

CHANGE OF PARADIGM IN LATVIA EDUCATIONAL ESTABLISHMENT MANAGEMENT IN HISTORICAL PERSPECTIVE (FROM 1919 TO 1940)

Pāvels Jurs

University of Liepaja, Latvia

Inta Kulberga

University of Liepaja, Latvia

Abstract. *Independence and freedom of Latvia State since the proclamation of the Republic of Latvia in 1918 was interrupted by World War II. During that time the education system of Latvia has also changed, including fundamental principles of educational institution management. The goal of the article is to analyse changes in educational institution management in historical perspective, comparing legal regulations in two periods of Latvia: in the democratic (1919) and authoritarian (1934) regime of the First Free State of the Latvia Republic. In the article the theoretical research methods (method of comparison and critical thinking) and empirical research methods (data collection method and document analysis) have been applied. Comparing the periods of the democratic (from 1919 to 1934) and authoritarian regime (from 1934 to 1940) of the First Free State of the Latvia Republic in the context of educational institution management, it should be mentioned that the legislation of the authoritarian regime envisaged much broader responsibility, duties and rights for the head of the school. Moreover, the head of the school could also have deputies depending on the size of the school. The structure of educational institution management in the authoritarian regime in comparison with the democratic regime was more particular, with a more detailed description of responsibilities, with an increased parents' involvement in the school life organization.*

Keywords: *educational institution, education system, history of schools, management.*

Introduction

In compliance with the public demand, labour market requirements, national ideology, current socio-economic and political conjuncture, the education system experiences certain transformations. In the course of time the education system of Latvia has also changed, including the fundamental principles of educational institution management. The goal of the article is to analyse changes in educational institution management in historical perspective, comparing the legislative regulations (the “Law on Educational Institutions of Latvia”, 1919 and “Law on Folk Education”, 1934) in two periods of Latvia: during the democratic (1919) and authoritarian regime (1934) of the First Free State of the Latvia

Republic. In the article the theoretical research methods (method of comparison and critical thinking) and empirical research methods (data collection and document analysis) have been applied (Martinsons, Pipere & Kamerāde, 2016). Based on the theoretical research and the achievement of the set goals, the article can serve as a basis for further research in the context of school management history.

In order to obtain a more profound conception about the change of the education system in the context of school management, an insight into the development of the Latvia education system during 1918 to 1990, based on various historical sources, has been provided. Freedom and independence of Latvia was interrupted by World War II and occupation of the Soviet Union, so along with the change of political power and promulgated ideology, education systems in Latvia also changed.

Insight into Features of Latvia Education System from 1918 to 1934

After the proclamation of the Latvia Republic on November 18, 1918, the head of the caretaker government Kārlis Ulmanis in his speech mentioned the structure of democracy in Latvia State, arranging domestic policy and maintaining, establishing international relations on the way to international recognition of the country (Ciganovs, 2001). One of the problems to be solved was formation of the education system of Latvia. At the beginning of the 20 th century, the foundations for the functioning of education by all institutions of an independent state were laid down, primary education was determined free of charge (Andersone, 2020).

On December 8, 1919 the “Law on Educational Institutions of Latvia” was adopted. The law provided compulsory education for citizens aged from 6 to 16: from 7 to 8-year olds home and preschool education, from 9 to 14-year olds six-year primary school, from 15 to 16-year olds – supplementary school. However, it was not implemented into practice for a long time due to material hardships and lack of teachers. Implementation of it was commenced starting with School Year 1923/24. At the same time on December 10, 1919 the “Law on Minority School Systems in Latvia” was adopted. Minorities were financed from the state and local government budgets. The state financed education up to secondary education (until 1932 anyone was able to choose freely which school to attend). There were German, Russian, Hebrew, Polish and Belorussian schools. The People’s Union nicknamed Latvia as a model of education accessibility for national minorities. In 1930 a unified qualification of all schools, including national minorities, by unifying them, was launched. Starting from September 1, 1932, children were sent to school according to their nationality (Anspaks, 2003). The law on educational institutions of Latvia had a number of insufficiencies, there was nothing said about

teachers' training, salaries, pensions and other topical issues. Only in 1921 the law adopted, by the Constitutional Assembly, on compulsory school, teachers' salaries, equating them to the officials' salaries, entered into force. In its turn, on March 13, 1925 the law on teachers' pensions was adopted. The number of schools increased rapidly, but there was lack of teachers, there were only 25% of certified teachers in the initial phase. In the early 1920 297 teachers worked in 211 schools, therefore solely about 50% of children of compulsory school age could have been enrolled in schools. Courses were organized (1919), the University of Latvia also trained teachers. In 1920 in the Teachers' Seminary the following theses were developed and submitted to the Ministry of Education:

