

EDUCATIONAL SPACE AND MANAGEMENT AS AN OBJECT AND MECHANISM FOR MODERNIZING OF THE MODERN STATE

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Abstract: Russian education nowadays is structurally and functionally dependent on the socio-cultural and political environment. State policy and the management process in the field of education are closely connected with modern Russian modernization processes that have revealed crisis phenomena in Russian society, affected virtually all spheres of public life, and have had a serious impact on the functioning of the main socio-political institutions. Stabilization and the emergence of a new level of socio-economic and political development of modern Russia are possible provided that a new personality type is formed, capable of improving the system of institutions designed to minimize the destabilizing challenges and threats to the modern Russian state. New socio-economic conditions caused by globalization and the global economic crisis have created many problems; their solution is related to the development of fundamentally different theoretical and methodological approaches to education management in the context of contemporary realities of Russian statehood. To some extent, this is an attempt to justify the transition of Russian educational system to the principles of the Bologna Declaration. The problem of the development of education in modern Russia lies in the formation of such an idea about it that would be the determining factor and means for increasing the qualitative state of human capital, which in turn would contribute to the development of the state and increase its competitiveness in the international arena. Today we can state that the state of the education system is one of the most important factors in the formation of the political, economic and social life of modern society, it is inextricably linked with the growth of the role of human capital. The formation of a new educational space as a necessary condition for the successful modernization of modern Russia is an objective need of the state for quality higher and secondary education, which, in turn, requires a transformation of state educational policies and management mechanisms. The study of the world experience in the sphere of optimization of management mechanisms in educational policy, the identification of vectors and conditions for the transformation of this sphere, actualizes the claimed topic of the proposed study. The state of anomie that has struck Russian society in recent decades, the search for a new national idea, pose to the scholarly community the task of studying technologies and methods of forming citizenship in the process of involving the younger generation not only in the educational sphere as a whole, but also in the

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cluster education system itself. Consideration of the role and place of education in the system of management of educational processes determines the problems of this article as important and in demand at the present stage.

Keywords: Education, modernization, management, Russia, state educational policy.

INTRODUCTION

Education in Russia is a single-purpose process of personality cultivation and training; it is carried out, first of all, in the interests on behalf of the people, society, and the state and represents a set of value-experimental installations of a certain volume and complexity (Woolfson, 2012).

The desire of various groups to influence the educational processes in the state is one of the factors of the modern political process in general and of political modernization vector in particular (Chuev et. al., 2016). At the present stage, the dominant directions of the state policy in the sphere of education are the person-oriented and competence concepts. The important role of education as a phenomenon of modern science lies in the fact that it is always regarded as a peculiar means of satisfying the needs of society and the state. It is a mistake to think that the role of education is only in satisfying the needs of a person in obtaining knowledge, skills, and abilities. Often, the state defines those markers and norms of educational standards that meet the needs and solve the tasks of the state in an ideological, spiritual, moral and socio-economic environment (Belyakov, 2009).

According to a number of objective assessments and facts, the sphere of education as an element of modernizing the modern state does not always successfully solve the tasks facing it. In modern Russia, education ceases to be a “social elevator” of society and “social mixing” of population groups. There is no realization of one of the important principles of education - its “continuity”.

The presence of a large number of the aforementioned shortcomings is caused by a number of reasons, the main one being the lack of a conceptual vision of the Russian education system. Constant reforming and attempts to adapt the “Western model” have not had a positive result. The continuous modernization of the educational system, including in its management, has led to the destruction of the “Soviet model”, but has failed to create a modern Russian system that would become competitive as compared to the leading states in this field (Zhukova, 2008).

The peculiarity of the transformation of the Russian state policy and management in the field of education is the desire to integrate the education of the Russian Federation with the system of education of economically developed countries, on the one hand, and defend Russia’s own national and state interests, on the other hand, which results in imbalance of the management mechanisms, in devaluation of the effectiveness of criteria of modernization efficiency, in the disappearance of social and political consensus.

METHODS AND MATERIALS

While working on the article, a traditional methodological base was used, including general scholarly methods of research, as well as modern concepts of studying public policy and management by G. Almond, T. Parsons (Grachev & Almond, 1997; Parsons, 1997; Parsons, 1998).

The legacy of such classics as M. Weber, E. Durkheim, G. Spencer, as well as the works of foreign and domestic scientists, laid the fundamental philosophical-sociological, psychological-pedagogical, political-administrative bases of the study of the education space (Litt, 2009).

