

Guardianship as Institution of Public Participation in the Management of Education

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Abstract: In the research the historical experience of functioning of the institution of guardianship in the sphere of education in the Russian empire is presented, in particular in Orenburg educational district. One of the conditions for functioning of the institution of guardianship was the practice of state and public partnership, in which the state and the public participated in joint management of the system of education. The Russian state has accumulated great experience in cooperating with the public in the sphere of financing higher, secondary and primary levels of education. The historical example of optimization and management of education has great scientific and practical importance and it is necessary to use it in modernizing the modern system of management of education.

Key words: Guardianship • Educational districts • The guardian of Orenburg educational district • The guardian's financial and managerial activity • Regional system of management of education • State and private partnership

INTRODUCTION

Nowadays in the conditions of social, economic and administrative reforms of the Russian system of education, the historic experience of the Russian state in organizing and developing the institution of guardianship is rather topical in connection with the urgency of the problems concerning the sources of financing of scientific, cultural and educational values.

Just due to wide-spread public participation in the educational process in the world history the institution of guardianship was formed as state wardship. It was expressed in creating educational (school) districts, guardian (communal) councils and committees. For example, March 17, 1808 the territory of the Empire was divided by the French government into educational districts headed by a great master [1]. During the XIXth century educational (school) districts were functioning in nearly all western countries.

In modern conditions the institution of guardianship functions in various forms: managing, guardian, supervising public councils [2-4]. It attaches the principle of state and public management to the world systems of education-an optimum combination of state and public bases in the management of education in the interests of the man, the society and the state [5-9].

The problem of the institution of guardianship is at the junction of historic, sociological, pedagogical and economic sciences. The scientists have not reached the common opinion yet concerning the methodological approaches to the definition of the institution of guardianship as a social institution.

The methodological basis of the research is grounded on the principle of historicism, scientific authenticity and objectivity. The dialectical connection of the past with the present, systemacy, the principle of comparative analysis and chronological succession are used in it. It allows to use valuable historic experience in the sphere of management of regional systems of education in the modern conditions.

Let us turn to the Russian experience in functioning of the institution of guardianship in the system of education in the Russian empire.

With the help of the radical reforms by Alexander I in the sphere of education the Ministry of Public Education was established in 1802. According to the emperor's manifest, "The preliminary regulations of public education" on the 24 of January 1803, the territory of the empire was divided into 6 educational districts¹ headed by the board of guards: St. Petersburg, Moscow, Kharkov, Kazan, Vilen and Derpt. For the first time in the legal field of public education the institutional bases of the

¹A departmental district in the Russian empire was a territorial administrative structure, subordinated to some state department. District is an administrative territorial unit, established for a certain branch of administrating.

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institution of the board of guardians with a state employee-guardian, were introduced. This fact became the peculiarity of the Russian system of public education. The turning point was the adoption of university statute in 1804, which confirmed the government's attention to the problem of the introduction of the institution of the board of guardians in the educational system. For the first time the board of guardians was formalized as state service.

Further improvement of the institution of guardianship was in the Ukase of the Governing Senate "Regulations of educational districts" (1835). The reforms of 1860-1870 roused the development of private initiative in the country. Special "Regulations of Councils under the Board of guardians of educational districts" was published (1860). In 1863 the emperor sanctioned "The General Regulations of Imperial Russian Universities".

By the end of XIX century there were 12 educational districts in Russia, which were administrated by the guardians. In three educational districts the administration was realized through "The Main Administrations of Public Educational Institutions"-special structural units of the body of governor-generals' offices: Turkestan, East-Siberian and Amur [10].

In further development of the institution of guardianship the reforms of the second part of XIX century had great importance, when such documents as "The General charter of the imperial Russian universities" (1884), "The statute on primary public specialized schools" (1874), "The statute on the board of guardians in primary specialized schools" (1905, 1907), "The statute on higher primary specialized schools" (1912), "On changes in laws concerning men's and women's classical schools and non-classical secondary schools" (1914), "Regulations concerning private educational institutions" (1914) were approved by the Emperor. In the general statute of imperial universities there was a special chapter, which covered the board of guardians. In the regulations concerning educational institutions the status of the board of guardians, its administration and its authority were assigned. During that period a new educational system of the country was sanctioned.