- teachers (young men and women together) are trained in teachers' seminaries;
- volume of the study content in comprehensive subjects is similar to the volume of the study content in secondary schools;
- apart from the comprehensive subjects in the seminary, a special attention should be paid to psychology, pedagogy, methodologies, the Latvian language and literature, history and geography of Latvia, natural sciences, music, singing and handwork;
- a six-year primary school is opened up at the seminary;
- training in the seminary is free of charge;
- accommodation in the seminary is free of charge, the state helps with provisions;
- a scholarship fund is allocated to each class;
- in the seminary the labour principle is observed. Educational aids are provided by the state;
- former students of the seminary obtain the rights of a six-grade primary school teacher;
- graduates of the seminary are entitled to get enrolled in a higher educational establishment (Kestere, 2009).

Teachers' seminaries were also opened up in Jelgava (1920), Bērzaine (1920, closed down in 1922), Riga (1922, closed down in 1938), Daugavpils (1920), Rēzekne (1921). Later on, they were transformed into five-year teacher training institutes, starting from 1935 into six-year institutes. From 1935 till 1940 there was the National Central Pedagogical Institute in Jelgava with a two-year programme. Teachers for secondary school were trained in the Pedagogy Department of the University of Latvia. Initially it was a two-year and later on a four-year teacher training programme, which was very broad and voluminous. To become a certified secondary school teacher, one had to work for two years as an assistant teacher. Favourable conditions for the development of pedagogical ideas and their implementation are created by the cultural promotion and education

policy, implemented in the Free State of Latvia. The state aid for education, science and art is subjected to the task – place Latvia and Latvians in the family of the modern cultured countries and nations, promote a balanced development of the nation's material and non-material culture. Expenditure on public education in Latvia Free State reached 15% of the total governmental revenue, which was more than in the most other European countries. Care was also taken of pupils' health, the second breakfast was given for free at schools (Žukovs, Kopeloviča 1997).

After the coup d'état on May 15, 1934, the pedagogical experiments with various plans, methods and projects, adopted in the "Law on Public Education" the same year on July 12, were condemned. In the law it was stated that any child starting from age eight had to be at school, the primary school course lasted for six school years. Its purpose was to provide children with the knowledge necessary for life. Whereas, the purpose of secondary schools or gymnasiums of comprehensive education was to provide students with general education and prepare them for further education in higher educational establishments. Gymnasiums were either single gender schools or mixed schools (Andersone, 2020). It should be noted that reinforced centralization, regulation and control of the school life was determined by the law, censorship of educational literature was introduced. However, along the negativity, buoyant construction of school buildings and strengthening of their marital base continued during Kārlis Ulmanis' time. In the syllabus an increased attention was paid to Latvian folklore and history of Latvia, an assignment was set to promote Latvian upbringing, take care of love embodiment for work and homeland. In 1935 K.Ulmanis came up with the "Friendly Appeal", in which he invited anyone to donate books, pictures etc. to their first school. Very soon libraries of primary schools received more than 1.7 million books (Staris, 1994).

Fundamental Principles of Educational Institute Management During Democratic Regime of First Free State of Latvia

On December 8, 1919 the law on educational institutions of Latvia was adopted in the meeting of the Latvian People's Council. It was envisaged that educational institutions were founded and funded by the national and municipal establishments with the permission of the Ministry of Education, also the educational institutions were supervised by the Ministry of Education, determining, inter alia the compulsory subjects (the Latvian language and literature, history and geography of Latvia), their volume, number of lessons per week and maximum number of pupils in a class. In the state-run educational institutions, the candidates for teachers and school managers were recommended by the school council and elected by the local school board.

The responsibilities of the educational establishment manager (school administrator) included: (1) school management within the limits prescribed by law; (2) maintenance of cooperation with state and local municipal institutions, as well as with individual persons; (3) convening and chairing the pedagogical council; (4) organization of the school council's work. The school council consisted of teachers and a doctor, if there was one in the education institution. It should be mentioned that the competence of the school pedagogical council was quite broad: (1) supervision of upbringing and teaching material; (2) determination of school curriculum and work regulations; (3) distribution of upbringing and teaching work among teachers; (4) discussion of lesson plans developed by teachers; (5) knowledge of school teaching aids and library fund; (6) preparation of reports on the learning progress; (7) admission of pupils and their division into appropriate classes; (8) assessment of student achievement and decision on transfer to another class; (9) handing out grade reports; (10) development of instructions for teachers and pupils; (11) organization of school performances.

