

program, reaching agreement in conflict resolution, avoiding confrontation, developing trust and mutual understanding in social relations.

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RELATION «MONITORING» AND «MANAGEMENT» OF SCHOOL EDUCATION

The efficiency of the educational institutions and modernization and reformation of the educational systems have had priority in politics for the last years. These haven't been completed thoroughly in the Bulgarian educational system. Among the basic problems are the excessively centralized system of school education and the lack of a control system aimed at the idea to humanize education, support, assertive environment, assistance. Control within and over school organizations is part of their ruling and such possible technology is monitoring, and under the conditions of decentralization and independence of school education, this technology would be more efficient.

The report deals with the basic characteristics of monitoring as a technology of social control, its basic relations as well as its interdependence of the ruling of the school education and its quality.

Keywords: control, monitoring, management, education, quality, efficiency.

The issues related to decentralization of school systems and achievement of independence, as well as control over these systems aimed at surveillance, analysis and providing systematic environment for encouragement and support for planning and implementation of the necessary changes to improve the activity, are pressing for the contemporary society.

The problems of modernization of ruling in the sphere of education under the conditions of transition from a centralized, administrative and bureaucratic model of ruling to decentralized one, providing education of high quality and efficiency of ruling through innovative approaches or policies are an object of research from Bulgarian and foreign authors (V. Bojilova, V. Georgieva, V. Gjurova, G. Tsokov, Iv. Velchev, Iv. Ivanov, Y. Pervanova, Y. Kolev, P. Balkanski, M. Shehova, Pl Radev, Akikawa, Y., Coulson, A., Henig, Kelly, M. Yamaguchi, Marius Busemeyer, Horii, H., Janssens, Y. Murata, P., Anderson, R. Parker, Nevo, Schlechty etc.).

The intentions and aspirations for decentralization and independence are closely related to effective control of the educational system. One possible contemporary dimension is the emphasis on two major aspects: development of the secondary school system at macro-, meso-, micro- and institutional levels with a clear programme (concrete and measurable targets) and to guarantee the achievement of these targets with measuring their implementation. This allows getting feedback and estimation of progress (or unacceptable implementation of the targets) and making adequate ruling decisions.

In this relation it is necessary to be examined the basic characteristics of monitoring as a technology of social control, its basic relations as well as its interdependence of the school education ruling and its quality.

The dictionary of the Bulgarian language defines ruling as an activity – management, guidance, and power, as a service which runs and controls an institution, business establishment [1, p. 1005]. According to Iv. Stanchev, quoted by V. Gjurova, «ruling is a purposeful way of activity and influence on a certain system so that its behaviour, consistent with the objective conditions and opportunities, to be able to comply with concrete targets defined in advance» [7, p. 8]. Therefore there is a subject or subjects of ruling – a person or people who exercise influence and an object that experiences influence.

Ruling has several relations – administration, guidance, management, leadership. They are interdependent and in a way they complement one another, lead to different theories of

ruling, but the common thing between them is that they all strive to achieve the targets of the organization, which targets depend on the political, social, cultural, etc. conditions of the given historical time. Some authors accept these concepts as synonymous while others distinguish them stating their reasons for that.

Most sources define administration as bureaucratic, formal ruling, more restrictive assignment, direct applying of law and control. According to Hills, quoted by V. Gjurova, it refers to separation of powers and allocation of duties at every ruling level [7, p. 8]. For example, administration can be viewed as a relation of ruling, typical for centralized and bureaucratic ruling systems, where there is separation and further separation of powers and allocation of duties.

P. Balkanski associates guidance more with ruling of human resources rather than the rest ruling functions [2]. The dictionary of the Bulgarian language defines guidance as «giving directions/advice, and guide as taking the lead and rule, direct someone's activity, give directions for work, observe [1, p. 852]. This relation of ruling again associates with centralized ruling, adhering to rules, laws, with no personal initiative for development, motivation, guidance, advice, having influence on the implementation of assignments.