From the point of view of the study methodology, the most important was the structural and functional approach that allowed to reveal the processes of education genesis, to consider the system of state management of its modernization and to see problems related to management in the sphere of education, transformation of state approaches in the field of education. In addition, the approach facilitated the creation of conceptual model of the administrative paradigm of modernizing the state administration of education as an element of modernizing the modern state.

The paper uses comparative, historical and logical methods of theoretical research.

The proposed study would be impossible without applying the provisions of the systemic, activity, synergistic, prognostic, axiological approaches used in the author's research concept.

The empirical base includes the Constitution of the Russian Federation, the Federal Law "On Education in the Russian Federation" (2012), the Law "On Education" (1992), regulations and documents of the Ministry of Education and Science of the Russian Federation, State policy in the field of secondary and higher education, government and departmental documents of ministries and departments of the Russian Federation ("*Constitution of the Russian Federation*", 2017; "*On Education in the Russian Federation*", 2017; "*On Education: the law of...*", 2017; "*Report of the working...*", 2017; "*Resolution of the Government...*", 2017; "*The concept of modernization of Russian...*", 2017; "*The National Doctrine of Education*", 2017).

In order to understand the modern state of Russian education, it is necessary to turn to the main legislative acts of the Russian Federation, which preserve its concept and definitions in different periods of development. From 1992 to the present time, at the main stages of modernization of education, the Russian Federation Law "On Education" was in power, which gave a "generalizing definition of the education system, representing it as a set of the following interacting factors:

- continuing educational programs and state educational standards for various levels and focus;

- networks of educational institutions that implement them, regardless of their organizational and legal forms and types;
- educational management bodies and their subordinate institutions and organizations;
- associations of legal entities, public and state-public associations that carry out activities in the field of education” (Belyakov, 2009).

The Federal Law of the Russian Federation “On Higher and Post-Graduate Professional Education” (“*On Higher and Postgraduate*”, 2017), invalid since 1.09.2013 on the basis of Federal Law No. 273-FZ of December 29, 2012), similarly defined only the structure of the system of higher professional education, as a set of:

- state educational standards for higher and postgraduate professional education and educational programs for higher and postgraduate professional education;
- having licenses of higher educational institutions and educational institutions of the corresponding additional vocational education, regardless of their organizational and legal forms;
- scientific, design, production, clinical, medico-prophylactic, pharmaceutical, cultural and educational institutions, organizations and enterprises conducting scientific research and ensuring the functioning and development of higher and postgraduate professional education;
- bodies that carry out management in the field of education and their subordinate institutions, organizations, and enterprises;
- public and state-public associations (creative unions, professional associations, societies, scientific and methodological councils and other associations).

Federal Law No. 273-FZ of 29.12.2012 “On Education in the Russian Federation” (“*On Education in the Russian Federation*”, 2017; Makburni, 2005) that entered into force on 1 September 2013, gives a more complex concept of the education system, which includes:

- federal state educational standards and federal state requirements, educational standards, educational programs of various types, level and (or) orientation;
- organizations providing for the educational activity of pedagogical workers, students and parents (legal representatives) of underage students;
- federal state bodies and state authorities of the subjects of the Russian Federation that carry out state management in the sphere of education, and local self-government bodies that exercise management in the sphere of education, and in the sphere of consultative, advisory and other bodies they have established;

- associations of legal entities, employers and their associations, public associations carrying out activities in the field of education.

As an innovation, the new federal law introduces into the concept of the education system “organizations that provide educational activities, and assess the quality of education” (*“On Education in the Russian Federation”*, 2017).

It should be noted that the Federal Law “On Education in the Russian Federation” introduces a new concept of “educational organization”, previously absent from the legislation, which should replace the existing “educational institution”. In addition to the educational organization, there are also “organizations that provide training” and “organizations that carry out educational activities”. The second group of sources includes analytical materials of governmental and non-governmental organizations, reports of leading scientific centers and foundations, policy documents of political parties of the Russian Federation, analytical documents of international organizations (*“Materials of the meeting of the Government...”*, 2017).

The third group of sources included materials of leading mass media, academic editions of Russian and foreign institutions and organizations, verbatim reports of the meetings of the State Duma and regional legislative bodies.

