

Educational Services: Organizational and Administrative Aspect

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Abstract

This article presents the problem of improvement of organizational management structure in education. In this connection an innovational structure of managing higher education on municipal administration level is provided – it would be a center of higher education's coordination, which would favour economical efficiency, self-organization, self-regeneration, availability and openness of recurrent education in the territory of the region, would favour achieving university degree of students and formation of their competitive abilities.

Keywords: organizational structure, hierarchy, objective tree, functions, modeling, functioning, coordination.

1. Introduction

Current stage of development of Russia's economy denotes the necessity to develop state, social, organizational and economical mechanisms of management higher education system, introduction of models and mechanisms for development of innovational educational programs on the base of professional standards and with actual participation of employers.

This is explained by the fact that universities set a task to educate specialists of innovational type, who would have such competences that would provide move over from researches and developments with their further commercialization (National educational doctrine in the Russian Federation, 2000; Orlov, 2010).

2. The Main Part

Examination of regional educational market of Samara region allowed to analyze the process of formation of new organizational structures and institutional forms of educational establishments, to set on the level of educational establishment adequate connections with all the components and elements that provide efficiency boost of educational activity.

Modern organizations face many problems, however all works in the sphere of organization administration, in one way or other, touch upon the structure and content of administration system. Analysis has shown that efficiency improvement of organizational structures is the result of recognizing rational principles of their construction and finding optimal number of hierarchy levels.

Generalization of approaches to creation of development methods and assessment already formed management structures allowed to suggest professional education with particular scheme of formation of organizational structure (Burlakov, Korgin, Noviko, 2009; Volkova, 2000; Volkova & Denisov, 1999). It may be divided into eight main stages:

1. Development of concept of object and administration system.
2. Analysis and building objective tree and structuring the functions of existing administration system, based on system and purposive approach.
3. Building objective tree and definition of new functions of administration system, while using system and purposive approach.
4. Assessment and comparative analysis of aims and functions of the structure that is being created.
5. Formation of variations of organizational structure of administration system, and estimation of their informational characteristics.
6. Comparative analysis of variants' characteristics.
7. Modeling of administration functions and definition of their characteristics for innovational organizational structure.

8. Choosing final variant of innovational organizational structure for administration of higher education institutions.

Abovementioned stages connected with both existing and newly created organizational structure of administration. They are interconnected.

It should be noted that the new structure transforms from the old one, since existing administration structure was not already able to solve new tasks that were initiated by changed external environment.

While implementing the first stage, direct effect on concept development of administration system's object is caused by external environment, economy's structure, political processes, legal frameworks, social and cultural factors, federal and regional authorities, labour market etc. Besides, developed variant of the concept may be corrected not only when the second and the third stages are performed, but also after implementation of each of them. In addition, formation of objective tree of newly created system is not possible without analyzing the one that existed before. In this connection, the 2nd and the 3rd stages are interconnected, since the results of analysis of previously existed structure allows saving and using some part of its structural elements and properties, while modifying their content.

Stage 4 allows to modify content of kept elements and detect new objectives. With the purpose of correcting results, one may return to the second and third stages. One may need to make corrections after comparative assessment and analysis of aims and functions' structures that were created by the system on the fourth stage.

On the fifth stage variants for organizational structure of administration system are formed under influence of the results of the 2nd stage, which provides the research with objective tree that had earlier existed, as well as functions, obtained on the 3rd stage. This is the base for forming organizational structure of new administration system.

Stage 6 of the method is characterized by informational assessment of developed variants of administrative system's organizational structures with the aim of modeling the processes of carrying out main functions of studied administrative system. Basing on accepted criterion according to the level of "centralization/decentralization", stage 8 is purposed for final choice of administrative system. Need to change organization of managing education was caused by influence of the following factors: educational services market of higher and post-graduate education and advanced training, financial market, labour market, informational services market, market of innovational technologies and know-how, external environment.

