

Implementation of the Regulatory Mechanism for Developing the Educational Potential of Senior Citizens in Russia and Abroad

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Abstract—The article analyses the experience of implementing the regulatory and legal mechanism for the development of the educational potential of senior citizens in Russia and abroad; it substantiates the need for its application in social practice. The purpose of the study is to determine directions, features and forms of implementing the regulatory mechanism for developing the educational potential of senior citizens in Russia and abroad. Results: the comparative analysis of the experience of different countries has revealed the success of implementing the regulatory mechanism for public management of developing the educational potential of senior citizens; it has determined its most effective form, such as the public-private partnership (Denmark, Holland, Sweden). In Russia a sufficient legislative framework has been formed; it allows the effective implementation of the regulatory mechanism for the development of the educational potential of senior citizens. The main directions of implementing this mechanism in Russia and abroad are creating universities of the third age, as well as developing programs of additional professional education. The main feature is the joint training of young people and senior citizens at the educational programs in order to transfer some social and professional experience to the new generation (France, China).

Keywords—*regulatory mechanism, public administration, senior citizens, human potential, the educational potential of senior citizens.*

I. INTRODUCTION

In modern Russia and abroad, there is an understanding of the need to create conditions for the development of the educational potential of senior citizens, which is necessary for a socially active life and continued work. We consider the educational potential of citizens as one of the elements of human capital; the ideas of its development are being successfully embodied in the twenty-first century

Overcoming various negative stereotypes, the society and government bodies are gradually arriving at the perception that even after retirement, people can develop their human capital; the educational potential is turning its integral element. Therefore, the state should create institutional conditions for managing the processes in this area on the basis of a regulatory and legal mechanism.

II. LITERATURE REVIEW

Almost a hundred years have passed from the first ideas of the need to educate senior people to the creation of some institutional opportunities. The common factors influencing the efforts of society to create such conditions during a century were the ideas of humanism and understanding of the need for universal education. At the same time, in almost all countries the education of old age people was initially considered as a means of developing an individual or training the psychological qualities of a person to adapt to other living conditions or to master new social roles. Gradually, in many countries the ideas of human capital began to develop under the influence of scientific communities and social practices. The human capital is formed in a creative process and represents the property of a particular person.

The scientific consciousness has started to reinforce the ideas that people's activities, as a result of which they produce their capital, are carried out thanks to their own social qualities and the development of these qualities is the enrichment of a person themselves and depends on individual human abilities [1].

Over the past fifty years the understanding of human capital and its significance has been expanded and refined, partly thanks to the reasoning of the competence concept. In the context of this concept, researchers consider competence as a ratio of the resources accumulated by a person during their life, based on requirements of the surrounding reality. On the basis of these theoretical notions, the concept of active socialization of seniors is currently being formed; it implies their participation in the life of society and state, which ensures their social integration in public life [2].

For example, A. M. Mitina, a pedagogy representative, rightly notes that additional professional training blends well with the education of retired adults. In her opinion, this type of training provides the basic life forms of an individual: professional, civil, family, religious ones [3].

New ideas of the educational potential of senior citizens are also reflected in the gerontological culture as a philosophy of human life and aging [4].

Along with the changes in scientific notions of the importance of the educational potential of senior citizens, the

attitude of government bodies towards the need for creating appropriate conditions in the country is changing. The government bodies in many countries are beginning to actively apply various mechanisms for public management of the development of the educational potential of citizens in this category. At the same time, different management concepts are used: management by goals and client-oriented (or marketing) management.

In order to implement the above-named concepts and related strategies, the public authorities are using the following public administration mechanisms: regulatory, organizational and social ones. According to the authors, the regulatory mechanism can be defined as a set of legally regulated methods or techniques, as well as algorithms, mandatory administrative and organizational actions of public administration officials, through which public authorities create conditions for implementing additional professional education for senior citizens.

The organizational mechanism of public management of developing the educational potential of senior citizens is implemented through providing senior citizens with educational services at the expense of the state budget. The organizational mechanism of public administration includes state programs and adopted strategies, as well as creating of organizational and managerial structures whose functions involve the administration of activities in the sphere of additional professional training of senior citizens.

