



Managerial Features of the Municipal Educational System in Russia

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ABSTRACT

The relevance of the paper is reasoned by the redistribution of powers and responsibilities in the field of education between the federal, regional and municipal authorities. There are preschool, secondary, secondary special and higher educational institutions, the establishments of additional, post-graduate education, institutions of retraining and professional development of different forms of ownership and administrative subordination (federal, regional, municipal) on the territory of the municipality. The purpose of the paper is to reveal managerial features of the municipal educational system in Russia. The leading method is the method of action research, allowing to obtain new knowledge about the management of municipal educational system, identify strategies and trends of development of municipal educational system. The article reveals the essence of municipal educational system as a sustainable and systematic cooperation of educational institutions on the territory of the municipality, as well as local government and education authorities, providing a highly efficient organization of educational services and the able to self-preservation and development through self-organization and self-government. Strategies (building on the territory of the municipal district of a unified educational environment, the development of mechanisms of state and public management, the creation of innovative organizational and managerial mechanisms of inter-corporate cooperation of educational institutions) and trends (the formation of educational complexes of different types, the establishment of an adaptive managerial mechanism, development of municipal system of measuring and evaluating of education's quality, the creation of an integrated provision of municipal educational system's development) for the development of municipal educational system are identified and scientifically justified. Paper submissions can be useful for research and teaching staff of the municipal educational system, experts of education authorities and regional authorities.

Keywords: Municipal Educational System, State and Public Management, Education, Inter-Corporate Cooperation

JEL Classifications: A20, I21, I28

1. INTRODUCTION

1.1. The Relevance of the Study

The development of regionalization of education leads to the formation and development of municipal educational systems. In modern conditions powers and responsibilities in education between federal, regional and municipal education authorities are redistributed (Shamova, 2005). It is found that the role of municipal governments is increased, they become a catalyst for the active

search of effective models to develop, both general and vocational education (Tatur, 1999). This is due to the fact that throughout the municipality there are not only primary and secondary institutions, but there are also secondary special and higher educational institutions, institutions of further and postgraduate education, institutions of system of retraining and advanced training of different forms of ownership and administrative subordination (Yamburg, 1997). The aim of the article is to reveal peculiarities of management of municipal educational system in Russia.

1.2. The Essence of Regionalization of Education

It is established that the essence of regionalization of education means to create conditions for the autonomous functioning and development of regional systems of education in accordance with socio-economic needs of the territories. In a federal state the regionalization of education is reasoned by socio-economic peculiarities and traditions of its entities and the need to develop educational environment that reflects regional interests on their territories (Averkin, 1999; Shaidullina et al., 2015b). This leads to the division of powers and competences in the field of education between federal, regional and municipal educational authorities.

1.3. The Essence of the Municipal Educational System

It is found that the essence of municipal system of education suggests that it is a system of sustained and systematic interaction of educational institutions which are located on the territory of municipal district as well as of local government and education authorities providing the efficient organization of educational services and capable to self-preservation and development through self-organization and self-government (Pugacheva, 2010).

2. MATERIALS AND METHODS

2.1. Methods of the Study

During research the following methods were used: Analysis of normative documents, the action research method, expert evaluation method, observation and questionnaire.

2.2. The Experimental Base of the Study

Experimental work was conducted on the basis of the municipal system of education of the city Kazan, Republic of Tatarstan, Russia, consisting of 376 educational institutions. In the experimental work took part 376 heads of educational institutions, 132 specialists of regional and municipal educational authorities.

2.3. Stages of the Study

The study was conducted in three stages:

- The first stage was devoted to the analysis of current state of the studied problem in scientific literature and practice of management of municipal educational system; the research program was developed;
- In the second stage, managerial features of municipal educational system were revealed, strategies and trends of municipal educational system were justified and tested;
- The third stage involved the systematization, interpretation and synthesis of the research results; refining of theoretical conclusions; processing and the obtaining of results.

