

EDUCATIONAL REFORM OF THE RUSSIAN FEDERATION IN
THE POST-SOVIET PERIOD

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การปฏิรูปการศึกษาของสหพันธรัฐรัสเซียยุคหลังโซเวียต

นางสาวกุสุมา ทองเนียม

วิทยานิพนธ์นี้เป็นส่วนหนึ่งของการศึกษาตามหลักสูตรปริญญาศิลปศาสตรมหาบัณฑิต
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กุสุมา ทองเนียม : การปฏิรูปการศึกษาของสหพันธรัฐรัสเซียยุคหลังโซเวียต.
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การวิจัยในครั้งนี้เป็นการวิจัยเชิงคุณภาพโดยมีวัตถุประสงค์ คือ 1) เพื่อศึกษาวิวัฒนาการระบบการศึกษาของรัสเซียตั้งแต่สมัยจักรวรรดิรัสเซียถึงสมัยสหภาพโซเวียต 2) เพื่อศึกษาการปฏิรูปการศึกษาของสหพันธรัฐรัสเซีย และเพื่อวิเคราะห์ผลของการปฏิรูปการศึกษาในสมัยยุคหลังโซเวียต

การวิจัยครั้งนี้ประกอบไปด้วยการเก็บรวบรวมข้อมูลจากหนังสือ เอกสาร และเว็บไซต์เกี่ยวกับวิวัฒนาการของการศึกษาของรัสเซียตั้งแต่สมัยจักรวรรดิรัสเซีย สมัยโซเวียต จนถึงสมัยสหพันธรัฐรัสเซียในปีค.ศ.2008 หลังจากนั้นจึงนำข้อมูลการปฏิรูปการศึกษาที่สำคัญในสมัยสหพันธรัฐรัสเซียมาวิเคราะห์หาปัจจัยสำคัญที่มีผลต่อการปฏิรูปการศึกษาของสหพันธรัฐรัสเซียยุคหลังโซเวียต และผลของการปฏิรูปการศึกษาในยุคหลังโซเวียตว่าสามารถตอบสนองต่อการเปลี่ยนแปลงของประเทศรัสเซียทั้งด้านสังคมและเศรษฐกิจได้หรือไม่ และการศึกษาเปลี่ยนแปลงไปอย่างไรบ้าง

ผลการศึกษวิจัยพบว่าการปฏิรูปการศึกษาของสหพันธรัฐรัสเซียในยุคหลังโซเวียตสามารถเปลี่ยนแปลงประเทศให้ดีขึ้นผ่านการศึกษาไปสู่ประชาชน ทั้งในด้านสังคมที่เปิดกว้างขึ้นหลังจากสหภาพโซเวียตล่มสลาย โดยที่การศึกษามีบทบาทสำคัญในการให้ความรู้ด้านสิทธิเสรีภาพตามแบบแผนของประชาธิปไตยและการเปิดกว้างทางความรู้ที่ประชาชนมีสิทธิเข้าถึงข้อมูลได้ ซึ่งจะแตกต่างจากสมัยโซเวียตที่ต้องจำกัดการเข้าถึงข้อมูลข่าวสารโดยรัฐบาล ส่วนด้านเศรษฐกิจการปฏิรูปการศึกษาทำให้ประชาชนสามารถประกอบอาชีพอย่างมีประสิทธิภาพได้มากขึ้นโดยปัจจัยสำคัญที่มีอิทธิพลต่อการปฏิรูปการศึกษาของสหพันธรัฐรัสเซียคือความต้องการของผู้นำประเทศและอิทธิพลจากกระแสโลกในยุคนั้น

อย่างไรก็ตาม การปฏิรูปการศึกษาในยุคหลังโซเวียตตั้งแต่หลังโซเวียตล่มสลายจนถึงปีค.ศ. 2008 ยังไม่สามารถบรรลุเป้าหมายทุกอย่างตามที่นโยบายการศึกษากำหนดได้ อันเนื่องมาจากสาเหตุสำคัญ คือ การจัดการศึกษาและการจัดการกองทุนด้านศึกษาที่ไม่มีประสิทธิภาพ โดยเฉพาะอย่างยิ่ง ในโรงเรียนและสถาบันการศึกษาในเขตชนบท

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KUSUMA THONGNIAM: EDUCATIONAL REFORM OF THE RUSSIAN
FEDERATION IN THE POST-SOVIET PERIOD.

ADVISOR: ROM PHIRAMONTRI, Ph.D., CO-ADVISOR: ASST.PROF.
THEERA NUCHPIAM, Ph.D., 70 pp.

This research is a qualitative research. The objectives are 1) to study the evolution of Russian education from the Russian empire to the Soviet time 2) to study educational reform in the Russian Federation, and to analyze the result of educational reform in the post-Soviet period.

In this research, the information on the evolution of Russian education from the Russian Empire, the Soviet Union, and the Russian Federation during 1991-2008 has been gathered from published documents that include articles and books. The analysis focuses on educational reform in the post-Soviet period to explore what were the main factors determining the educational reform of the post-Soviet period and how it responded to changes in the economic and democratic systems in this period.

The research findings show that educational reform of the Russian Federation in the post-Soviet period was meant to strengthen the state. Society became freer than in the Soviet time. Education was an important factor contributing to the people's knowledge about fundamental rights and freedoms in a democratic system. In addition, the government provided the people with greater access to news and other sources of information. This was different from the situation in the Soviet time when the government limited access to news and information. In the economic realm of the state, educational reform enabled the people to earn better living by giving them opportunities to choose a job. There were main important factors, which influenced the educational reform of the Russian Federation in the post-Soviet period. The main important factors were leaders' vision and the global trends at that time.

However, the educational reform in the Russian Federation from the time of the collapse of the Soviet Union to 2008 did not achieve all its objectives due to problems, such as inefficient management and finance, particularly in schools and institutions in rural areas.

Field of Study: <u>RUSSIAN STUDIES</u>	Student's Signature _____
Academic Year: <u>2012</u>	Advisor's Signature _____
	Co-advisor's Signature _____

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CHAPTER I

INTRODUCTION

Background and Rationale

Educational reform in the Russian Federation after 1991 was a huge ideological attack on the Soviet education system whose aim was to inculcate socialist and collectivist attitudes.¹ However, the new pattern of Russian education at present is aimed to respond to a market economy for the advancement of the country. This was the result of the change from communism to a democratic system. Thus, the Russian education at present is a prepared policy for producing the personnel in response to the requirements of the Russian market economy.² This policy clearly appeared in Vladimir Putin's vision.

The education system must be readjusted to suit the needs of the labor market. The cornerstone of the state's policy is free education, but I acknowledged the growing commercial sector and called for bringing order to it. People must clearly understand where they can count on the state and where they must rely on their own resources. The private-education system must be fully transparent and people must know exactly what ... they get for their money.³

It is not the first time that the Russian education depends on a ruler's vision for the change of its direction for the purpose of developing the country. In the history of the Russian Empire, Peter the Great attempted to bring the civilization of the West to his native land. Moreover, his measures promoted enlightenment in Russia. Therefore, Peter the Great had various policies to develop the country by using education as a major part of his reform. He realized Russia's need for specialists in the military and civil technology at that time. Specialized schools such as the School of Mathematical and Navigational Sciences were established. In addition, there were a

¹ David Stuart Lane, *Soviet Economy and Society* (New York: University Press, 1985), p. 269.

² Joseph Zajda, "The educational reform and transformation in Russia," in *International handbook on globalisation, education and policy research*, (Netherlands: Springer, 2005), p. 408.

³ Oksana Yablokova, "Education System To Get a Financial Boost," *St. Petersburg time* (31 August 2001): pp. 1-2.

lot of foreign scholars teaching in the country and hundreds of young Russians were sent to study abroad. After the death of Peter the Great, his intention of educational reform was inherited by tsars and tsarina in following periods such as Catherine the Great and Nicholas I. However, in the Russian Empire the rulers developed an educational system on the lines similar to those of Western Europe. The state and the church organized teaching. Though tsars intended to develop the education for their population, the schooling was designed for the gentry.⁴ The educational system was not developed as capably as in Western Europe.

The result of injustice in of the Russian Empire was the 1917 revolution. When Lenin and the Bolsheviks took power in 1917, they became leaders, using a Marxist ideology as the way to develop the policies of education. Marx pointed out that the leader of the state must provide free education equally for all population as well as public access to science and learning. Moreover, there must not be ecclesiastical interference in education. At first, the important aim of Soviet education was to provide literacy to all population that had been illiterate for a long time in the past. In addition, there was an agenda for inculcating in the population a strong Soviet patriotism because the leaders realized that education was central to the revolution in Soviet society.⁵

In the Soviet economy, advances in education played the most important part in the planning of the state. The educational system had powerful and direct connection with the labor. Schools and employers were directly connected in the Soviet system. Certainly, a lot of professional schools were organized by other ministries instead of the Ministry of Education such as the Ministry of Agriculture. Moreover, large factories had their own professional schools. Because after students graduated from a secondary school, they became workers depending on their specialization. Since the Soviet Union was a communist system of governance, it was the centrally planned economy that designated occupations for the people. In other words, their jobs in the future were determined by Soviet education.⁶ Children were placed in educational tracks leading to blue-collar work.

With the onset of the Cold War in 1947, the competition between capitalism represented by the USA and communism represented by the Soviet Union began. Thus the Soviet policy put significant emphasis on training in science and practical work. Moreover, there was a new form of polytechnization in that period. Soviets were proud of many impressive gains such as a space travel, military hardware and sports. Most of these advantages were connected with advances in the education and

⁴ David Stuart Lane, *Soviet Economy and Society*, p.266.

⁵ *Ibid.*, pp.266-281.

⁶ Mikk Titma and Nancy Brandom Tuma, *Modern Russia* (New York: McGraw-Hill, 2001), pp. 129-130.

training given to the population.⁷ However, the education was still encouraged to train students for productive work for the economy.

When Mikhail Gorbachev came to power in the mid-1980s, his Glasnost and Perestroika policies were a substantial variation from the Soviet line. The economy and society were adjusted to change the situation of decline and to improve the people's standard of living. Additionally, people had the right to criticize the government's administration and exchanged opinions about their life with the others as it had never happened before in the Soviet Union. In education, there was a new school system for the more open society. The plan for educational reform was developed by several brainstorming teams consisting of researchers, managers from all levels of educational direction, school principals, teachers and pre-school educators.⁸

Nevertheless, all of these factors contributed to the Soviet to collapse in 1991 and the end the Cold War. This also resulted in Russian acceptance capitalism, though unwillingly. The Russian Federation inherited from the Soviet Union the need to rapidly reverse the situation of decline both in the economy and society. Consequently, reform in many parts of the administration was initiated in this era. The change in ideology had an effect on the direction in developing the country, which also influenced Russian education. At first Russia hurriedly attempted to bring the West European system into its education at system. The early education at reform represented a radical change in ideology, knowledge and values, which was an unavoidable result of global ideology of modernity. The concepts of democracy, humanization and individuation came to be the popular slogans of Post-Soviet education reforms.⁹ It seems that reform of the education at system in this era was used for the total social transformation.

At the end of the 20th century, the economic situation began to stabilize. Therefore, the commission for the Economic Reform of the Russian Federation demanded the Ministry of General and Professional Education to get ready for planning a new inclusive reform, with a view to making the education system more relevant to the demand of a change to the market economy.¹⁰ Thus it specified new goals including the development of key skills and capabilities. Previously, Russian

⁷ Ibid., p. 112.

⁸ Victor Bolotov, Elena Lenskaya and Mark Agranovich, **Improving quality of education in Russia through transforming quality assurance systems** [Online], 20 January 2012. Source <http://www.edu.gov.on.ca/bb4e/russiaEn.pdf>

⁹ Joseph Zajda, "The educational reform and transformation in Russia," in *International handbook on globalisation, education and policy research*, p. 405.

¹⁰ Mary Canning, Peter Mook and Timothy Heleniak, *Reforming Education in the regions of Russia* (Washington, D.C.: The World Bank, 1999), p. 10.

education had not been efficient, and students had paid no attention to learner autonomy, creativity, tolerance, and communication skills in foreign languages.

The second term of President Putin was the era of major investment in education and the introduction of a national grants system. Thus, there were various attempts to develop an advance in the Russian education such as the celebration of the best teachers, best schools and best universities by giving money. Furthermore the Ministry of Education and Science of the Russian Federation was established and abolished the Ministry of Education on March 9, 2004 by the order of the Russian Federation N314.¹¹

As a consequence, the new Russian state started with a well developed educational system that was in line with world standards. However, the education at reform attempts in the Post-Soviet period have not been particularly successful, because the educational system which was transferred from the Soviet system was organized on different principles. Education in Russia has different systems, including different schools and curriculum based on students' tracks. Currently, Russians must find occupations for themselves after they graduate. This is different from the Soviet era. In addition, schools, institutions and universities are beginning to compete with each other. Some of these have radically changed the educational programs to help their students succeed in their lives by finding good jobs. Nevertheless, Russia need more further practical experience in developing a curriculum that would improve students' capability. Russia must not reform its education only to meet world standards but it must also develop its education to suit the need of the country's economy and society in order to compete in the international community.

The above discussion shows that there was education reform in the Russian Federation in the Post-Soviet era. For this reason, the researcher is interested in understanding the evolution of Russian education at system from the Russian Empire to the Soviet Union including education reform in the Russian Federation in the post-Soviet period. It will trace the change in the Russian education at system and its result in the post-Soviet period and explore a main important factor that influenced on educational reform of the Russian Federation in the post-Soviet period. If we want to understand Russia, we should not only know about Russian politics, economy, culture and society because education is the foundation of all these sectors.

¹¹ The Ministry of Education and Science of the Russian Federation, **Mission** [Online], 5 October 2011. Source <http://eng.mon.gov.ru/str/mon/mis/>

Objectives

1. To study the evolution of Russian education from the Russian Empire to the Soviet time
2. To study educational reform in the Russian Federation and to analyze the result of educational reform in the Post-Soviet period

Hypothesis

The hypothesis of study is that educational reform of the Russian Federation in the Post-Soviet period was influenced by factors including the world trends and the need for Russian education to better respond to changes of economic and political systems in Russia. That is, in view of domestic as well as external changes, the Russian education still had problems.

Scope of Study

This study focuses on educational reform of the Russian Federation in the post-Soviet period from 1991 to 2008. The study nevertheless covers the evolution of Russian education from Russian Empire to the Soviet time.