One of the decision-making bodies of the educational institution was the school council, which consisted of the school manager, teachers (the candidates were nominated by the school pedagogical council), representative of the pupils' parents (one from each class), a representative of the school founder and a doctor if there was one at school. The school council meetings had to take place at least once per school term. The school council was chaired by a democratically elected (by a majority) chairperson of the council. Any decision both in the school council and pedagogical council was taken by a simple majority.

The competence of the school council included: (1) recommend candidates for teacher and school managers for approval; (2) promote upbringing work and educational processes at school; (3) inform parents on the pedagogical process; (4) promote communication between parents and pupils in the framework of upbringing; (5) take care of hygiene requirements at school; (6) discuss the school budget and apply responsibly the financial resources entrusted to the school council; (7) superintend the household of the school and movable property, real estate; (8) organize common meals; (10) take care of pupils in need, supplying them with clothes and shoes; (12) compile reports and collate statistics; (13) review issues submitted by the head of the school, pedagogical council and school board; (14) division of school space for teachers, pupils and technical staff.

Strategic issues and overall supervision of the educational institution was performed by the school board whose competence areas were: (1) supervision and control of schools; (2) consideration of all complaints; (3) termination of teachers' legal employment and consideration of their leave issues; (4) organization of courses for teachers; (5) claiming state benefits and control over their application; (6) arrangement of the school network; (7) provision of learning support for

children with learning difficulties; (8) coordination and approval of the school budget; (9) approval of the school building plans; (10) coordination and approval of the school curriculum. The school board consisted of the head of the municipality, two representatives from the school council, school inspectors as representatives of the Ministry of Education, one municipal doctor, two representatives of teachers, one teacher representative from the minority teachers (Latvijas Tautas Padome, 1919).

Describing the decision made on the educational intuitions of Latvia in the Latvia People's Council on December 8, 1919, it should be mentioned that the law, based on the fundamental principles of democracy, outlined the basic principles of the operation and management of the school as an educational institution, providing a balanced decision-making power, executive approach and involvement of the head of the school, teachers, pupils' parents and founder of the educational institution in the school work provision, taking into account the interests of all parties.

Fundamental Principles of Educational Institute Management During Authoritarian Regime of First Free State of Latvia

On 15 May 1934, K. Ulmanis organized a coup. The period of his authoritarian power began in Latvia since that time, on 11 April 1934, he took over the position of State President and Prime Minister and declared himself as the Leader of the people (President of Latvia, 2021). The parliamentary state collapsed and the democratic system was changed and the democratic system was replaced by the characteristics of an authoritarian regime. Therefore, major changes also took place in the education system and school management – on July 12, 1934 the Law on Folk Education was adopted, which came into force on July 18, 1934. The Law of Folk Education stated that educational institutions, including educational institutions of minorities, can also be private educational institutions, which may be opened up with the approval of the Ministry of Education by legal or natural persons. At the same time, Article 3 of the law clearly emphasized the purpose of the activities of educational institutions: “the physical, intellectual, aesthetic and moral education of the youth shall be cultivated in educational institutions and the youth shall be educated in personal and social uprightness, in love of work and homeland, in the spirit of class understanding” (Likums par tautas izglītību, 1934).

The Law on the Folk Education stated that the municipal functions were to provide children aged from 3-13 with compulsory education, finding more suitable premises and land area for the educational institution, also providing the school with the necessary equipment and teaching aids, registration of school-age

children and proper school attendance. Educational institutions were managed by the school principal and their deputies.

The school manager's responsibilities included: (1) manage and supervise teaching and upbringing processes; (2) superintend the economic issues of the school; (3) comply with binding legal acts, laws; (4) comply with the decisions of the municipality, pedagogical conference and school council; (5) propose candidates for the position of teacher for a pedagogical conference; (6) hire and dismiss technical staff of the school in coordination with the municipality; (7) attend teachers' lessons; (8) draw up the school's annual report and budget; (9) arrange the leave for school employees; (10) propose agenda items for meetings of a pedagogical conference or school council; (11) chair the work of the pedagogical conference.

