

Implementation of Social Policy in the Sphere of Education at the Municipal Level

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Abstract—This article is based on the research that the authors conducted to find out the main problems related to implementation of social policy in the sphere of education. The authors tried to propose the directions for improving the social policy in the sphere of education at the municipal level. Using specific methods, the researchers were able to apply a unified approach to analyzing the problems of implementing social policy in the field of education at the municipal level. In the process of the study, the authors considered the theoretical foundations of social policy in the field of education. The authors also analyzed the work of the education committee of the city administration in the sphere of implementation of social policy in education. In addition, the researchers focused on the methods that local governments can use to improve the implementation of social policy in the sphere of education. According to the analysis the researchers carried out, there are a number of problems related to implementation of social policy in the sphere of education: education is underfunded; there is a lack of young specialists; it is inconvenient for primary school pupils to study on the second shift. Based on the study, the authors concluded that social policy in the sphere of education should be aimed at: providing free public education; improving the quality of supplementary education; improving the education systems; promoting mass sports and physical training at schools; arranging leisure activities for students; improving financial management mechanisms to control the work of subordinate institutions.

Keywords—social policy; social policy in the field of education; education; implementation of social policy in the field of education

I. INTRODUCTION

In the social policy of the Russian Federation, one of the basic principles is to prioritize the sphere of education. The educational process is identified as the most important factor influencing the formation of the modern society, social and cultural life and economy. At the present stage, the Russian system of education needs to become competitive at the global level, as it contributes to the country's international

prestige, serves to strengthen the country's intellectual power and national security. We can say that the future of the country depends on the level of the development of education [1].

Social policy is a many-sided process, as the role of institutionalization is constantly increasing. According to the main principles of state policy and the legal regulation, everyone has a right to education. In addition, it is crucial to prevent discrimination in the field of education. Every person has a right to get education in accordance with his/her interests and needs. Finally, it is important to provide favorable conditions for the development of each person [2].

The level of education influences labor resources, and, consequently, the state of the economy. The system of principles of the state educational policy is aimed at providing the society with quality education. The state policy in the sphere of education is aimed at creating certain conditions for citizens to exercise their rights to quality education that is relevant to the needs of the civil society.

The state is interested in the steady formation of the sphere of education, since this is directly related not only to the observance of human and civil rights and freedoms, but also to the successful development of the Russian economy, the country's prosperity, and the state of national security [3].

Thus, the sphere of education has become a separate area of social policy for various reasons. Firstly, education is related to the non-market activities of the society. Secondly, the state, the local governments and voluntary public organizations and social institutions are responsible for ensuring the balance between supply and demand in the sphere of education. This means that education is a public good, an object of public property and an important part of the public sector [4].

II. THE PERCEPTION OF BLINDNESS

Carrying out the research, the authors used a systematic approach. The social policy in the field of education was considered as a system in which the main subjects were the bodies of federal, regional and municipal government responsible for the sphere of education.

The authorities of the municipality (the regional center) were considered as the object of the research. The social policy in the field of education is carried out by the committee of the city administration (the body of the city administration which is formed by the Head of the city in accordance with the decision of the City Council).

The researchers conducted the study using the methods of monitoring the activities of the education committee. Moreover, the authors of the article examined the documents regulating the social policy in the field of education at the municipal level. According to the Decision of the City Council of June 27, 2007 No. 402 (as amended on March 30, 2011 No. 229, dated October 26, 2011 No. 423, dated May 30, 2012 No. 602, dated October 10, 2013 No. 1051, dated January 29, 2014 No. 1138, dated August 5, 2014 .2014 No. 1301, dated July 9, 2015 No. 1619, dated January 27, 2016 No. 161, dated April 27, 2016 No. 264) "On approval of the Regulations on the city administration bodies exercising the rights of a legal entity", the committee performs a number of functions [5]:

- it ensures available and free education in municipal educational organizations;
- it registers the number of children who have to attend schools;
- it takes measures to provide children with supplementary education;
- it provides educational institutions with material and technical base and special equipment;
- it analyzes the ways of development of the municipal education system;
- it develops and implements education programs;
- it takes specific measures to observe the health and safety law and workplace conditions in the education system;
- it monitors human resourcing (the number of teachers and managers) of the subordinate institutions;
- it coordinates the work of subordinate institutions;
- it is responsible for preparing draft decrees and orders of the city administration, draft decisions of the City Council related to the functions of the Committee;
- it prepares documents, certificates and necessary information on the work of the committee;
- it receives and registers correspondence;
- it sets municipal tasks for subordinate budgetary and autonomous institutions;

- it fulfills its responsibilities.

Conducting the study, the authors concluded that the municipal education system relies on the city management model. Under certain circumstances, this model provides an opportunity to modernize the municipal education system:

- to improve it from the point of view of its organization and management,
- to adjust it to the educational services market,
- to provide human resources,
- to offer social support to the subjects of the education system,
- to provide the city education system with scientific, methodological, information, material and technical support [6].

