

## THE PROBLEMS OF DECENTRALIZATION OF GOVERNING THE EDUCATION IN THE LIGHT OF PEDAGOGICAL VIEWS OF IVAN FRANKO

**Keywords:** education, governing the education system, decentralization, learning.

**Summary:** The article deals with the analysis of Ivan Franko's pedagogical works, where he raises the up-to-date problems: about teacher training and its crucial importance in teaching the youth, about total supervision over the teacher, and teacher's well-deserved earning and high status in the country etc.

Ivan Franko's essential pedagogical conclusion is projected on today's reality. The reforms of education of Ukraine, as it is known, are being carried out in an unsatisfactory way. That is why the author of the article proposes the way to reform the secondary school in the condition of decentralization.

In this article we tackle the problem of decentralization in Ukraine. This process is very slow, and it is not properly connected with reforming of all the social-economical institution. The aim of the study is to up-to-date scientific and pedagogical views of Ivan Franko and projects them into modern life and to suggest new approach of governing the reformed educational system in future.

Ivan Franko wrote that school is like a teacher; when a teacher is unnecessary, is not trained and irresponsible, and then school is good for nothing. He also said that firstly a good teacher had to be taught well. But at that time they didn't do it, and they were not paid well. There fore trained and educated people didn't want to accept low-paid positions. Moreover a good teacher had to have good conditions to work well. Ivan Franko was convinced that if all the government and not only government supervised a teacher: a chief man, a priest, members of school or local council, local community and ordinary people, a teacher wouldn't like to have such a job, even if he were a talented and the best teacher.

In conclusion Ivan Franko stated that the first thing that was necessary for the schools of that time was less supervision over a teacher. Local school community and local inspector would be enough for controlling a teacher. Neither village communi-

ty nor inspector alone mustn't appoint or remove a teacher. They should do it together. If they can't agree, a decision must be made by the region inspector. That could give a teacher certain independence that makes his work easier and worthwhile.

I. Franco considered teacher's payment to be a vital part of teacher's career. He pointed that there had been some accidents when teachers died of hunger being at work [3,113,114].

The aim of the study is to up-to-date pedagogical views of Ivan Franko and to project them into the modern time, with following substantiation how to act to raise our education.

A requirement "to supervise the teacher less" is also actual nowadays. The situation will be complicated after the local communities are formed. Today the teacher is controlled by leading specialists, methodologists from the district department of education, leading specialists of region department of education, principles and their assistants. After the public local communities are formed, they can be followed by new community clerks...

The main body. Having forty years of experience in governing secondary schools allows to suggest such means of controlling a teacher and a school in the condition of decentralization and transition to state and community governing the system of education:

- a supporting educational establishment, consisting of three stages, with obligatory specialization on the higher stage is created in the central part of the community; other educations establishments (pre-school, primary, secondary) become its branches. The principal of supporting educational department for not more than 10 years, according to the presentation of the educational district, rules the educational system of the community.

- Principles about filling the vacant post of the head of supporting educational establishment for open competition is elaborated and confirmed by the educational department of the district state administration. Public community council of the educational district functions according to the principle, which is confirmed by district community council of education. Community council of the educational district is

elected at the general meetings (conferences) among the number of representatives of education (trade-union, association "Ridna shkola", "Prosvita" etc.) with higher education. A representative of each branch school is elected to the community council of education district. The number of the representatives of supporting educational establishment to the community council of educational establishment can't be bigger than general number of representatives of all branches.

Community council's plenary powers of local educational department:

- organizes an open competition to fill a vacant post of supporting educational establishment and presenting a chosen claimant to the district educational department for confirmation;
- listens to a report of the head of supporting educational establishment every five years and confirming it;
- confirms the estimate of the supporting educational establishment by the presentation of the principal and annual listening to the report of its fulfilling;
- forms of education development fund in the community (sponsors, parents) and distributing the means for supporting educational establishment needs and its branches by the representation of its heads;
- considers applications and complaints of all the community educational establishments;
- accomplishes other plenary powers by the representation of the district community council by the confirming with the educational department.