3. RESULTS

The main results of this study are: Strategies (building on the territory of the municipal district of a unified educational environment, the development of mechanisms of state and public management, the creation of innovative organizational and managerial mechanisms of inter-corporate cooperation of educational institutions) and trends (the formation of educational complexes of different types, the establishment of an adaptive

managerial mechanism, building of municipal system of measuring and evaluating of education's quality, the creation of an integrated provision of the development of municipal educational system) for the development of municipal educational system.

3.1. Strategies for the Development of a Municipal Educational System

3.1.1. The essence of the pedagogical strategy

It is found that the essence of the pedagogical strategy consists in planning and organizing of specific activities over the long-term on the basis of appropriate selection of the relevant scientific and methodological support.

3.1.2. The essence of the strategies for the development of the modern municipal system of education

It is established that the strategies for the development of the modern municipal system of education consist in the following:

- The formation on the territory of the municipal district of a unified educational environment, representing a collection of educational institutions; local governments and educational administration; state and public institutions and the mass media focused on the municipalization of education and the optimization of education authorities' functions of a variety expertise all over the "managerial structure vertically" (Pugacheva, 2010);
- The development of mechanisms of state-public management, aimed at a constructive dialogue building between the actors of the managerial process among educational institutions, municipal and regional authorities, management of education, consumers of educational services and manufacture and creation of socially-appropriate educational environment and educational-appropriate society (Terentyeva, 2007);
- The creation of innovative organizational and managerial mechanisms of inter-corporate cooperation between educational institutions aimed at ensuring of their optimal functioning and development in order to obtain qualitatively new results of education, increasing competitiveness, and positioning of the municipality as the entity, interacting with professional educational institutions and socio-economic complex of the region (Shamova, 2005).

The implementation of these strategies in educational practice leads to a number of positive trends in the development of municipal educational system.

3.2. Trends for the Development of Municipal Educational System

3.2.1. The tendency of formation of educational complexes of different types

It is found that the development of the municipal educational system is reasoned by the tendency to form educational complexes of various types with the participation of secondary and higher vocational schools (kindergarten-school-institution of further education; school-institution additional education-university; educational cluster; resource center, industrial educational consortium). The formation of such complexes is based on the network interaction of educational institutions located on the territory of municipal district. And the creation of educational

complexes leads to the development of innovations aimed at maintaining or achieving of competitive advantages of educational institutions.

3.2.1.1. Kindergarten-school-institution of additional education

It is found that kindergarten-school-institution of additional education is an educational complex providing continuity of education and suggesting the development of sustainable long-term relationships and delegation of control over the joint activities' management if there is the absence of legally registered transfer of ownership rights.

3.2.1.2. School-institution of further education-university

It is found that school-institution of additional education – A higher education institution is an educational complex that provides continuing education, orientation of entities of pedagogical process on “life-long learning.”

3.2.1.3. Educational cluster

It is established that educational cluster is a set of interrelated institutions of vocational education, combined by industrial peculiarity and partnerships with industrial enterprises.

3.2.1.4. Resource center

It is established that the resource center is an integrated system of information-technical, personnel, educational resources and services of the municipal educational institutions of different levels, providing for the organization of profile training of seniors, staff's training, demanded by the municipal labor market, and positioning of the municipal district as an entity interacting with the educational institutions and socio-economic complex of the region.

3.2.1.5. Industrial educational consortium

It is found that industrial educational consortium is a temporary Association of Vocational Educational Institutions with industrial enterprises, educational authorities, Central Government, regional and municipal authorities with the aim to improve the quality of vocational education and staff's training capable of self-organization and competitiveness on the labor market, ready for learning through life.

3.2.2. The trend of adaptive managerial mechanism's creating

It is found that the establishment of an adaptive managerial mechanism ensures the comprehensive development of the municipal educational system.

It is established that the municipal educational system is structurally and functionally isomorphic to the public educational system, as one of its structural components. On the one hand, the public educational system with normative-legislative acts determines and assigns powers of the municipal system of education. But on the other hand, the municipal system of education has its own specifics within the competence of the appropriate level of authority and management mediated by historical and local traditions, educational needs of population of the municipal district. Thus, the municipal education authorities may be represented in different organizational forms (office, division, department, committee) creating the sub-municipal level of education's management.