In its turn, the most essential issues of the school were considered by the pedagogical conference of the school, whose work was organized by the head of the school, the pedagogical conference consisted of: the head of the school, deputy of the head of the school and all teachers of the school who had more than 6 lessons per week. The competence of the pedagogical conference included: (1) discuss the issues of upbringing and learning, as well as individual employees' responsibilities in upbringing and learning issues; (2) enrol pupils, decide on the transfer of pupils to the next class, pupils' exclusion from school, as well as issuing grade reports or certificates to pupils; (3) award scholarships or prizes to students; (4) in compliance with the instructions and orders by the Ministry of Education decide on other issues of the school. The pedagogical conferences of the school happened at least once a month, except for summer holidays when the meetings were convened when necessary. Decisions of the Conference were taken by open vote by a simple majority- the head of the school had a decisive vote in equal votes. Decisions of the pedagogical meeting could have been appealed within one week from the moment of announcing the decision in the school board or in the Ministry of Education.

The school council focused on: (1) the upbringing and learning process issues proposed by the head of the school; (2) care of the pupils' health condition and organization of pupils' common meals; (3) taking care of the school's economic matters, which the school administrator had entrusted to the council; (4) in compliance with other instructions and orders by the Ministry of Education decide on other issues of school life. School council meetings were held as needed, at least three times a school year or on request by the school administrator. Decisions of the Council were taken by open vote by a simple majority - the decisive vote in equal votes was given to the Chairman of the Council. Decisions of the school council meeting could have been appealed in the school board or the Ministry of Education within two weeks from the announcement of the decision. The school council consisted of, depending on the size of the school by the total

number of students, the head of the school, 2-3 teachers, 2-3 representatives of parents (representation of school teachers and parents was equal), a doctor of the school and a representative from the municipality.

In order to promote cooperation, there were parents' meetings at schools, in which one parent or guardian of each pupil took part, whereas the doctor of the school, teachers, also the representative of the school administrator participated in the work of the parents' meeting with advisory rights. Parents' meetings were convened by the head of the school. The regular parents' meetings happened at the beginning of the school year, whereas extraordinary meetings could have been convened at the discretion of the head of the school. Parents' meetings are full-fledged if 1/5 of the full members took part. The focus of the parents' meeting was: (1) hearing and discussion of the head of the school's report on the school condition, course of studies and upbringing issues; (2) hearing and discussion of the school doctor's report on the pupils' health condition and guidelines for the pupils' health improvement; (3) hearing and discussion of the report of the school council and audit committee.

Work of educational institutions was controlled by school boards which were in every parish and School Boards of Riga, Liepaja, Daugavpils and Jelgava Cities. School boards were subordinated to the Ministry of Education in whose competence it was to: (1) develop networks of schools for compulsory education, division of classes, state the number of teachers and register children for compulsory education; (2) discuss the desirable curricula, lesson plans, submitting their opinion to the Ministry of Education; (3) within the limits of their competence, discuss and decide issues proposed by local governments and the Ministry of Education; (4) supervise construction of new schools and repairs in existing schools by providing their opinions; (5) distribute the benefits allocated by the state to local governments; (6) provide the Ministry of Education with their opinion regarding the appointment of the new head of the school or their transfer or dismissal; (7) appoint, approve, transfer and dismiss deputies of the head teacher, teachers and educators, also make decisions regarding the appointment, transfer and dismissal of reserve teachers and substitute teachers; (8) control educational and upbringing institutions funded by the local government; (9) deal with complaints; (10) grant the leave to school employees; (11) compile lists of vacancies for the heads of the school, teachers and other school staff; (12) write the job description to head teachers, teachers and other school staff; (13) impose disciplinary sanctions on school staff in cases of violations.

School boards consist of 4 members: school inspector, 2 representatives of local governments appointed by the Minister of the Interior and one representative of teachers appointed by the Ministry of Education. The composition of the school board was appointed for one year, school board meetings were held as needed and the decisions of the school board meeting could have been appealed in the

Ministry of the Interior within two weeks from the announcement of the decision, if it was related to economic issues and in the Ministry of education if it was related to pedagogical issues (in compliance with the guidelines developed by the Ministry of the Interior and Education).

In addition to school boards, educational institutions were supervised by employees of the Ministry of Education, persons authorized by the Minister of Education and, in particular, district and general inspectors. It was the responsibility of the district inspector to ensure that educational institutions complied with the relevant laws in the field of education and upbringing, including: (1) convene and conduct teachers' discussions, in which issues of upbringing and teaching process were discussed; (2) initiate proposals about opening new schools and improving facilities in existing schools; (3) visit educational institutions to ensure the school activity, paying a special attention to the learning process, upbringing, morality and school infrastructure. Inspectors (general inspectors, inspectors of separate subjects, supervision inspectors of special types schools) submitted their opinions to the school board or Ministry of education.

