



The Mechanism of State-Public Management of Vocational Education in the Region

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ABSTRACT

The relevance of the article is reasoned by the development of civil society and the positioning of vocational education as an open, state-public system. The purpose of the article is to develop a mechanism of state-public management of vocational education in the region. The leading method is the method of action research, allowing obtain new knowledge about state-public management of vocational education in the region and to organize the systematic monitoring of the changes in state-society relations in the management of vocational education. The article reveals the essence and defines the principles of state-public management of vocational education in the region; presents a mechanism of state-public management of vocational education in the region, providing a constructive dialogue between the entities of management process and the formation of a unified regional educational environment. Article submissions may be useful for research and teaching staff of the system of vocational education, specialists of education management bodies and regional authorities.

Keywords: Vocational Education, State-Public Management, Social Partnership, Educational Institutions

JEL Classifications: A12, A20, H52, I23

1. INTRODUCTION

1.1. The Relevance of the Study

At the current stage vocational education becomes the most important sphere of social policy and is no longer the subject of interest only for teaching community. In these circumstances the requirements for effectiveness of vocational education institutions' activities are increased (Lunev et al., 2014; Masalimova and Sabirova, 2015). They lead to significant changes in governance at the institutional level and the nature of the relationship in state-society-vocational education. It is established that the state, forming civil society, seeks to preserve the balance between groups that define its interests, which in turn determines the movement of vocational education in services providing in the direction of support for social initiatives and entrepreneurship

development (Mishchenko et al., 2014; Lunev et al., 2014a). Vocational education is not only an open state and social system, but also a real means of aligning of scientific, educational and professional potential of the regions (Lunev et al., 2014b; Gumerov et al., 2015; 2016). Creation of state-public managerial mechanism of professional education ensures the development of regional systems of vocational education, which are adequate to the specifics of the region and focused on the demand of the regional labor market.

1.2. The Essence of the Management of Vocational Education

Management is a system of planning, organization, motivation and control for joint activities' provision of personnel of the organization towards its goals. It is clarified that the management

of vocational education should be understood as a system of interaction between the bodies of government authorities, education management, entities of educational institutions' and the local community's activities aimed to ensure optimal functioning and development of educational institutions in order to increase their competitiveness and to obtain a qualitatively new educational outcomes (Pugacheva, 2010a; Irismetov et al., 2013).

1.3. The Essence of State-Public Management of Vocational Education in the Region

The essence of state-public management of vocational education in the region is in the productive interaction of entities of managerial process (vocational education institutions, education's management bodies, state, regional and municipal authorities, corporate educational institutions, public organizations, manufacture, consumers of educational services) aimed, first, to meet the needs of consumers of educational services in deepening and extension of education, and secondly, to ensure optimal functioning and development of vocational educational institutions in order to increase the competitiveness in the international market of educational services and to improve the quality of vocational training (Pugacheva, 2009).

It is found that state-public management of vocational education in the region provides a clear definition of the functional competences of each entity of management and between the levels of management (federal, regional, municipal, local), strengthening of interconnections both the vertical (co-management and self-management) and horizontal (cooperation, mutual aid, organization of commissions, councils, etc.) It is revealed that in the process of state-public management of vocational education in the region a relationship is established between the management entities' activities of the state and public orientation that can initiate, prepare, discuss, adopt and implement management decisions. The role of initiators of interaction belongs to professionals working in the management system of vocational education. With the increasing capabilities of public, the initiators of the interaction transfer their own activities on creation of conditions for joint (public relations) activities.

2. MATERIALS AND METHODS

2.1. Methods of the Study

During research the following methods were used: Analysis of the regulations, the method of action research, the method of expert evaluations, observation, questioning.

2.2. Experimental Base of the Study

Experimental work was carried out on the basis of vocational training institutions of the Republic of Tatarstan in Russia. In the experimental work participated 128 heads of institutions of vocational education, 410 specialists of education management bodies, chairmen of the 36 trustees and coordinating councils, 5 heads of charitable foundations, 230 students, 212 parents and 198 members of the public community, 18 leaders of public organizations.

2.3. Stages of the Study

The study was carried out in three stages:

1. The first phase of the study was devoted to the analysis of the current state of the problem studied in the specialized literature and practice of vocational education's management; development of the research program;
2. In the second stage the essence was clarified and the principles of state-public management of vocational education in the region were defined; mechanisms of state-public management of vocational education in the region was developed and experimental work to verify its effectiveness was carried out;
3. The third stage involved the systematization, interpretation and synthesis of the research results; refining of theoretical conclusions; performing of processing and registration of the results of the study.