Thus, planning development strategy for administration organizational structure, competitive success on education market, both for particular higher educational establishment and for the whole of producing educational establishment, depend on ability to timely adapt to external transformations. Principle of adaptive management lies in constant urge to keep organization's correspondence to external conditions. For professional education system it is manifested in dynamic mastering of new types of educational services, innovational forms of organization of educational activity, effective usage of potential of scientific and pedagogic personnel and improvement of normative and methodical provision (Kadakin, 2012; Karpov, 2013; Kleyeva, 2009).

Adaptive management system that fulfills coordinative functions on region's educational market must meet modern market requirements:

- it should correspond to complex technology of qualified personnel training that requires new forms of organization and management task sharing;
- it should go by competition not only on the market of educational services, but also labour resources, informational technologies and science-intensive products;
- consider structure changes of educational process on various directions of professional training;
- take into environmental uncertainty account.

Examination of practice has shown that innovations prove themselves in the form of organizational improvement of regional administration system, and touch upon not only separate connections between the elements, but also the structures of interaction between large subsystems in general (normative, methodical, financial, substantial and procedural). Thus, improvement of management on educational market's meso-level should be performed with accurate and profound knowledge about the activity of both particular higher educational establishment and human as a consumer of educational service (Novikov, 2007; Regarding priority development fields in the Russian Federation, 2004; Castells, 2000; Strategic Project Management).

Nowadays in Tolyatti higher education managing structure is a partially hierarchic system, key elements of which are Board of management of education – municipal level of administration, which is subordinated to Ministry of education and Municipal government, and higher education establishment themselves, which are administrative objects and subjects of administration, at the same time. Such structure allows higher educational system functioning as self-organized system. Situation that currently takes place in political and economic sphere in the country shows the necessity

of creation of coordination system and management of elements of higher educational structure (Bobylev, Anisimiv, Nikol'skiy & Shults, 1993; Koposov, Anisimov, Bobylev, Yanchenko & Nikulina 2013).

Global structure will represent hierarchic, dendrite structure, which realizes federal tasks of higher education by means of subordination of regional centers and possibility of interregional management.

In the regions the centers will have more freedom in implementation of this or that higher education policy, however, the "controller", which would strictly coordinate the activity of higher educational establishments with reference to economic situation in the region. Such "controller" may be presented by Center of coordination of higher education (CCHE), being projected in Tolyatti.

Organizational structure of managing higher education in the city will represent 2-step structure: Center – higher educational establishments. CCHE would function as coordinator, which is empowered with administrative functions. State budget financing of higher educational establishments would be performed directly by virtue of creation of another corrupt organization.

Obtaining strict instructions from superior bodies (Figure 1), from managers of state's higher educational system, CCHE would be able to conduct its own policy, only gearing to achievement of goals, set them directly.

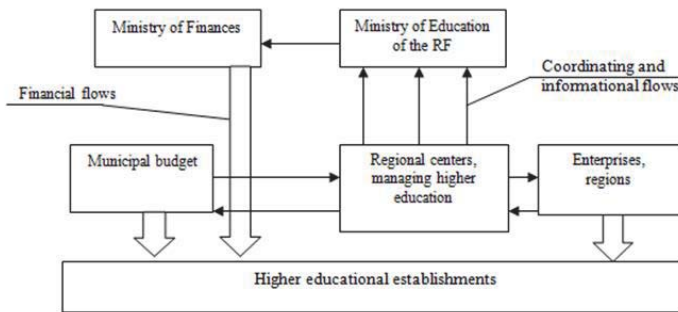


Figure 1. Scheme of location and movement of financial flows

Scheme of interrelation of main elements of economic structure of the city and main managing elements of the country and regions in terms of educational tasks with CCHE would be built with consideration of principle of accurate mutual subordination (Figure 2).

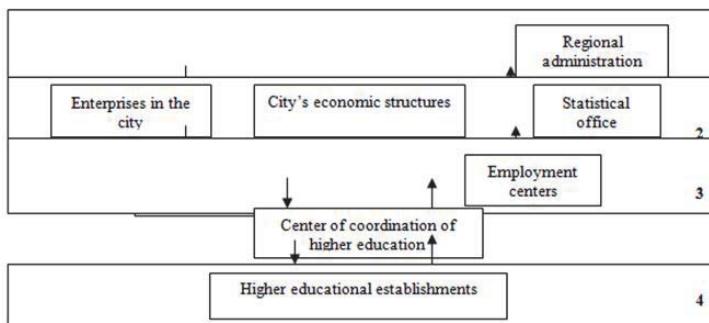


Figure 2. Scheme, demonstrating interrelationships of CCHE's structural elements: arrows indicate informational flows; flows from block 1 to block 3 are not shown, though they are conditioned by hierarchical disposition of blocks and its elements.