Conceptual Framework

This research on the education at system in Russia from the period of the Russian Empire to the Soviet Union and Russian Federation eras relies on documentary research, using descriptive analysis. Relevant theories will also be invoked to guide the analysis, namely:

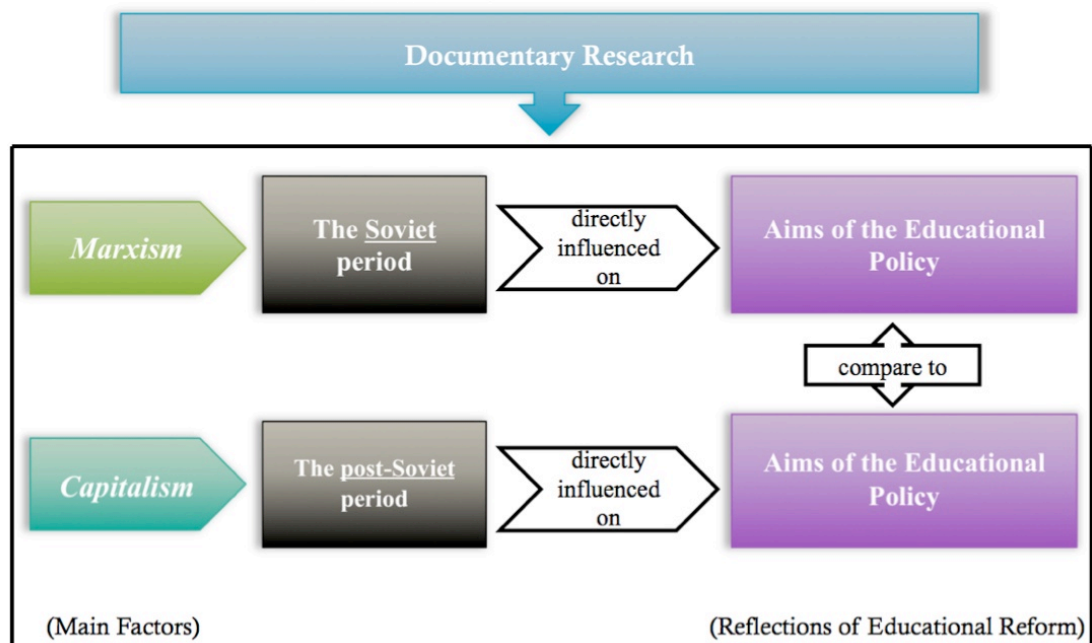


Figure 1. Conceptual Framework

Marxism

Marxism is an economic and social system based on the political and economic theories of Karl Marx and Friedrich Engels. The Encarta Reference Library indicates that Marxism is a theory according to which class struggle is a central element in the analysis of social change in Western societies. This idea is opposite to capitalism. Marxism is the system of social organization of which the dominant feature is public ownership of the means of production, distribution, and exchange.

Marxism has regarded education as a reflection of or corresponding with the class relations of production. Therefore, Marx pointed out that the state provided free education for all without interference from the church and class domination and there was open access to science and learning. Thus, I would like to use this theory to

analyze the Soviet leaders' use of Marxist philosophy as a guide to educational policies in the Soviet Union, that is, how this idea influenced their education at policy.

Capitalism

Capitalism is defined by Encarta as “an economic system based on the private ownership of the means of production and distribution of goods, characterized by a free competitive market and motivation by profit.” It is also called free market economy, or free enterprise economy. This economic system has been dominant in the Western world since the breakup of feudalism. In this world, most of the means of production are privately owned and production is guided by and income distributed largely through the operation of markets. With a focus on education at reform in the post-Soviet period, I would like to use capitalism to analyze the market economy in Russia, that is, how leaders in the Russian Federation have reformed education to support the economy of their country.

Literature Review

My thesis is divided into four chapters; I would like to classify the important sources to be used for the analysis in the following categories.

Educational system during the Russian Empire

A source on the educational system in the Russian Empire is *A History of Russia* edited by Nicholas V. Riasanovsky and Mark D. Steinberg. I have used the part on Russian education in the Russian Empire era as a guide to collecting documents and analyzing Russian education reform which began in the Peter the Great era. Peter the Great attempted to bring the civilization of the West to his native land together with education. He introduced an educational system which followed the lines similar to those of Western Europe. The state and the church organized teaching. However, though Peter the Great and the tsars who succeeded him intended to develop the education for their population but it was the gentry that mainly benefited from schooling. In addition, I found another book, *Catherine the Great: A Short History*, edited by Isabel de Maderiaga, which provides information on Catherine the Great's Educational Policy in its chapter 9. Catherine the Great continued to develop education in the Russian Empire era. There were various advancements in education with which she attempted to develop the Russian Empire by following in the footsteps of Peter the Great. These books are very useful sources for my chapter I that focuses on the educational system in the Russian Empire.

Furthermore, I found a book that gives information about both tsarist background and Soviet Union. It is *Education and Modernization in the USSR* written by Seymour M. Rosen. Actually, many sources exist on education in the Soviet Union. But the writer also gives information that can be used in the chapter on education in the Russian Empire period. It gives information regarding the educational development in Peter the Great period and other tsars who developed education in the Russian Empire period. This chapter is actually a summary of the tsarist background which I would like to use in my chapter on education in the Russian Empire period. Another part of this book, which is related to education in the Soviet Union, is used as a source of data and information for the chapter on education in the Soviet Union.

Educational system in Soviet Union period

The educational system in Soviet Union is presented in next chapter of my thesis. I found that *Soviet Economy and Society (1985)* written by David Lane has a chapter concerning the educational system. The chapter gives information on education before the Revolution and the educational system in Soviet era. At first, the writer presents general information on the different educational systems, namely, education before the Revolution and the educational system in Soviet period. Next, the writer gives a lot of deep knowledge on the Soviet period such as the relations of Soviet education with the economy and politics. Additionally, *The School and State in the USSR* written by Herbert C. Rudman is another important book giving information on Soviet education, including education policy, the education system and the relations of Soviet education with the economy and Soviet policy. These books are essential sources for my chapter on the educational system in the Soviet period.

In addition, I would like to study the general education of other countries in the world in Soviet Union period. I found *Education in the Modern World* written by John Vaizey very useful. This book gives a lot of knowledge about the relationship between education and other aspects of society such as economic, social, and political development. The point is how education is geared to producing people to meet national development goals. This book has chapters which compare education between the Soviet Union and the United States. It is very useful to examine the educational aim of the states, particularly how their economic and ideological objectives shape their education policy. I can use a lot of information from this book for the chapter on education in the Soviet period and in analyzing the relationship between education and other aspects and goals of the states.

Another book, which is very useful for the study of education the Soviet period, is *Educational Planning in the USSR*, which is a study by K. Nozkho, E. Monoszon, V. Zhamin and V. Severtsev. This book gives lots of information regarding all of the educational plans formulated by the government of the Soviet Union. At the beginning, this book gives information on how the Soviet Union used education as a tool to immediately develop the Soviet economy. The need for considerable expansion of public education in the USSR in the years immediately after the founding of the Soviet state stemmed from the need for economic and technical progress that would be induced by better production methods. This resulted in the need for the specialized and general training of all workers. Thus educational planning was a necessary means to produce workers for economic development.

Educational system and reform in the Russian Federation

In this part, most sources are articles, news and books. I found an important book I have used for the study of the education system both in the Soviet and Russian Federation eras, namely, *Modern Russia*, edited by Mikk Titma and Nancy Brandon Tuma. The writers properly analyze the differences in education between the Soviet and Russian Federation periods, including differences in educational policy and objectives. For example, the education policy was aimed to support the communist ideology and the command economy in the Soviet period. On the other hand, during the Russian Federation era, education reform has been aimed to respond to democracy and the market economy. In addition, a formal educational system has been put in place at present.

Another book, *The Cambridge Encyclopedia of Russia and the former Soviet Union* edited by Archie Brown, Michael Kaser and Gerald S. Smith, describes general education of Russia at this time. This book covers all aspects of the Russia Federation, including its history, culture, and society. There is a section on general education of Russia. Each sub-topic gives information about general education that can be divided into many kinds: primary schools, middle schools, senior schools, special schools, day care, evening schools, vocational-technical schools, secondary specialized schools, higher education and new directions in education. These books can be used as an important source for my chapter on the educational system in the Russian Federation period.

For the part on educational reform in the Russian Federation, I found lot of articles including *Improving Quality of Education in Russia through Transforming Quality Assurance Systems* written by Victor Bolotov, Elena Lenskaya and Mark Agranovich. This article divided education reform into 3 periods, whose aims in each period have included liberalization of the education system in the early 1990s,

rationalizing the system and introducing technologically valid procedures for education in 1998-2004, and investment in leaders and growing centralization in education in 2004-onwards. Each period is relevant to my chapter on educational reform in my research. Additionally, *The Educational Reform and Transformation in Russia* is also another excellent article written by Joseph Zajda. He gives information concerning the nature of education reforms in 1991-2001 so that it's very useful for my study. There is the analysis of curriculum reforms in Russia which is divided into several significant topics. Moreover, the writer analyzed and criticized the failure of education reforms. This article is very useful for analyzing education reform in my research. In addition, I found *Problems in Today's Russian Education System* written by Tatiana Kholoatova. This article gives information regarding the problems in the Russian education system, especially higher education which now the government wants to reform in order to bring it more in line with western education. Thus I would like to study this article to collect and analyze information regarding what are the problems of the Russian education system after reform.

Research Methodology

My research will focus on the Russian education at systems and educational reform in the Russian Federation in the post-Soviet era. I will use documentary research as a method to collect information on Russian education from the Russian Empire to the Soviet Union and the Russian Federation periods for my analysis of education at reform in Post-Soviet era. The analysis is descriptive in nature.

I have begun by the review in literature on the educational system and reform in the Russian Federation. This literature comes from both Russian and international sources, including archival documents, books, reports, news, and articles on the internet. My research is thus composed of both secondary documents and primary data.

Significance of Study

Understanding how is the evolution of Russian education from the past until 2008. In addition, studying what was a main factor to influence to determine in educational reform of the post-Soviet period and how did it respond changes of economic and democratic systems in this period.

Data Collection and Data Analysis

Initially, the researcher started with data collection of documents from books and articles about Russian education to write about the evolution of Russian education, which can be divided into three categories. Firstly, it is Russian education during Russian Empire. Secondly, it is education during the Soviet time. Thirdly, it is Russian education of the Russian Federation from 1991 to 2008.

Thereafter, the researcher gathered all information about educational reform of the Russian Federation from 1991 to 2008 and analyzed result of educational reform in the Russian Federation in the post-Soviet period to see could Russian educational reform in the post-Soviet period respond changes of economic and democratic systems, and how was it changed.

Plan for Research Activities

Length of time Research Activities	2011			2012								
	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	
Data Collection process	—————											
Literature Review	—————											
Thesis and analysis writing							—————					

CHAPTER II

THE EVOLUTION OF RUSSIAN EDUCATION FROM THE RUSSIAN EMPIRE TO THE SOVIET TIME

The purpose of this chapter is to understand the evolution of Russian education in the past as a background to the understanding of Russian education in the next chapters. Changes during this time were relevant to the development of Russian education in later periods. These changes were actually part of the change in the country's political system, that is, change from the monarchy to communism. The change inevitably influenced education. For example, education in the Tsarist period focused on modernization like, especially the modernization of the army, which followed Western Europe, while Soviet education emphasized the needs of the national economy and the promotion of communism. Thus, if we would like to study Russian education in the Russian Federation, we must look at the evolution of Russian education.

This chapter is divided into three parts. The first part is on the educational system in the Russian Empire. There are three subtopics: the beginning of secular schools during the reign of Peter the Great, educational reform based on the Western pattern and the first real educational opportunity for serfs. The second part involves the educational system in the Soviet time. This part is divided into subtopics including: the main concept of Soviet education, an attempt to abolish illiteracy, the new system of Soviet education, the polytechnic period under Khrushchev, Brezhnev's educational reform, and the transition period under Glasnost and Perestroika during Gorbachev's reform. The third part is the conclusion to this chapter.

Educational System in the Russian Empire

The Imperial Russia or the Russian Empire began in the reign of Peter the Great (1682-1725), and lasted until the reign of Nicholas II (1894-1917).¹ The Russian Empire was under absolute monarchy. A ruler of the Russian Empire was called Tsar or Tsarina. Another important influence on the people during this time

¹ Nicholas V. Riasanovsky, *A History of Russia* (New York: Oxford University Press, 2011), pp. 211, 385.

was religion. The most important religion was Russian Orthodox Church that significantly influenced Russian social life.

The groundwork for basic education in Russia was laid in the tsarist period. Peter the Great was the most important leader in Russian history to lay the foundation of Russian education.

Before Peter the Great's reign, who reigned from 1689 to 1725, education in the Russian Empire centered on the study of religion by the Church. At the time education was extended to Ukraine, when the city of Kiev was annexed by Russia in 1667. The first Greek and Slavonic Academy was founded in Kiev in 1632 with the purpose of training Orthodox monks and priests.² So, before Peter the Great's reign, there were only ecclesiastical schools to prepare people to become priests.

The beginning of secular schools during Peter the Great's reign

After Peter the Great's ascension to the throne, he wanted his empire to become modern like Western Europe. He gained this idea from his official visits to various cities in Western Europe in 1687 and 1698. After his visits, he invited many professors in various fields to the Russian Empire. Peter the Great believed that these learned people could help him modernize the Empire like those in Western Europe that he had visited.

This initiative of Peter the Great had an important impact on the development of education in the Russian Empire: this was part of his vision for the creation of Russia as a modern empire. He hoped that education would produce educated people suitably for this purpose. The first school which was established in 1701 by Peter the Great was the School of Mathematical and Navigational Sciences in Moscow. The school curriculum was modeled on the London Mathematical School that was the first of its type to represent modern European education.³ The school offered a wide range of fields, including mathematics and trigonometry, geodesy, geography, English, navigation, engineering, and physical sciences. However, religion and Latin were excluded. A surgeons' school was also founded in Moscow in 1707, which offered courses for training physicians and surgeons, and later, in 1712, an engineering school and an artillery school were established.

² Isabel De Madariaga, *Catherine the Great: A Short History* (New Haven: Yale University Press, 1990), p. 104.

³ Seymour M. Rosen, *Education and Modernization in the USSR* (Philippines: Addison-Wesley Publishing Company, 1971), p. 19.

The establishment of the artillery school also reflected the intention of Peter the Great to modernize the Russian army and transform it into one of the greatest armies in Europe. Having a powerful army was very important for the expansion of Russian power in the continent. This plan, again, depended on the modernization of Russian education.

During Peter the Great's reign, there were cypher schools that were the upper grades from the elementary secular schools. The cypher schools, which taught arithmetic, elements of geometry, general science, and geography,⁴ were administered by the Ministry of Navy. Teachers in the schools were assigned from the Naval Academy. For Peter the Great, education was to develop technical skills, especially in the fields related to military technology.

However, at that time ecclesiastical schools remained in existence. Their curriculum focused on religious and philosophical subjects, grammar and rhetoric and Latin. These schools were under the administration of the Most Holy Governing Synod that was established by Peter the Great as a collegiate religious body.

Most of the students in the schools in Peter's reign were children of the clergymen, soldiers and clerks. In addition, there were the smallest groups in the schools who were children of noblemen. Although Peter the Great gave people the opportunity to study, the schools were mostly reserved for the gentry. This can be seen in Rosen's writing, "The total enrollments of the diocesan and cypher schools, although in the Peter's time, represented in fact only a very small percentage of the school-age children in a population of around 13 million people".⁵

Schools of different types had different aims. They were all to serve Peter the Great's purpose of modernizing the Russian Empire. The cypher schools were combined with Garrison Schools, which were established in 1732 in military regiments.⁶ The aims of the Garrison Schools were to prepare students to become noncommissioned officers. Students were taught subjects such as artillery, engineering, and military drills.