The staff of "The administration of the district" was formed under each educational district. Into the administrative structure of an educational district all the educational institutions of provinces and regions were included. The material submitted allows to make a conclusion that for 70 years in XIX century the dynamic development of the regional educational systems, which

were called educational districts, took place. It testifies the dynamic development of the regional systems of education and optimization of their administration.

Universities, which, along with scientific and educational goals, had the functions of administrating the regional structures of the district, were the centers of educational districts from 1802 to 1885. They were to administrate all the educational institutions of their district, in view of this fact Committees of specialized schools were established under the councils of universities. The professors of universities were to perform the functions of inspectors, who at that time were called visitators. The board of guardians of the educational districts inspected their districts more seldom than two times a year, performed administration of the rector academy, living in St. Petersburg. For this purpose each guardian was given 10000 roubles for fare to the educational districts in order to inspect them [11, p. 2]. All the educational institutions were in integral connection with each other, a strict administrative vertical-administrative dependence of low levels of the system of public education-was established.

It is necessary to mention that on the 25th of June 1835 the Regulations on educational districts and a new Statue of the Russian imperial universities were approved, according to which the universities were deprived of the right to administrate secondary and primary schools and to set up scientific societies, but the administrating of educational institutions was handed over the direct authority of the board of guardians in educational districts. With the adoption of the new Regulations on educational districts, the authority on administrating the system of educational institutions of districts was widened.

Since 1881 with the purpose of efficient administrating of the regional educational districts, the government provided state support. St. Petersburg district was given 23 750 rub., Moscow – 26 550 rub., Kazan – 19 600 rub., Kharkov – 21 350 rub., Kiev – 23850 rub., Odessa – 20100 rub., Vilensk – 22940 rub., Derpt – 17750 rub., Orenburg – 18250 rub. [12, p. 105].

Granting the state money, the government concerned itself not only with improving the system of administrating, but with intensification of supervision of educational institutions. As far back as in 1803 with the aim of optimization of Administrating an educational district as well as for cooperation in making a decision concerning educational and economic concern the Board of guardians and the Chancery of the district, which was at the same time the chancery of the Guardians, were established.

Establishing educational districts, the government adhered to the policy that each educational district center had its university. The peculiarity of Orenburg educational district (1874) was the absence of a university [13, p. 16]. In ethnic respect this district represented a differing multinational region with distinctive history and cultural traditions. Orenburg educational district, which previously had been a part of Kazan educational district, was the center of education of multinational population of Volga and Ural region, in which the model of government guardianship of Russia functioned successfully. It included 3 provinces: Orenburg, Perm, Ufa and two regions: Ural and Turgay [14].

Orenburg educational district and the Administration under it were headed by a guardian [15, p. 1]. On keeping the Administration of the district annual assignment from the State Treasury was set (27409 rub. 76 kop.), including the keeping of the guardian (8000 rub. annually) [16, p. 2-3].

On the 18 (30) of May 1874 the emperor approved the staff of Administration for Orenburg educational district. According to the staff list of the Administration of the educational district there was to be a Guardian of the district, two district inspectors, an inspector of Tatar, Bashkir and Kirgiz schools, special inspectors in Turgay and Perm districts for intensification of work in the educational institutions of Internal Kirgiz Horde, an administrator of the chancellery, an architect, two heads of department, two their assistants, a bookkeeper, a journalist, a secretary of the board of guardians [17, p. 2-3; 15, p. 36]. Each staff member was paid a salary [16, p. 2].

The staff of the Administration was paid a salary, which depended on the length of service: "for service in the Administration more than 5 years, 10 years and 15 years". Besides, the employees got additional remuneration for "evening classes" [15, p. 1-6]. The officials of the guardian's office could be assigned government flats, if they were available in the buildings of the educational department [15, p. 20-21]. The guardian and all the officials of the Administration had the right for a pension and a holiday in summertime after a preliminary agreement with the Ministry of public education [18, p. 241].

As it was said above, the district inspectors inspected the educational institutions of the district in the regions, thus having great responsibility for the state of organization and the quality of education. Besides, the inspectors knew the internal problems in the districts. They were paid money for fare. For example, on the 23 of August 1880 guardian P. Lavrovskiy asked 562 rub. 77 kop. for N. Vladimirovskiy to pay fare from Orenburg through Ufa, Birsk, Menzelinsk, Elabuga, Perm to

Yekaterinburg and back in order to inspect educational institutions. On the 28 of August 1880 the guardian applied for 84 rub. 48 kop. to pay for 6 horses to district inspector Councillor of State N. Velikanov in order to go from Ufa to Orenburg [15, p. 5, 14.].