- For direct managing the branches in the supporting educational establishments a certain service is formed which members are the headmaster's assistant, an inspector and a methodologist. Headmaster's assistant, who works with branches, mutually with the inspector control the work of the heads of the branch schools. Methodologist organizes the work of the methodological teachers' meetings, gives lessons, prepares methodological recommendations, organizes school Olympiads and competitions etc.).

The head of the supporting educational establishment is responsible for:

- appointing the assistants of the supporting educational establishment, heads of

the branch schools, teachers of the supporting educational establishment. end its branches and its working staff;

- organizing the certification of the assistants, heads of the branches and the teachers;
- controlling the work of the heads of the branches and their assistants;
- forming and represents for confirming the estimate of the supporting educational establishment and its branches;
- improving the facilities of the educational establishments of the educational district;
- cooperating with the authorities (of the community, the district and the region);
- reporting its job in front of the community council, general meetings (conferences) of the teachers of the educational establishments of the educational district and the department of education;
- organizing cooperation with foreign educational establishments.

Thus, in the presented system of state and community governing of the education in the condition of the process of decentralization, a teacher will be protected from endless control, that mostly doesn't let work effectively. We should consider Ivan Franko's piece of advice who says that a good teacher should be given such conditions, so that he or she could do well. If he is supervised by different authorities and not only authorities, he won't be successful and will give up the job. [3, 113]. Prophetic words of Ivan Franko are of great importance nowadays. Thousands of highly-qualified teachers have left their jobs and have gone abroad. There are at least two reasons for it: a) because of too much supervision: even specialists in educational methods, who would help teachers in different ways, mostly control them; b) because of the miserable salary.

In this case I. Franko was right: "It is no wonder that nobody wants to do this good without any need and a teacher leaves his place and goes to the financial guard as he only able to. As a result this situation is not proper for a school that not well qualified teachers come to teach children and take away children's time and spend community's money" [3, 114].

We have the same situation nowadays. It is very difficult to encourage a smart school leaver for an acquiring the teacher's profession where the salary is 2–3 thousand of hryvnias (80–120 dollars). Nowadays pedagogical universities have to accept the least effective applicants (considering External Independent Testing). Taking into account the proposals of the minister of education and science that the highest pass rate for the mathematical specialty is 140, the least – 100,1; the least pass

rate for the future teachers of physics is 100, 85. It is clear that External Independent Testing can not give certain results. It is impossible to teach higher mathematics to the students who do not have the detailed comprehensive training. 140 points of Independent Testing it is "4" in 12 points assessment. Later on the unprepared specialists come to school and it will lead to a drop in quality of the secondary education. On the other hand it is not easy to motivate the learning of the students of higher pedagogical universities who hardly try to find any job to earn one's living instead of attending the lectures. Definitely the training quality of such teacher will be badly low. It is hard to encourage the well qualified teachers to retire because a pension is so miserable (1,5–2 thousand of hryvnias) and it is impossible to outlive even one week. A teacher is forced to find a few jobs in a city and to start own farming in a village. A teacher is overloaded, dissatisfied of his life in both cases and that's why the productivity of his pedagogical work does not meet the needs of society.

I. Franko focused on a very important item which is actual nowadays. He noted: "You are going to hear it. They were teaching better at the old schools! Since that time the literate people stayed there. They teach something at new schools and a child will forget everything in a few years" [3, 114]. Ivan Franko finds out the way of this situation and claims: "The cause is: they were teaching small at the oldest schools but they knew what they were teaching: to read, to write, to count, to sing in a church and only" [3, 114]. A child did not forget that learning because was training it all the time going to a church and "having a church book" [3, 114]. Here he dwells upon the competency approach in learning. Franko notes that "now they teach a lot of different material: grammar, geography, zoology, botany, astronomy, history – those things that are unknown for the village schoolchildren. Our gentlemen in school soviet wanted the public school to be a small university and to teach a little of everything. And what is next? It means that a village pupil attends school for a few years and at the same time is hungry, wastes his health, time and power, learns history, astronomy, geography and after leaving school he forgets not only all this material but also he forgets just to read" [3, 114, 115].