3. RESULTS

The main results of this study are: Principles of (consistency, taking into account of the specific situation, participatory) state and public management of vocational education; the mechanism of state-public management of vocational education in the region, including the social partnership of educational institutions, representatives of authorities and local communities; creation of public institutions for quality management of vocational education in the region; integration of the entities of state and public management of vocational education in the region.

3.1. The Principles of State-Public Management of Vocational Education in the Region

It is established that the management principles summarize the existing knowledge, synthesizing them into a coherent whole; are the basis for the construction of a scientific theory, ensuring its validity and further development; define the basic requirements for the content and management methods. It is determined that the state and public management of vocational education in the region is based on the principles of consistency, taking into account of the specific situation, participatory. It is revealed that these principles do not duplicate each other and reveal different aspects of the state and public management of vocational education in the region: Motivated participation of civil society in education policy in the region; meeting the needs of the state in the creation of new social relations in the system of vocational education; the use of social technologies of management of human resources in the management of vocational education; the development of joint activities' forms of professional management education.

3.1.1. Principle of consistency

The principle of consistency ensures attitude to professional education in the region as to a system which is characterized by the following properties:

- The primacy of the whole (regional vocational training system), which does not form an integral component, but the whole makes possible the existence of components (objects, entities, functions, principles, mechanisms of state-public management of vocational education in the region), interconnected with each other;

- The non-additive, that is not the reducibility of the regional system properties of vocational education to the sum of properties of its structural components, that is evident in the increasing linkages along the vertical (governance, co-management and self-management) and horizontal (cooperation, mutual aid, organization of councils and foundations, PR campaigns, fundraising campaigns, open competitions of innovation projects, public hearings) between the levels of management (federal, regional, municipal, local) of vocational education in the region;
- Vertical integrity of the regional system of vocational education, reflected in the proportionality of the rights, duties, responsibilities of entities and objects of state-public management of vocational education in the region;
- Horizontal separation of the regional system of vocational education characterized by a greater autonomy of entities of state-public management of vocational education in the region, development of social initiatives and entrepreneurship in the provision of educational services;
- Openness, which is manifested in the participation of civil society institutions in the management of vocational education in the region, through the organization of trustees' councils, councils of graduates, public funds, foresight projects, fundraising campaigns, public hearings, audit the quality of vocational training by independent experts;
- The functional continuity and development of the regional system of vocational education through the creating in the region of the mechanism of state and public management of vocational education;
- The innovativeness of the regional vocational training system based on open competitions for innovative projects.
- Proactive participation of employers in creation of public institutions for management of vocational education in the region with the aim to fill professional niches in the labor market;
- Participation of civil society in the assessment of vocational education's quality to enhance the public's role in the formation and implementation of educational policy in the region and transformation of professional education into transparent and accountable for society social institution.

3.2. The Mechanism of State-Public Management of Vocational Education in the Region

The mechanism of state-public management of vocational education in the region includes the social partnership of educational institutions, representatives of authorities and local communities; creation of public institutions for quality management of vocational education in the region; integration of the entities of state and public management of vocational education in the region.

3.2.1. Social partnership of educational institutions, government representatives and the local community

It is established that social partnership of educational institutions, government representatives and local community is a special kind of interaction, providing intensive development of its entities. The basic forms of social partnership of educational institutions, government representatives and the local community - industrial parks, scientific and educational complexes and corporate universities are identified. It is found that the development of social partnership of educational institutions, representatives of authorities and local communities is reasoned by the following rules: (a) The interest of each participant in the search for optimal forms and methods of functioning and development of the regional market of vocational educational services; (b) the parties' compliance with normative legal acts as a guarantee of legality in the relations of interaction; (c) equal cooperation and socio-economic balance of interests of all participants; (d) the emergence of objectives and non-additive nature of the interests of each of the interacting parties.

3.2.2. The creation of public institutions for quality management of vocational education in the region

It is found that the creation of public institutions for quality management of vocational education in the region provides the following algorithm:

- The study of the educational needs of the region through various surveys;
- Informing of the public about the activities of educational institutions;
- Organization of special seminars for public experts, specialists of educational management authorities, heads of educational institutions, representatives of the parent community, the mass media personnel on the procedure of quality assessment of vocational education by independent expert commissions;
- Development of educational curricula taking into account the needs of the local community;
- Public discussion of criteria for assessing the quality of vocational education in the region;

3.1.2. The principle of taking into account of the specific situation

The principle of the specific situation's taking into account determines the choice of methods of state-public management of vocational education in the region. It is found that the methods of state-public management of vocational education in the region are represented by the following groups: Organizational and administrative (normative and legal acts, programs, the establishment of coordinating councils and trustees); economic (valuable gifts, benefits, when paying for educational services, awards, state-public expertise, lobbying of interests of vocational education institutions, fundraising campaigns); sociological (questioning, testing, PR campaigns, open competitions of innovation projects, public hearings); the foresight method (Pugacheva, 2010).