Also in the structure of the Administration of the district there was Orenburg, Ufa, Turgay and Perm directorates of public specialized schools, headed by directors, with the aim of development and intensification of primary public education in the regions. The directorates of public specialized schools consisted of inspectors of public specialized schools.

It is necessary to mention that the administrative structure of the district was permanently optimized and consolidated. Established posts of inspectors of public specialized schools were introduced [15, p. 1-3]. For example, in 1876 in Cherdynskii uyezd Perm governor forwarded a petition to the guardian of the educational district P. Lavrovskiy on introducing the post of "a special elective district councilor in accordance with the resolution of VII regular Cherdynsk district meeting" [15, p. 1-2]. To his petition the governor attached the resolution of Perm district council concerning the allocation of the following sums "1500 rub. annually, 900 rub. as a salary, 600 rub. for renting a flat, office supplies and free pass if at work" [15, p. 4]. The guardian, considering the necessary facts, appointed the inspectors of Chelyabinsk and Orenburg.

Thus, the administration of the educational district had harmonious, flexible system of control, which allowed to react quickly to "local" problems in education and to solve social tasks.

With the purpose of collective nature of adopting administrative decisions the Council of trustees operated under the Administration of the district. By forming such an important structure the government pursued such a strategic goal as widening and intensification of interaction among the representatives of educational institutions of the district and authorized representatives of the state power, public organizations, students' parents and representatives of the region branches.

The guardian of the educational district fulfilled administrating of the system of councils of trustees in educational institutions. Their activity was realized in the frame of state and public interaction and was directed at the development of the strategy concerning the choice of the state standards of education and attracting the representatives of the labour market to the educative process. In such conditions flexible financial and staffing policy as well as the realization of core education with attracting employers' representatives were carried out [19].

At present in the Russian Federation the process of attracting employers into the educational process is only starting. The historical experience of this process can be used nowadays in creating organizational structures of state and private partnership in education.

The Testing Committee functioned under the Administration of the district. The Chairman and the members of this committee were monthly paid on average 25 rub. and 10 rub. respectively. "The commanding register of keeping the members of the Testing Committee under the Administration of Orenburg Educational District for February 1908" testifies this fact [15, p. 2].

For all the service servants of Orenburg educational district there was strict corporate culture. First of all, it was expressed in wearing uniform, which was classified as the following: ceremonial, glad rags, usual, special, casual and travelling. Its wearing was strictly regulated by the Statute-book on the regulations concerning wearing uniform by the officials of civil offices (Enclosure to the article 531 of the Statute of service regulations, 1896) [11, p. 22, 523].

In administrative respect the guardian was to realize executive and administrative activity in order to solve the tasks concerning the realization and execution of normative legal base of educational institutions: all the governmental orders, directions, instructions, the Statute, the regulations. In case of evasion from the regulations by the administration of an educational institution, the guardian made corresponding reprimands, censures, sanctions up to discharge, expressing his opinion in the form of an opinion letter, which was further submitted to the Ministry of Public Education. This historic fact testifies the existence of corporate culture and efficient educational work among the staff and students in educational districts.

For efficient administration of financial and economic activity the guardian of Orenburg educational district was given a special fund-in trust, which he could annually distribute in accordance with the budget of educational institutions. The guardian thoroughly audited and analyzed this budget, then approved and controlled expenses and income. The Administration of educational institutions, receiving the purpose money, were responsible for its efficient use in accordance with the staff list, contracts and payment.

In respect of the procedure of accepting, keeping and expending (accounting and accountability) of the monetary funds, received by the educational institutions, the guardian followed the rules of the General Calculating Statute of the Ministry of Public Education and addenda, which were prescribed in the statutes and regulations of educational institutions.

The guardian also had the right to extend credits on petitions of inspectors and directors of educational institutions on their needs, as well as to make decisions concerning their movement within the limits of one paragraph of the budget. The guardian had the right to appoint an economus, an official who was responsible for economic safety of a university and the whole educational district.