On the other hand, the aims of the diocesan schools were to prepare future teachers and doctors as well as priests. The diocesan schools provided education at the secondary level, teaching Latin and Greek, theology, geography, history, rhetoric, logic and apparently some physics and mathematics. These schools were open to various classes of the population.

⁴ Ibid., p. 20.

⁵ Ibid., p. 20.

⁶ Ibid., pp. 20-21.

In addition, Peter the Great desired to set up higher education facilities and to train scientists. He arranged the Russian Academy of Sciences that was to include a university, a research facility and a supporting gymnasium (academic secondary school). However, these institutions and facilities were established shortly after Peter the Great's death. In 1755, the University of Moscow was also founded.

Evidence from Russian history indicates that Peter the Great tried to modernize the Russian Empire in the mold of Western Europe. Education was one of the tools for this purpose. Nevertheless, his efforts were not all accomplished during his reign. In particular, education, at that time, mostly belonged to the gentry, not most of the population in the Russian Empire. However, Peter the Great's attempts to modernize Russian education became useful patterns and models for more successful developments in later times.

Educational reform on the Western educational pattern

After Peter the Great's reign, an important ruler who exerted much influence on educational development in Russia was Catherine the Great or Catherine II, who ruled from 1762 to 1796. Although Catherine the Great was German, she was very much interested in Russia as her own country. During her reign, educational reform which was modeled upon the Austrian educational system resulted in the setting up of a Commission for the Founding of Popular Schools. The commission went beyond Peter the Great's plans for a school system that would be as utilitarian, secular and modern as those of Western Europe. Catherine the Great was also interested in establishing a coeducational system and opened educational opportunity to serfs, building on a ladder principle leading to the university.⁷

The secular school system begun in 1786. The system was divided into three-year minor schools and five-year major schools. Graduates of a major school could enroll in the University of Moscow. These schools taught history, mathematics and physics, Russian, modern languages, geography, sciences, and morals and civics. In addition, Austrian textbooks were used in these schools because the Austrian educational system was the most modern at that time. These books were translated into the Russian language and used in the new schools.

Catherine the Great was more interested in developing a school system than focusing on individual schools.⁸ In addition, she tried to open a greater educational opportunity to the population than before. However, not everything went on as she

⁷ Ibid., p. 22.

⁸ Isabel De Madariaga, *Catherine the Great: A Short History*, p. 105.

had hoped. In the eighteenth or even the nineteenth century, only a very small percentage of the school-age population was actually given the opportunity to schooling. This was reflected in the number of pupils being enrolled in schools during Catherine the Great's reign, as illustrated in Rosen's *Education and Modernization in the USSR*:

Following the 1786 reform, the expansion of elementary-secondary enrollments, small to begin with, was considerable. In 1785 there were only 1500 pupils in 12 schools with 38 teachers. One year later, the number jumped to 11,000 pupils in 165 schools with 394 teachers. By 1800 enrollments had grown to 20,000 pupils, the number of schools to 315 and the number of teachers to 790.⁹

The rapid expansion of education in Russia was possible because with every expansion of educational opportunity, the number of school-age people who were interested in gaining education increased. This clearly suggested that there were always those who were interested in education no matter how small educational opportunity was open to them.

The next ruler who had much influence on Russian education was Tsar Alexander I, who ruled from 1801 to 1825. During his reign, the influence of the English and French Enlightenment had expanded over much of Europe. Russian education was also influenced by this intellectual atmosphere. Greater progress in education was made during this time in Russia than in the past. The number of universities increased to six, including (apart from the University of Moscow) the University of St. Petersburg, Kazan, Kharkov, Dorpat and Vilna. At the pre-university level, Russian scientific and classical secondary schools (gymnasiums) were modeled on the French system. The number of these schools also increased from 12 to 57. The number of district, parochial and private schools increased as well. On the other hand, major and minor schools that had been created by Catherine the Great were abolished.¹⁰

Tsar Nicholas I, who ruled the Russian Empire from 1825 to 1855, further developed education in Russia. His leading educational principle was that children of different social origins should not be educated together. Education Law was passed by Tsar Nicholas I in 1828, which allowed serfs to attend parochial elementary schools, while district schools were for urban population. Moreover, Russian scientific and

⁹ Seymour M. Rosen, *Education and Modernization in the USSR*, p. 13.

¹⁰ *Ibid.*, p. 23.

classical secondary schools and universities belonged to the gentry only. These limitations of the educational opportunity during his reign meant that the population did not have equal rights to education. Tsar Nicholas I was not very much concerned about the problem of social classes in his empire.

The first real educational opportunity for serfs

With the death of Nicholas I, Russia experienced great reforms and liberalization of education and other fields. During Tsar Alexander II's reign, from 1855 to 1881, there was the Great Reform in Russia. This included the abolition of serfdom. In addition, he expanded the people's opportunity for primary education, particularly in the neglected rural areas. There were opportunities for various ways to study in schools and universities. This is evident in one of the documents from Tsar Alexander II's period:

In the second half of the 1850s the Ministry of Education abolished enrollment quotas, exempted the badly off from the payment of fees, readopted the principle of dispatching promising scholars to western Europe for postgraduate training, allowed women to attend lectures, ended the practice of monitoring students' off-campus behavior, reintroduced contentious subjects like west European law and the history of philosophy, and appointed broad-minded officials to the headships of the empire's educational districts.¹¹

In Nicholas II's reign (1894 - 1917) before "the revolution of 1917"¹², the essential steps were taken in the Russian Empire to develop its educational system in the ways similar to those of Western Europe. Ecclesiastical schools were mainly concerned with primary education, whereas the state was responsible for secondary and higher education. At the end of the 19th century, the literacy rate was 24 percent for the total population.

However, there were important differences between town and the countryside. In town, the number of literate people was 52.3 percent, but in the countryside it was 19.6 percent. Moreover, there were differences in education between sexes: 35.8 percent of the male population was literate, but only 12.4 percent of the female of

¹¹ David Saunders, *Russia in the Age of Reaction and Reform 1801-1881* (London: Longman Publishing Group, 1992), p. 250.

¹² Nicholas V. Riasanovsky, *A History of Russia*, p. 464.

population was literate. Although problems remained about rights of people of the lower classes to education at the time, the number of peasants who obtained education was surprisingly higher than in the earlier periods.

A study of the social background of students in Russian universities in 1914 shows that 37.6 per cent were of noble and state official background, 7.7 were of the clergy, 11.5 were 'honoured citizens' (i.e. members of the bottom five ranks of the nobility) and merchants; townsmen's and shopkeepers' children accounted for 24.2 per cent, and the children of Cossacks and peasants came to 14.6 per cent; this left a residual of 4.4 per cent.¹³

The above summary shows that the education system during the Russian Empire was the essential foundation for educational development in Russia in later times. The education during the Tsarist period was modernized on the model of Western Europe and it was a foundation for the modernization of the Empire. Moreover, the tsars used education to produce skilled workforce to serve the state for various purposes. For example, Peter the Great wanted skilled and efficient people to serve in his army, so he founded many military schools during his reign.

Although education was designed for the gentry and the upper classes rather than lower classes such as serfs and peasants, there were attempts by some tsars, such as Tsar Alexander II, to actually open greater educational opportunities for serfs. All these attempts were important for the development of Russian education by the Soviet system later.

Education during the tsarist period was already on its way to provide literacy for the mass and laid the basis of higher education for the ruling class. The next period in the history of education was introduced by the Soviet leadership with the intention to broaden the educational system so that it was available to larger parts of the population. Education during this period also aimed to inculcate communist ideology in the people. In addition, there was a vocational component in general education, together with the systematization of education, to properly meet the state's requirements for skilled manpower. In the Soviet time, education was designed to serve the state in the same way as in the Tsarist period, but it was designed to do so in different ways.

¹³ David S. Lane, *Soviet Economy and Society* (New York: New York University, 1985), p. 265.

The educational system in the Soviet time

In 1917, the Tsarist rule in Russian Empire was overthrown by the revolution staged by the Bolsheviks that were a faction of the Marxist Russian Social Democratic Labor Party. This revolution transformed the empire into a communist state. The Tsarist empire came to an end because the Tsars had not paid enough attention to the problems of serfs and peasants. One problem was the class distinction that accounted the inequality in educational opportunity. The ruling class gained better education than the lower class. The revolution gained momentum with the idea of Marxism serving as the main guide to transform Russia from monarchy into communism.

Marxist philosophy considered education as being in conformity with the class relations of production. Marxist theorists criticized that education in the capitalist state was controlled by the sector of society that was called its superstructure, that is, the sector dominated by the ruling class elite of states, such as Tsars during the Russian Empire. The control of education meant the control of ideas and knowledge by the ruling class.¹⁴ For this reason, Marxist philosophy deemed it necessary to provide free education for all, without interference by the church and the ruling class. It must provide access to science and learning. Thus, the Bolsheviks who had deeply studied Marxist philosophy pointed out that education was an essential method to develop the people's ability. They used this Marxist idea as the basis for their educational policy.

The main concept of Soviet education

In the early Soviet time, Vladimir Lenin ruled the Soviet Union with Marxist philosophy as a guide. This philosophy had a profound impact on his educational policy. He realized that education was a method of the Communist revolution to develop Communist power. Lenin followed Marxist philosophy by using polytechnic and vocational training to develop the Soviet instructional and school systems. In this sense, education was meant to be practical, scientific, anti-bourgeois and anti-religious.

During the Soviet period, planning was of the greatest importance to the management of all parts of the state. Every detail of all schemes during the Soviet time was planned. At the time, it was the Gosplan, the State Planning Commission, which planned the administration of the Soviet Union, including its educational system. The emphasis was on centralized planning to manage each area of the large

¹⁴ Ibid., p. 266.

Soviet state. When Lenin established the Gosplan in 1921, he envisioned it as the essential key in the development of a national plan for economic and social development.¹⁵ The importance of planning appeared in Lenin's remark, "...planned production and distribution of goods...is the most difficult task, because it is a matter of organizing in a new way the most deep-rooted, the economic, foundations of life of sores of millions of people."¹⁶

The main aim of the Gosplan was the development of long-range plans. The plans needed collaboration from all branches of the economy and used the natural, physical and human resources of the state. In addition, two of the most important drivers of the economy for the Soviet state were industries and the collectivization of agriculture. However, Lenin placed greater emphasis on the industries than the collectivization of agriculture. In this sense, the state wanted specialists who were suitable to the works which were different. Thus, the state heavily relied on education as an important tool to develop skilled labor force in various specialized areas.

The number of needed specialists depended on the requirement of the Soviet economy. It was related directly to the planned expansion of the economy of the state. Educational institutions were established to provide the training of needed specialists. Thus, Soviet education was planned in accordance with the requirement for the number of specialists needed in the various sectors of the economy. The state plans directly affected enrollment patterns in educational institutions. This is evident in the following account:

In December 1963, the Plenum of the Party Central Committee emphasized the need for an expansion of the chemical industry with particular emphasis on the production of chemical fertilizers. Soviet educational administrators reported mixed reactions to the probable effect of the December plenum upon their specific institutions and programs.¹⁷

There were three tasks of educational planning. The first task was the training plan to guarantee the continuous process of the training of specialists in higher and secondary specialized educational institutions that had to be in line with the need of the state's national economy and culture. This was to ensure that substantial work had been done to make correct projected needs for specialists in the branches of new

¹⁵ Herbert C. Rudman, *The School and State in the USSR* (New York: The Macmillan Company, 1967), pp. 35-36.

¹⁶ *Ibid.*, p. 27.

¹⁷ *Ibid.*, p. 40.

technology and training was undertaken for this purpose. The second task was the plan for training specialists to ensure an increase in the quality of training. The last task was the plan for the broadening the training of specialists without interrupting production (part-time) education in every possible way.¹⁸ In addition, it was the government that planned to fix the graduates for suitable works; it was not the graduates who voluntarily planned their future work.

Thus, the Soviet education as planned by the Gosplan indicated that the planning was an essential method to develop industry and agriculture in the national economy. The state had to examine the needs for specialists to prepare schools and institutions for the training of their people. This means the national economy actually determined Soviet education in each period. Moreover, the production of skilled manpower was a high priority in society because it was the basis for the development and expansion of the national economy. Thus, there was the Gosplan to ensure that the schools and training institutions could produce the skilled human resources to do the work in the national economy.

Each period of Soviet education had different characteristics. Although the aims of Soviet education were to provide skilled human resources for the state, the system of education depended on various requirements in each period, such as the leader, the conditions in the world, economic problems in the state, and etc. Thus, the Soviet educational system in some periods had the same pattern as those of earlier times, such as the Lenin's and Stalin's eras. On the other hand, the educational systems in the Soviet Union remarkably changed during Khrushchev's and Brezhnev's periods. In addition, an important period that significantly influenced Soviet education was Gorbachev's period and his Perestroika reform. In this part, I would like to trace the development of Soviet education in each period, before dealing with education in the post-Soviet period in the next chapter.

An attempt to abolish illiteracy

The Commissariat of the Enlightenment or the Narkompros was founded to manage education in the Soviet Union. At first it was managed by Lunacharsky. Primarily, the Commissariat of the Enlightenment had three main requirements for educational development. Firstly, they encouraged people to use their own ideas and develop individual creativity. For example, practical and group work was promoted. Secondly, they encouraged work in science and arts. Thirdly, they provided people with equal educational opportunities. Education in the Soviet period was free education. The purpose was to develop people to become specialists to serve the state.

¹⁸ Ibid., pp. 40-42.

After the revolution in 1917, the Soviet government attempted to abolish illiteracy in adults. People who could read and write were summoned to teach other people. These people were taught on a shift basis: firstly, to inculcate socialist and collectivist attitudes; secondly, to make literacy universal; and, thirdly, to increase scientific and technological education.¹⁹ In addition, some of the senior officials of the Soviet government, not only ordinary citizens, were also recalled to eradicate their illiteracy.

In the 1920s, the Soviet government attempted to establish a collectivist economic system. It was also marked by a range of experimentations in education within the framework of the main objectives of the new Communist system. Moreover, in this period a unified secular, coeducational, national school system was also established. However, in the 1920s, lots of schools were established but they had lower standards and quality. This was because the government attempted to rapidly prepare many workers for industries. Moreover, at the beginning of the Soviet five-year economic plans of 1928 prepared by Lenin, the government wanted many specialists for the rapid industrial development of the state.

In the 1930s, education was also a necessary tool for the state because the national economic plan or the five-year plan required specialists to work for the state. Consequently, there were lots of ways to force all people to study in schools. For example, the constitution of the USSR contained Article 121 on education, which stipulated that citizens of the USSR have the right to education. This was different from the Tsarist period, when education was the privilege of the ruling class rather than serfs and peasants. In this period, schools and educational patterns of Tsarist education were restored and adapted to suit Soviet needs.

During this period the Soviet system was faced with external pressures, which were responsible for rapid internal social change. That is, the Soviet system became more fixed and authoritarian. This change also affected education. Formal studies based on book learning and evaluated by grades were reintroduced. The general schools taught mathematics, language, geography, physics and chemistry. There were adjustments in the educational system. For example, compulsory attendance was introduced at the four-year school. Finally, in 1939, 81 per cent of the Soviet population who were over nine years of age could read. This fulfilled the objective of Soviet education to abolish illiteracy and to prepare the people for the subsequent national economic plan.²⁰

¹⁹ David S. Lane, *Soviet Economy and Society*, pp. 266-269.