3.1.3. Principle of participatory

The principle of participatory is aimed at organizing of the system of state-public regulation system in order to integrate the regional labor market and professional education services through:

- Dialogue of vocational education institutions with students and their parents, representatives of civic institutions, employers, academic institutions in the region, authorities of state and municipal management with the aim of educational services consumers' educational needs identifying and improving of the quality of professional training;

- Ensuring of procedures' transparency to monitor the quality of vocational education in the region.

3.2.3. Integration of entities of state-public management of vocational education in the region

3.2.3.1. The essence of integration of state-public management's entities of vocational education in the region

It is established that integration of the entities of state and public management of vocational education in the region is caused by the ratio of supply and demand in the regional market of vocational educational services and is a specific type of joint activities on various logical grounds.

3.2.3.2. The entities of state and public management of vocational education in the region

It is revealed that the entities of the state and public management of vocational education in the region are:

- Federal authorities and the educational management authorities the powers of which include the establishment of educational standards and monitoring of their implementation; accreditation of vocational educational institutions; ensuring of current and future needs of the economy and social sphere in the professional staff of necessary qualifications; creating of conditions for the development of continuing education;
- Regional authorities and the educational management authorities, the objectives of which is to exercise the executive and administrative functions in the field of education and science in the region; ensuring of highly qualified workers and specialists training in vocational educational institutions;
- Municipal educational authorities, the competence of which includes: (1) Planning, organization, regulation and control of activities of municipal institutions of vocational education; (2) providing citizens living in the district with choice of educational institution; (3) organization of work on the placement of children left without parental care and the protection of minors' rights; (4) development of international cooperation in the sphere of the municipality of education; (5) coordination of educational institutions' activities, regardless of ownership forms and administrative subordination, on the development of the educational sphere of the municipality; (6) regulation of property relations in the education system, the establishment of additional taxes and benefits, stimulating the development of a municipal education system, the formation of local budgets in terms of spending on education; (7) monitoring and analysis of results of educational institutions' activities, regardless of ownership forms and administrative subordination, to meet the staffing needs of the municipal district; (8) the establishment of models of municipal educational districts; (9) organization of banks of pedagogical, administrative, economic innovations in vocational educational system; (10) the formation of social order for professional education in the interests of the municipality;
- A set of accredited institutions of vocational education, providing the information on the list of professions and educational curricula, competitions among entrants, the cost

and timing of training; providing vocational educational services; and developing the content of vocational educational services or engaged exclusively in the promotion of training curricula and teachers;

- Corporate structures (corporate universities, training and educational centers), responsible for the improvement of personnel training and to development and implementation of innovative educational curricula on the basis of enterprises;
- Individuals who has license to do specific educational activities;
- Vocational educational services' consumers represented by both physical and legal persons;
- Individuals and organizations that pay for vocational education services;
- Authorities of the state employment service of regions and municipalities;
- Organizations and individuals providing professional educational services without obtaining necessary licenses.

3.2.3.3. Forms of entities' integration of state-public management of vocational education in the region

It is found that the forms of entities' integration of state-public management of vocational education in the region on the one hand are multi-educational complexes, on the other hand, are quasi-integration structures oriented to develop sustainable long-term relationships and to delegate control over the management of joint activities in the absence of legally registered transfer of property rights (educational consortium).

It is found that the integration forms of entities of state-public management of vocational education in the region lead to their networking as a special type of joint activities in various logical reasons: The concentration of different types of resources; coordinated functioning and development of regional labor markets, labor capacity, vocational educational services; coordination of manufacturing processes, consumption of vocational educational services and assessment of their quality. It is found that the networking interaction of entities of state-public management of vocational training in the region is possible under the following conditions: Association of goals and needs in cooperation; formation of activities' common value-semantic environment; the involvement of all actors in the development and management decisions' making; transparency, the development of the system's external relations; expert-analytical support, monitoring and discussing of the changes' results in the network forms of cooperation. Entities' networking interaction of state-public management of vocational education in the region provides the reconciliation of functions, coordination of activities, transfer of information on the basis of explicit and implicit contracts' system (Table 1).

3.3. Stages of Mechanism's Implementation of State-Public Management of Vocational Education in the Region

The implementation of state-public management of vocational education in the region involved the following steps of the experimental work: Ascertain, forming and control ones.