Conclusions

1. During the First Free State of the Latvia Republic the management model of educational institutions (from 1919 till 1934), based on the fundamental principles of democracy, outlined the basic principles of the operation and management of the school as an educational institution, providing a balanced decision-making power, executive approach and involvement of the head of the school, teachers, pupils' parents and founder of the educational institution in the school work provision, taking into account the interests of all parties.
2. During the First Free State of the Latvia Republic the management model of educational institutions (from 1919 till 1934) consisted of: (I) the head of the educational institution or school administrator, whose responsibility was to promote cooperation of the school with the governmental and municipal institutions, convenance, management of the pedagogical council and organization of the school council's work; (II) pedagogical councils which were responsible for the organizational issues of the upbringing and learning process; (III) school councils which focused on cooperation promotion between parents and teachers, taking care of socially vulnerable pupils and a range of different economic and financial problem-solving; (IV) school boards which carried out joint supervision of the educational institution and adopted strategic issues.
3. During the First Free State of the Latvia Republic the management model of educational institutions (from 1934 till 1940) consisted of: (I) the head of the educational institution who was responsible for the organization and supervision of the learning, upbringing process, dealing with economic issues, management

of the school staff, management of the annual report of the school budget, budgeting and pedagogical conference work management; (II) pedagogical conferences which focused on the organizational issues of the upbringing and learning process; (III) school councils which focused on the care of the pupils' health condition and addressing economic issues entrusted to the council; (IV) parents' meetings which enhanced cooperation between the educational establishment and family; (V) school boards which developed the school network, provided an opinion to the responsible ministry on the school upbringing and teaching process, supervised the economic and financial issues of the school, distributed the earmarked subsidy granted by the state and local government, provided monitoring of free teacher vacancies, also decided on the head teacher's appointment or dismissal.

4. Comparing the periods of the democratic (from 1919 to 1934) and authoritarian regime (from 1934 to 1940) of the First Free State of the Latvia Republic in the context of educational institution management, it should be mentioned that the legislation of the authoritarian regime envisaged much broader responsibility, duties and rights for the head of the school. Moreover, the head teacher could also have deputies depending on the size of the school. The structure of educational institution management in the authoritarian regime in comparison with the democratic regime was more particular, with a more detailed description of responsibilities, with an increased parents' involvement in the school life organization.

References

- Andersone, R. (2020). *Pamatizglītība un vispārējā vidējā izglītība Latvijā*. Nacionālā enciklopēdija. Retrieved from <https://enciklopedija.lv/skirklis/9879-pamatizgl%C4%ABt%C4%ABba-un-visp%C4%81r%C4%93j%C4%81-vid%C4%93j%C4%81-izgl%C4%ABt%C4%ABba-Latvij%C4%81>
- Anspaks, J. (2003). *Pedagoģijas idejas Latvijā*. Rīga: Raka.
- Ciganovs, J. (2001). *Viens mērķis – tautas un valsts. K. Ulmaņa runu, rakstu fragmenti un atziņas*. Rīga: Jumava.
- Ķestere, I. (2009). *Pedagoģijas vēsture. Skola, skolotājs, skolēns*. Rīga: Zvaigzne ABC.
- Latvijas Tautas Padome. (1919). *Likums par Latvijas izglītības iestādēm*. Rīga. Retrieved from <http://www.periodika.lv/periodika2-viewer/view/index-dev.html?lang=fr#panel:pa|issue:/lvrk1919n13|article:DIVL50|issueType:P>
- Likums par tautas izglītību. (1934). Rīga. Retrieved from http://periodika.lv/periodika2-viewer/view/index-dev.html#issue:/p_001_wawe1934n156|issueType:P
- Martinsone, K., Pipere, A., Kamerāde, D. (2016). *Pētniecība: teorija un prakse*. Rīga: RaKa.
- President of Latvia. (2021). *Kārlis Ulmanis President of Latvia, 1936-1940*. Retrieved from <https://www.president.lv/en/president-of-latvia/former-presidents-of-latvia/karlis-ulmanis#gsc.tab=0>
- Staris, A. (1994). *Pedagoģiskā doma Latvijā no 1890. g. līdz 1940. g.* Rīga: Zvaigzne.
- Žukovs, L., Kopeloviča, A. (1997). *Skolotāju izglītība un pedagoģiskā doma Latvijā I daļa*. Rīga: Raka.