In his administrative activity the guardian took direct participation in attracting supplementary sources of financing and private donations for educational needs. This fact emphasizes one more important social and economic function of the board of guardians of educational districts, which was realized in the procedure of awarding of personal scholarships. In accordance with the law, educational institutions were allowed to accept donations. For this purpose the guardian on the basis of the petitions of the founders of educational institutions, or other people, who wanted to provide pecuniary aid, gave the positive decision in those cases when the contribution was provided by ready money, or by securities, treasury notes, but only that part of the sum, the annual interests from which was corresponding to the sum of the instituted scholarship. These sums were to be deposited to the State bank or its branches (offices), or, according to the procedure, which was operating in some departments. In those parts of the Russian empire where the mortgage system worked, money was allowed to be invested into land [20, p. 63].

The guardian also paid attention to the measures of social security and support of the service servants of educational institutions. Teachers received their salary from the Treasury. It was allowed to organize savings and loan associations for the service servants in educational institutions. Teachers were guaranteed a pension from the State [21, p. 7-8]. The pedagogical staff had the right for a month's holiday. Men, who reached the call-up age and were appointed on the post of teachers, were enlisted into the reserve. Teachers and all the service servants' children, who served not less than 10 years, were granted free education.

One of the consistent parts of the activity of the board of guardians was development of the system of benefits and financial support of students. In spite the fact that the tuition was comparatively low, granting scholarships to "the poorest and the most praiseworthy in behavior and study" students (very often non-Russians) was widely accepted. These scholarships were often used as a contribution for the right to study. Non-Russians had benefits when entering educational institutions. They could get a place in a hostel and they were guaranteed reduced transport charge.

With the aim of legitimacy of adopted administrative decisions, the guardian developed the Regulations on scholarships for poor students as well as the measures of stimulating character for overachieving students. For the period from 1912 to 1915 he developed a great number of such regulations, the realization of which he tracked personally. For example, in 1875 the guardian approved the regulations concerning the establishment of a scholarship under Ufa Mariinsk women's classical school "After general-lieutenant Kryzhanovskiy in memory of his 10-year administrating Orenburg district with the sum of donation by officials and citizens of different estates of Ufa 552 rub. 82 kop." [15, p. 1-2]. This sum of money was converted into 5% state securities, which were to be kept in Ufa province treasury. The interests from these securities "were received by the board of guardians of the classical school and were contributed for the right to study" [15, p. 6; 13, p. 253].

Organizing and keeping of schools was partly realized at the expense of the state, but mainly at the expense of local city offices, estates, individuals and tuition. With the purpose of creating supplementary articles of income, it was allowed to put the capitals of government establishments into bonds cash of city credit [22, p.132]. Government property was partly bought at the expense of government money and partly at the expense of special funds by means of participating in public auctions in accordance with the Calculating Statute [21, p. 6; 15, p. 5].

It should be noted that rather poor means were allocated from the government treasury that means that the guardians had to take great care of finding financial flows. For example, keeping of specialized schools in Orenburg province in 1875 cost 39 946 rub. 81 kop. (from the government treasury 10 299 rub.50 kop.) and in 1899.-183 487 rub. 72 kop. (from the government treasury-59 374 rub. 10 kop.). As it can be seen from the above said, that keeping of specialized schools after 25 years of functioning of the district rose in total on 143 527 rub. 90 kop. and in particular from the funds of the government treasury on 49 074 rub. 60 kop. [18, p. 158].

Besides the guardians attracted actively charitable institutions and promoted their opening and functioning. Thus, only in Orenburg district there were 7 societies of guardianship of public specialized schools, which independently kept their specialized schools. Moreover with the help of these societies Public Readings with fund-raising were held and public free libraries under specialized schools were opened.

CONCLUSION

Thus, the institute of guardianship in Russia on the whole and in Orenburg educational district in particular, as a system of administrating education had state and public character. The goals and the tasks of Orenburg educational district were the realization of the state policy in the sphere of the system of education of Volga and Ural region, considering its multicultural and multinational peculiarities.

The realization of the tasks was promoted by, first of all, efficient administrative and financial activity of the guardian of Orenburg educational district as a state official, who in a competent way administrated the educational district center as a separate educational institution. It had certain functions, staff, budgetary financing and office work. Secondly, the realization of the functions of social and economic character, which provided interaction of the educational system with the representatives of economy, science, culture, public health, all the concerned departments and public societies, parents and employers, improving of the system of administrating and coordinating of the educative process in educational institution and establishments of the system of education.

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