The dictionary of the Bulgarian language defines management as guidance, ruling of business establishment or separate business item [1, p. 445]. For instance, here ruling, guidance and management mean one and the same thing. Some authors (P. Balkanski, Iv. Stanchev) also accept ruling and management for synonymous but others consider them different. V. Georgieva and Sv. Nikolaeva regard management as ruling with higher aims – improving the organization, achieving greater efficiency, accepting the targets of the institution by the participants in the educational process [6, p. 19]. All in all management is higher ruling through which the aims of the organization are achieved not only by observing laws and regulations but leaders and experts are motivated to develop their own strategies and plans for improving the activity, for development and achieving higher efficiency. This ruling doesn't fully correspond to a centralized system otherwise it will have formal character.

Leadership according to V. Gjurova is «ruling function and leader's personality (or member of the team), directly connected with the dynamic process of influence on people in the mutual work by setting an example, demonstrating virtues and setting standards, which aims to inspire and motivate people to follow there leader in implementing the mission of the organization and its vision» [7, p. 12]. V. Georgieva's statement that at the end of the 20th century a manager is responsible for «effective relationships in the school environment (relations and team relationships among teachers, between students and teachers, between teachers and parents, between pedagogical and non-pedagogical personnel, etc.)» [4, p. 69]. In the context of this consultation and leadership are also included, which as well as management find difficulty in being compatible with the hierarchical model.

In conclusion, the four concepts are related to ruling, but the conditions (level of centralization or decentralization, social and economic environment, etc.), under which it exists are different. The uniting element is achievement of the targets and the assignments of the organization, the differences are: who defines the target, motivation for implementation, team's engagement, allocation of rights and duties, concern about personnel and their satisfaction, achievement of mission and vision, strategic planning, etc. (Fig. 1).

According to V. Georgieva «as practice, monitoring is a combination of social technologies specific not only for the field of education, but they are implied in it in a specific way. Monitoring is systematic and periodical accumulation, analysis and utilization of information with the purpose of ruling control and making decisions». Monitoring has not only a controlling function, but also supportive and diagnostic [4, p. 85].

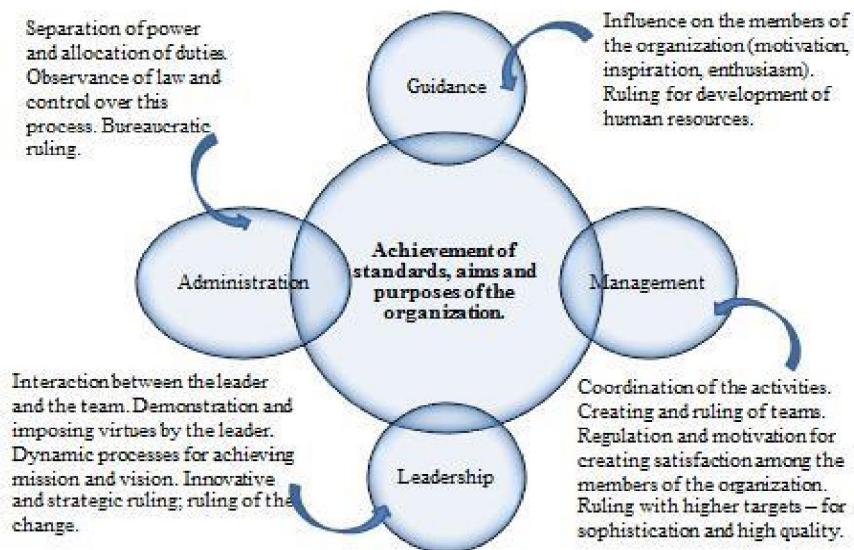


Fig. 1. Similarities and differences among the basic relation characteristics of ruling

Etymologically it comes from the Latin word «monitor», which means counselor, caution, superintendent [9, p. 408]. In other words monitoring is a sort of control, which is acceptable to the organizations and the people connected with surveillance, accumulation, generalizing and analysis of information, estimation of a particular phenomenon, event, process, organization. If we talk about a school institution, the purpose is achieving higher efficiency of ruling and increasing the quality of education through objective estimation and creation of systematic environment, in which the organization is encouraged, is obliged to support, plan and realize the necessary changes to improve the activity or to develop established and well-proved practices. Finally, what has to be achieved is education of high quality regarding not only raising, tuition, upbringing, socializing of children and students, but also the physical and psychological environment of the educational institution, school partnership and external relations, school management, professionalism and development of personnel.