Table 1: Networking forms and directions of state-public management's entities of vocational education in the region

Interaction forms	Interaction directions			
	Normative-legal	Organizational-managerial	Informational-analytical	Financial-economical
Resources concentration	Agreements on cooperation in specific areas of activities	Organization of networking events (round tables, company presentations, discussion forums, etc.) Formation of the system of career-oriented training as a part of youth policy	Website development The edition of special editions Organizational and financial support for scientific and monitoring research of vocational training	Co-operation of various types of resources The establishment of tax incentives for enterprises-entities of the state-public management of vocational education in the region
Coordinated functioning and development of regional labor markets, labor capacity and vocational education services	Creation of a regional concept of employment policy Development of programs of interaction of labor markets, labor capacity and educational services Development of programs to stimulate employers to organize personnel's training and retraining	Creation of innovative structures and participatory institutions Organization of the employment services' work for workers' vocational guidance and retraining Development and implementation of targeted projects of vocational training, retraining and advanced training	Creating of multimedia systems Monitoring of the labor market Advocacy campaign to raise the prestige of working professions	Creation and development of infrastructure Development of methods to determine the value of human capital
Coordination of manufacture processes, consumption of vocational educational services and their quality assessment	Creation of a regional system of vocational education Quasi-integration of state-public management of vocational education in the region Contracting agreement to create an integrated system of continuous education Coordination of regional programs to promote employment with regional strategies and programs of socio-economic development and investment projects.	Coordinating Council for interaction of labor markets and vocational education services Creating of a positive image of vocational education institutions The establishment of regional centers of quality management of vocational training	Creating of an integrated information and analytical environment for the entities' integration of state-public management of vocational education in the region Forecasting the needs of regional labor markets for skilled workers	The development of a regional system for quality evaluation of graduates' training in vocational educational institutions taking into account the employers' demands

3.3.1. The ascertaining stage

The purpose of ascertaining step was to identify the attitude of scientific and pedagogical workers of vocational educational system, specialists of education authorities and regional authorities to the state-public management of vocational education in the region. At this stage, from the number of leaders of institutions of professional education, specialists of education authorities, Chairmen of the Advisory and Coordination Council, leaders of charitable foundations, students, parents, community members and leaders of social organizations target groups were organized for the mechanism's implementation of state-public management of vocational education in the region. Target group's members developed a program of mechanism's implementation of state-public management of vocational education in the region, including events and deadlines.

3.3.2. The forming stage

As part of the formative stage the mechanism of state-public management of vocational education in the region was implemented and its effectiveness was verified. A package of normative and legal acts regulating the participation of civil society in the assessment of vocational education quality in the region was developed. The technique of state-public accreditation of vocational educational institutions was developed. State-public managerial structures of vocational education in the region: Council of University Rectors,

public charitable foundations, trustees and coordinating councils were created. Fundraising campaigns were organized.

3.3.3. Control stage

At the control stage the mechanism efficiency indicators of state-public management of vocational education were determined and a systematic monitoring of changes in state-public relations in the management of vocational education in the region was organized. During the monitoring the internal and external examination of the results of state-public management of professional education was organized. Internal examination was carried out by target groups. External examination was carried out with the participation of deputies of the State Council of Tatarstan and Kazan City Council. In all kinds of examination representatives of managerial public authorities of vocational training took part.

4. DISCUSSIONS

An important theoretical and practical significance for the study has the works by Averkin (1999), Bochkarev (2001), Pugacheva et al. (2014), Pugacheva (2011), Terentyeva (2007), Shaidullina et al. (2015a; 2015b), Masalimova and Sabirova (2014) which describe the principles and functions of management of territorial educational systems.

The work of Lunev and Pugacheva (2013) is of great interest to assess the quality and accessibility of public and municipal services. However, analysis of scientific papers shows that the problem of managing of vocational education in the region is debatable by nature. The literature does not address the issue of the essence of state-public management of vocational education in the region; no mechanism of state-public management of vocational education in the region is developed.

5. CONCLUSION

It is found that the mechanism of state-public management of vocational education in the region is multidimensional and is aimed at the transformation of education into a transparent and accountable social institution for society. The choice of structure-forming components of the mechanism of state-public management of vocational education in the region is reasoned by the peculiarities of management of professional education in the region, the level of the socio-economic development and the prevailing cultural and historical traditions.

Article Submissions may be useful for research and teaching staff of vocational educational institutions, specialists of education authorities and regional authorities in the development of strategies for the development of vocational education in the region.

Taking into account the results of this study a number of scientific problems and promising areas for further consideration can be identified: Forms of state-public management of professional education in the region; fundraising campaign's organization algorithm as a component of vocational education management in the region; criteria and mechanisms for evaluation of state-public management of vocational education in the region; a mechanism for assessing the quality of specialists' training by independent expert commissions; innovative organizational and managerial forms of inter-corporate cooperation of educational institutions; channels of citizens' influence on the educational policy in the region.

6. RECOMMENDATIONS

It is revealed that the efficiency of state-public management of vocational education in the region will increase, if there is a constructive interaction between institutions of vocational education with the entities of the labor market.

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