III. TECHNICAL ASPECTS

Considering the implementation of social policy in the sphere of education, the authors came to the conclusion that the city education system should [5]:

- provide free primary education, basic general education and secondary general education in accordance with the basic general educational programs based on the federal state educational standards;
- implement the state program "Providing more vacant places in general education organizations of the Russian Federation" within the period of 2016-2025;
- increase the quality of supplementary education and to make it more available;
- improve the educational systems and methods based on the individual approach to teaching children in accordance with their needs, interests and abilities;
- promote mass sports and physical training at schools and introduce the sports program "Ready for work and defense";
- arrange leisure activities for students of municipal educational institutions during the holidays;
- improve financial management mechanisms to control the work of subordinate institutions.

Thanks to the efficient work of the education committee, there was a decrease in the number of pupils studying on the second shift (in 2016-2017 by 5.6%, despite a significant increase in the number of students in general educational institutions by 10%) [7].

The education committee pays great attention to the implementation of the regional program "Providing more vacant places in general education organizations of the Russian Federation within the period of 2016-2025". Thanks to implementation of this regional program, it was possible for schools to avoid working on the third shift by the beginning of the 2017/2018 academic year. Moreover, as

soon as a new school in the Telecentre microdistrict was built, the citizens living in the northern part of the city found it less problematic to enroll their children in schools. The implementation of this program and the construction of a school in the city center will also make it possible for primary schools to avoid working on the second shift by 2021 [8].

The education committee also controls the work of organizations and schools providing supplementary education in the following areas: art, social and pedagogical sphere, physical training and sports, military patriotic education, technical sphere, tourist and regional studies. 7,023 children attend youth sports schools. They go in for 24 kinds of sports. In 2016/2017 academic year 3622 students attended sports clubs.

The All-Russian Olympiad for pupils plays an important role in the process of searching talented children. According to the results of the regional stage of the Olympiad, 306 pupils of the city schools managed to win first prize (61.4% of the total number of prizes). 6 children out of 21 pupils, who participated in the final stage of the Olympiad, became prize winners.

Moreover, thanks to the efficient work of the education committee, the number of teachers who have been working at schools for about 10 years, has increased within the last 5 years (from 24.5% to 29.4%). Every fifth teacher has the highest qualification category, and every third teacher has the first qualification category (and this number is increasing). 301 teachers and senior employees worked in the system of supplementary education.

At the end of 2016, there was an increase in the number of teachers of supplementary education organizations with an experience of up to 5 years (by 11 people), a decrease in the number of teachers with work experience of more than 20 years (incl. due to retirement) - by 6 people (6%). [7]

In supplementary education establishments, 43 teachers have the highest qualification category (16%), 79 teachers have the first category (29%), 73 teachers have the certificates of compatibility with job requirements (27%). In the 2016/2017 academic year, the share of teachers with the highest qualification category increased by 23%, and the percentage of teachers with compatibility certificates boosted by 60%.

The education committee of the city administration closely cooperates with the Department of Physical Education and Sports of the Regional Administration, the Department of Social Welfare and Family Policies of the Regional Administration, the Committee for Youth Policies, Physical Education and Sports of the City Administration on arranging large-scale sports events, ensuring the participation of schoolchildren. In 2017, students traditionally took part in such competitions as "Russian Ski Track - 2017" (500 students), the family relay race "Trust Distance" (360 students), the track-and-field cross-country race (320 students), the athletics relay race dedicated to Victory Day (304 students), VI city bicycle festival "The Sun on the Spokes" (200 students), the regional Health and Sports Day

(700 students), regional large-scale competitions as part of the All-Russian Running Day "Cross-country Race of Nation" (500 students), the Football Cup (120 students).

Financing of the education sector is carried out in the framework of the municipal city program "Development of city education" which covers the time span of 2016–2020. The program was approved by the administration. All financial resources allocated from budgets of different levels are directed at its implementation. [9]

The implementation of the Program is aimed at providing citizens with accessible quality education, increasing the effectiveness of financial and material resources aimed at developing the industry, and the transfer to more active public participation in the development of management mechanisms adequate to the tasks of developing the education system.

In general, it must be noted that the implementation of the above-mentioned programs is focused on providing citizens with accessible quality education. Achieving the goals and objectives set in the programs requires municipal authorities to apply effective management methods aimed at changing the structure, content and technology of education, the legal and institutional forms of subjects of educational activities, as well as financial and economic instruments.

Proceeding from the analysis of the city's education system, we can identify a number of key problems related to the implementation of social policy in the field of education:

- education is underfunded;
- there is a lack of young teachers in the field of general and supplementary education;
- it is inconvenient for primary school pupils to study on the second shift;
- it is hard to create an educational environment that ensures the availability of quality education for children with special needs.

IV. CLASSROOM MANAGEMENT STRATEGIES

To solve the problem of underfunding, the following measures can be proposed.

Firstly, it may be useful to introduce a rating system for obtaining budgetary funds by educational institutions for the upcoming year. That is, the institutions that proved to be most efficient during the past year can expect an increase in funding for the year to come; and, conversely, institutions that rank lowest will receive reduced funding.

Secondly, it may work well to create networks of lobbying organizations throughout the region that could inform people about pressing issues, as well as motivate them to solve the problem of underinvestment, by drawing up and signing petitions to the higher authorities which allocate funding for the educational system.

