

The problem of federal regulatory support for inclusion in Russia

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Abstract. The article presents the results of the analysis of the regulatory and legal support of inclusive education in Russia as the effective implementation of inclusive education, first of all, depends on high-quality, comprehensive regulatory and legal support, which, in its turn, regulates the resource support of inclusion, namely: regulatory, financial and economic, program and methodological, personnel, material and technical.

Key words: inclusive education, student with disability, educational space, lifelong learning, variability, integrated education.

At present, the most important qualities of society are considered to be the organization, orderliness of the social relations that form social life. In a state governed by the rule of law, the regulation of interaction between members of society, the coordination of their interests and the smoothing of conflicts arising between them and their associations is unthinkable without regulatory support. Through the influence of law on public relations, it is possible to streamline and regulate them in a civilized manner [2].

The meaning, content and application of any normative legal acts are primarily determined by the rights and freedoms of a person and a citizen established by the main law of the country — the Constitution. Therefore, the system-forming component in the system is the rights and obligations of citizens declared in the Constitution of the Russian Federation, on the basis of which the current legislation of the country operates.

In the implementation of educational activities, an important role is played by: the law of the Russian Federation "On Education", labor legislation, laws included in the "Civil Code of the Russian Federation", as well as laws related to administrative and criminal law to one degree or another.

A special role in the effective implementation of inclusive education in the Russian Federation is also assigned to regulatory and legal support. High-quality and comprehensive regulatory and legal support serves as a starting point for the successful functioning of the ideology of inclusive education in Russia. Personnel, psychological and pedagogical, educational and methodological, financial and economic, material and technical support should be determined by the relevant legislative documents.

Based on the analysis of federal regulatory and legal documents regulating the process of inclusive education in the Russian Federation, the following features can be stated:

To date, there is a significant number of uncoordinated regulatory and legal documents, one way or another, related to the topic of inclusive education, however, it should be noted that there is no single document regulating the process of inclusive education in a comprehensive and systematic manner.

For the first time, the term "inclusive education" in a regulatory document is used in Federal Law No. 46-FZ of 03.05.2012 "On ratification of the Convention on the Rights of Persons with Disabilities", which also notes the obligation of the participating states to provide "inclusive education at all levels and lifelong learning" [1], but one of the most important principles of inclusion about the accessibility of education was mentioned in the Constitution of the Russian Federation, and also in the Letter of the Ministry of Education and Science of the Russian Federation dated 18.04.2008 No. AF-150/06 "On creating conditions for education for children with disabilities and children with disabilities", the variability of conditions for education for children with disabilities is stipulated and the priority of living and raising children with disabilities in a family, with constant communication with normally developing children is emphasized [4].

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When analyzing documents regulating the organization and implementation of educational activities of preschool education; primary general, basic general and secondary general education; vocational training; secondary vocational education; higher education; for additional general education programs, the presence of the section "Features of the organization of educational activities for persons with disabilities" was noted, which indicates the need to take into account the peculiarities of psychophysical development, individual capabilities and health status of students with disabilities; the possibility of organizing the education of students with disabilities both together with other students, and in separate groups or in separate organizations; the need to create special conditions; providing special textbooks and teaching aids free of charge, as well as the services of sign language interpreters and specialists in working with the blind.

The substitution of the concepts of "inclusive" and "integrated" education is revealed in the normative legal documents, which indicates that Russia is still only on the path of forming inclusive education, as well as the need for scientific development of this topic. In the Letter of the Ministry of Education and Science of the Russian Federation dated 07.06.2013 No. IR-535/07 "On correctional and inclusive education of children", the concepts of "inclusive" and "integrated" education are absolutely equalized and understood as equivalent [3]. In the normative and legal support of inclusive education at the present stage, one can trace the trend of the transition to the use of the term "inclusive education" instead of "integrated".

Federal Law No. 120-FZ of 30.06.2007 "On Amendments to Certain Legislative Acts of the Russian Federation on the issue of citizens with disabilities" establishes the replacement of the expression "a child with developmental disabilities" for "with disabilities"; and only in 2019, in the Letter of the Ministry of Education of the Russian Federation dated 20.02.2019 No. TS-551/07 "On accompanying the education of students with disabilities and disabilities", the expression "student with disabilities" is used for the first time instead of "disabled child", which corresponds to the generally accepted norms of the rules of etiquette when communicating with people with disabilities [5].

A wide range of documents indicates the need to create special conditions for the training of students with disabilities; however, there is no explanation about the specific sources of financial support for these measures. There are no legislative documents on providing special conditions at various levels of education. The financing mechanisms are also not regulated. There is no information in the regulatory documents on the methods of control and penalties for non-compliance with the legislation, in particular, there is absolutely no regulatory control over the implementation or non-compliance with the recommendations of the pedagogical and psychological committee by an educational organization, control over ensuring the availability of facilities of organizations engaged in educational activities, based on the needs of students.

In all the considered regulatory and legal documents, there is a focus of inclusive education only for children with disabilities. Practically nowhere is it indicated that children of various ethnic, racial, religious groups, gifted children also have special rights to quality education, despite the fact that in other countries inclusion is considered as a public education for children with the widest variety of characteristics and needs.

Thus, the current state of the federal regulatory and legal support of inclusive education in the Russian Federation is characterized by the lack of consistency, order, the presence of a wide range of regulatory and legal documents related to inclusive education, and there is no single, comprehensive document of the federal level regulating the entire process of inclusion at all levels of education. In our analysis of the federal regulatory and legal support for inclusive education, it was revealed that 51 legislative documents at the federal level often contain repetitive information; some documents are outdated; some documents are incomplete, inconsistent and not comprehensive; there is no explanation about the specific sources of financial support for these measures.

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