²⁰ Seymour M. Rosen, *Education and Modernization in the USSR*, pp. 36-41.

The new system of Soviet education

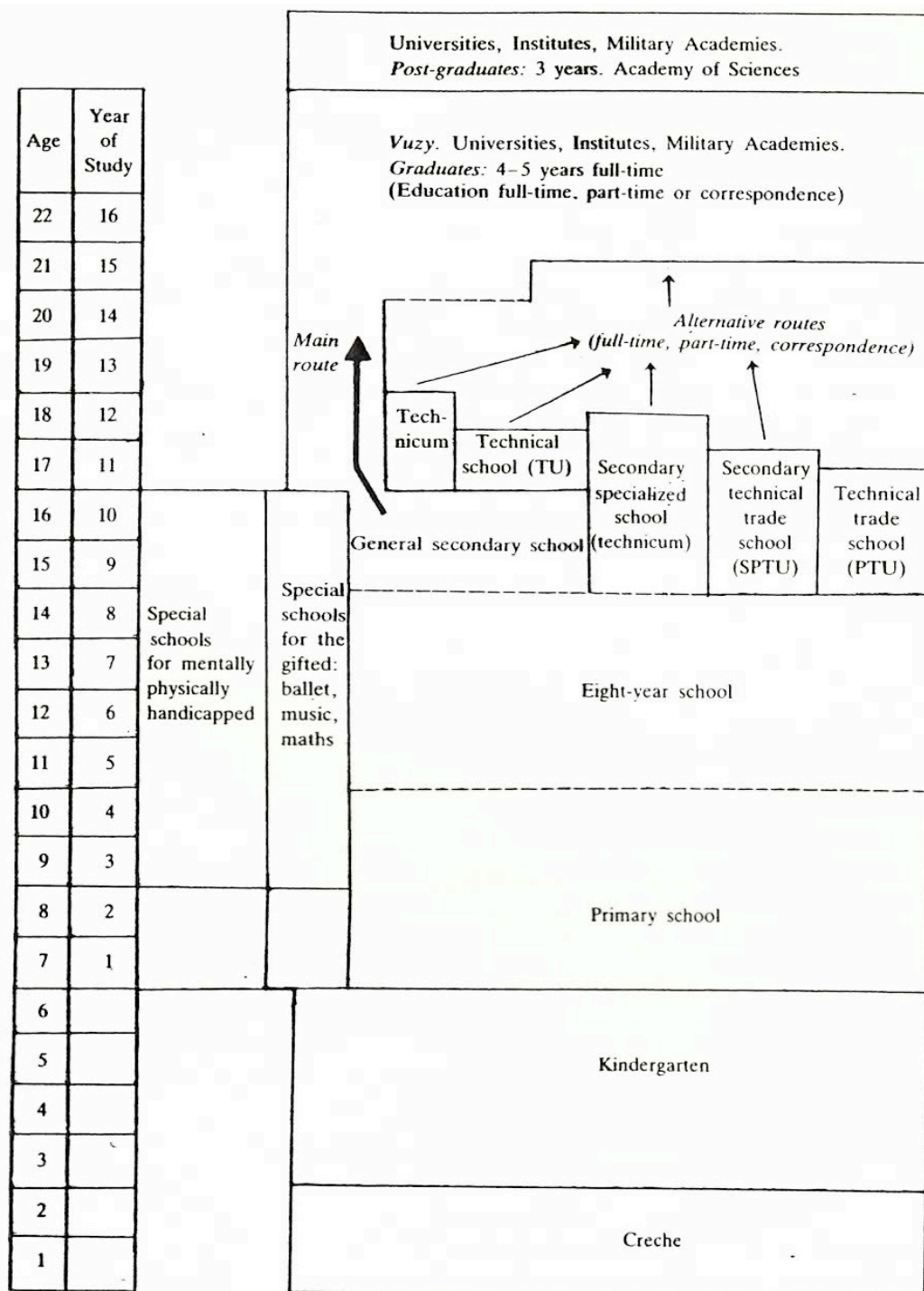


Figure 2. Soviet Educational Structure

The state monopolized Soviet education, a system which differed from Western education. For example, there were no private schools in the Soviet Union. The new system of Soviet education was set up to meet the needs of national plans. The educational system in the Soviet Union may be divided into three main levels or parts, namely, preschool, school and higher, according to age and types of institutions.

The first part, preschool education, was divided into two types, Creches and kindergartens. Creches were available for children from three months to three years old. Kindergartens were suitable for the three to six year olds. Creches and kindergartens were managed by factories, farms and the Ministry of Education. Both types of preschool were not the compulsory part of Soviet education. Moreover, parents, who wanted their children to have preschool education, had to pay tuition fees. However, the preschool system was set up for women who had children but had to go to work. Generally, education in this part consisted of games, plays and story-telling, which taught children about powerful leaders of the Soviet Union. In addition, children studied some history of the Soviet state.

The second part was primary school that started with the eight-year school. The aim of this part was to give general education which focused on five main aspects. The first was physical education that aimed to develop health and physical strength in sports. Secondly, there was aesthetic education to evaluate the performing arts skill among all students to see who were particularly talented. Thirdly, mental education was intended to develop proficiency in all subjects of education and scientific and materialistic outlook, including proficiency in the dialectical method. Fourthly, polytechnic education was aimed to develop specific manual skills, giving general knowledge of production techniques and the organization of socialist industry. Fifthly, moral education was aimed to cultivate knowledge on common rules of behavior and manners with a focus on communist morality. All these aspects of education in this part explained how the government developed its people with communist ideology to be the state's workers.

After completing the compulsory part of the eight-year school, students finished education and could go to work, or continue more specialized study for another two years. However, in 1970, compulsory ten-year education was introduced. Thus, students who finished compulsory education of the eight-year school could choose going to work or continuing to study at a higher level in various ways, such as general secondary school, technical trade school, secondary technical trade school, institutions, and etc.

Soviet education became a main concern again in the period of Khrushchev, who was Soviet leader from 1953 to 1964. He aimed to abolish illiteracy and set up

the pattern of the Soviet educational systems with the communist idea. Moreover, this period was also the beginning of the educational plan with the requirement of work to serve the state.

The polytechnic period under Khrushchev

After Khrushchev became leader of the Soviet Union, he was concerned that educational institutions could not efficiently train students for productive work in the economic sector of the state. This was because education at the time was more overly academic than work-oriented, while the state needed people to have practical labour skills to serve the economic requirements of the state. Consequently, he attempted to change the Soviet education to really suit the need of practical economic requirements. The polytechnic period was distinguished from other periods. In the 1920s, Soviet education attempted to introduce students to idea of labor through crafts, such as shop work in schools. On the other hand, education in the late 1950s and the early 1960s attempted to bring students into industry directly, such as working in factories. This means that Khrushchev focused on education that could directly educate and train students to efficiently work, and not only to be academically competent. So during his period, he reformed Soviet education towards more polytechnization.

The idea of polytechnization began in the mid-1950s. The teaching of practical labour skills was increased, and was more connected with practical workshops in mechanical, electrical and agricultural work. In addition, students had to visit and practice production in factories and farms.²¹ The practical training under Khrushchev was increased partly to assure that Soviet students effectively work in the real world, not having only textbook knowledge.

The fundamental components of polytechnic education at the time were of three types, which were combined together. Firstly, there was teaching about the relationship of various theoretical subjects to their practical application in industrial processes. Secondly, education must be concerned with teaching the basics of production. Thirdly, Soviet education placed importance on teaching vocational skills.²² Especially, the last one was very important for the polytechnic education. Thus, the essential aim of the polytechnic secondary schools was to combine the three types to directly relate education to the requirements of the industrial sector.

²¹ David S. Lane, *Soviet Economy and Society*, p. 274.

²² Seymour M. Rosen, *Education and Modernization in the USSR*, pp. 36-41.

However, this concept was criticized for its possible failure to suit real needs. Production training was introduced in only half the schools in 1961. Because of the problem, in 1964, there was an important change in the policy on general education. The change was introduced into school curriculums. After Khrushchev's reform, the general compulsory eight-year school was changed to three years' study, not two years' study as before. The school system of general education was changed to be general education labor-polytechnic schools with production training. Nevertheless the reform did not achieve its aims. According to the analysis by Rosen in his book, *Education and Modernization in the USSR*, Khrushchev's reform faced various practical difficulties because of the lack of effective textbooks, suitable facilities and skillfully trained teachers for polytechnic education.

1. Factories are indifferent to groups of students (brought to them twice a week for production training), and the students are given menial tasks to perform or merely learn by watching over the shoulders of workers.

2. Students are overloaded with a full schedule of academic work, on which is piled practical training. Academic studies are suffering. Practical training is too long or should not be in school curricula at all.

3. In practice, students are getting narrow specialization (vocational education) instead of the desired training in the fundamentals of production (polytechnical education). Vocational training is not the business of schools of general education.

4. Students often do nothing during the two days a week scheduled for production practice, because facilities are not available and because of a stalemate between proponents of school workshops and proponents of plant work for students.

5. The rate of dropouts from regular day schools has increased since the reform. Slower students transfer from 11-year day schools to 10-year evening schools, and receive the same diploma.²³

At last, the polytechnic education was not a success. The number of graduates reduced. Nevertheless, the government maintained this idea to educate people until 1964. Moreover, the compulsory 10-year schooling system was brought back in the last 1960s because of the failure of the compulsory 11-year schooling system. Although the compulsory 10-year schooling system in Soviet did not comply with the trend of most modern educational systems, which made their students study more

²³ Ibid., p. 44.

than 10-year, such as they set the compulsory 11-year schooling system for their students. The Soviet state needed their students to quickly complete the compulsory education in order to work for the state. Thus, the general compulsory Soviet education was aimed at success by enabling all children to complete secondary education in 1980.²⁴

In conclusion, we see that Khrushchev tried to reform the educational system by gearing it towards more polytechnization rather than only academic competency. In addition, he was concerned that Soviet education should be of the same of the trend as most modern educational systems. Hence, he changed the compulsory educational system to the same pattern as most modern educational systems. Practically, Soviet education faced various difficulties in developing in accordance with Khrushchev's concepts. His reform did not succeed and Soviet education had to be reverted to the compulsory 10-year school. Moreover, the idea of polytechnic education became less important. This shows that the most important aim of Soviet education was still to support the productive work in the economic sector rather than to serve as an instrument for individual development. However, this concept became a problem in the Brezhnev's period in the 1970s when scholars opposed the kind of education that emphasized the training of vocational skills rather than to focus on academic education.

Brezhnev's educational reform

After the Khrushchev's reform, Brezhnev's regime paid attention to education again. He was leader in the Soviet from 1964 to 1982. Although there were many educational reforms before Brezhnev's period, they could not adequately respond to the demand of the economy. Thus, a significant educational change took place in his period.

The compulsory 10-year schooling system or a full secondary education became obligatory for all students. This rule was imposed because the government wanted a high number of the students with the general compulsory education. After they used the rule, the number of the students graduated who completed compulsory education rose during the 1970s.²⁵

Another significant educational change was the general educational assessment for students who finished 8-year schooling system. At end of the 8-year schooling system, all students were assessed to examine their progress. Students who

²⁴ Ibid., p. 44.

²⁵ David S. Lane, *Soviet Economy and Society*, p. 277.

passed the assessment were able to proceed to the next grade. However, Soviet teachers and educationalists rebutted this rule because there were a number of students who had to repeat the class. There were a number of students who repeated the year. In 1964 there were approximately four per cent, or nearly two million students, who were repeating a year, but in 1982, 97.6 per cent of student completed the 8-year schooling system on time.²⁶

After 8-year school, students who were fifteen years old had many choices to proceed to the next grade. Firstly, they might enter an institution of higher education. Secondly, they might choose to enter a vocational school. There were many kinds of vocational schools, such as a technical schools, a technical trade schools (PTU) and a secondary technical trade schools (SPTU). These schools had 2-year courses at least to complete.

During this period the vocational schools were more successful than Khrushchev's policy. There were 47.3 per cent of students in the schools with vocational orientation, and this was remarkable under Brezhnev's reform. The success of the vocational school provided better link with the industry. For example, The PTU schools were controlled by a State Committee for trade training, not the Ministry of Higher and Specialized Secondary Education. In 1977, the relationship between vocation and education was better strengthened for labor training and more efficient links with local industry than before. The law emphasized that the Soviet educational system had to establish stronger links with local industry than before. They created combined careers guided agencies and job centers for students who had completed the compulsory education.

The transition period under Glasnost and Perestroika during Gorbachev's reform

Mikhail S. Gorbachev was the last leader of the Soviet Union before the Soviet state collapsed. He seriously wanted to improve Soviet education in the Soviet. In 1985, he offered a plan that was called the Glasnost (openness) and the Perestroika (reconstruction) to reform political and economic institutions including education. It was a set of strategies focusing on realizing reforms. The meaning of Glasnost was criticism and access to information. "Perestroika" means reconstruction that refers to the restructuring of the Soviet political and economic system.

The concept of the reform by Glasnost and Perestroika was aimed to accelerate by socio-economic development. This concept required the Soviet system

²⁶ Ibid., p. 278.

to be more participatory than authoritarian.²⁷ Gorbachev gave more rights to people to access information and criticize the government because the most important shortcoming in the Soviet Union in the pre-Perestroika time was that people had no voice. Thus, he intended to improve the people's lives. Apart from education, he focused on a closer integration of education with the need of the national economy. He was also aware of the failure of educational reform in the past.

Despite improvements, education before the Perestroika reform could be regarded as a failure. In the late 1980, although the government had succeeded in educating people to be a literate and technical competent human resources, Soviet education still needed development and change because of various new developments. For example, schools were not of high quality enough to improve the quality of people for the need of labor. The reforms in the past focused more on fitting students with the need of the national economy than on developing the management of the educational system, whose quality must be high enough to develop students' ability by their need. In addition, the Soviet Union faced financial problems before the Perestroika reform,²⁸ so the Soviet government did not have enough budget to support schools and researches.

The Perestroika initiated in 1985 by Gorbachev required schools to have freedom to concentrate on education. The schools were not controlled from the state. He and his supporters hoped this idea would stimulate teachers' obligation and students' capacity more than before. They aimed to place importance on the broadest possible view of what work and how it could contribute to their social well-being of the labor force.

By 1986, Gorbachev was increasingly concerned about the result of pre-Perestroika reforms that had not gone far enough. So, this problem led to a new plan, which was called "the reform of the reform"²⁹ that represented the first step in a series of plans to bring the Soviet education in line with the Perestroika. In addition, the reform planned to restructure the curriculum for general education schools. Teaching methods were changed to be more cooperative pedagogy than lecturing was the same as before. Students were encouraged to study by the idea of active thinking.