A special group of sources is made up of documents and materials collected by the author’s team based on the results of the questioning and in-depth interviews in the state and educational structures of Russia.

RESULTS

The structure of education management in the Russian Federation is formed according to the so-called linear-functional scheme. The generalized structure of education management will be shown in Figure 1.

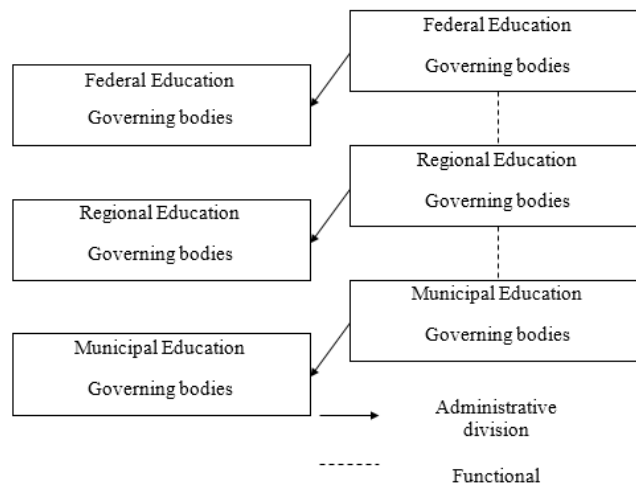


Figure 1: Generalized structure of education management

The process of changing the management structure resembles fluctuations. Changes in the education management bodies have occurred quite regularly, and they always reproduce the linear-functional structure described above (Table 1).

TABLE 1: EDUCATION MANAGEMENT STRUCTURE CHANGES

<i>Year</i>	<i>The essence of changes in the structure of education management</i>
1992	Elimination of the Ministry of Higher Education of the RSFSR and the establishment of the Committee for Higher Education within the RSFSR Ministry of Science, Higher School, and Technical Policy
1994	Committee on Higher School Affairs separation from the Ministry of Science, Higher School and Technical Policy of the RSFSR and its transformation into the State Committee of the Russian Federation for Higher Education - State Committee on Higher Education of Russia
1996	Merging of the State Committee on Higher Education of Russia and the Ministry of Education of Russia into the Ministry of General and Professional Education of the Russian Federation
1999	Transformation of the Ministry of General and Professional Education of the Russian Federation into the Ministry of Education of the Russian Federation (accession by the Higher Attestation Commission)
2004	Establishment of the Ministry of Education and Science of the Russian Federation, Federal agencies for science and education and the Service for Supervision in Education and Science (the merging of the Ministry of Science and Education of Russia and the Ministry of Education of Russia)
2010	Abolition of the Federal agency for education with the transfer of its functions to the Ministry of Education and Science of the Russian Federation; The abolition of the federal agency for science with its transfer of functions to the Ministry of Education and Science of the Russian Federation
2011	Transfer of the Federal Service for Intellectual Property, Patents, and Trademarks from the Ministry of Education and Science of the Russian Federation to the Government of the Russian Federation

Analysis of the management of the modern education system is often carried out within the framework of standard methods that include a description of the existing structure and the implementation of management functions within it. At the same time, the management structure has the subordination of its management bodies, and they constantly interact, involving into this process the organizations that are under their control (Alashev, Drachinskaya & Kadkina, 2007; Koryakovtseva et al., 2016).

In accordance with this approach, the education system management includes:

- formation of a system of interacting federal bodies of executive power, executive authorities of the subjects of the Russian Federation and local self-government bodies that exercise management in the sphere of education;

- implementation of strategic planning for the development of the education system;
- adoption and implementation of state programs of the Russian Federation, federal and regional programs aimed at the development of the education system;
- monitoring in the education system;
- informational and methodical support of the activities of federal state bodies, executive authorities of the subjects of the Russian Federation, which exercise public administration in the sphere of education, and local government bodies that exercise management in the sphere of education;
- state regulation of educational activities;
- independent assessment of the quality of education, public, and socio-professional accreditation;
- training and raising the level of professional skill of employees of federal state bodies, state authorities of the subjects of the Russian Federation, exercising state management in the sphere of education, local self-government bodies exercising management in the sphere of education, leaders and pedagogical workers of educational organizations (*“On Education in the Russian Federation”*, 2017).