Budget-based fund-raising should also be expanded. However, this method is not always effective. There are

unconventional ways to improve the financial standing of an educational establishment, though.

For instance, it can be advisable to set up a secondary school-based aftercare for elementary students - let us call the project "School is my sweet home." The essence of this project is to create a year-round school camp. It will be open until 8 p.m. and will operate on fee-paying basis. Due to the implementation of this project, the financial situation of the institution will improve. These funds will make it possible to carry out activities for landscaping or renovation of school premises.

In order for young teachers to successfully enter their careers, the renewal of the mentoring institution will become an important direction in administering social policy in the field of education.

Mentoring will help beginner educators find the support of an experienced professional who can offer practical and theoretical advice in the workplace. The most tangible prospects for such work may be [10]:

- mentoring can help the young teacher to realize the prospects in the field of their pedagogical activities;
- a young teacher will be able to assess the readiness to perform pedagogical functions;
- mentoring can assist young teachers to upgrade their proficiency with the focus on their particular needs, challenges and achievements.

The effectiveness of the mentoring system will help the authorities of educational institutions and mentoring teachers to quickly and efficiently solve the problems of professional development of young teachers, get them involved in development plans, assist them in self-organization and self-analysis of their achievements, and increase their professional competence. Mentoring will provide a young teacher with opportunities to gain knowledge, improve their professional skills and talents. It will teach young specialists to build sound relationships with colleagues and supply information about the functioning of the organization where the beginner educators are employed.

Besides, to alleviate this problem, it is necessary to create conditions for the young graduates to gain experience in teaching. To that effect, it is advisable to create non-profit organizations with the teachers being exclusively specialists in order to refine the staff and help young professionals with future employment.

In the long term, the city administration and educational institutions have been given the task of further increasing the salaries of teachers in general and supplementary education. Monetary incentives will also contribute to attracting young teachers to educational careers.

In accordance with the financial provision of the "road map", which we examined above, the ratio of the average monthly salary of teachers of educational institutions of general education to the average monthly salary in the region is at least 100%, for organizations of supplementary

education, the ratio of the average monthly salary of teachers is 100% of teachers' salaries.

An important problem in the education system of the city is related to the inconvenience of teaching primary school students on the second shift. The education system is faced with the task of continuous work aimed at the reduction of the number of students attending school in the afternoon. That particularly concerns primary schoolchildren, which meets the requirements of the Federal State Educational Standard.

This problem can only be solved by constructing schools in the northern part of the city. The problems of specialized education, as well as the systems of schools with special facilities are among the most relevant nowadays. This is due to the fact that the number of children with special needs and disabilities is growing steadily.

Children with special needs and disabilities should be taught in general education classes according to adapted programs. This requires the teacher to be aware of the problem, to have a deep understanding of the characteristics of such children in arranging the educational process. The reason is that a child with special needs demands an individual curriculum which is not limited to reduced academic hours. The institution is obliged to create the appropriate environment for educating this type of children.

To adapt the learning environment for children with disabilities, digital literacy courses can be introduced. For example, you can install specialized equipment in the computer class, e.g. a Braille keyboard, large full-screen monitors and a good speaker system.

To educate children with disabilities, it is necessary to provide teachers with the opportunity to acquire necessary skills via retraining courses and to grant financial incentives for the teaching work.

It should be noted that one problem leads to another as long as in order to create such facilities, substantial funding is essential.

With the help of these measures, educational institutions will be able to equip the student with the necessary knowledge, develop skills and abilities that will ensure their readiness for the next level of education or for practical activities, as well as to educate those personality qualities that are necessary for their social adaptation.

Under these conditions, one can hope for real positive changes in the innovative updating of the educational system of the city.

V. CONCLUSION

To sum up, we should note the key aspects of the research.

Social welfare policies in the Russian Federation are aimed at creating conditions that ensure a decent life and free development for each individual.

The Law on Education in the Russian Federation No. 273-FL addresses issues of the state social policy in the field

of education by ensuring equal rights and opportunities for education provided for different categories of students. The law reflects the principle of ensuring equal access to education for all students, taking into account the diversity of special educational needs and individual abilities.

Proceeding from this research, the priority areas for the social policy in the field of city education were identified. It is crucial to:

- provide for universally available and free of charge primary, basic general and general secondary education according to general educational curricula in line with the requirements of the Federal State Educational Standard;
- participate in the state program entitled "Providing more vacant places in general education organizations of the Russian Federation" within the period of 2016-2025;
- promote accessible and high-quality supplementary education;
- improve education systems that are aimed at children's personal development, addressing their needs;
- promote school-based and mass sports in the city;
- arrange leisure activities for students during the holidays;
- improve financial management mechanisms for subordinate institutions.

The study also revealed the following problems of implementing social policy in education:

- education is underfunded;
- there is a lack of young professionals in general and supplementary education;
- it is inconvenient for primary school pupils to study on the second shift;
- it is hard to create an educational environment that ensures the availability of quality education for children with special needs.

With the implementation of these recommendations on improving the education system, one can expect real positive changes in the development of social policy in the field of the city education.

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