²⁷ Chuck Sweeney, **Impact of Perestroika and Glasnost on Soviet Education: A Historical Perspective for Follow-on Research** [Online], May 2012. Source <http://www.friends-partners.org/oldfriends/education/russian.education.research>

²⁸ Alla V. Kourova and Rhea A. Ashmore, *Russian Education Reconstructed: Perestroika* (Indiana: the Phi Delta Kappa Educational Foundation Bloomington, 2004), p. 14.

²⁹ Chuck Sweeney, **Impact of Perestroika and Glasnost on Soviet Education: A Historical Perspective for Follow-on Research** [Online].

Additionally, the government provided computers and other advanced instructional technology for education. It also provided more democratic environment for teachers.

Under the next reform during 1986-1987, Soviet education focused more on higher and specialized secondary schools. During this period Gorbachev encouraged restructuring Soviet society. His measure for education was combining higher education with the economy, improving instruction, acquiring new technology for science and engineering and upgrading the administration and the teaching faculty of departments.

The main aim of Soviet education during 1987-1989 was to improve the national economy and to build a new socialist society. Education must achieve higher standards of quality in economic, political, social and spiritual life.³⁰ This objective had been set for the 11-year Soviet schools of the future by the line of Perestroika as following:

1. To develop a new qualitative concept of general education, spelling out all of its responsibilities in reconstructing society and achieving a new humanism that will counter the alienation of humankind;
2. To design educational research programs to forecast optimal goals of education and to find the means of achieving them;
3. To devise ways and means for self-financing secondary and higher education;
4. To create a differentiated salary scale that will reward quality and excellence in performance;
5. To demolish walls that separate the various kinds of secondary schools, in order to achieve a comprehensive education system capable of continually improving itself without controls from outside authorities;
6. To develop educational programs and research projects with the cooperation of relevant social, economic, political, and technical agencies in society;
7. To identify and transmit worthy traditional values and new democratic ideals of the social order;
8. To develop the means of self-government and collective decision making in all educational institutions;
9. To encourage local, regional, and republic-wide initiatives in instruction and administration;

³⁰ Ibid., p. 21.

10. To give greater emphasis to student-family-teacher cooperation in the rearing and education of young people;
11. To develop an international dimension in education to offset provincial biases and narrow nationalistic commitments;
12. To develop new methods and new curricula to recover the dynamism of Soviet education;
13. To design a modern and relevant program of teacher education that would make personality development a key to education reform;
14. To encourage and foster a broad range of individual abilities, initiative, and independence;
15. To support and apply the principle of glasnost throughout education;
16. To clarify the role of the party in education;
17. To achieve much higher standards of skill and of equality in the technical training of students;
18. To provide the best in technical education facilities and equipment;
19. To achieve more and closer cooperation between the complete secondary schools and the higher and specialized secondary education institutions.³¹

The next task in the 1989-1990 reform was to solve the problems about the economic and social conditions of the Soviet Union that continued to decline. Educational reform was one of the tools to resolve the urgent problems of national survival. However, these desirable goals were not achieved because of the lack of efficient coordination between the center and the appropriate policy.

We cannot find the real effect of the Perestroika and Glasnost reform on Soviet education during Gorbachev's period. Nor can we see its influence on education in the post-Soviet period. Nevertheless, it is found that the government attempted to improve the day-to-day economic and political life in the Soviet Union by using Perestroika and Glasnost. Many ways were used to improve the way of life of Soviet people. The most important tool was education for Soviet because it could change national belief. It also is an essential part of social structure. However, the reforms did not adequately work to hold the Soviet Union together at last because they had been implemented unevenly and superficially. Finally, the Soviet Union collapsed in December 1991.

³¹ Ibid., pp. 21-22.

Conclusion

The findings of this chapter involve the development of Russian education from the Russian Empire to the Soviet Union. The researcher has found that in Russian education in every historical period depended on the ruler of each period. Although the need in each period was different, the aims of education in different periods were uniformly to serve the empire or the state.

During the Tsarist period of the Russian Empire, the most important aspect of education was to modernize it with a view to developing the army that would transform Russia into a power state in the eyes of other countries. Previously, education in the Russian Empire had centered on the study religion taught by the church. There had been only ecclesiastical schools to prepare people to become priests. After Peter the Great's reign, education was changed. This period placed importance on modern education modeled on that of Western Europe. So, a new education pattern was adopted and adapted from Western Europe. All rulers used education as a method to achieve their aims. Peter the Great focused on the army, so in his period there were many schools for the army and the navy. On the other hand, Catherine the Great's reign was in the Enlightenment, so education in her empire was influenced by French and Austrian ideas. At that time education was a modern privilege for the gentry only.

Although rulers of the Russian Empire, after Catherine the Great, tried to develop education for the people, it was still not for the lower classes such as serfs and peasants. The first real educational opportunity for serfs was available during Tsar Alexander II's reign when he abolished serfdom. It was an important reform in the history of the Russian Empire. Thus, it was the first time that serfs could study without having paying any tuition fees. Nicholas II took this idea to develop education. However, his promotion of education did not help to maintain the power of the Empire. Finally, there was the revolution of 1917 that changed the Empire into the Soviet Union. Absolutely, the objective of education was changed by the needs of Soviet leaders.

The researcher have also found that education in the Russian Empire was the most important foundation for its development in subsequent periods, not least because a number of schools, institutions and universities that were established during the Russian Empire. In addition, many have remained today such as the Moscow State University.

In the early Soviet time, especially during the Lenin and Stalin periods, the leaders ruled the Soviet Union with Marxist philosophy. The important aim of Soviet

education in this time was to abolish illiteracy. Another important aim was to use it as an essential method to develop the industry and agriculture in the national economy. Thus, Soviet education was planned to train people to be skilled human resources to serve the state. Moreover, children were taught about communism and powerful leaders of the Soviet Union.

Vocational education was the essential method that, the Soviet government believed, could prepare its people to serve the national economy. There were attempts to produce skillful people by vocational schools but these attempts could not reach the goal.

During Khrushchev's time, he was concerned with improving vocational schools, so education in this period was called the polytechnic period. The Soviet education became more related to the industry and the need of labor. He wanted students who had completed their education to be able to work in the real world, not having textbook knowledge only. Although Khrushchev tried to reform the educational system by gearing it towards more polytechnization than only academic competency, practically, Soviet education faced various difficulties in developing in accordance with his concept. His reform did not succeed. Moreover, the idea of polytechnic education became less important. Thus, during the Brezhnev's time, reform was again introduced.

In view of the failure in the past, Brezhnev was concerned about how to save Soviet education from failure in the past. In his period, there were many objectives. The general assessment was initiated to determine if students could pass to the next level. During this period, vocational schools were more successful than they had been before because vocational education was better linked to the industry. There was a job center to find suitable jobs for graduates. Brezhnev wanted Soviet education to quickly increase the number of graduates from schools and other institutions to serve the state because the Soviet Union faced financial problems. Moreover, the Soviet Union needed to compete with other powerful countries, especially the United States.

The last great educational reform was initiated by the last Soviet leader, Gorbachev. This was the period of transition to the Russian Federation before the Soviet Union collapsed in 1991. Gorbachev submitted a plan for the reform of political and economic institutions. It was called Glasnost and Perestroika, which mean openness and reconstruction in the Russian language. Gorbachev believed that it was time for people to have access to information and were able to make criticism in public. This idea was opposite to communism. Education in this time had more freedom. Schools were not controlled like before. The reform was planned to restructure the curriculum for the general education schools. Teaching methods were

changed to be more cooperative pedagogy rather than lecturing like in the past. Students were encouraged to study through active thinking. Additionally, the government provided computers and other advanced instructional technology for education.

During 1986-1987, the Soviet education was focused on higher education and specialized secondary schools. During this period, Gorbachev encouraged restructuring Soviet society. Next, for the Soviet education during 1987-1989, the main aim of Soviet education was to improve the national economy and to build a new socialist society. Education had to achieve higher standards of quality in economic, political, social and spiritual life.

Reform for the next task from 1989 to 1990 was to solve the problem about the economic and social conditions of the Soviet Union that continued to decline. Although education was one of the tools to solve urgent problems for national survival, nothing successfully achieved the desirable goals because of the lack of efficient coordination from the center and the appropriate policy.

Although there were many attempts to use education for the purpose of preserving the Soviet Union, the Soviet state could not solve economic problems. The study shows that all reforms in each period were only like a way to move on in the future. The researcher has found that education in each period was based on the ideas of the leaders. The government perceived education to be an essential tool to maintain the political and economic condition of the Soviet state. In addition, education was an integral part of the Soviet culture as a move towards democracy is an important mechanism to ensure the acceleration of economic development. Therefore, the country's leaders play an important role in giving an educational opportunity to their people. Finally, Gorbachev gave freedom to his people. It is an important change in education that influenced the Russian Federation that will be shown in the following chapters.

CHAPTER III

EDUCATIONAL REFORM IN THE RUSSIAN FEDERATION

This chapter will be focused on the content analysis of educational reform in the Russian Federation during the time of President Boris Yeltsin, in particular educational reform under President Vladimir Putin. Moreover, the last one will analyze educational reform of the Russian Federation in the post-Soviet period.

The chapter is divided into three parts: the beginning of the democratic system in Russian education during the time of President Boris Yeltsin, important Russian education reform by President Putin in the post-Soviet time, and an analysis of educational reform of the Russian Federation in the post-Soviet period.

The beginning of the democratic system in Russian education during the time of President Boris Yeltsin

After the Soviet Union collapsed in December 1991, the Russian Federation assumed its rights and obligations. The first president of the Russian Federation was Boris Yeltsin. The Russian government had to change the structure of the country's political institution, economic institution, and especially social institution because in theory Russia changed the political system of dominance from communism to democracy. It was the change in political ideology for the whole country. Thus, the transformation of society was the change in the people's ideology. Education was the best way to instill the new political ideology into the people.

It was not the first time that education was used to change the ideology of people in Russia. The revolution of 1917 that overthrew the monarchy succeeded because revolutionists used education to convert people's ideology by promoting their revolutionary spirit through the introduction of communism to the Soviet Union. This issue has already been discussed in the previous chapter. In addition, after Russia was ruled by democracy, it means they also adopted capitalism to their economy, which is a contrast to communism. Capitalism directly influenced the national economy. Consequently, Russian government had to reform its educational policy to respond to the capitalistic economy.

Main objectives in Russian education policy

The aims of Russian education at that time were to transform their society according to the democratic system and to find a way to create Russian education that responded to the labor market in the capitalistic world. Joseph Zajda comments in *International Handbook on Globalisation* that under Yeltsin's administration, the educational policy had been driven by 4 principles: “equity and access, quality and output measurement, resource mobilisation and efficiency, and market linkages.”¹

Problems in the education policy

The government attempted to reform the educational objectives to make them appropriate to the world standards and market economy after Soviet collapsed. However, it was difficult to attain the goal of each principle. Russia still failed in this reform because of many factors that can be divided into four groups as four principles categorized by Zajda.

1. Equity and access

The Russian government wanted all Russian schools to be equal. That means all schools had the same educational standards. They attempted to give everyone equal educational opportunity. This included the access to information and sufficient educational technology, such as sufficient books in the library of schools and computers. According to Macbeath, generally the equity and access to education may be grouped into four categories: the school as a place for everyone, opportunities for participation, attitudes to individual differences, and action to deal with racism, sexism or other forms of discrimination.²

The categories show that Russian education could not achieve equity and access to education. There was unequal opportunity to enroll in schools. One of the indicators was the secondary school for elitists, consisting of private schools and elite state schools. These schools were growing. It means that these schools were restricted for students who had an ability to pay. Students who were from wealthy families had more access to a good school. On the other hand, students from poor families were

¹ Joseph Zajda, “The educational reform and transformation in Russia,” in *International handbook on globalisation, education and policy research*, (Netherlands: Springer, 2005), pp. 405-430.

² MacBeath, J, *Schools must speak for themselves: The case for school self-evaluation*, (London: Routledge, 1999), pp. 52-54.

restricted in their educational choice and opportunities to study at schools with highly good quality. It shows that the educational policy could not be successful. This shows the difference in the educational opportunity between elitist and poor students.

Other indicator is the issue of educational decentralization and fiscal decentralization from the central area to different regions. The government could not well decentralize education. There were different standards in education between schools in the central area and schools in the regions. The schools in the regions faced various problems in teaching students and organizing schools because of the lack of flexible funding from the central government to the regions, which differ in terms of weather and geographical conditions. It means the central government should allocate appropriate funding to all schools because each school had different problems. For example, the Olkhonski region faces more excessive cold weather in a long winter than other regions, so the government should allot more money to acquire more instruments to solve this problem. There is a letter that was written to the regional governor to ask help as the following:

The first bell rings at 8AM, and the last at 9.20PM! Recess is 10 minutes. Of the 89 teachers, 63 work 3 shifts . . . Adults and children are running from one building to another. The room temperature is 10C [this was during winter—JZ], as the heating system is in need of major repair. The floor is rotten. More and more children and pedagogues succumb to chronic illness . . . In such conditions it is impossible to talk about the quality of knowledge and pedagogic creativity.³

Moreover, teachers who worked in the schools received insufficient salary for living in the regions. Many letters were sent the government by these teachers. They wanted the government to know their problems and help them. There was evidence from a teacher's letter in the newspaper *Uchitelskaia Gazeta* as the following:

Today the salary of a young specialist [teacher] is 250 rubles. Who can live for a whole month on this money? . . . It is very rare these days to find young pedagogues in schools. They seek happiness in other spheres . . . Educators of the Dmitrov County [Moscow region] are expressing their concern regarding the critical position the education is in... The situation of the

³ *Uchitelskaia Gazeta*, (25 February 2000): p. 7.

educational system is catastrophic ... The government has no funds for teachers, doctors, and children.⁴

Furthermore, the schools in the regions lacked educational instruments, such as books and computers. It means students in the regions received a different educational opportunity from students in the central area. All of these indicate that the equity and access to the educational policy did not achieve their goal.

2. Quality and output measurement

Educators consider that equity and quality are inversely related.⁵ It means when equity rises, quality falls. On the other hand, when quality rises, equity falls. This idea also has an effect on educational standards. For example, schools with high quality have sufficient educational instruments for students, but students have to pay more than other schools. It shows that the government tried to decentralize the educational system, schools in regional areas still suffered from poor quality education, which caused students to lack the opportunity to quality education in the same way as students in the capital. Thus, these schools limited enrollment for rich people; students in a poor family had no choice like that.

Output measurement in Russian education lacked valid and reliable forms of assessment. Russian education did not have fair assessment to ensure comparability of academic performance because Russia was ethnically, culturally and geographically different from region to region. Practically, the Ministry of Education concentrated on the input and the output, but did not focus on the outcome. It shows that the output measurement in Russian education did not ensure students' skills in the market economy at that time. Moreover, there was a lack of the learning process in schools because of the lack of access to resources, including new teaching materials and computer technology. Students could not search for new information from technology by individualized learning. Thus Russian educational standards could not ensure graduates' ability to work in the labor market.

3. Resource mobilization and efficiency

During the Yeltsin's period, Russia faced fiscal difficulties in the national economy. The result was that the government had to reduce Federal Government funding for education. This affected educational institutions, especially schools in the regions because the government supported fund for compulsory education to schools

⁴ *Uchitelskaia Gazeta*, (14 March 2000): p. 2.

