and Methods

The methodological foundations of the research included the provisions of the general theory of innovations in relation to the analysis of the educational system [15], general scientific provisions on the relationship between methodology, theory and practice [11], principles of consistency, integrity, historicism, interconnection and interdependence of social phenomena; general scientific provisions that reveal the concepts of “innovation” and “diffusion of innovations”, the concept of innovation studies in pedagogy; the provisions of philosophical and pedagogical anthropology on the creative nature of pedagogical systems and personality development [5, 6].

To solve the set tasks, the following research methods were used: theoretical analysis of social-economic, philosophical, psychological, and pedagogical literature, scientific periodicals and other research [13, 52, 56], analysis of innovative teaching experience in education.

3 Results and Discussion

In the course of the development, transmission and assimilation of innovations, the development of culture and society takes place. Innovations, arising in one society, penetrate into others,

transform and adapt to other conditions of the social environment, changing the very environment of its existence [16]. The innovations themselves become the basis for the subsequent dissemination of new knowledge.

Innovative changes are taking place today in various directions, such as the formation of a new content of education, the development and implementation of new learning technologies, the use of methods, techniques, means of mastering new programs, the creation of conditions for self-determination of the individual in the learning process, a change in the way of activity and style of thinking as teachers and students, changing the relationship between them, the creation and development of creative innovative teams, schools, universities [44].

Studies of innovative processes in education reveal a number of theoretical and methodological problems: the 'ratio' of traditions and innovations, the content and stages of the innovation cycle, the attitude to innovations observed in different subjects of education, innovation management, personnel training, grounds for criteria for evaluating new provisions in education, etc [14, 17-19, 23]. These problems need in comprehension of a different level methodological. Therefore, the substantiation of the methodological foundations of pedagogical innovation is no less relevant than the creation of innovation itself.

In general, in the works of scientists, pedagogical innovation is considered as an independent branch of pedagogical science, which has its own original object, subject and research methods [24, 25]. The theoretical content of the subject of pedagogical innovation in the interpretation of modern researchers includes three blocks of concepts and ideas [30]:

- Reveals the features of the creation of pedagogical innovations, their sources, classification, criteria of novelty;
- Outlines the problems of perception, assessment, and development of the emerging innovations by the pedagogical community are investigated;
- Summarizes data on the application of the new in education.

In accordance with this, pedagogical innovation includes pedagogical neology, axiology and praxeology. Pedagogical neology is a doctrine of the new in pedagogy, which systematizes scientific and experimental data on the process of scientific and pedagogical creativity, its features and main results [26-29]. Comparative pedagogical axiology reveals the specifics of pedagogical community' assessment and development of what arises in pedagogical theory and practice. Innovative praxeology as a teaching about the implementation of activities involves the comprehension of the practice of applying pedagogical innovations [7].

A holistic understanding of innovative processes requires the disclosure of leading trends and contradictions in their development. In general, there are four such trends.

The first trend manifests in the expansion of practice and the implementation of innovative processes in a regularity in the development of modern education, leading to a steady trend of its permanent renewal [11]. This trend leads to the following contradictions:

- a) Between the old and the new generated by both social and pedagogical needs;
- b) Between the increasing mass of knowledge, facts and the boundaries of the educational process;
- c) The development of society requires a creative personality, and this presupposes the creative assimilation of existing knowledge [32-35, 37]. This process is addressed by problem learning, which is more time-consuming than explanatory-illustrative methods. Such a contradiction presupposes a search for new approaches to its resolution [39-43].

The second trend can be described as follows: the growing need for new pedagogical knowledge among teachers and other practitioners [45-48, 51]. The composition and structure of the pedagogical community is being updated, which generates a contradiction between the capabilities of the pedagogical community and the actual state of mastering and evaluating new things in pedagogy [4].

The third trend is related to the implementation phase. Its essence lies in the fact that the use of the new takes on a massive character.

The fourth trend is the creation of educational systems. The development of educational systems involves the passage of three main interrelated stages [3]:

- The emergence of a new pedagogical phenomenon of the educational system and its creative interpretation in the new pedagogical knowledge;
- Mastering the innovation by the teaching community;
- The stage of application, implementation of the work of an educational institution in the practice.

Each of the three stages is distinguished by its specific contradictions and peculiarities of their resolution.

The first stage is characterized by an incomplete, predominantly spontaneous nature of the socio-pedagogical influence on the formation of a person who predominates in society [53, 55, 57-63]. This contradicts the goal of upbringing a harmoniously developed person: a "truncated" personality, a "partial" person is reproduced. This contradiction can be resolved only in the system of the upbringing society, that is, in a society in which the upbringing system is a part of it along with other different types of upbringing systems.

