Educational Reality in the Strategic Planning Format

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Abstract

The article contains the results of a study of the stages of formation and forecasting the development of a regional educational space in the context of documents and events for 2017-2019. Using analytical methods, negative trends characterizing the Far East of the Russian Federation and their role in the social policy implementation are determined. It emphasizes the role of higher education and science, evaluation of the effectiveness of which exclusively in economic terms is destructive. It is established that the increase in the activity of the collective scientific and pedagogical subject, a constant dialogue with the authorities and state administration in strategic planning events are part and parcel of the professional activity of the scientific and pedagogical community. Indicators of these processes are legislative initiatives, amendments to the legislations in force, etc., indicators are the soft skills proficiency by representatives of the scientific and pedagogical community and its ability to offset the predicted consequences of a risk-based approach in education.

Keywords: pedagogical reality; regional educational space; the Far East; managerialism.

Introduction

In the format of international scientific practice, the study of the problems caused by different approaches to education in different countries is of great interest. Their relevance is determined by the fact that education, irrespective of a person's domicile, is a part of his everyday life as "a semantic continuum that is interpreted by people through the typification and structuring of the world's objects" (Zhigunova, 2015, p. 67). The problem field, as a rule, is created by the attitude of the person and the society in which he or she lives, to the phenomenon of education, as well as the quality and ways of implementing its specific functions. In this context, the Russian theory and practice of education is of interest, the systemic modernization of which is difficult to find an appropriate scientific justification. The purpose of the study is to identify the state of background factors that affect the regional educational space formed on the outlying territories of the Russian Federation.

Methods

The beginning of our study dates back to 1999. In pedagogical studies of that period, as a rule, such close ties between the evolving management methodology and education were not established. Education as a social system at the level of research theory and practice acted as a system containing the meanings of Russian sociality, the definition and means of convey of which was dealt with by pedagogical science. At the level of a theoretical analysis of the works of national scientific and pedagogical schools devoted to the problems of the development of Russian education, methodological problems of the application of environmental and cultural approaches in

education, problems of implementing the ideas of continuing and personality-oriented education, as well as an analysis of the conditions of functioning of Russian education since the 2000s, we concluded that there are multiple descriptions of the types of pedagogical reality. They are determined by the degree of involvement of subjects of education in it and the likelihood of teachers to adopt a reflective attitude towards a person who is in co-existence with the world through the education, according to which pedagogical reality could be described as an educational environment, cultural and educational environment and educational space. The findings contributed to the definition of the concept of "regional educational space", the principles of its formation and development forecasting. The next stage of the study since 2009 showed that the previously proposed criteria were no longer relevant, since the influence of the collective pedagogical subject and other subjects (students, parents) on the state of the pedagogical reality and their inclusion in it became less and less significant compared to the effects of economic and other factors (Volchik, Posukhova, 2017). We are concerned that during this period the ideology of managerialism received a leading role in the formation of the basic directions of educational theory and practice. This is confirmed by foreign researchers who noted trends in the reconstruction of economic, social, cultural relations, relations between the center and the periphery, the state and the citizen, which have occurred in the world since the end of the 20th century and acquired systemic characteristics in the 21st century (Clarke, Gerwits, McLaughlin, 2000).

Russian society using educational means created a pedagogical reality, situationally relevant to the world of everyday life. The world of everyday life of a Russian has become controversial, indefinite, and changeable. At the same time it became imperative: the Russian must become competitive, successful. Despite the fact that these characteristics have not yet been mastered by pedagogical science, they are actively used in modern pedagogical research as educational guidelines. These same characteristics began to prevail in the definition of pedagogical reality. This is especially evident in higher education as in the area most sensitive to changes in social practice and, as a result, meeting its challenges and requirements (Ambarova, 2018).

Bondarevskaya, summarizing the research practice of the 1990s – 2015, noted: "In the mid-10s of the new century, the situation in Russian education has changed considerably. <...> Of course, all these processes and innovations were aimed at ensuring the quality of education, but the way they affected the quality was unclear both then and now. <...> The success of the research is determined by the methodology <...>, in which the humanitarian methodology is presented as a research process based on the humanitarian approach to education at all stages of its study. <...> In other words, the humanitarian methodology directs the researcher to humanize, animate education and make it more humanitarian, consider and comprehend education as a human-forming, life-meaning, cultural and creative process <...> we believed that a decisive transition from the epistemological to the ontological approach is necessary as in the research and practical educational activities. However, over time, our position has become less rigid" (Bondarevskiy, 2016).