The relation forms of the concept monitoring are control, inspection, surveillance, revision, inquiry, and audit.

According to the dictionary of the Bulgarian language control is «observation, surveillance and check on the activity, work or development of someone or something (on students' behaviour, public control, on quality)», inspection – implementation, conducting of surveillance, checking on the correctness of the actions, on the activity of governmental and social officials, superintendence», surveillance – superintendence, overseeing, observation of someone or something due to concern or control», revision – «checking legality, regularity, activity of an institution, an official», inquiry – «research, check» [1, p. 381; 327; 483; 832; 553]. The dictionary of the foreign words in the Bulgarian language defines control (from French *kontrole*) as «a check, verifying whether something is in perfect condition, superintendence, surveillance of pupils, students and others», inspection (from Latin *inspecto*) – observation, verifying that the undertaken actions are correct, but an inspector is a person who keeps a close watch on law abiding, revision (from Latin *revisio*) – «investigation of the activity of an institution or an official to verify the legitimacy and correctness of this institution», second inspection, a check for inserting changes [3, p. 314; 227; 540]. In

Wikipedia audit (from English audit and Latin audio - listen) is «an examination of a person, an organization, a system, a process, an enterprise, a project or a product» [10]. Its most widespread use is as a financial term but it is also used in government ruling, project management, management of quality, etc.

At first sight, all relations are quite close. All include superintendence, research, observation, but while inspection and revision are mostly related to abiding legal regulations, the rest include observation and concern (surveillance), estimation of development (control), systematic accumulation and analysis of information, surveillance for making a decision (monitoring). If we juxtapose revision with inspection, it seems that revision is the most drastic form of control. Revision and «revision notes» are concepts used by the Ministry of Education and Science and Regional Inspectorates of Education until 1990s. After then the term inspection is imposed as a form which suggests rendering organizations assistance in connection with specific aspects of their activities. Monitoring is a comparatively new concept and is more popular with project management rather than with ruling school organizations and education as a system (Fig. 2).

To sum up, in the context of the interdependence monitoring and ruling in terms of defining concepts and their similar ones, can be concluded that they have the same characteristics regarding achievement the targets of the organization, but on the other hand there are also some differences. Monitoring is more likely to be connected with management and leadership as a form of ruling, while revision is of priority in administration, control – of guidance. Inspection and surveillance are inbetween due to the fact that besides checking legality and correctness of the ruling actions, they also have elements of concern and observation of processes.

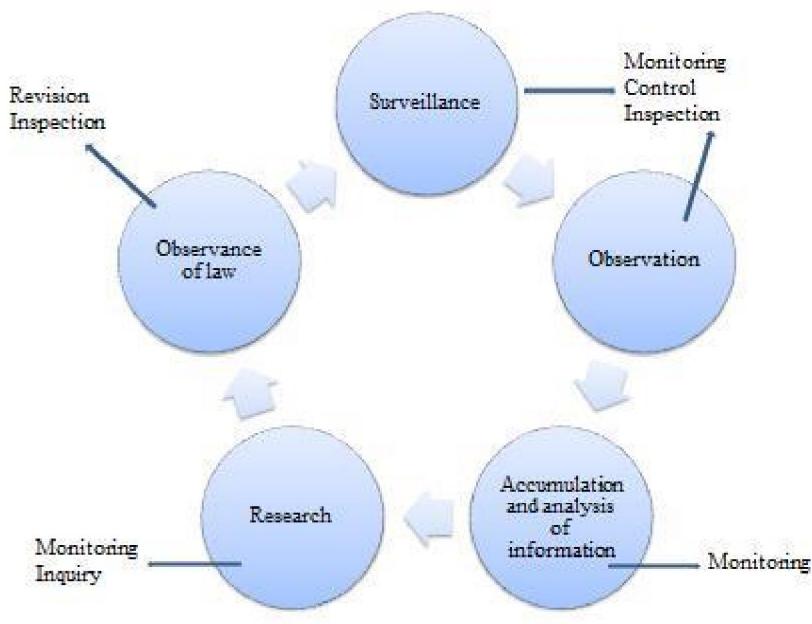


Fig. 2. Interdependence between technologies for control and targets

Besides defining and juxtaposing the concepts monitoring and ruling of school education and the interdependence of similar concepts, it is also important to take into consideration to what extent they correspond with one another and can be compared to research activity and science as a whole.

