

Territorial system of education as a structure of holding type: questions of estimation of administrative body effectiveness

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This paper presents the analytical observation of articles dedicated to using the methodology of complicated multi-elements organizational systems for the estimation of effectiveness of territorial production structures. It made a conclusion about isomorphism of territorial system of formation of multi-elements territory dispersed predication structure of holding type. The boards of introduce methodologies and indicators to measure effectiveness in such business spheres as development of indicators of the effective administration of the territorial system of education.

The main difficulty in an estimation of administrative body performance is that their activity doesn't lead directly to the result that can be fixed and measured with statistical tools. State or municipal administration body by itself is an organization which doesn't produce goods or services. It forms and supports the functioning of concrete mechanisms in a subordinate sphere. Consequently, it is impossible to estimate performance of such organization on the basis of the consumer's satisfaction level and the estimation of the situation and dynamics of subordinate system allows us to get data not about results of state or municipal administration activity but about the effects which are related to results of administration activity with indirect and statistical relations.

Another circumstance that should be counted on during the estimation of the effectiveness of administration of the territorial system of education is the fact that such organization is not mono-organizational.

In fact, territorial administration with the net of subordinate establishments represents an institutional unit of holding type.

The economic essence of holding is presented with synergistic effect: the sum of integrated companies controlled by a mother company achieves better financial-and-economic pointers than the sum of equal but separated acting companies.

Synergistic effect appears only in a case of special interaction of company when the contribution of each is aimed on the achievement of a general target of holding¹⁵.

¹⁵ T. Tarelkina, *Administration of Holding // Food industry*, 2002, Nr 3.

We consider the territorial system of education as an isomorphic organization (in an administrative aspect) on the basis of the following presuppositions:

1) Net structure of the territorial system of education.

In a structure of the net of educational establishments there are features of horizontal net (schools, net of the pre-schools establishments, net of the professional education) and vertical net (the elements presents the total circle of services).

2) Territorial body of the administration of education (as a mother company of holding) institutionally is divided from production establishments.

3) Territorial body of the administration of education (as a mother company of holding) doesn't have its own production base and production activity.

The functions of the territorial body of the administration presume tasks for the net of the educational establishments in general and also for its sub-systems (which were made due to the principles of vertical integration of subsidiary company) and provide all necessary resources for the subordinate educational establishments for making all set tasks (for achievement of the direct results of the education that can be considered as a main service of holding)

4) The contribution of each subsidiary company is aimed at the achievement of the general target of holding.

In such a way when considering administration of education we can compare the situation with huge holding or divisional structures. It is a reasonable comparison with holding because there are many producers of the educational services (educational establishments) integrated in territorial municipal holdings. The last one is part of a regional holding. In spite of this actual economy the holdings belong to more difficult but often used structures of the administration, almost all from available research is restricted by the organizational-and-administrative level of organization without complicated multi-elements organizational systems.

So the actual research of corporate administration of projects don't take into account all features of corporate programs. On the other hand the models and methods of the administration of programs as scientific and departmental, regional and first of all methods of program-and-aim planning and administration¹⁶ don't reflect the specific of corporations.

¹⁶ V.A. Irikov, V.N. Trenev, *Dispersed systems of decision-making*, 1999; B.Z. Milner, *The Organization of program-and-target administration*, 1987; G.S. Pospelov, V.A. Irikov, A.E. Kurilov, *The procedures and algorithms of formation of the complex programs*, 1976; T. Santalainen, *Administration of the results*, 1988; V.G. Balashev, S.V. Ildemenov, V.A. Irikov, S.V. Leontiev, V.N. Trenev, *The reformation and conversion of enterprises*, 1998.

The research by E.S. Glamazdin, D.A. Novikov and A.V. Tsvetkov present the reasonability of integration of theoretical-and-play and optimizing models and methods of building of mechanisms of the administration of the corporate programs with the existence in theory of managing of the results of solving tasks of structural synthesis, financial administration and systematic optimization that will let us create a complex of the flexible and effective mechanisms of corporate administration.

The collective of authors defined the task to develop and research effective mechanisms of the synthesis of system and operational approaches to the effectiveness including also corporate programs on a high organizational level.

The paper work of D.A. Novikov and A.V. Tsvetkov “The Mechanisms of functioning of organizational systems with dispersed control” contained results of research of theoretical-and-play models of the administration of organizational systems with dispersed control included linen, matrix and net structures of administration.

The monograph “The phenomenon of investment-and-construction complex or how to keep the state construction complex in a market economy” analyses the effectiveness of administration of the corporate structure and also of holding, and that essence was considered in a special chapter.

This analysis of the effectiveness of systems of administration in demand is a case of building or reorganization of holding (or others multi-elements organizational systems) structures.

In spite of the interest in measuring business units, the question of the implementation of measuring systems of effectiveness in holding companies lead to different disputes. But new approaches to effectiveness of corporate centre in holding, effectiveness of solving internal disputes of managers of the corporate centre and chiefs of business units, approaches and principles of estimation of effectiveness of corporate structure, problems of running of holding are being developed currently.

Also the authors note that there is not any unified methodological approach to the research of organizational systems as multi-level systems with hierarchical structure.

The problem of the effectiveness of organization itself and its multi-elements organizational systems is considered as “systematic” effectiveness without “operational” effectiveness.

If in the theory of the effective administration of the complicated economic and social systems there is tendency to multi–elemental organizational systems (including holding) but in a system of education of federal and regional level, the theory of the active systems almost doesn’t consider the organizational-and-administration system equal to holding.

When we mention models and mechanisms of the administration in education the theory traditionally isolates the educational department of pedagogics. We can define three blocks. The main block is papers contributing to the theory of measures and methods of statistical processing of the results of pedagogical experiments.

We can note that currently the theory of effective administration of complicated economical and social systems as an active and developing tendency is gathering pace.

But in general the theoretical concepts and methodological approaches to estimation of effectiveness with its indicators recently went out to the organizational level of a region and holding.

The main problem of the practical and theoretical experience of administration of multi-elemental organizational systems and administration of its effectiveness is a specific of the education.

«The main task of every holding is an increasing of economic effectiveness of the organization aimed at getting maximum profit and its use for getting more profit». In a commercial sphere the effectiveness is measured by economic effects in contrast to administrative effects in the sphere of administration of education.

It makes methodologies and indicators for measuring the effectiveness, in the sphere of economic theory of administration, of unfit indicators of monitoring of administration of territorial system of education.

Summary

Paper presents the analytical observation of articles dedicated to using the methodology of complicated multi-elements organizational systems for the estimation of effectiveness of territorial production structures. It made a conclusion about isomorphism of territorial system of formation of multi-elements territory dispersed predication structure of holding type. The boards of introduce methodologies and indicators to measure effectiveness in such business spheres as development of indicators of the effective administration of the territorial system of education.