⁵ Joseph Zajda, *International Handbook on Globalisation, Education and Policy Research*, p. 407.

in the regional areas. However, the problems remained unsolved because the government did not place its priority on education.

In addition, decentralization was not efficient and could not be developed. Resource mobilization was still difficult. Schools did not receive sufficient support and help in new teaching materials and equipment from the central government. The students did not have new learning technology to enhance their studies and conduct research by themselves. Thus, education was not sufficiently developed enough.

4. Market linkages

The standards of secondary and vocational education, especially vocational education in Russia, could not respond to market economy that was rapidly changing the country's socio-economic condition at that time. Education could not be adapted to the changing social and economic environment in the post-Soviet.⁶ This problem was the result of the Soviet educational system because that time students who had completed compulsory education from secondary or vocational schools immediately got jobs from the job centers or were immediately sent to factories because of the labor need of the government. So, educational programs were developed without pressure from the state's job agencies.⁷ It means students could continue to higher education for the need of the labor market because they believed that people with higher education would improve job opportunities. As the result, vocational education in the post-Soviet caused the most troubled part of Russian education.

The examination of educational reform under Yeltsin

Russian education after the collapse of the Soviet Union caused a major change for people in Russia, especially young people. The government used education to bring about the social change. In addition, education was the most important way to produce their people for the market labor economy. However, it was not the same as the Soviet educational system that schools and employers were directly linked to the workforce. On the other hand, graduates had to find jobs by themselves. It was a new thing that they faced. They believed that higher education was the best pathway for good jobs and life. So, vocational education was not a good way to good jobs or a good life anymore.

⁶ Ibid., pp. 406-408.

⁷ Titma Mikk, and Tuma Nancy B, *Modern Russia*, (New York : McGraw-Hill, 2001), p. 112-130.

In addition, the government was not able to organize the educational system. They should focus on the educational inequity first. They should make the decentralization system to comply with the ethnical, cultural and geographical differences in the regions. It shows that the government was still not ready (such as the educational standards, the appropriate fiscal educational funding, the support of teachers, new teaching materials and training teachers) to develop Russian education to suit the market economy. Moreover, training, skills and resources were not appropriately provided. The government only focused on the output. Normally, they should be concerned with graduates or the outcome in this case because if they had an ability to work efficiently, it would affect the national economy. As a result, these would influence the national economy. After Vladimir Putin became President of Russia, there was a major reform in Russian education.

Important Russian educational reform by President Putin in the post-Soviet time

The time of President Putin was an important reform of Russian education. There were many changes in education in Russia, especially in the second term of President Putin. Vladimir Putin was the second President of the Russian Federation. He was inaugurated president on 7 May 2000. He was President for two terms of office. The first term was from 2000 to 2004. The second term was from 2004 to 2008. So, this part will discuss the Russian education from 2000 toward 2008.

General feature of the Russian education in the first term of President Putin

The economic situation of the Russian Federation began to stabilize before the beginning of the 21st century. Thus, the government focused more on education in their country to start planning a new comprehensive reform. They attempted to answer the big question, How would the Russian educational system be compared with powerful countries?⁸ The previous attempt did not succeed. So, they changed to concentrate on educational mechanism that would lead to effectiveness and efficiency. The goal was to enable students to use educational technology because students still lacked it to improve their skills and competency. Moreover, students lacked self-study, creativity, tolerance, and communication skills in foreign languages.

⁸ Victor Bolotov, Elena Lenskaya and Mark Agranovich, **Improving quality of education in Russia through transforming quality assurance systems** [Online], 20 January 2012. Source <http://www.edu.gov.on.ca/bb4e/russiaEn.pdf>

However, the educational mechanism in Russia could not adapt to the innovations which the West had started. The Westerners criticized the most important innovations of education as the following:

- A new generation of standards, meant to be outcome based,
- Information and Communication Technologies reform, perhaps the only one that emphasized teachers' training,
- Introduction of an independent system of quality assurance and external exams,
- Formula-based funding,
- Optimization of the school system and school buses, which were not available in Russia before,
- Introduction of quality standards for textbook production,
- Reliable data gathered for evidence-based policy decisions.⁹

Russian education lacked the majority of the above innovations because academics lacked experience to develop them. They did not understand the principles of these innovations but they only adopted them from the West. As the result, the adaption of innovations into Russian education did not succeed. However, one of these innovations was successful, that was the Information and Communication Technologies reform. The government could support hardware for educational technologies, such as computers in every school, including schools in rural areas, more than before. Teachers were trained how to use them. Nevertheless, the training did not fully succeed as they had expected.

Russian education in the first term of President Putin did not succeed practically. Educational standards did not improve when compared with those of the leading countries. But this was the first time that the post-Soviet government attempted to improve the education standards to seriously compete with other countries. It means this was the significant beginning of Russian education because the previous education reform in Russia often concentrated on using education to produce their people for labor market and the market economy. The second term of President Putin was a time of important education reform in Russia because there were many changes in Russian education that moved towards better standards.

⁹ Ibid.

Main concept and strategic goals of the educational policy under President Putin from 2000 to 2008

The State Council of the Russian Federation has adopted the National Concept of Education in the Russian Federation. Since August 2001, President Vladimir Putin and the government approved “the Concept of modernization of Russian education until 2010”¹⁰ to develop Russian education. This concept intended to lead perspective effective education in Russia. The Government thought that “Education is becoming the major determining the formation of a new quality economy, and society as a whole.”¹¹ The government planned strategic educational goals to achieve this concept. There were four main strategic goals. Firstly, it was to ensure access to education and continuing education in Russia. Secondly, the government would improve education quality. Thirdly, they attempted to enhance the effectiveness of the use of material and human resources. Fourthly, it was to readjust organization of mechanisms in public education.¹²

Before President Putin’s time, leaders did not take educational development as their priority. They concentrated more on other major problems, such as economic and political institutions. In President Putin’s time, the government believed that educational policy was a major component of the state policy of the Russian Federation because education was an essential tool to provide people with the basic rights and personal freedom. Education was also to support the development process of social and economic conditions by scientific and technical means. According to President Putin’s interview in *St. Petersburg Time* (31 August 2001) entitled, “Education System To Get a Financial Boost”, he realized education was an important tool to boost the national economy, but Russian education should be rearranged to respond to the requirements of the Russian market economy as the following:

The educational system must be readjusted to suit the needs of the labor market. The cornerstone of the state’s policy is free education, but I acknowledged the growing commercial sector and called for bringing order to it. People must clearly understand where they can count on the state and where they must rely on their own resources. The private-education system must be

¹⁰ “Russian Federation,” *World Data on Education 6th* (August 2007): 2.

¹¹ “Quality Education for All Youth: Challengers, Trends and Priorities,” *The National Report of the Russian Federation*, (2004): 1.

¹² “Russian Federation,” *World Data on Education 6th*: 1-5.

fully transparent and people must know exactly what ... they get for their money.¹³

Therefore, to achieve the goals of modernization of Russian education until 2010, the government planned the goals and priority tasks of the modern educational policy for Russia. There were 7 tasks as follows:

1. To strengthen the social and economic priority of education,
2. To ensure accessibility and continuity of education,
3. To preserve the breeding of education,
4. To support national idiosyncrasy and the culture of peoples of Russia with the help of education, taking account of regional and national features of various territories of Russia,
5. To develop mechanisms of state and public governance in education,
6. To increase the role and responsibility of subjects of education, legislative definition of their status,
7. To introduce educational standards and benchmarks.¹⁴

These tasks show that President Putin was concerned with solving educational problems from the failure of educational reform in the past, especially the case of unequal accessibility in education and lack of support for schools in regional areas. Moreover, President Putin tried to develop education to suit Russia and the trend of modernization. He was the first one who realized the importance of the educational cooperation with the international community, which we will see later in this chapter.

Administration and management of the educational system in Russia

Administration of the educational system in the Russian Federation had been in the Ministry of Education and Science, which was renamed from the Ministry of Education since March 2004 until the present. Responsibility of the Ministry of Education and Science was 1) to develop the national policies and regulations in the branch of education, research, innovation and technology 2) to control and coordinate

¹³ Oksana Yablokova, "Education System To Get a Financial Boost," *St. Petersburg time* (31 August 2001): pp. 1-2.

¹⁴ "Quality Education for All Youth: Challengers, Trends and Priorities," *The National Report of the Russian Federation*: 1.

the activities between the Federal Service for Supervision in Education and Research and the Federal Service for Education.¹⁵

Before 2008, the Russian Federation was comprised of eighty-nine administrative areas. There were oblasts, krais, okrugs, two autonomous cities (Moscow and St. Petersburg), and autonomous republics. Each kind of administrative areas had different structure in territorial bodies. Moreover, administrative areas were divided by the characteristics of individual regions, such as society, culture and economy. Therefore, the educational management in Russia was provided by the different kinds of administrative areas, such as departments in Moscow and St. Petersburg, offices of local administration in oblasts, ministries in autonomous republics, and committees for education in kray.

According to Chapter 2 in *The Constitution of Russian Federation*, Rights and Freedoms of Man and Citizen and the Law on Education guarantee that citizens have the right to free and accessible basic general education.¹⁶ So, the government separated the tasks of the educational policy to local authorities. Each local authority had many responsibilities to manage, but the major responsibilities of local authorities were to develop and distribute educational instruments in accordance with the educational policy of the Federal. Local authorities had to suitably manage the educational fund allocated by the Federal to schools in their areas, which had their own specificities.

¹⁵ “Russian Federation,” *World Data on Education 6th*: 1-5.

¹⁶ **Constitution of the Russian Federation** [Online], 15 July 2012. Source <http://www.constitution.ru/en/10003000-03.html>

Structure of the educational system in Russia

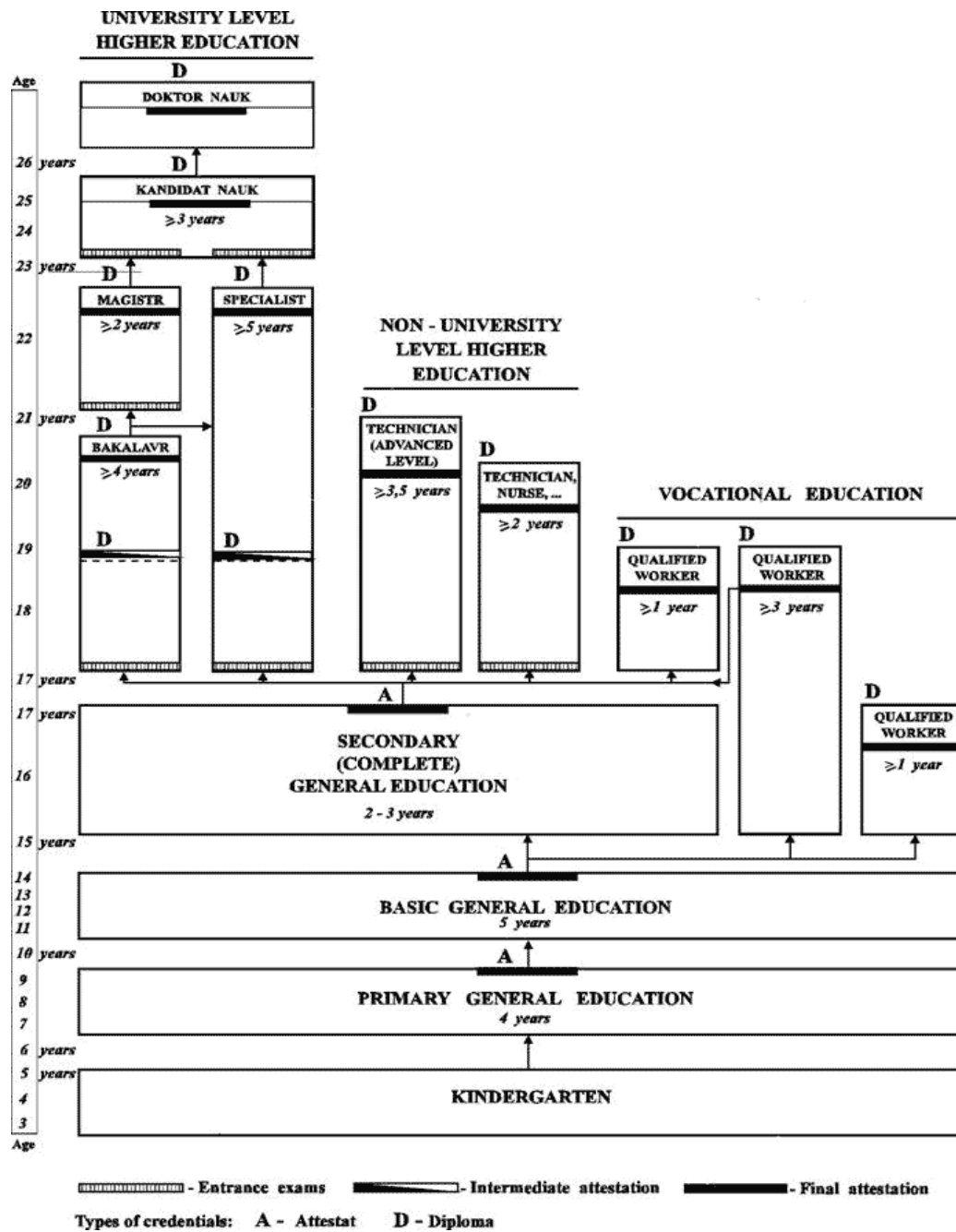


Figure 3. Structure of the Russian Educational System

The researcher divides the educational system in Russia which is based on *World Data on Education 6th edition*¹⁷ into four major parts: pre-school education, primary education, secondary education, and higher education.

1. Pre-school education

Pre-school education was provided to children who were three to six or seven years old. This part was not compulsory education. It depended on the decisions of children's parents to enroll. The pre-school education had two types: nursery and kindergarten.

Basic program was to develop children's abilities which consisted of education, health protection, and physical education. In addition, the educational program was to develop mental and artistic capabilities to children by games and activities, which included teaching design drawing, mathematics, music, and speech development. Physical training was the most focus for teaching children. The program helped to develop children's imagination that might be useful to their life and studying later.

2. Primary education

Primary education was a part of compulsory education. Children who were six or seven years old had to enroll in primary education. This part covered three to four years. The aims of the primary education were to develop children's abilities which included basic reading, writing, counting skills, and academic abilities. In addition, there were aims to develop children's mentality in terms of self-control and educational activities, reasonable thinking, speech and behavior, culture, a healthy lifestyle, and basic personal hygiene.

The main learning areas in the primary education were the Russian language, languages and literature, mathematics, social studies, physical education and sports, art, technology, and natural sciences. In addition, in 2004 there was a new subject,¹⁸ which was an environmental study. The aims of this subject were to instill the right attitude in the social environment and nature in children, and to provide them with fundamental knowledge of democracy and human rights. It was the first time that the government aimed to give the understanding of democracy to children. It

¹⁷ "Russian Federation," *World Data on Education 6th*: 7-20.

¹⁸ *Ibid.*, pp. 7-20.

means President Putin began to be concerned about people's understanding of human rights and knowledge of democracy in Russian society.