Obviously, there is a contradiction between the idea of a part of the scientific community about the turn towards the person that formed the humanitarian methodology of pedagogical science and the insufficiently expressed ability of pedagogical science to understand the general line of development of education, taking into account the specifics of Russian sociality, which is lost in the regions of Russia as they go further located from the center, the suspension of our research caused a number of questions that arose in educational practice: if the turn was released, why is the quality of education declining? If a person has become a measure of life practices, why is the effectiveness of education is measured by the number of educational establishments that fit into the funding of government tasks, and not by indicators related to improving the quality of life of the population, to which education basically leads? If the humanitarian methodology has taken a leading role in understanding the events of education, why does Russian education persistently adapt to the competency-based approach, adapting the lists of given competencies to matrices of knowledge and

skills interpreted by a personality-oriented context? In the period from 2013 to 2015, in the course of observations, sociological studies, and analysis of publications, we noted intermediate results that showed that the use of the humanitarian methodology in the description and justification of educational practice events was not appropriate due to the loss of humanitarian relations. The general line for the development of education has lost its certainty in the semantic context, but has acquired economic imperative, to which the educational system has adapted, as our studies and studies of other authors show, until 2016 (Kozhevnikova, 2019).

An analysis of the studies showed that modern pedagogical reality, understood as a reality that has the quality of the personal wealth of each person, is heterogeneous in the Russian format, and its state is determined by a combination of factors related to the life of people living on the territory of Russia, the cultural context of these territories, etc. There is no doubt about one thing – the core of this reality in the minds of the pedagogical community, of course, is education. Its functions, in general, are as follows:

- introduction of new knowledge and the production of new competencies, regardless of their practical use in the current period;
- transfer of already accumulated knowledge and experience to the future generations;
- improvement of any competencies and services that are in public demand.

However, when it is decided who or what determines how these functions are accomplished in public practice, socio-pedagogical and cultural contradictions occur due to the difference in the dynamics of the development of education in the regions of the Russian Federation. The Federal Law "On Education in the Russian Federation" dated December 29, 2012 No. 273-FZ (as amended on July 26, 2019) and the Federal Law dated June 28, 2014 No. 172-FZ "On Strategic Planning in the Russian Federation" did not help to find solutions for these contradictions, but the approval of the Spatial Development Strategy of the Russian Federation for the period up to 2025 (Decree of the Government of the Russian Federation dated February 13, 2019 No. 207-r (as amended on August 31, 2019) made it clear how their resolution is planned, as well as the rationale for the education policy, how this document definitely contains the specifics of each region in the country's economy, deliberately constituting their participation in the accomplishment of tasks of Russian and world scale. An analysis of the enforcement of these documents showed that strategic activity is understood as a unilateral activity of public authorities that do not take into account the interests and opinions of other legal entities, what contradicts international practice of strategic planning. It should be noted that economic or business entities, as well as citizens, are not foreseen among the participants of strategic planning, which contradicts paragraph 3 of Art. 55 of the Constitution of the Russian Federation, which refers to human rights, and in fact procedural rights are not created for attracted experts and interested parties, the discretionary right of actions of public authorities is fixed. In this context, the search for an adequate edition of the text of the Strategy for Spatial Development of the Russian Federation until 2025 is convincing (in the course of the study, we examined four options that were posted in the public domain). In the final version, for example, the Far East is defined as the Far Eastern macro region, which is included in the list of priority geostrategic territories of the Russian Federation and includes 11 territories in which: 1 promising major center for economic growth of the Russian Federation, 10 promising centers for economic growth of the constituent entities of the Russian Federation, 6 promising centers of economic growth of the constituent entities of the Russian Federation – mineral resource centers, 1 promising center for economic growth, in which there are conditions for the formation of world-class scientific and educational centers (Vladivostok). The study found that in the field of strategic planning, the contradictions of one document became the justification for another, which predictably returns, for example, the Magadan region to the state of a mineral resource base, and, therefore, it does not need a developed education system or other social systems that help to improve the quality of life. In the

versions of the text of the Strategy for Spatial Development of the Russian Federation until 2025 dated July 05, 2018 and July 16, 2018 for areas – mineral resource centers, development directions were indicated as “promoting the expansion of the application of the shift method <...>, limiting the formation of new single-industry settlements <...>, ensuring maximum accessibility for the population of basic services of healthcare and education organizations <...>.” In the approved text, this specification is missing, and instead there is a description of general approaches, however, against this backdrop, the strategies for socio-economic development of a number of specific regions adopted by local authorities and public administration do not look quite adequate, especially in terms of the development of health and education systems.

Results

Thus, the state of background factors for pedagogical research in the formation and forecasting of the development of the regional educational space becomes core, unlike the previous research period, when social, cultural, psychological and pedagogical factors acted as core ones. The internal contradictions of documents in the field of strategic planning, developing between them and the main documents of the Russian Federation such as the Constitution of the Russian Federation, 273-FZ, justify the need to analyze the state of modern pedagogical reality in the regions of the Far East. This is due to the fact that at present it is already possible to predict a certain imbalance, including a disproportion in demand for workers of different qualifications, backed up by an unsatisfactorily calculated order for specialists, reflected in state assignments to educational institutions of higher education that do not refer essentially to any of the analyzed documents.