3.2.2.1. Competencies of municipal authorities of education's management

The analysis of the Russian experience of municipal education authorities shows that their competencies include the following: (1) Planning, organization, regulation and control of activities of municipal educational institutions; (2) ensuring of the possibility to choose educational institution for citizens living within the district; (3) organization of work with children left without parental care and the protection of minors; (4) organization of summer recreation and leisure activities of pupils; (5) development of international cooperation in the sphere of the municipalization of education; (6) coordination of educational institutions' activities, regardless of ownership forms and administrative subordination, for the development of educational sphere of the municipal district; (7) the regulation of property relations in the educational system, the establishment of additional taxes and benefits, stimulating the development of municipal educational system, the formation of local budgets in terms of expenditures on education; (8) monitoring and analysis of results of educational institutions' activities, regardless of ownership forms and administrative subordination, to meet the staffing needs of the municipal district; (9) the formation of SCHOOL DISTRICTS' models; (10) creation of a bank of pedagogical, managerial and economic innovations in the education system; (11) the formation of social order for professional education in the interests of the municipality.

3.2.2.2. The functions of the adaptive managerial mechanism

It is found that the functions of adaptive managerial mechanism of development of municipal educational system include:

- Creating of the methodology to determine the efficiency of innovation processes;
- The formation of innovators' stable orientation on the municipalization of education;
- Organization and support of entity-autonomous institutions;
- The balance of the social interests of educational institutions and the educational needs of the local population;
- The development of integrated qualities of educational institutions located on the territory of a municipal district, in order to form the municipal educational complex;
- The creation of an innovative organizational and managerial forms of inter-corporate interaction of educational institutions, ensuring not only optimal functioning and development of municipal system of education, but its integration into society;
- The formation of interactional system between actors of innovative activities, state authorities and local community, ensuring the development of innovative processes, in order to improve the quality of education and competitiveness of educational institutions on regional, Russian and international markets of educational services;
- Creation of conditions for voluntary and committed participation of educational institutions and scientific-pedagogical personnel in innovation activities, through development of integration between science, education and manufacture, combining of scientific research and educational curricula in a coherent system, the development of research work of students, attraction of young researchers – graduates in science and innovations, training of professionals capable of entrepreneurship in the field of scientific innovation.

3.2.3. The trend of creating of a municipal system for measuring and evaluating of education's quality

It is found that the major structure-forming component of the municipal system for measuring and evaluating of education's quality is the monitoring of education's quality, which provides for transferring of operational and systematic information for strategic decision-making to manage the development of educational process.

3.2.3.1. Functions of monitoring of education's quality

It is established that the functions of monitoring of education's quality include:

- Orienting, aimed at documenting of the process and automating of its flow;
- Diagnostic, including the preparation of test materials and their use in educational practice, the collection and systematization of the rating information;
- Correction, which is reflected in the continuous improvement of teaching and educational partnership of educational institutions, regardless of ownership forms and administrative subordination;
- Prognostic, aimed at the implementation of the foresight projects, revealing the vectors of development of the municipal education.

3.2.3.2. The essence of foresight projects

It is found that the foresight projects include two aspects: The probabilities, required or generated by the objective stochasticity and randomness of many objects or unforeseeable intersections of events' series and systems' states; multi-parameters and multi-factors of complex systems, which are only removed gradually in the knowledge in practice.

Qualitative difference of the foresight project is that a broad number of experts are invited representing various areas of activities in order, first, to take into account all possible options, to anticipate the most unexpected ways of development and to obtain a comprehensive assessment of the predictable process; secondly, to choose the most optimal variants of innovative development and to develop a program to achieve them.

The creation of local training, research and innovation foresight-structures (from departments and laboratories of the classical type to the network of resource centers) and their integration into the structure of the municipal education provides:

1. Generation and expanded reproduction of interdisciplinary knowledge;
2. Active systematic use of the intellectual potential of civil society;
3. Identifying of strategic and tactical competitive advantages of educational institutions, the plans' construction and systematic actions' organization that allow to achieve tangible effects in order to enhance the quality of education, the demand for graduates by specific enterprises, society as a whole;
4. Integration of the "product" (forecasts, scenarios, priorities) and "process" (the establishment of relations between all entities of educational process, including employers) that promotes not only the identification of strategic development

priorities of educational institutions, based on innovation and directed to improve their competitiveness, but also the achievement of consensus between science-education-production-business in the sphere of a modern competitive specialist's training;

5. The definition and formation of modern specialists' professional competencies which are adequate to the current scientific and technological requirements of the economy, formation of readiness to life – ling learning.