3. Secondary education

After four years of compulsory education or primary education, students had to continue to study basic secondary education. The basic secondary education covered five years. This means that compulsory education in Russia covered nine years. All of nine years of compulsory education were free tuition. *World Data on Education, 6th edition* which presents the Russian educational process shows that the major aims of basic secondary education were “ to provide favorable conditions for the moral, intellectual, cognitive, physical and emotional development of the individual and for his/her realization, and integration into the society and the national and world culture.”¹⁹

When students completed the basic secondary education, they had to pass a final exam and then they would obtain a Certificate of Basic General Education. After that, students could choose to enter secondary complete general education, basic vocational education, or middle level professional education. Students who chose to study secondary complete general education had to study for two or three years. After students finished secondary complete general education, they had to pass a final examination (State Final Attestation) to receive a Certificate of Secondary Complete General Education. After September 2007, Secondary Complete General Education was included into the compulsory education. So the compulsory education has been eleven-year education in Russian since 2007.²⁰

Basic vocational education, which was the first level of vocational education, was offered in vocational secondary education schools and professional lyceums. After students finished nine years of general education, they could choose to take a vocational program for one to two and a half years or a program combining vocational and general education that was offered at professional lyceums, for three to four years. In addition, after students who finished eleven years of secondary general education could choose a vocational program for one to one and a half years. *The development of education in the Russian Federation* in 2001 and *Educational system in Russia* in 2004 by the Ministry of Education show that seven state standards of basic vocational education usually include:

¹⁹ Ibid., pp. 7-20.

²⁰ **Ministry of Education and Science of the Russian Federation** [Online], 15 July 2012. Source <http://eng.mon.gov.ru/>

1. a list of professions and occupations,
2. the compulsory components for specific professions and occupations as well as for specific subjects,
3. a sample curriculum,
4. standard parameters for assessing the quality of education,
5. a set of tests for assessing the knowledge and skills of education,
6. procedures for verifying if the knowledge and skills of students meet the requirements,
7. requirements for educational staff and instructors.²¹

In addition, there was another choice to study in a vocational program for students who completed secondary general education. It was middle level professional education (or Non-university higher education), which was provided in institutions of vocational training. These institutions covered three to five years of study vocational and general education, or two to three years of a vocational program, or one year to study an advanced training program, which was offered by college only. Students were awarded an appropriate diploma of middle level professional education (from their technical institutions, professional institutions, and colleges) and a professional title after completed the program. Students who completed an advanced technical training course at a college would receive the professional title of a senior technician. The professional education institutions had to take the competitive entrance examinations to enter institutions of higher education.²²

The main object of middle level professional education was to train students to be middle level professionals in many fields, such as accountants, technicians, nurses, clerks, laboratory technicians, teachers in pre-school and primary schools, and work managers. However, these programs only trained students to be professional, but they had to find a job by themselves. It differed from vocational education in the Soviet period because institutions of vocational education were directly linked to factories. Graduates had a job after graduating from institutions. Therefore, there were problems of unemployed graduates because they could not find a job in the Russian Federation.

²¹ Ministry of Education, "Educational system in Russia," *National report of the Russian Federation, International Conference on Education 47th* (2004).

²² Nordic Recognition Network (NORRIC), "The education system in Russia," *NORRIC and the Danish Centre for Assessment of Foreign Qualifications (ENIC/NARIC)*, (February 2005).

4. Higher education

Higher education was provided in universities, higher education institutions, and academies. There were programs which covered two years to award a diploma to those who complete basic higher education. In addition, there were bachelor's degree programs for a minimum of four years and specialist's degree programs which covered five to six years for a specialist's diploma/degree. Graduates from bachelor's degree programs could continue to study for a master's degree for two years. Specialists from specialist's degree programs would get access to doctoral studies. Programs of doctoral degree were offered at two levels: postgraduate courses and doctoral studies. Postgraduate courses covered three years after the master's or specialist's degree to receive the degree of candidate of sciences (kandidat nauk) same as Ph.D. Doctoral studies led to the degree of doctor in science (doctor nauk) same as higher than Ph.D.

Bachelor's degree programs and master's degree programs, which were introduced at the beginning the 1990s, were divided into study areas and study fields, while specialist programs were divided into professional specialties.

Admission to higher education in Russia was based on the certificate of secondary education and the certificate of the results of the Unified National Exam (UNE), which has been introduced since 2001. Graduates could apply to several different universities and non-university institutions in Russia.²³

Institutions of higher education in Russia had three types. Firstly, it was a university. A university emphasized the development of education, science and culture. Students must study integrated fields in natural science, humanities, science, technology and culture that they were interested in. Secondly, it was an academy which emphasized the development of education, science, culture in the same way as a university. The difference between a university and an academy was the fields of study that emphasized only a specific study of science, technology and culture, not integrated scope. Thirdly, it was an institution. Institutions in Russia were independent or part of a university or an academy. Students must study technical education in science, technology and culture. Institutions emphasized the teaching in the fields of vocation.

²³ Ibid.

International educational cooperation of the Russian Federation

To achieve the concept of modernization of Russian education, the government supported international educational in the form of the cooperation between Russia and other countries, especially European countries and the Commonwealth of Independent States (CIS). The primary goal for the development of the international educational cooperation was to create a complete system of the national links in education, including international and the Russian market of education services. The government used the international educational cooperation to combine Russian education to the international educational community to develop educational standards. There were cooperation to develop and understand innovative programs and participation in the international projects. In addition, the government expected the international academic mobility of Russia to prepare highly skilled specialists for foreign countries, and expanded the international academic exchanges.

In 2002, President Putin and the government approved a plan to prepare national staffs for foreign students in the Russian educational establishments. More foreign students were accepted to study in technical schools and higher institutions in Russia to increase the number of students from the CIS in the Russian higher institutions, to develop cooperative activities between Russia and national educational establishments, to help Russian students in foreign educational institutions to complete their programs.²⁴

First of all, the Russian Federation cooperated with international organizations, such as the United Nations Educational, Scientific and Cultural Organization (UNESCO), the Council of Europe, the Commission of the European Community, and the Organization for Economic Co-operation and Development (OECD). Since 2003 the Russian Federation has joined the Bologna Process that is one of the most important reforms in Russian education during President Putin's period.

The Bologna Process is a series of ministerial meetings and agreements on educational cooperation in European countries to guarantee standards and quality of higher education in participating countries. The process has created the European Higher Education Area. The Bologna Process was established by signing of Education Ministers from 29 European countries in 1999 at the University of Bologna in Italy. Since 1999, there have been 47 participating countries to join the Bologna Process as the following:

²⁴ "Quality Education for All Youth: Challengers, Trends and Priorities," The National Report of the Russian Federation: 27.

1999: Austria, Belgium, Bulgaria, the Czech Republic, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Iceland, Ireland, Italy, Latvia, Lithuania, Luxembourg, Malta, The Netherlands, Norway, Poland, Portugal, Romania, Slovakia, Slovenia, Spain, Sweden, Switzerland, The United Kingdom.
2001: Croatia, Cyprus, Liechtenstein, Turkey
2003: Albania, Andorra, Bosnia and Herzegovina, Holy See, Russia, Serbia, Macedonia
2005: Armenia, Azerbaijan, Georgia, Moldova and Ukraine
2007: Montenegro
2010: Kazakhstan²⁵

The Bologna Process is a response to internationalization and globalization challenges in the technological era. The goals of the Bologna Process are to easily mobilize people in participating countries for higher education and labor force, to attract many people from non-European countries to come to study and/or work in Europe, to ensure the further development of Europe from European Research Area with high-quality advanced knowledge.

Russia joined the Bologna Process because the government aimed to increase the efficiency of the higher educational system, and to harmonize the higher educational system with European tendencies. The government also purposed to promote the concept of applied studies that provided practical skills, which are related to labor market.

All of these, the government had hidden agendas that were expected to imply other results after its participation in the Bologna process. Firstly, they expected contributions to the democratic development in the country because the participation seemed to more open educational opportunity for students and to exchange wide knowledge among Europeans and other nations. Secondly, the government thought their the participation could support economic recovery in Russia because free and convenient mobilization of study and labor force among participating countries of the Bologna Process would increase an opportunity to have common labor market with Europe. Thirdly, the participation promoted value of European integration. Fourthly, it created more active steps leading to integration into European educational community, so Russia could develop its educational quality to be of higher standards as European countries by the Bologna Process.

²⁵ **Bologna Process** [Online], 30 July 2012. Source http://en.wikipedia.org/wiki/Bologna_Process

According to criticism by Yulia Shumilova in her thesis about the implementation of the Bologna Process in Russia, Russia had to properly change its higher educational standards according to the Bologna Process as the following:

Russia has taken certain national responsibilities to strengthen the convergence and transparency of its higher education qualification structures, to resolve the problem of transfer and weighing of academic credits, and to improve its quality assurance system, thereby increasing international academic mobility and graduate employability.²⁶

To implement the declaration of the Bologna Process, the Ministry of Education and Science planned activities from 2005 to 2010 to implement Bologna Process objectives in Russia. There were five objectives in the development of a higher education system which are in line with the Bologna Process principles as follows:

1. Development of higher education professional programs based on two-level degree structures

Firstly, the Ministry of Education and Science drafted amendments of the articles concerning two levels of professional higher education which the deadline in 2005.

Secondly, they drafted amendments concerning the rights of employers' associations to participate in State Educational Standards development, forecasting and monitoring the changes in the labor market, formation of the list of majors, and becoming involved with higher education quality assurance procedures with the deadline in 2005, to the legislation acts of the Russian Federation.

Thirdly, they developed the models of Bachelors' and Masters' programs of training, taking into account relevant profile peculiarities with the deadlines in 2005-2006.

²⁶ Yulia Shumilova, "Implementation of the Bologna Process in Russia: Tomsk Polytechnic University as a case model," (A Thesis Submitted to the Department of Management Studies University of Tampere, May 2007) p. 21.

Fourthly, there was development of the list of higher education majors in accordance with Russian and international labor market needs with the deadlines 2005 and 2006.

Fifthly, the Ministry of Education and Science defined higher education profiles with respect to lifelong learning with the deadline in 2006.

Sixthly, they developed, approved, and operated the 3rd generation State Educational Standards that were based upon a competency approach and the use of an academic credit system with the deadlines in 2007-2008.

Seventhly, Federal Agency on Education of the Russian Federation created an information database of methodological and analytical resources concerning the two-level degree structures for the Internet portal on the Bologna process implementation with the deadlines in 2005-2010.

2. Analysis and introduction of the European Credit Transfer and Accumulation System (ECTS) as a compatible system

Firstly, the Ministry of Education and Science prepared information materials for higher education institutions and introduced the system of academic credits based on results of the pilot projects with the deadlines from 2005 to 2010. Furthermore, Federal Agency on Education of the Russian Federation analyzed and summarized the experience of higher education institutions which already had implemented the system of academic credits, and disseminated best practices with the deadlines in 2005-2006.

Secondly, the Federal Agency on Education of the Russian Federation expanded the innovation activities of higher education institutions related to the introduction of the academic credit system, expanded the introduction of academic credit system in Russian higher education institutions with the deadline in 2005, to develop recommendation for transferring to modular organization of the educational process with the deadline in 2006, and to introduce modularized curricula with the deadlines in 2005-2007.

Thirdly, the Ministry of Education and Science developed methodological basis for a system of credit accumulation with the deadlines in 2005-2006.

Fourthly, the Federal Agency on Education of the Russian Federation created and maintained web pages, providing information on the system of academic credits

and the experience of its introduction for the Internet portal on the Bologna Process with the deadlines in 2005-2010.

Fifthly, the Ministry of Education and Science transferred to the use of the academic credit system in higher education institutions with the deadline in 2008.

3. Introduction of the Diploma Supplement, compatible with the standardized one developed within the framework of the Bologna Process

Firstly, the Ministry of Education and Science developed a sample Diploma Supplement relevant to Russian higher education, developed classification of higher education programs, translated and published names of courses in the Federal Component of State Educational Standards, and prepared recommendations for filling out Diploma Supplements with the deadlines in 2005-2006.

Secondly, the Federal Agency on Education of the Russian Federation created and maintained web pages to provide information on Diploma Supplements for the Internet portal on the Bologna Process with the deadline in 2005 to 2008.

Thirdly, the Federal Agency also began mass issuing of Diploma Supplements to graduates from higher education institution with the deadline in 2008.

4. Creation of the system of recognition of credentials between the Russian Federation and other signatory countries of the Bologna Declaration

Firstly, Department for Monitoring Higher Education and Science solved problems related to the recognition of academic documents issued by signatory countries of the Bologna Declaration, developed methodological recommendations on academic and professional recognition of Russian credentials in the Bologna Process participating countries, and improved the system of foreign credential recognition in Russia with the deadlines in 2005-2006.

Secondly, the Department for Monitoring Higher Education and Science, and the Federal Agency on Education of the Russian Federation created a system of training specialists in the field of foreign educational documents recognition in Russia with the deadlines in 2005-2007.

5. Enhancing academic mobility of students, faculty, and staff

Firstly, the Ministry of Education and Science developed mechanisms of legislative support for realizing academic mobility programs with the deadline in 2005.

Secondly, the Ministry of Education and Science, and the Federal Agency on Education of Russian Federation set up a system of institutional and individual grants to foster academic mobility within Russia and with other European countries with the deadlines in 2006-2008.²⁷

Although there were limitations to achieve objectives in a higher education system which were developed in line with the Bologna Process principles: geographical span of the Russian Federation, the degree of financial and legislative support available, and the difficulty of overcoming existing tradition in higher education, the participation in the Bologna Process of the Russian Federation was necessarily good for Russian education. The study shows that the participation in the Bologna Process was a major tool for Russia to approach international standards because the world community thought Russian higher education was absolutely not transparent and not ready enough to compete internationally.²⁸ The participation in the Bologna Process of the Russian Federation was the most important tool to quickly urge the development of Russian education, especially higher education, which was an essential part to influence labor force. Therefore, The participation in the Bologna Process was the most important reform in Russian education that had never been done before during the time of President Putin.

Analysis: educational reform of the Russian Federation in the post-Soviet period

The study of educational reform of the Russian Federation after the Soviet Union collapsed to 2008 shows that Russia was facing pressing situation, which directly influenced changes of its politic and economic policies. At that time, democratic system and capitalist economy was a main key of a global trend. Therefore, the presidents and their governments of the Russian Federation changed a national policy, which had to adopted democratic system and capitalist economy from the global trend at that time and tried to appropriately adapt it to Russia. As the result, educational policy was changed to conform to the national policy because education

²⁷ Ibid., pp. 69-72.

²⁸ Ibid., p. 23.

has been playing a major role in completely changing society.²⁹ It means education was a national method to educate people for serving state in the future.

As the result of that, educational policies of the Russian Federation in the post-Soviet period were adjusted to conform to the national goal for suiting the global trend. According to the study, the researcher has divided main goals in educational policies into four points.

Firstly, educational policies focused on equal access to information because government in the Soviet time limited information and news. The access to information was the first important aim pointed democracy in their country. Thus, the government planned equal access to information on education as an urgent priority after the Soviet Union collapsed. The government tried to provide technological instruments, which help convenient access to information and knowledge for schools and institutions in both central areas and rural areas.