Discussion

Peculiarities of managing the field of strategic planning by the authorities and public administration indicate that education is losing its leading functions in public life, more and more acquiring support functions. In our opinion, this is due to the adoption of managerialism as the basic methodology in the field of social development. By managerialism, we understand “the implementation of the principles of management in the social sphere, as well as the desire to improve the managerial effectiveness of its subsystems” (Yurasov, 2016, p. 140). In the course of our study, we turned to review scientific works devoted to the problems of managerialism, and found a number of interesting conclusions for us. Rosemary Deem, based on the research of John Clark and Janet Newman, defines the term “new managerialism” in her work as “the adoption of the organizational forms and technologies, managerial practices and values that exist in the private enterprise sector by the public sector entities” (Deem, 2004). In her opinion, “new managerialism” is a way to understand and structure attempts to implement managerial functions in the public sector and volunteer organizations <...> common features of such theories are attempts to change the current regime and culture of public sector organizations, to change the values of its employees so that they were more like private-sector interest in benefits” (Deem, 2004). Developing the study, in collaboration with Brehoni, she explains that this is a combination of management mechanisms and technologies that enhance transparency and competitiveness in the public sector and the provision of public services (Deem, Brehony, 2005). Pavlyutkin (2004) noted that “in the late 80s and early 90s of the last century, a number of Western European countries faced a rather acute problem of finding a new managerial ideology and specific mechanisms for managing universities,” which produced concepts such as “the evaluative state”, “the audit society”, as well as the beginning of the discussion about the problems of “the new managerialism”. Analyzing a number of domestic and foreign works, the researcher determines that “the ideology of “the new managerialism” is becoming relevant in several countries of Eastern Europe, particularly in relation to the inclusion of universities in the European educational space” (Pavlyutkin, 2004). Valuable material for our research is given in the scientific publications of Diefenbac (2009), Gordon and Whitcherch (2010), Klikauer (2015), Verger and Curran (2014), which is comparable to the specific to Russian reality conclusions of Yurasov about four components of managerialism: productivity indicators, faith in

the universal nature of management tools and methods, managers as a separate social group, managers as "moral agents" taking care of public interests (Yurasov, 2016). The limitless relevance of this issue in the current situation allows us to detect a contradiction between the need for conceptualization of managerialism (Shepherd, 2018) in relation to the context of education and knowledge about the valuable nature of education. According to our assumption, the formulated contradiction will increase, especially in the higher education system, the more similar the external conditions for the functioning of these systems in different countries will become (Stage, 2019).

Conclusion

In the materials presented at the II International Scientific and Practical Conference "At the Crossroads of the North and the East (Regional Development Methodology and Practice)" (2016), we stated that the formation and forecasting of the development of the regional educational field is one of the main tasks of social policy, the leading role in the implementation of which belongs to the collective pedagogical subject and analytical services of the production and non-production sectors of the economy. For three years (2017-2019), we determined the possibilities of applying the humanitarian methodology we adopted, studied the factors affecting the state of pedagogical reality as an educational space, formulated the concept of "risk" for using it in pedagogical research against the general backdrop of narrowing the subject of pedagogical science, which is manifested in modern research, more and more reduced to the study of the formation processes of competencies or the historical past. Despite the importance of this issue, it should be noted that the departure from the study of education as a complex pedagogical phenomenon (which was typical for pedagogical researches in 1995-2010) negatively affects the state of pedagogy, which has focused its attention on certain phenomena to the detriment of understanding society of what quality will be broadcast by the education system in the future, for example, in 10-15-20 years. Already now, after seventeen years of applying the competence methodology in education, a pedagogical reality that does not determine the quality of multidimensionality of a person as a new (previously unclaimed) quality of a person and society has formed. It is characterized by the anonymity of the educational needs of the population and the possibilities of satisfying them, a collection of upward mobility and other means formed in an updated format of the "always ready" principle, formalized quality of education, uncertainty in the competency range, which is not consistent with professional standards, nor with the economic situation, nor common sense etc. Regional educational spaces, being places of concentration of relations between the interested subjects, began to acquire characteristics of tension if their conditions were analyzed using a reflective-humanistic approach, the system-forming principle of which is the anthropic principle. The named tension arises due to the inconsistency of the formal and substantial levels of educational theory and practice, the mismatch of economic and social models of pedagogical reality, which, in our opinion, already significantly change the world of everyday life of Russians regardless of their place of residence. The application of a risk-oriented approach in education without forecasting possible results contributes, firstly, to the unjustified diversification of educational entities, and secondly, to the growth of excessive strategic planning to the detriment of summing up intermediate results and making adjustments, and thirdly, the loss of human capital, including for professional activities.

According to our study, we assume that in the format of strategic planning, modern pedagogical reality is a combination of regional educational spaces, each of which is determined by the specifics of the place and role of the region in the Russian Federation. In the Far Eastern macro-region, the Magadan region has the weakest positions for the development of education, so it can be assumed that the regional educational space will be narrowed, thereby stimulating the outflow of the population from its territory. The areas of his tension will be concentrated in higher education and science, as well as in interaction with authorities and public administration and with the business community. We believe that the even more consolidated positioning of the Magadan region as a shift region due to the existing contradiction of the applied methodologies (humanitarian

methodology and managerial methodology) in the future will remain in a state of uncertainty if approaches to the provision of strategic planning do not change.

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