Actual situation at schools comes us back to past times. The amount of the school subjects has been doubled in the century. In England the tenth year pupils learn 10 subjects (6 – obligatory, 4 – optional); in Ukraine the tenth year pupils learn 22–28 depending on the specialty. What just they do not offer to study: "A human and world",

"Art and culture", "World literature", "World culture". Let us pay attention to the obligatory school subjects list for pupils in English school: English, religion, mathematics, biology, chemistry, and physics. We can see that the children do not study English history and World history; they have already learned the history of England. At English lessons they read novels by famous writers. They don't have such subject as physical education; instead they play different games during two big breaks. With the help of the integration of related subjects we can decrease some optional subjects from 22–28 to 12–14. In England the teachers provide the curriculum and textbooks for the selection six months earlier. In Ukraine the children have nothing to choose.

Unfortunately, our pupils while learning the great amount of subjects do not have enough knowledge or necessary skills: plenty of the school leavers don't know a multiplication table and also can read as the elementary school pupils. Taking into account External Independent Testing results the specialists were forced sharply to lower passing points for entering the universities: 23 from 100 of the Ukrainian language, 9 from 100 of mathematics, 25 from 100 of History of Ukraine.

Let us analyze the current innovative proposals of the Ministry of Education and Science of Ukraine which refers to the primary school (to write with a pencil).

A teacher can not use red ink pen during testing, to cancel the reading technique testing, to cancel physical training standards, to simplify a curriculum). Speaking about the reading technique, the lack of its control will worsen the quality of the primary education. Also if nobody likes such a criteria – let him or her propose the better one. With a lack of sufficient reading technique (more than 200 words per minute), a pupil will be able to learn neither mathematics, geography, history nor literature. Lets take an example: the pupil with a high reading technique has to spend 45 minutes for reading every day if he wants to read all necessary works in the Ukrainian literature (5719 p.) and the World Literature (6845 p.) in 10–11 forms. Nowadays according to our researches, the reading technique of eighth year pupils is 50–60 words per minute but the program requires to read at least 110 words per minute.

The outstanding Ukrainian pedagogue V. O. Sukhomlynskyi noted: "At primary school a pupil has to read in a loud way at least 200 hours in a class and at home, and read silently at least 2 thousand of hours if he wants to read well and consciously" [1, 410], namely 2, 5 hours daily including Saturday and Sunday, during the lessons and

at home and 12 minutes in a loud way. Taking into account that at the lessons every single pupil will not be able to read 5–15 minutes, it is necessary to read at home. We think that we should organize better training of the teacher in the primary school. We should not punish children for the low reading technique. The teachers have to inspire children and their parents in achieving good reading results. Besides, genetically every child has his own limit of reading speed.

Some pupils write a pen better than a pencil. Each child has got its own limited period of time when she or he wants to write a pencil. According to the usage of a red ink pen in checking exercise books a teacher can use a green one.

Classes of physical educations should be transformed into the lessons of health training that is why some kind of sport standards at the lessons of physical education are irrelevant not only in primary but in secondary school as well. The initiative of Ministry of Science and Education of Ukraine can be only complimented in this case.

School management faces the problem how to transform the lessons of physical education into the lessons of health training. Ministry of Science and Education of Ukraine changed some principles of learning process at the lessons of physical education after several accidents (children's deaths). Instead of demanding specified results in particular kind of sport it is necessary to pay attention to how to make pupils mobile at the classes (adapt complex of exercises according to pupils' physical condition, organize different active games). In our opinion we are to keep the following tasks at the lessons of physical education such as daily exercising and games in the open air. This idea will help a teacher to achieve effective results at his or her classes. One more important fact (if a child does not miss classes due to illness) should be taken into consideration.