Philosophy defines science as «a form of public consciousness, which has been historically formulated as a system of organized knowledge whose truth is constantly being

verified and specified in the course of public practice» [11, p. 358]. Its purpose is to formulate fundamental laws of existence and thought on the basis of establishing cause-effect relations. Relying on laws, it defines not only the existing but is also called upon to foresees future. Pedagogy (from Greek παιδαγωγία, which literally means «child guidance») is a social science, a combination of science knowledge organized in a system which is engaged in research on the essence, the objective laws, the tendencies and perspectives concerning development of pedagogical process, the objective laws, the principles, the methods, the forms, the means and procedures concerning implementation of educational activity. The ultimate aim is developing child's personality but in the context of lifelong studying the term andragogy is used as equivalent to lifelong and life-wide education of adults. That is to say, pedagogy is part of the fundamental science cognition and interrelates with other similar sciences such as philosophy, history, sociology, psychology, etc. Ruling is also part of science and research activity. The science of ruling started as common theory for all public spheres during the second half of the 19th century. It reveals the regularities due to which the aims of the organization are achieved, develops ruling principles (scholarly character, democracy, centralism and decentralism, harmony of targets, integrated start, objectivity and exhaustiveness of information), it seeks to give explanation of the structures, the activities and the methods. On the other hand, ruling is part of pedagogy, no matter it interrelates with the economical, philosophical, legal, sociological, psychological and other sciences. This is when we talk about ruling of education. Ruling of education is usually viewed as a diversity of social spheres' ruling. That is to say, pedagogy as well as ruling of education are part of science cognition and science as a whole and have inter-discipline feature. They can also be attached to both theoretical and applied sciences. On the one hand, pedagogy and the science of education ruling as fundamental sciences define phenomena and principles through accumulation and generalization of the information about them, on the other hand, they have a predictive function - they can be defined as applied sciences too.

From the point of view of the targets, pedagogy and ruling of education have in common, as both aim at development – in the first case of human personality, in the second case – of the social systems to which education also belongs. If we add monitoring to this interrelation, its aim is again development on the basis of observation, accumulation and analysis of information. Consequently development as target can be defined as a common feature in relation with pedagogy, ruling of education and monitoring. There is an analogy even between the various functions of pedagogy, ruling and monitoring – explanatory and descriptive, constructively-transforming and predictive, making into a system and methodological, reflexive, etc. Pedagogy detects cause and effect dependencies in and between phenomena and objective laws, presents their significant characteristics in relation with the pedagogical phenomena and processes and their description, ruling and monitoring – the dependency between the effectiveness of ruling and the effectiveness of educational processes on the one hand, and the factors which define them on the other hand, on the basis of observation, description and analysis of the processes and activities taking place in the educational sphere (explanatory and descriptive functions). Constructively-transforming and predictive functions of pedagogy are such that they investigate which processes of the educational practice can be scientifically expedient for theory in relation with the development of scientific cognition in foreseeable future and improving educational processes and teaching systems. When about ruling and monitoring, these functions are expressed in defining the level of achieved results in the organization, according to previously defined standards and seeking decisions so that they can improve in the future, and as a consequence the functioning of the system in its mass. Pedagogy aims at giving reasons for the interrelations between the scientific pedagogical knowledge and such from other sciences with the purpose of reaching new pedagogical knowledge (system forming and

methodological) through analysis of theories, technologies, system essence and relations, synthesis and evaluation. With ruling and monitoring interrelations between knowledge from different sciences are also sought. The reflex function of pedagogy gives the influence of the results from the scientific research and analysis on pedagogical practice and the following correction in the relationship between theory and practical activity. Ruling and monitoring have the same function in relation with assessment of the effectiveness of the organization and the processes and future activities for its enhancement.