3.2.4. The tendency to create complex support for the development of municipal educational system

It is found that integrated development of the municipal educational system includes normative-legal, informational, psychological-pedagogical, scientific-methodological and educational-curricula support.

3.2.4.1. The essence of normative-legal support

It is found that normative-legal support is based on international, federal and regional legislative acts and regulations of local governments and aimed at creating of a legal framework for the entities' conduct in the municipal educational system.

3.2.4.2. The essence of informational support

Informational support for the development of municipal educational system includes, firstly, the creation of a multifunctional, transparent, and parametrically defined educational environment with invariant structure and variable use of the opportunities of its substantive content, and secondly, the formation of informational culture of the entities of the municipal educational system.

3.2.4.3. The essence of psychological-pedagogical support

Psychological and pedagogical support of municipal educational system's development is based on humanization of education, the components of which are: The human need for emotional contact, which consists in the desire of an individual to feel concern and sympathy, capacity for empathic understanding of others; humanistic interpersonal communication between all entities of educational process, the psychological and pedagogical methods of influence on consciousness and behavior of each other; personality-role participation of students in organization of educational process; the humanistic orientation of the personality of the teacher; sustainable humanistic consciousness of all participants of educational process, the ability to reflect and strive for self-education of humane qualities.

Currently the idea of humanization of education receives international recognition as one of the principles of convergence of educational institutions, and influences the selection of the content of individual training courses and the organization of the educational process.

3.2.4.3.1. Methods of humanization of education

It is found that the methods of humanization of education can be divided into groups:

1. Methods, forming humanistic consciousness: A discussion of the core issues of modernity from the standpoint of humanism; analysis of the components of humanism; independent

work with the literature about humanism; business and role games; hermeneutical methods; explanation of the meaning of pedagogical and psychological methods of management; methods of self-cognition;

2. Methods, forming humanistic behavior: Demonstration of techniques of humanistic activities; trainings, exercises on practicing of various communication media finding to communicate with the communication partner for the development of listening skills, development of skills to create a positive psychological atmosphere; reflection.

3.2.4.4. The content of scientific and methodological support

It is found that the content of scientific and methodological support is presented by methodological and scientific components.

3.2.4.4.1. The methodological component of scientific and methodological support

It is established that methodological component includes recommendations aimed at providing for methodological assistance to the teacher and administration of the educational institution in organizing and conducting of educational process and ensuring of its effectiveness.

3.2.4.4.2. The scientific component of scientific and methodological support

Research component covers all areas of the educational process and ensures the implementation of the principle of scientific character in the course of pedagogical activities. Under the scientific component of scientific and methodological support is understood the totality of the results of scientific studies on improvement of educational process: Scientific support of educational-methodical and normative documents; scientific support to the organization and conduct of the educational process, including individual educational areas; scientific support of monitoring of the educational process.

3.2.4.5. The essence of educational-curricula support

It is found that the essence of educational-curricula support is to create educational curricula, modules, as well as recommendations on the organization of innovative forms and methods of training.

Strategies and trends in the development of municipal educational system, discussed in the article, are mediated by changes in the real sector of the economy, and aimed at formation of modern mechanisms of public-private partnerships, a new system of financing of municipal programs of educational development, creation of a modern variable type of educational institutions.

3.3. The Stages of Strategies' and Trends' Testing of Municipal Educational System's Development

Strategies' and trends' testing of municipal educational system assume the following experimental stages: Ascertaining, forming and control.

3.3.1. The ascertaining stage

The purpose of ascertaining stage was to identify the attitude of educational institutions' managers, specialists of regional and municipal education authorities to the formation and development

of municipal educational system. At this stage, from the number of heads of educational institutions, specialists of regional and municipal bodies of education's management target groups were formed to test strategies and trends of municipal educational system. Members of these groups developed special programs on testing of strategies and trends of municipal educational system.