Secondly, according to *The Constitution of Russian Federation*, Everyone shall have the right to education. The basic general education shall be free of charge. Parents or persons in law parents shall enable their children to receive a basic general education.³⁰ It shows that although the Russian Federation has adopted democratic system and capitalist economy to Russia, the government still gives opportunity on education to people almost same as the Soviet time. After basic general education, the government has given scholarships to students who can pass examination for receiving scholarship to study for next levels.³¹ Moreover, the compulsory education increased levels from nine years (primary general education and basic general education) to eleven years (included secondary general education) in 2007. All of these shows that the government supported people to complete high qualification on education to develop into market labor that must be skillful.

Thirdly, one of educational policies paid attention to using of information technologies and innovative sources of knowledge on education because technology is the most important method to study for the civilization of the 21st century. Moreover, President Vladimir Putin and his government had the Concept of modernization of Russian education, so educational development by modernization was impossible without supporting technology on education. According to the study, the government tried to expand technology into schools and institution, although this object did not achieve in rural areas of the Russian Federation due to problem of educational decentralization as the study had been showed previously.

²⁹ Tatiana Kholostova, "Problems in Today's Russian Education System," *The Journal of Education* 188 (2009): 63-72.

³⁰ **Constitution of the Russian Federation** [Online].

³¹ "Russian Federation," *World Data on Education* 6th: 8.

Fourthly, the government under president Vladimir Putin period focused on borderless education. This goal can be proved by Russia's participation of the Bologna Process in 2003. It shows that the government paid attention to international educational cooperation. This cooperation does not only help to improve Russian educational standard better as international educational standard, but it is also conveniently mobility of study and worker between Russia and European countries. The government expected that these would help to develop quality of the labor market in Russia and international business between Russia and European countries.

In addition, most of main goals in educational policies also involve with *Global Trends in Education of 21st Century* by Sarah Elaine Eaton, Ph.D. He concluded that there are seven global trends in education of the twenty-first century as follows:

1. Technology use and integration
2. Expansion of mobile technology
3. Asset-based approaches to evaluation
4. Increased creativity
5. Global approaches
6. Global mobility
7. Borderless education³²

All above shows that global educational trends focused on using of technology in education. As the result of that the government enhanced to expand educational technology, such as computer, into schools and institutions in Russia. Moreover, the borderless education of global trends in education also involved with Russia's participation of the Bologna Process.

According to the study, it has given knowledge that Russian education had to involve with a way of the national policy, which was depended on the global trends and leader's vision. It means that, at that time, the world trend was the most important factor to determine ways of Russian politics and economy. In addition, education was a necessary method to develop people or human sources to serve the state. Therefore, educational policy was changed to conform to the national policy of the Russian Federation at that time.

³² **Global Trends in Education of 21st Century** [Online], 10 August 2012. Source <http://www.slideshare.net/saraheaton/21st-century-global-trends-in-education-5158711>

The researcher has examined result of educational reform of the Russian Federation in the post-Soviet period that to achieve involvement in the trend of the world after the changed rule from communism to democratic system, Russian leaders had to make understanding about democracy and human right into Russian society through education. There were open assess to wide information that had never been before during the Soviet period. Educational reform contributed to create society in Russia that needed to change as the world trend. According to *Problems in Today's Russian Education System* by Tatiana Kholostova who examined important involvement between education and society in Russia that “ Education is a primary source of cultural values, reflecting the interests and expectations of society. In turn, society has a profound influence on the educational process, considering it as a means of developing the social environment.”³³ Thus, the study shows that education and society cannot separate certainly.

We can see a way of society through an indicator in educational reform because both of them will reflect the interests and expectations form each other. Educational reform will reflect on government's requirement what they want to develop their society. According to Russia the government attempted to open people's vision more than before, so people have had individual though. It has influenced in society, which has had various consideration including various occupation that would influence to develop national economy of the Russian Federation. In contrast to the soviet time, limited occupation depended on the need of government for serving state. Those occupations were fixed by competition of educational entrance to study.

In addition, the study also shows that educational reform focused on using of technology and borderless education. It means that the government did not only attempt to open society in Russia for people, but they also supported to study worldwide knowledge. As the result, it also supported international business for Russia. Therefore, educational reform of the Russian Federation in the post-Soviet period affected social and economic development that faced to dramatically change in country. It could respond the need of state at that time. However, as had been educated that this education reform did not achieve all objects of educational policy due to two important problems: decentralization of educational organization in rural areas and educational financing. Thus, although educational reform of the Russian Federation in the post-Soviet period could respond development of state to be better, the educational reform did not achieve all objects of educational policy.

³³ Tatiana Kholostova, “Problems in Today's Russian Education System,” *The Journal of Education* 188 : 63-72.

CHAPTER IV

CONCLUSION

Educational reform of the Russian Federation in the post-Soviet period is a qualitative research aiming to study the evolution of Russian education from the Russian empire to the Soviet time, and educational reform of the Russian Federation. The main purpose is to analyze the result of educational reform of the Russian Federation in the post-Soviet period with a focus on the main factors influencing the educational reform of this period and how it responded to economic and political changes during this time.

Though the main focus is on educational reform in the Russian Federation in the post-Soviet period from 1991 to 2008, the study also covers the evolution of Russian education from the Russian Empire to the Soviet time. The purpose is to provide an essential background to educational policies for the reform of Russian education during the period from 1991 to 2008.

The hypothesis of study is that educational reform of the Russian Federation in the Post-Soviet period was influenced by factors including the world trends and the need for Russian education to better respond to changes of economic and political systems in Russia. That is, in view of domestic as well as external changes, the Russian education still had problems.

The researcher has found that a different goal of Russian education each period was to serve the state. The Russian educational goal was changed to respond to the type of regime at the time. The most proper representative each regime of the state was its supreme leader in each period because he or she took charge of the state's public affairs. In each period of Russian history, the type of regime and the leader's determination were most important in formulating educational policy and/or its reform to make it conform to the regime's goal. Moreover, the world trends also influenced the direction of Russian education.

The evolution of Russian education since the past has indicated that the policy and/or reform that were initiated were unique to each period. As the result, the researcher has divided the evolution of Russian education into four periods: the Russian Empire period, the Soviet period, the period of transition from the Soviet time to the Russian Federation, and the Russian Federation period

Russian Education during the Russian Empire, which was under absolute monarchy, was also more or less absolutely shaped by the tsars. At that time, power

of military was important as a factor to maintain the stability and the strength of the empire. Russian education at the time was aimed to develop the military by producing people who would be capable soldiers and efficient specialists to modernize Russian armament. In addition, externally, the Empire at that time had to compete with other great powers and thus needed to be as modern as the countries in Western Europe. The leader who began this idea was Tsar Peter the Great because he was impressed with West European culture. As the result, Russian education adopted the educational pattern of Western Europe for Russian schools for the whole period. During this initial period, it was the gentry that benefited most from educational reform. In other words, education during the Russian Empire was aimed to develop the military potential, and, in practice, it was the gentry that were educated for this purpose. Both aims were meant to serve the empire and were not primarily aimed to produce people for economic development.

On the other hand, education during the Soviet time was aimed to directly produce people for the purpose of developing the national economy. Vocational education was most important for this period. The most important factor for Soviet economic development was industry.

So, Soviet education had links with the factory. A graduate or student who finished from a vocational school received a job from the Soviet government. In principle, the Soviet government, as a communist government, was required to provide people with free education, but there were not many choices to study. Most people chose vocational education instead of opting for an academic subject. Education during this time was primarily aimed develop Soviet industry. Soviet industrial accomplishments in certain areas of science and technology were well known at that time, including space industry and industrial development of nuclear armaments. These were the result of power competition with the United States. These accomplishments clearly replied on the advancement of Soviet education in industry and science.

In addition, Soviet education contributed much to the abolishment of illiteracy and to the inculcation in people the idea of communism and trust in the Soviet government. So education during this period was not only a method to modernize the country, in much the same way as it had been during the Russian Empire, but also a means to directly serve economic development goals of the Soviet Union. It also was the method to promote communist rule that had replaced absolute monarchy. Education was used to gradually change people's idea and society. Moreover, unlike education during the Russian Empire, Soviet education belonged to everyone, not only the gentry. Education became an important tool, which people had to receive to

serve the Soviet Union for the purposes of national economic development and the preservation of the idea of communism in the union.

After Mikhail Gorbachev became the leader of the Soviet Union, the latter's educational goal was reformed again. Although the Soviet government still adhered to communism as a political and administrative guide, Gorbachev wanted to give the people greater political openness and to restructure the economy. Thus, this period can be regarded as the beginning of the transition from communism to a democratic system that would later be ushered. Education in this period promoted other types of learning besides vocational education. People could access information that had been limited by the previous Soviet governments. Therefore, Soviet education was adjusted to suit this new social and political environment. As the result, education became an important factor that changed people's ideas and worldviews again. When people could access information from other countries, they were able to compare their living conditions with those of other countries, especially those that were under democratic rule. Everybody could criticize the leaders and the government. Before Gorbachev's rule, this had not been possible. Finally, in face of an economic crisis, the Soviet Union could not preserve itself and collapsed in 1991.

The findings of this study clearly indicate that Russian education significantly influenced social change as well as the ideas and attitudes of people in Russia. It reflected on the change of Russian regime each period. Russian education was the importance to transition from communism to democratic system.

The Russian Federation that came into being following the collapse of the Soviet Union has adopted a democratic system to govern the country. This was a very important change for this country again. This change affected Russian politics, the economy, and society in general. Education as a primary method to reach people was largely changed. The leaders of the Russian Federation, both Boris Yeltsin and Vladimir Putin, have exerted much influence in determining Russian education in a way that is suitable to the new type of regime; that is, a democratic system that has replaced communism. A democratic system is characterized by the fundamental rights and freedoms it gives the people. Practically, some traces of communism still remain in Russia, but the urgent for educational reform at that time required providing people with equal rights to education and access to information.

During the Soviet time, the access to information was limited and monitored by the government, which wanted to preserve the people's belief and trust in the Soviet government with a view to maintaining political stability. During the Russian Federation period, a democratic system has been adopted as a result of the failure of communism. So providing for an open society became an urgent priority for the

government of the Russian Federation. The urgency for this change was reflected in the educational policy of President Vladimir Putin.

In addition, in adopting a democratic system, the government of the Russia Federation also changed the type of its economy from the planned economy of the communist system to a capitalist economy. One important result of this change was that people could independently choose a job. The change also influenced Russian education because people could choose a field of study which they wanted. This study has found that more students have now opted for higher education rather than vocational education like before because they believe it helps them receive a good job. Therefore, during the post-Soviet period, the Presidents paid greater attention to the development of higher education than in the Soviet time. Russian education was used to directly produce people to work for the national economy like in the Soviet time, but it was also aimed to develop educational quality by producing efficient people for the development of the national economy. So, Russia in the post-Soviet time attempted to rapidly develop itself through studying the development models of other countries. This development priority was reflected in the educational policy of this period as well. This study has also found that Russia was significantly influenced by the global trends of education in the twenty-first century. In other words, Russia has adapted itself to these trends.

A comparison of Russian education in the Soviet and post-Soviet time has found that education in the Soviet time was geared towards a direct response to the needs of the national economy. Everyone gained education, and after graduation obtained a job; that is, working for the Soviet Union. So, the Soviet government determined type and number of jobs the government needed. During the post-Soviet time, graduates must find a job by themselves. Hence, if unemployment increases, the country will face an important problem that will adversely affect the economy.



Figure 4: Russia Unemployment Rate

Year	Unemployment rate	Percent Change
1992	4.768	
1993	5.285	10.84 %
1994	7.233	36.86 %
1995	8.534	17.99 %
1996	9.606	12.56 %
1997	10.819	12.63 %
1998	11.889	9.89 %
1999	13.001	9.35 %
2000	10.591	-18.54 %
2001	8.939	-15.60 %
2002	8	-10.50 %
2003	8.6	7.50 %
2004	8.2	-4.65 %
2005	7.6	-7.32 %
2006	7.2	-5.26 %
2007	6.1	-15.28 %
2008	6.4	4.92 %
2009	8.4	31.25 %

Table 1: Russia Unemployment Rate and Percent Change

It is clear from the figures of the unemployment rate and the percentage of its recent change that, after the Soviet Union collapsed in 1991, unemployment gradually increased, but it slightly went down since beginning of President Vladimir Putin's period with his Russian educational reform. It shows that after Russian education was no longer linked to jobs in government agencies and factories, Russia faced a problem of increasing unemployment. However, the development of educational quality through educational reform under President Vladimir Putin succeeded in reducing the unemployment rate in Russia, though the country will lack workforce in some branches that are crucial for its development goals. So, it would possibly cause many companies in certain branches in Russia to set up their own institutions to produce the personnel they need in the future.

Nevertheless, the researcher has found that educational reform in the Russian Federation could respond to political and economic pressures the country was facing. These included the world trends, particularly the pressure of democratization and the dominance of the capitalist economy, which were the main factors influencing the decision of the leaders of the Russian Federation in initiating educational reform policy.

There were four main goals in the educational reform policies in this period: equal access to information, right of the people to education, use of information technologies and innovative sources of knowledge on education, and borderless education. However, although educational reform of the Russian Federation in the post-Soviet period could better respond to the development needs of the state, the educational reform did not achieve all goals of educational policy because of two important problems, which were decentralization of educational organization in rural areas and educational financing.

Russia is the largest country in the world in terms of land area. The different parts differ in terms of weather and geographical conditions. The problem it faces is that it has a poor quality of administrative decentralization for whole country. The government could not equally distribute educational instrument both of learning and teaching for all. So schools in the rural areas have had poorer educational quality than urban areas. This problem clearly reflects a poor administrative decentralization and that of educational financing.

Government Function	Federal Budget (%)	Regional Budgets (%)	Local Budgets (%)
Education (total)	22	26	52
<i>Preschool</i>	1	16	82
<i>Primary and secondary</i>	1	21	78
<i>Vocational</i>	28	69	2
<i>Retraining and continuous</i>	53	44	3
<i>Higher</i>	95	5	0

Note: Extra-budgetary funds are included.

Source: De Silva and others (2009).

Table 2: Expenditures on various Levels of Education by Tier of Government as a Percentage of Total Expenditures

The degree of regional inequalities in educational spending depended on a particular level of education that was financed mostly through the federal, regional, or local (municipal) budget. As seen from the table of the expenditures on various levels of education by tier of government as a percentage of total expenditures, 82 percent of preschool education was financed through local budgets. It means that poorer regions would be more disadvantaged in their capacity to finance preschool education than richer regions. On the other hand, 95 percent of higher education is financed from the federal budget. Therefore, there was a problem of poor administrative decentralization because the most important problem was educational financing.

Actually, Russia has a large population that can develop the country if this human resource is properly developed through education. If the Russian government succeeds in solving these problems, Russian education will be able to produce high quality people to further develop the country, making it more economically powerful. In addition, the researcher has found that Russian education after 2008 has been better developed, and this is reflected in the gradual decrease of the unemployment rate in Russia. Therefore, tendency of Russian education for the future will be better than before, if the government aims to solve a poor administrative decentralization and the problem of educational financing as its top priorities.

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BIOGRAPHY

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