The government bodies can also actively use the social mechanism for public management of developing the educational potential of senior citizens, which implies actions of government bodies carried out with different types of organizations aimed at creating in society new ideas of senior citizens, as well as at refusing some stereotypes, for example, among leaders and specialists of the government bodies involved in providing social services in this area.

The mechanisms of public management of developing the educational potential of senior citizens themselves are impersonal, and the content of programs and educational services largely depends on what notions of senior people dominate the mass consciousness of society, as well as they are due to the adopted regulatory and legal acts in this area.

III. RESEARCH METHODOLOGY

Overcoming various negative stereotypes, the society and government bodies are gradually arriving at the realization that even after retirement, people can develop their human capital; the educational potential is getting its integral element. Therefore, the institutional conditions and mechanisms for the public management of these processes should be created in the state. The public administration mechanisms are usually presented in the form of public-private partnerships or in the form of social entrepreneurship. In our opinion, the effectiveness of applying all the mechanisms of public management of developing the educational potential of senior citizens can be ensured by using comprehensive, interdisciplinary and differentiated approaches in the public administration that take into account social experience in this area.

The development of the human capital of senior citizens requires the application of the achievements of various sciences: medicine, pedagogy, psychology, management, law, political science, sociology and other knowledge. The

comparative analysis of the experience of different countries has allowed us to identify the successfulness of applying the regulatory mechanism for public management of developing the educational potential of senior citizens in Russia and abroad.

IV. RESULTS

The authors have analysed the application of the regulatory mechanism for public management of developing the educational potential of senior citizens. In many countries the adopted laws regulate the rendering of educational services to senior citizens, recognize their expediency and usefulness.

For instance, in Germany, additional professional training of people aged from 50 to 74 is officially recognized and encouraged. The right of senior citizens to learn is established by the German Constitution, which records this right for people of all ages [5].

On the basis of the German Constitution, more specific and detailed laws are drafted and adopted: in Bavaria "the Act on Facilitating the Education of Adults" (Gesetz zur Forderung der Erwachsenenbildung, 1974), in Lower Saxony, "the Act on Facilitating the Education of Adults" (Bekanntmachung der Neufassung des Gesetzes zur Forderung der Erwachsenenbildung, 1984), in Saxony-Anhalt "the Act on Facilitating the Education of Adults" (Gesetz zur Forderung der Erwachsenenbildung, 1992), etc. In addition, other laws are in force in Germany: "Sozialhilfegesetz" ("The Social Assistance Act"), "Bundesausbildungsforderungsgesetz" and the Federal Law on the Education Promotion.

In 1997, the scientific community adopted the Hamburg Declaration on Adult Learning, which publicly recognizes the crucial importance of integrating the senior person into the contemporary educational space: older people are to make a significant contribution to the development of society. In this regard, it is indispensable that they have the possibility to study on equal terms and in the according way. It should be recognized that there is an opportunity to appreciate their skills and abilities at their true worth and use them in work activities [6].

The main document that have determined the state policy of the Czech Republic in the field of education at the present stage and summarized the scientific and public researches of the 90s is the "People's Program for the Development of Education in the Czech Republic (White Book)", adopted by the government on the 7th of February 2001. This document covered all the issues of adult education: the general goals of education and training, the main strategic directions and principles of educational policy, the principles of management and financing in this sphere, the international education cooperation, the prospects of preschool, basic, secondary and higher education, the development of further professional education of adults and their retraining [7]. In this European country, they also actively discuss the unemployment problems as a consequence of the employment policies in the labour market [8].

The ideas of integrating senior people into the modern life and, in particular, into the educational space were developed in the Madrid International Plan of Action on Ageing, adopted in 2002. The participants of the Second World Assembly on Ageing recognized the expediency of applying social

protection mechanisms for senior citizens. It is in the content of the Madrid International Plan that they focus attention on the needs of society: the availability of state programs and their support by the public authorities, so that senior citizens could receive lifelong education [9].