3.3.2. Forming Stage

Within the formative stage the state-public governance institutions were established (the Council of University Presidents, the Board of Directors of the College). Interaction forms of bodies of regional and municipal management, entities of life-activities of educational institutions and local communities were tested: Permanent round table, public receptions and conferences.

The following questions were considered at round tables: "Online testing: Experience and prospects"; "New communication technologies in the educational environment"; "Problems of socialization of gifted pupils in conditions of educational environment of the capital"; "Multi-criteria evaluation as a means to achieve a new quality of a gymnasium education"; "Continuing education system and innovative development of the city." The discussion was attended by the heads of secondary and higher educational institutions, teachers, students, representatives of public organizations. At the meetings participants were given the opportunity to get acquainted with teaching experience, jointly to discuss important issues and problems of secondary and higher education, to develop a strategy of cooperation and professional support, to identify areas of joint cooperation, to get necessary information and to evaluate the results achieved.

On the conference the following issues were discussed: "The organization of research activities of pupils and students"; "Creation of conditions for multilingual education"; "Innovative experience in the implementation of the curriculum of civic education"; "University districts of Russia: Global and regional aspects of development of Russian education."

3.3.3. Control stage

In the control phase indicators to improve the efficiency of development of municipal educational system were defined. The target groups note that the development of municipal educational system provides for: (1) The continuity and the relationship at all levels of the education system; (2) the creation of public authorities of education's management that influence the processes of formation and regulation of the quality of education and interacting with regional and municipal education authorities, state authorities, the municipality; (3) awareness of the need to organize management aimed at achieving of concrete results through integrity, succession, continuity, sustainability, integration of management processes at all levels; (4) the formation of Civil Society in General.

4. DISCUSSIONS

Important theoretical and practical significance for study has the works by Averkin (1999), Rudakova (2005), Shamova (2005) on the mechanism of management of educational systems. In

publications of Pugacheva (2010), Tatur (1999), Tretyakov (1991), Yamburg (1997) the features of management of educational institutions of different types are revealed. To achieve the objectives of the study papers of Lunev and Pugacheva (2013) and Pugacheva et al. (2014), Masalimova and Sabirova (2015) on selective support for the development of regional spheres of professional educational services are worth for study. In the studies of Terentyeva (2007) forms of state and public management of municipal education are analyzed. In the work of Popov and Golubkov (2000), Khairullina et al. (2016), Shaidullina et al. (2015a) the characteristic of monitoring for the development of the regional system of education is given.

However, the analysis of scientific works shows that the problem of management of municipal educational system is debatable in nature. In the special literature managerial features of municipal educational system are not revealed, strategies and trends of municipal educational system are not substantiated.

5. CONCLUSION

It is established that peculiarities of management of municipal educational system in Russia are the following:

1. The organization of interaction of primary, secondary, secondary special and higher educational institutions, institutions of additional and postgraduate education, institutions of the system of retraining and advanced training of different forms of ownership and administrative subordination, but located on the territory of the municipal district;
2. The dialectical relationship of specific (here and now) and universal (historical) experience;
3. The formation of a unified educational environment, ensuring a highly effective system of educational services and conditions that meet the educational needs of all segments of the population;
4. The development of state-public management of education;
5. Positioning of the municipality as the entity, interacting with educational establishments of different forms of ownership and administrative subordination and socio-economic complex of the region.

Article Submissions can be useful for research and teaching staff of the municipal educational system, experts of education authorities and regional authorities.

Taking into account the obtained results of this study a number of research challenges and promising directions that require further consideration can be allocated: The managerial mechanism of a single educational environment throughout the municipality; organizational and managerial mechanisms of inter-corporate cooperation of educational institutions; managerial features of educational systems of different types; the positioning mechanism of municipal educational institutions in the region.

6. RECOMMENDATIONS

It is found that the efficiency of management of municipal educational system will be improved in case of the development and implementation of state and regional programs aimed at improvement of activities of municipal institutions of education.

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