What can be concluded is that monitoring is a form of control function of ruling, although there is no sign of equality between control and monitoring because control, in some rare cases, includes analysis, which is a compulsory element of monitoring. Along with that it has its specific functions, but it is also a specialized form of cognitive activity and a scientific and practical phenomenon. According to V. Georgieva «monitoring can be seen as a specialized form of cognitive activity and a scientific and practical phenomenon simultaneously» [4, p. 85]. Creating conceptual framework for monitoring can be viewed as a technology in result of combination of scientific and practical methods of cognition, research and analysis of the methodological means of different sciences and their application when studying the educational system with preventive and developing intentions.

The relationship ruling and monitoring is very tight, nevertheless the existing differences between them. We can arrive at the following conclusions about the priority of monitoring as a technology for implementation of the control function of ruling:

- Monitoring gives an opportunity for improvement of ruling through making suitable ruling decisions on the basis of created effective systems for evaluation of the achieved and analysis of the assessment.
- Monitoring ensures agreement between target and result as it helps to report the achievement level of previously defined targets (parameters in the activity of the organization) and making relevant changes if necessary.
- Monitoring can be defined as a means of ruling – of securing transparency (current access to information from the interested parties, making decisions collectively), of responsibility for ruling (taking into consideration the interests of the interested parties, taking responsibility for possible mistakes), of elaborating on measures and tools of the activity.
- Effective ruling, for which every leader is striving, is impossible without being estimated, and monitoring is an opportunity for diagnostics, assessment, analysis and outlining a plan for more perfect ruling.

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Аннотация. Р. Т. Гиорева. Связь «мониторинга» и «менеджмента» в школьном образовании. Эффективность образовательных учреждений, модернизация и реформирование образовательных систем за последние годы были в приоритете в государственной политике. Они не были тщательно завершены в болгарской образовательной системе. Среди основных проблем – чрезмерно централизованная система школьного образования и отсутствие системы управления, направленной на идею гуманизации образования, поддержку, уверенную обстановку, помощь. Контроль в пределах и за пределами школьных организаций является частью их управления и такой возможной технологией является мониторинг, поэтому в условиях децентрализации и независимости школьного образования эта технология будет более эффективной.

В докладе рассматриваются основные характеристики мониторинга как технологии социального контроля, его основные соотношения, а также взаимозависимость между управлением школьным образованием и его качеством.

Ключевые слова: контроль, мониторинг, менеджмент, образование, качество, эффективность.

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НЕФОРМАЛНОТО ОБРАЗОВАНИЕ НА ВЪЗРАСТНИТЕ – ФАКТОР ЗА КВАЛИФИКАЦИЯТА НА РАБОТНАТА СИЛА

Представени са основни проблеми на неформалното образование на възрастни в Българи, въз основа на проучването на мнението на 27 ръководители на институции за неформално образование, предлагащи образователни услуги за възрастни учаци. Обобщени са възможни решения на проблемите и за подобряване на квалификацията на работната сила чрез неформалното образование на възрастните.

Ключови думи: образование на възрастните, неформално образование на възрастните, работна сила, квалификация, образователни услуги.

През 21 век човечеството е изправено пред много предизвикателства, които са резултат от съчетаването на икономически и социални фактори (процеси) на влияние. Глобализацията, разширяването на световния и на регионалните пазари, конкуренцията на всички нива и във всички области, важни съвременни тенденции (като «развитие на икономика, базирана на знанието», «учене през целия живот», развиване на «базови умения» у всички хора и на «ключови компетентности за учене през целия живот») имат своите отражения върху съдбата на хората и нациите.

Днес никой не оспорва приносът на образованието за развитието на икономиката и за просперитета на всяка държава и общество. Нещо повече, в условията на световна конкуренция за пазари, на регионално ниво (например за Европейския съюз като цяло) се чертаят политики и стратегии, насочени към устойчивото развитие на регионите, особено в условията на икономическа и финансова рецесия и криза. Такава е, например, Европейската стратегия «Европа 2020» която извежда на преден план три приоритета за страните на Европейския съюз - постигане: *на интелигентен растеж, на устойчив растеж и на приобщаващ растеж (Европа 2020, 2010, с. 5)*, И трите вида растеж са свързани с образованието и квалификацията на човешкия ресурс на европейската и националните икономики. Например, постигането на приобщаващ растеж означава хората да станат по-способни чрез инвестиране в придобиване на нови умения, което да им даде възможност да се приспособят към новите условия и да постигнат възможни