The organization of education management today also needs to address the problem of “assessment of the distance” and a description of the current and target state of the system. The solution of these problems is in the development stage of the methodology and its possible application in the description and evaluation procedure. At present, we can observe the absence of a unified approach in this respect (Bidenko, 2005).

The management of education in today’s situation should be based on initial information in three main types:

- information on the state of the education system in a given period (period) of time;
- data on its subsystems and components;
- an analysis of the description of the state of the future and an assessment of its state.

The wide use of the term “educational policy” in documents and materials of a diverse plan characterizes both the high activity of government bodies in addressing the important tasks and problems facing the education system today. Educational policy is the environment for the work of public authorities and socio-political organizations. From the point of view of the principles of building a civil society, educational policy should be transparent, which reflects the activities of the state, based on democratic principles.

DISCUSSION

Numerous studies in the field of education conducted abroad over a long period of time, confirm the multifaceted nature and complexity of the problem. Thus, general questions of the management of education were raised in the works of K.K. Barton, R. Birnbaum, F.A. Van Woot, D. Kigan and others (Birnbaum, 2000; Burton, 1983; Keegan, 1986).

The study of education in the context of strictly state policy and security was carried out by domestic scientists S.A. Antiushin, G.V. Kosov, V.K. Mitrokhin, L.V. Smorgunov, O.A. Feldman, and others (Antyushin, 2011; Barabash, 2001; Feldman, 2011; Kosov, 2009; Mitrokhin, 2006; Smorgunov, 2009). M.K. Gorshkov, S.V. Zaitsev, G.A. Klyucharev, F.E. Sheregi analyze the factors hindering the process of modernization of the system of vocational education, disclose the dysfunction of higher education in the reproduction of the socio-professional structure.

The educational policy includes the activities of various levels of state power and administration in relation to education. It is a managerial and strategic tool belonging to the class of humanitarian technologies that provide a communication environment of different types of content, as well as an environment interacting with real objects of public and state life. The educational policy is oriented to the formation of such a modern public consciousness that can prospectively use the positive image of future achievements in the field of education. However, the absence of educational policy is also an educational policy (Kamenskaya, 2007; Zamaletdinov et. al., 2014).

In modern studies, there is an increased interest in the problems of public administration, including the sphere of education. Thus, I.L. Bachilo, Yu.S. Alferov, I.V. Volkovyssky, D.S. Klementyev, V.N. Kuznetsov, A.P. Kurylev, B.V. Lytov, A.I. Prigozhin (Alferov, 2011; Bachilo, 2003; Klementyev, 2012; Kurylev, 2008; Lytov, 2006; Prigozhin, 2008) in their studies emphasize the connection of innovations in the sphere of public administration with Russian traditions, view management as a type of social creativity, link the quality of public administration with development and stability. The theoretical foundations of public administration are embedded in the works of V.R. Atoyán, E.M. Babosova, N.G. Bagdasaryan, V.V. Barabash, V.V. Markin, O.N. Smolin, J.T. Toshchenko (Atoyán, Chebotarevsky & Kazakov, 2001; Babosov, 2008; Bagdasaryan, 2008; Barabash, 1999; Toshchenko, 2005).

The correlation between the state and social component in the management of education, the models of the organization of the management of education, characterized by different proportions of state and public participation, the evaluation of the effectiveness of different models and their positioning relative to each other, as well as the emerging new models of educational institutions are considered in the works of D. Kigan et. al. (Keegan, 1986; Podsypanina, 2007). However, the results

of these studies, and in some cases, this is recognized by the authors themselves, do not allow identifying more effective management models and the conditions for their possible spread.

General problems of education management have been extensively studied in the works of P.F. Anisimov, E.P. Belozertsev, N.R. Kelchevskaya, T.L. Klyachko, Ya.I. Kuzminov, V.M. Filippov and other authors (Anisimov, 2002; Belozertsev, 2006; Filippov, 2012; Klyachko, 2008; Kuzminov, 2004; Podsypanina, 2007; Savchenko, Pogosova & Zhiltsova, 2010; Tatura, 2006; Shestakov, 2004; Shevchenko, 2010; Yarskaya, 2008). These studies resulted in an assessment of the role of the state and regional authorities in the regulation and management of education, in proposals on the formation of the main directions of educational policy in the conditions of education reform, the need for increasing the public component in the management of education, etc.