Ministry of Science and Education of Ukraine pays great attention to the usage and development of communicative skills at the lessons of foreign language for first year pupils. This aspect of teaching language must be taken into consideration not only in primary but in secondary school. A great deal of attention is paid on teaching grammar constructions at the lessons of foreign language. Very often teachers do not practice using communicative elements. As a result school leavers can not speak foreign language fluently. The solution to this problem is to develop communicative and listening skills throughout the whole process of language learning.

The facilitation of curriculum, elimination of unnecessary duplication of educational material from different subjects. Training element should dominate educational one in primary school. Teachers are to develop pupils' observation, attention, memory, imagination, thinking by means of training materials, but not to learn all the materials of school curriculum. For instance, the perimeter of a rectangle is introduced not to learn the definition by heart, but enable pupils to draw rectangles, measure the length and width, add numbers.

It is necessary to refocus teaching methods in primary school from formal learning of material on using it on intellectual level of pupils' development. V. O. Sukhomlynskyi emphasizes "It is unnecessary to force pupils to learn scientific material with all details. It is important for a teacher and a director to educate the mind, to develop brain and mental abilities of pupils" [1, 524].

To our mind, Ministry of Science and Education of Ukraine should form the educational curriculum according to V.O. Sukhomlynsky and I.Ja. Franko's pieces of advice in the process of teaching:

- increase a number of optional part in educational curriculums of schools to 12–14;
- unload educational curriculum from outdated and not actual scientific material (it is necessary to generalize and structure this material in order to achieve better results in the process of teaching);
- tasks and tests of Independent testing are to be of great validity and reliability; compilers of tests must not include minor material because this leads to the following: teachers continuously expand the base of scientific material, pupils very often study this material with the help of tutors;
- radically reform the senior grade school in order to provide among pupils specialized and profiled education;
- decrease a number of specializations from 21 to 7 (Ukrainian philology, physics and mathematics specialization, chemistry and biology specialization, history specialization, foreign language specialization, military sports specialization, artistic and aesthetic specialization);
- develop a complete professional line that helps to train high skilled qualified workers;
- prepare educational curriculums and manuals from optional and make proper conditions for pupils to choose appropriate number of subjects.

Another important item that Ivan Franko develops in his scientific and pedagogic works is the following: "if there is a reading room in a village or relatives can buy one or two books – achievements of school sci-

ence are not lost in this case" [3, 115]. Nowadays, unfortunately not many books of fiction are delivered to local libraries. Internet will not provoke pupils' reading. At the lessons of literature pupils do not read compositions, the process of discussing is a domineering one. The management of schools should take into consideration these pieces of advice:

- parents are to help their children to form mini school and home libraries (for example, a book such as a present for a birthday);
- annually hold a competition for the best home library among school classes;
- hold a competition for the amount of read fiction (from the Ukrainian and world literature);
- reward pupils with a diploma for the amount of read fiction (according to the curriculum and not only throughout summer holidays);
- hold poetry readings at school;
- hold practical and scientific conferences where a novel or composition is discussed

Finally, Ministry of Science and Education of Ukraine should provide program literature (Ukrainian and world) at the rate approximately one book for three pupils. We should invest a lot of money and time in order to achieve positive results in the process of reading. It does not matter how many classes of literature we have in the educational curriculum, but real process of reading makes it effective. A great deal of job mainly depends upon a teacher and in what way he or she organizes reading.

Conclusions: So it is necessary to take into consideration Ivan Franko's point of view that "school like a very important thing must be for people but not people for school..." [3, 108]. That is why public community and government officials must do all necessary things so that school serves pupils wholly. At school children are not only to learn but the main task for them is to gain practical experience and become full patriots of their country.

#### List of references

1. Sukhomlynskyi V. O. Vybrani tvory v piaty tomakh. T.I.K.: Vydavnytstvo "Radianska shkola", 1977. – 639s.
2. Franko I. Ja. Zibrania tvoriv u piatdesiaty tomakh. T. 21. – K.: "Naukova dumka", 1979. – 500 s.
3. Franko I. Ja. t. 46. Knyha 2. – K.: "Naukova dumka", 1986. – 438 s.

*The article was received 28.09.2016*