In our opinion, the merit of the developers of the Madrid International Plan is their suggested differentiated approach to legal support of organizing senior citizens' training. Unfortunately, in developing countries there are a large number of people in their declining years who do not know literacy and numeracy, which considerably limits their ability to earn their living. Largely thanks to the ideas embodied in the document, a lot of states began to take measures in the domain of developing the educational potential of senior people and engaging them as mentors and consultants.

The comparative analysis of the experience of different countries in applying public management mechanisms for the development of the educational potential of senior citizens makes it possible to identify problems and specific achievements in these countries. The use of the regulatory mechanism for public management of developing the educational potential of senior citizens in Russia allows concluding that the legislative basis has formed in the country. The Constitution of the Russian Federation, as well as the constitutions of many European countries, establishes that senior citizens are provided with the state support for equal access to basic and additional educational programs [10].

The Federal Law "On Education in the Russian Federation" establishes that senior citizens have the right to be included in the educational process. The same law fixes for the first time the notion of "lifelong education", which ensures the possibility of executing the citizens' right to education throughout all their life [11].

The creation of legal conditions for developing the educational potential of senior citizens is carried out through amendments to some sectorial laws. Thus, in accordance with the law of Russia "On the employment of the population in the Russian Federation", the regional employment service authorities are allowed to send to a vocational training and an additional professional education citizens of retirement age who after having got their pension formalized, want to resume their work in professions that are in demand at the labour market.

The active use of the regulatory mechanism for public management of developing the educational potential of senior citizens has permitted many countries to create conditions and infrastructure for the implementation of additional professional education for their senior citizens. These conditions include elaborating and implementing programs on different levels: programs aimed at enlightenment; programs directed at vocational training, retraining and raising the level of one's skill. For instance, a lot of European countries participate in the international program of the Organization for Economic Co-operation and Development for assessing the skills and competencies of working-age adult population, which is called PIAA.

The Russian Federation has also been taking part in this international program since 2013. Within the framework of this program, the level of information competencies of the population in Russia has been investigated. Further, educational programs have been developed and carried out; their purpose is to train senior citizens in using modern

information resources, including in order to obtain quick access to receiving state, municipal and social services. Similar programs were implemented in Poland in 2005 and 2006.

The ideas of the Madrid International Plan were supported in Russia, therefore, we have adopted the Strategy of Actions for the Benefit of Senior Citizens in the Russian Federation up to 2025 [12], and the federal project "Senior Generation" is being realized.

In the regions of Russia, educational programs aimed at improving the senior people's life quality were implemented during 2014 to 2018. These programs are more often implemented in the form of schools of "senior age", which are usually created at social service centres. The content of the programs included issues of safe life activities, creative and applied work of senior people, vocational guidance, legal and economic culture, social tourism, local history, horticulture and gardening.

According to many experts, the most significant achievements of many European countries in the application of the legal mechanism for public management of developing the educational potential of senior citizens is the creation of institutions that were called the "university of the third age". The institutions of this kind offer educational services for people planning to retire or have already retired [2].

The following programs are being implemented at the universities of the third age, for example, in Poland: prevention of old age by means of propaganda; rendering assistance with the purpose of increasing senior people's physical and psychological activity; preparation for retirement (holding educational seminars on pedagogy, psychology and philosophy, establishing creative interaction in a team and with other people); training aged people for social activities [13].

Such universities have gained ground not only in Europe, but also in America, where more than 2,200,000 people participate in various forms of studies within the scope of the programs of the universities of the third age [14].

The suggested form of education for senior citizens has spread in some Asian countries as well. For example, in South Korea, 426 academies have been officially registered; they are attended by more than 41 thousand people over the age of 60 [14].

In China there are about 5 thousand universities of the third age, where about 1 million people in their 60s are studying [15]. At the same time, the institutions that apply the strategy of integrating senior people into groups of students of different ages are the most popular.

In France the cultural centre of the University of Toulouse operates, it is open to young and aged students, that is, to those who are over 70 years old.