For the second stage, there is a significant contradiction between the non-systemic scientific and pedagogical thinking, which fixes the established practice of the work of an educational institution, and the systemic class of scientific and practical tasks that are posed and solved when developing the problem of the educational system.

For the third stage, the contradiction exists between the ready-made existing "sample", "model" of the educational system and the need for its use and development in the working conditions of a particular educational institution is significant.

Pedagogical innovation as a system of knowledge about the creation, development and dissemination of pedagogical innovations will allow:

- To reflect the necessary connection between the processes of creating pedagogical innovations and their application, including implementation into practice;
- To substantiate and develop the principle of the unity of research activity and the activity of transforming pedagogical reality.

At the same time, the development of pedagogical innovation should be carried out on the basis of a specific analysis and generalization of the perestroika changes taking place in theory and practice, the real processes of innovations and the possibilities of managing them. Innovative processes in pedagogy will depend on the implementation of four research and practical projects [13]:

- Restructuring of pedagogical science based on the development and implementation of the concept of a new stage of its development [64-66];
- Transformation of practice on the basis of the creation and implementation of the pedagogical theory of our time up to the applied and developmental levels for all links of the lifelong education system [67-69];
- A radical renewal of the logic and methods of pedagogical research with their predominant orientation towards

exploratory and fundamental research and relying on a large-scale pedagogical experiment;

- Substantiation and development of effective mechanisms for combining the research process and the process of transforming pedagogical practice (the development of such forms of communication between theory and practice as scientific school associations, laboratory schools, etc.).

Innovation processes are guided by a systemic, holistic, interdisciplinary and complex study and change of reality.

Pedagogical innovation considers the global problem of human education. Changes in a person's education represent the main task of this science, and not formal signs of education, for example, the number of hours allocated for a school subject or the provision of educational institutions with equipment. In recent years, a large number of new concepts and terms borrowed from other disciplines have emerged in pedagogical theory. This testifies to the close connection of pedagogy with other sciences [20]. A large number of such terms come from technology and economics, since they have a significant impact on the development of social thought. Today they often talk about the efficiency and rationalization of education, about teaching techniques and technologies. The concept of "innovation" also belongs to an interdisciplinary category. The conditions in which education takes place are important, but they are not the goal of innovation. It is important to remember this in order to clearly understand what is planned and happening in education.

Let us dwell on the definition of innovation as a pedagogical category associated with some definitions in sociology (innovation as a sociological category).

The oldest is the term given by E. M. Rogers. He reviewed extensively the research findings of American and some European scientists. Rogers defines innovation as follows: "An innovation is an idea that is new to a particular person. It does not matter whether an idea is objectively new or not, we define it in the time that has passed since its discovery or first use" [52, p. 14]. Miles writes about innovation as "a special new, special change from which we expect efficiency and systematic goals to be realized" [54]. Americans Beale and Bohlen define innovation as "a change that includes not only a change in the material, but also a set of changes in the view of its application" [49]. This definition, in essence, gives a characteristic of a change or a complex of changes. Nichof defines innovation as a process: "This is a process that begins with an idea and affects changes, ending with their assimilation or denial on the part of potential consumers" [49]. Potkonyak writes that although the expressions "innovation", "modernization", "optimization", "improvement", are not always precisely defined, which is not so easy to do, in general they emphasize the desire to "extract education from the crisis" in which it is today, to make changes in education, something new that will make it more effective, successful and improved [20]. Pedagogical innovations mean innovations in the pedagogical system that improve the course and results of the educational process.

Innovation as a pedagogical concept means the introduction of something new into educational work. Innovation often refers to the introduction and application of new methods, methods, means, new concepts, to the implementation of educational literature, new curricula, educational measures, etc. As a concept, innovation is entirely included in the concept of modernization or educational work [38]. An innovation in education can be a pedagogical tool, method, methodology, technology, program, etc. Innovation is often understood as purposeful progressive change, i.e., a certain process. In other cases, an innovation is called the tool itself, the introduction of which into the system leads to its change. As noted above, pedagogical innovation is the introduction of changes in the process of human education. They are aimed at improving and developing the entire system of upbringing and education [13].

The reasons for the development of innovative teaching and the formation of pedagogical innovation is, firstly, the crisis of

education, which is recognized throughout the world as a fait accompli. Despite all the differences in the forms of its manifestation in different countries, the following discrepancies are common: between the needs of developing social practice and the level of real preparedness of graduates of higher education; new goals of higher education institutions, the existing organizational structure and forms of management; interests and capabilities of the subjects of the educational process.