According to levels of possible maximum effect these elements may be divided into four blocks.

Block 1 – administrative structures of city, oblast and country; their main function is to manage "resources" while

having maximum of possible information and highest level of possible effect on educational process.

Federal level. Division of Higher Education affiliated with Ministry of Education and Science of the Russian Federation: plans for development of higher educational establishments, federal state educational programs, competence level of academic teaching staff, requirements to education, norms and standards of education, combined in one informational flow, directives and instructions to higher educational establishments regarding development of higher education in Russia.

Regional level. Oblast administration – data on the region, assessment of the necessity to develop the system of professional higher education in concordance with its needs; corrections of HEE activities in oblast; foreseeing the needs in higher education in oblast in accordance with paces and level of its development; as a summary – correct recommendations and instructions for the oblast (general and individual packages per elements' structure).

Block 2 – Municipal level of business and economic structures, the needs of which are bases for efficient work of higher educational establishments. Enterprises and business structures of the city are main employers of staff; information according to the needs – who, which and how many specialists they need. Statistical office is a source of the data for making forecasts on staff needs of the region; information regarding the city, demography, economical and social development of the city.

Block 3 – secondary market of labour power, staff and specialists. The main aim of organization of block 3 is correction of enterprises' needs in specialists at the account of available reserves (possibility to provide professional retraining at minimum costs for full program of HEE via conducting retraining courses).

Block 4 – higher educational establishments – main element for staff training; here information about students, graduates and educational programs is collected, as well as all additional information required for the work of CCHE.

Functions that need to be performed by CCHE, may be divided into three directions: 1) procession, analysis and forecasting in educational needs of the city; 2) analysis of current state and possibilities of educational institutions; distribution of specialties for staff training with consideration of institutions' possibilities, like: technical and material base, pedagogical staff, expertise in specialties' training; development and provision of recommendation to higher educational establishments on areas of their activity; interuniversity tutorial; 3) coordination of institutions' current activity and development of short-term and long-term programs on development of educational institutions.

3. Summary

Thus, provision of these functions will allow coordinating activities of educational establishments in the sphere of professional training and keep it in line with region's economical structure, training specialists whom the city feels the need in at minimal costs in their further employment by profession. Solution of staff problems of region's enterprises may be resolved by addressing to CCHE. At the same time, it would be possible to apply contract form of education in higher educational establishments, and there would be created an additional opportunity to rise funding in this sphere. Coordination of current activity of higher educational establishments and making forecasts regarding their development will allow directing targeted financial aid without wasting the funds. Interuniversity training would allow teaching students, using assets that were previously non-demanded or partially available funds, thus reducing general costs on training.

4. Conclusions

The foregoing allows concluding that aims of educational sphere are satisfaction of society's needs in education and effective usage of scientific potential of higher educational establishment, which present the elements that define the structure and direction of its activity. At the same time, aims of educational sphere serve as sub-aims of development of the whole society in general on regional (municipal) level. They are subordinated to the latter and provide implementation of plans that reflect society's needs. For systematization of aims in this work we have used the method of tree formation, which considers interconnection of aims and forecasts in educational sphere. Synthesis of such tree within the framework of management-by-objectives method of administration provides organization of educational system's management according to the following criteria: stability, controllability, effectiveness, adaptability and self-organization.

Regulatory system of educational management must be built, first, with consideration of academic and financial independency of educational establishments, and second, based on conditions of administrative decentralization, division of competences, powers and responsibilities between its different levels. This requires abandoning the principles of administrative management of education and switch to self-government that regulates activity of educational establishments. At this, main instruments and mechanisms of managing complex system should become regulation per results of activities, regulatory and legal aspects, economic parameters, realized in the structure of suggested Center of

coordination of higher education (CCHE).

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