Studying the best practices of foreign countries makes it possible to reveal the application of the regulatory mechanism for public management of developing the educational potential of senior citizens in the form of public-private partnerships. In Denmark and Sweden there are special universities for pensioners, the financing of which is carried out by private individuals, public organizations, state and municipal foundations. In the Netherlands lots of education organizations collaborate with some enterprises and the

service sector implementing the project “Pension in Perspective” [16].

In Russia, this mechanism is less developed and little applied to finance programs of different types (enlightenment and additional professional education) for senior citizens, although there is a social need for this.

Let’s consider the social mechanism for managing the development of the educational potential of senior citizens, since this mechanism is most closely related to the regulatory mechanism. Its impact implies forming new concepts in society and new behaviour types of both senior citizens and representatives of public administration. Certainly, there are some difficulties in generating new society’s notions of the educational potential of senior citizens. Even in Germany, which has surpassed other nations in creating general conditions for the quality of senior citizens’ life, some negative stereotypes in assessing the educational potential of this category exist.

For example, for 55-year-old German citizens of pre-retirement and retirement age, they can offer only services providing temporary employment at public works or trainings in order to teach the applicant ways of finding a job. The government agencies provide significantly less services in retraining, advanced training, as well as in creating their own business for this category. Although, these are services that favour the professional mobility of senior citizens [17].

Basically, the government bodies in Russia have applied so far the regulatory and organizational mechanisms for managing the development of the educational potential of senior citizens through the introduction of additional education, but they have poorly taken into account the influence of the social mechanism (forming new ideas, stereotypes, and value attitudes) in relation to this social process.

That is why the Russian Federation Government Decree No. 35 of the 25th of January 2019 is interesting from the standpoint of the comprehensive analysis of using public administration mechanisms aimed at developing additional education of senior citizens. The text of this document reveals the accumulated Russian and foreign experience in the comprehensive application of public management mechanisms for developing the educational potential of senior citizens. This act establishes the rules for granting subsidies from the federal budget to non-profit organizations for organizing vocational training and additional professional education for people of pre-retirement age. The document stipulates that the recipient of subsidies should be a non-profit organization founded in such a legal form as “union”.

The goal of the organization must be the development of professional education in accordance with WorldSkills standards, as well as providing the Russian economy with highly qualified personnel. Therefore, in order to implement additional professional education for senior citizens, one should select the most promising professions and specialties with good job opportunities in the system of secondary-level vocational education in Russia.

During 2019 to 2024 non-profit organizations may receive subsidies to finance their expenses. It is planned to annually assign 25 thousand citizens to receive vocational training and additional professional education.

The adopted rules, which are binding upon the implementation of vocational training and continuing professional education programs, deserve approval; these are the preparation of individual recommendations for people of pre-retirement age in accordance with their professional competencies and the possibility of using distance learning. To motivate the education of citizens in their 50s, it is planned to hold professional mastery championships “Skills of the Wise”. It is possible that this is the beginning of forming a new type of behavioural strategies that take shape in various age communities, based on overcoming the boundaries and barriers prescribed by age, in a diverse spectrum of activities and interactions [18].

V. CONCLUSION

Thus, the experience of foreign countries and Russia confirms the possibility of developing the educational potential of senior citizens, thanks to the implementation of regulatory mechanism of public administration based on the legislation of each country. The result of its application is the development of educational programs, a gradual increase in the number of universities of the third age, schools for the senior person in the country [19].

In the Scandinavian countries the participation of diverse organizations in this process is developed in the form of public-private partnerships and in Asian countries, for example, in China the development of senior citizens’ educational potential is accompanied by children, which contributes to transferring professional and social experience. In general, the global trend has been revealed, i.e. founding universities of the third age for senior citizens in the country.

However, due to the influence of stereotypical notions of the interests and opportunities of senior citizens, the content of educational programs is usually very limited by the psychological or medical nature of life or training in information technology. However, in the modern period of civilizational development, some additional professional education programs are needed; training in them will give a new profession and successful work in the third age.

According to the authors, in order to improve the content of educational services in the field of additional professional education, it is necessary to actively use all the mechanisms for public management of developing the educational potential of senior citizens on the basis of the legal support for educational activities of senior people.

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