In 1979, scientists, members of the Club of Rome, called the existing education system "supportive", i.e., based on fixed methods and rules designed to deal with already known, repetitive situations. An alternative to "supportive" is "innovative" training, which prepares trainees to be responsible for the future, forms their confidence in themselves and in their professional abilities to influence this future. In a report to the Club of Rome, a group of scientists led by J. Botkin characterizes innovative learning as a special type of mastering knowledge, alternative to traditional, "normative" learning [15].

Normative learning "is aimed at learning the rules of action in repetitive situations", while innovative learning implies the development of the ability to act jointly in new, possibly unprecedented, situations [16]. Pedagogical innovations are necessary in higher education, but it is obvious that the development of pedagogical innovations leads to an increase in the need for a new theoretical understanding of the essence of management of innovative processes at the level of both the state and individual educational institutions, in the development of pedagogical conditions that ensure effective innovative movement. In addition, innovative processes allow teachers and administrators to develop professionally and self-actualize, contribute to the qualitative development of students in a changing world.

The supranational structures of the united Europe play a significant role in the development and implementation of innovations in education, as well as the integration of education. The European Union has an Education Committee that coordinates the content and methods of education inherent in educational institutions of individual countries, which contributes to the effective diffusion of educational innovations. A pedagogical policy is being developed (including in its legal aspect), which provides for the formation of a standardized information system, coordination of reforms in general and vocational education. Legislative and organizational and managerial innovations from the top provided a social and regulatory framework for innovations from below, carried out at the level of educational institutions. The principles of such a policy are being discussed by educational organizations supported by the EU: the European Education Documentation System, the Center for Educational Research and Innovation, the European Institute for University Education Research, and the European Center for Vocational Education. Supranational bodies of Western Europe initiate comparative legal research. The EU, with the participation of comparativists, develops and implements large-scale education projects [21, 22]. In comparative pedagogy, certain priorities and types of research coexist. The following are considered: main directions of reforms of educational systems and types of institutions included in them; evolution of educational programs, methods, forms and organization of training; modernization of education; the activities of experimental educational institutions; introduction of new technical means in the educational process, etc. Special attention is paid to the practice of education and training: diversification of curricula, development of initiative, independence, creativity of students and teachers, experimental structures – mass education, etc. [31].

Comparative pedagogy within the framework of the innovation paradigm is intensively developing as a branch of scientific knowledge. Its object and subject are expanding, extending from the study of the pedagogical experience of an individual educational institution to projects of a European and world level. The genesis of pedagogy and education is viewed as a

multifaceted, large-scale process that must correspond to the level of social, political, pedagogical requirements of the era of the technological revolution. The process of renewing comparative pedagogy is rich and varied [38]. As a result of research, ideas appear that challenge traditional concepts: globalization of education, education in a multicultural society, lifelong education, diversification of education, upbringing of a creative competent person, modernization of teaching methods, etc. The preference is given not to regional studies, but to comparative problematic analysis of national education systems, for the timely implementation of innovations.

The priorities of comparative studies in the leading countries and in other states differ markedly. On the one side, comparative pedagogy is concerned with a wide range of innovation problems: compensatory and individual learning (support pedagogy, level learning, etc.), multi- and cross-cultural education, etc. In the rest of the world, it is often about overcoming Western influence and creating national models education, combating illiteracy, organizing universal primary education, overcoming the discrepancy between higher education and the needs of socio-economic development, etc.

Research topics are becoming more complex. For example, the Institute for Comparative and Multicultural Education was established at the University of Hamburg on the basis of the Institute for Comparative Pedagogy. The number of university research centers dealing with the problems of comparative pedagogy is increasing. The situation is indicative in China, where more than 10 universities conduct such research. For example, at the Institute of International and Comparative Education of Beijing Normal University, students and scientists are encouraged to study not only foreign pedagogical literature and school experience, but also the historical, political, philosophical, fictional literature of a particular country, trips to educational institutions of foreign countries are organized, followed by scientific discussion of the results of the trips. The scope of research by Chinese scholars on comparative pedagogy is impressive. They cover the problems of methodology and research methods, all levels of formal and non-institutional education, reforms of the school system, curriculum, education management, examination system, education financing, history of comparative pedagogy, etc. Classical works of Western specialists in comparative pedagogy have been translated into Chinese [36].

Comparative pedagogy makes it possible to better understand the priorities of education, to guide and predict their development. It provides a holistic view of modern educational problems and shows the possibility of their solution. The analysis of educational systems allows not only to understand the dynamics of various factors affecting the organization, but also forms a critical view of the education system in one's own country.

Knowledge of comparative pedagogy enriches the pedagogical culture and develops a mentality and tolerance for other value systems and education. At the same time, with the help of public administration and legal support, the diffusion of educational innovations becomes the basis for intercultural communication, the development and functioning of societies and organizations [7].