The problems of state policy in the sphere of education, fundamental reform and modernization of the educational system at the federal and regional levels are also within scholarly interests of S.Yu. Alashev, A.I. Demidov, L.N. Drachynskaya, V.Ya. Ignatov, A.G. Kadkina, A.G. Kuznetsov, A.A. Savel'ev, V.A. Sadovnichy, S.B. Surovov, V.I. Soldatkin, Yu.G. Tatur, H.V. Temeryova, N.I. Shevchenko, G.K. Shestakov, V.N. Yarskaya (Alashev, Drachinskaya & Kadkina, 2007; Ignatov, 2005; Sadovnichy, 2000; Sadovnichy, 2006; Soldatkin, 2009).

CONCLUSION

The unstable state of the education management system and the state educational policy of modern Russia is a factor of modernization and de-modernization, which is, on the one hand, a manifestation of the confrontation between political elites and interest groups in the Russian political process, and on the other, the consequence of "polysynthetism" (according to A. Leiphart) of Russian society. The main directions of modern Russian state educational policy in the regions are being implemented in line with national objectives, but the specifics of filling the regional component and its implementation depends not only on the socio-political, economic, cultural and religious situation in the region but also on ethnic and demographic factors, which creates a certain background of the national component of regional educational systems.

Today, the education system is in such conditions, in which it itself must solve the problems and tasks facing it, the most important of which are:

- detailed definition of the development goals of the entire education system, including all its elements;
- setting and solving the tasks facing the education system, necessary to achieve the goals;
- permanent and prompt identification and implementation of the activities necessary for the functioning of the system;

- evaluation of the final results and status for clarification and modeling of future goals and objectives;
- finding resources for their activities with a significant limitation of their independent use.

The implementation of all of the above actions is to be carried out by the education management bodies, which today are not fully able to overcome their problems and difficulties on their own:

- when forming the state policy, the education management bodies determine only specific actions that they themselves carry out without involving the resources of other structural elements of the system;
- the benchmarks and goals of the development of the education system often do not have a specific implementation and implementation model;
- the quality and the state of education for most of the basic parameters continue to be degraded and reduced steadily, and the factors that affect these parameters are neither analyzed nor evaluated, which ultimately affects the whole system;
- the efficiency and innovative development of the education system, in accordance with the international level, are not determined, except for the establishment of a certain number of budgetary places for students studying at the expense of the federal budget.

Today, a number of problems that play a decisive role in the functioning of the entire education system remain unresolved, in particular:

- the level of quality and accessibility of education for a wide range of socially unprotected categories of the population of the state is not determined, which ultimately has detrimental effects on the development of the entire state;
- the used system indicators do not determine the extent to which the development objectives are achieved;
- the functions of providing and solving problems of social and economic development, especially sectoral, assigned to education, are not fulfilled, as are the tasks of social adaptation and consolidation of society. The existing system of education creates a “caste sectoral principle” in education when the children of officials enter prestigious universities and after graduation hold positions that parents and relatives are lobbying for them;
- the very concept of the “innovation” of the educational process remains a “mythical term”, that is, a concept that is not clearly formulated in normative legal acts; there are no concrete working mechanisms for its implementation in the education management system and the system of education as a whole. The mechanism of interaction between the needs of the market and the economy with a staff of highly skilled personnel that meets the high

requirements of manufacturability of production, their level of training with the system of retraining and advanced training has not been fully developed. It is also important that the main reason for this situation is an inaccurate definition of the role and importance of education management bodies, the degree and level of their interaction with other constituent elements, and the ineffective solution of the tasks assigned to them.

Thus, education is a complex and multifaceted system, which includes a large number of elements, actively interacting with each other in order to achieve results of significant public and state importance. Large numbers of people are involved in the organization of work; they make very different demands on the education system of modern Russia. On the other hand, the existing education system has a large number of problems and issues arising in the process of operating and managing the system. The ongoing reform of the system by the Russian state, both in the management of education in particular and in the system as a whole, leads to an even more complicated functioning and the emergence of problems and tasks that are new in nature and content. This approach requires constant monitoring, forecasting and rapid solution, which in the end complicates the implementation of management, creating the need for its constant reorganization, depending on the complexity of the emerging situation. An important characteristic of the management of the education system is its separate type of activity, realized apart from the educational process. This means that for the management of the education system, special organizations are created with their own relationships, tasks to be solved and the types of activities carried out, that is, a management structure with a certain subordination, distribution of management functions between divisions.

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