Diffusion of innovations is understood as the process of their diffusion in a social system in time and space. During this process, the number of both producers and consumers of innovations increases, and their qualitative characteristics change.

In 1962, Everett Rogers published the book devoted to diffusion of innovation. Rogers created the theory of how people and organizations innovate. The diffusion process is the distribution of a new idea from the source of invention or creation to the end user or consumption, Rogers said [52].

The theory of innovation diffusion, developed by Everett Rogers, assumes the adoption of innovation by members of society in the form of a standard bell-shaped curve (normal

distribution curve), divided into 5 parts. Rogers gave a rough estimate and name for each segment [52].

1. Innovators (about 2.5% of all potential 'consumers') are the first to try a new product, have sufficient resources to compensate for the risk of failure, are able to understand and apply complex technical knowledge; they are considered to have a propensity to take risks. They actively follow the latest in technology, as technology is central to their lives, no matter what functions it performs.
2. Early adopters (about 13.5%) form the backbone of "opinion leaders" in most social systems. Potential recipients turn to them most of all for advice and consultation. As a rule, early recipients serve as a role model for other members of the social system potential recipients.
3. The early majority (34%) representatives of this category of recipients may hesitate a little until they perceive the innovation. They willingly follow others in the process of embracing innovation, but rarely lead this movement. Shared in part with early adopters a passion for technology, but ultimately driven by well-developed practicality.
4. Later, the majority (34%) are skeptics, they perceive innovation after the "average" member of the social system. Their perception of innovation may be due to economic necessity or their reaction to increasing social pressures.
5. Latecomers (16%) are representatives of a traditional, conservative orientation. They are the last ones to accept innovation and, more often than not, can abandon perception. They just don't want to have anything to do with the new technology for a variety of reasons, both personal and economic.

The spread of the Bologna system in the EU and beyond is a clear demonstration of the mechanism of action of diffusion of innovations, with the presence of initiators of innovations, leading and lagging followers. As for school education, those schools where the administration was able to correctly identify the general spontaneous trends in the development of secondary education (increased interest in higher education) and to start reforming the educational process in a timely manner, received significant advantages in promoting themselves to the category of prestigious ones that provide quality education. In other schools, the transformations were discrete, the continuity of educational programs at each level was not thought out, the feasibility and consequences of their implementation were not monitored and analyzed. Thus, there is a noticeable lag in the innovative development of educational institutions of the EU countries with traditional culture (Greece) and new EU members (Romania, Bulgaria) in comparison with educational institutions of the leading countries (France, Germany).

In accordance with the chosen guidelines, the program of actions of educational institutions was also lined up. Here, two main options emerged for development programs of so-called advanced educational institutions, which are characteristic:

- Thoughtfulness of the development strategy of the educational institution, where the priority goal is to meet the educational needs of students;
- Diversification of educational activities;
- Focus on the optimal combination of paid and free educational services;
- Susceptibility to interaction with other levels of education;
- Intensive development of the management structure competencies and responsibilities have been delegated to the middle management level.

Innovative processes in these educational institutions are not an end in themselves, but a tool for achieving a strategic goal. Innovations simultaneously affect several areas of the life of an educational institution (training, upbringing, management), which ensures its sustainable advancement.

Summarizing the analysis of the situation, it can be assumed that, to varying degrees, similar processes have affected almost

many educational institutions (given that innovation can be understood as a local initiative within the framework of pedagogical activity, as well as a managerial one put forward outside the educational institution and supported locally). The differences are, first of all, in the degree of awareness of the necessity and prospects of changes, as well as in the independence of the implementation of these changes.

It is obvious that innovation processes inevitably come into conflict with the existing traditional education system, but there is a dialectical relationship between them, and today it can be argued that in the last decade, two trends of its development coexist in European education – traditional and innovative.

4 Conclusion

Progressive changes in educational reality are associated, as a rule, with new pedagogical developments. But creating a pedagogical innovation is not enough. Pedagogical innovations, no matter how attractive and sophisticated they may be, cannot be mastered without proper management and organization of innovation processes. Initiators of innovations will inevitably face the challenges posed by innovations, and will be forced to look for ways to solve them.

The introduction of new forms, methods, pedagogical technologies requires an understanding of how to implement, master and accompany these innovations. In this context, the importance of competent public administration (regulatory work) in the field of education, as well as building a detailed and flexible legal framework, with the possibility of “scaling” it in accordance with changing conditions, should be re-emphasized. The issues of scientific support for innovative activities in education are also related to the field of pedagogical innovation.

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Primary Paper Section: A

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