

TERRITORIAL EDUCATION SYSTEM AS A "HOLDING" TYPE OF STRUCTURE: QUESTIONS OF THE ESTIMATION OF EFFICIENCY OF CONTROLS

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The state-of-the-art review of the publications, is devoted to the presentation to the use of methodology of complex multielement organizational systems for an estimation of efficiency of territorial industrial structures. A conclusion is drawn on isomorphism of a territorial education system to the multielement territorially distributed industrial "holding" type structure. Borders of application of techniques and indicators of measurement of efficiency in sphere of business with reference to development of indicators of management efficiency by a territorial education system are certain.

By the basic complexity in an estimation of activity of an operating overhead it is shown that their activity does not conduct outright to result by which it is possible to fix and measure by means of statistical toolkit. In itself state (or municipal) the operating overhead is the organisation, but it is the organisation which does not manufacture production or services. It makes up and supports functioning of certain mechanisms in subordinated sphere. Hence, it is impossible to estimate activity of such organisation on the basis of degree of satisfaction of the consumer, and the estimation of a condition of status and dynamics of directly subordinated system will allow us to receive the information not about results of activity of body of the state or municipal management, and about effects which are connected with results of administrative activity by indirect and likelihood communications.

Other circumstances demand the account of an estimation of management efficiency by a territorial education system, but that fact is that we deal not with the mono-organization. The territorial administration together with a network of subordinated organisations, actually, represents institutional unit of type of holding.

The holding (from English holding - owning) traditionally is understood as the joint-stock company using the capital for acquisition of controlling interests of other companies for the purpose of an establishment of domination and the surveillance over them.

The economic essence of holding consists in синергетическом effect: the sum of the integrated companies, led by the parent company, reaches the big financial and economic indicators, than the sum

of the equal separately operating companies. The synergy effect is possible only at definitely построенном interaction of the companies when the contribution of everyone is directed on achievement of an overall aim of holding¹.

Positive side of holdings is also one of advantages of a diversification of manufacturing which allows: more effectively to solve problems of renovation of the capital, providing the given process by a constant stream of money resources; to solve commitments of technological reorganisation of manufacturing, "tightening" lagging behind branches to level of front lines; to use scientific and technical potential and it is rational to reconstitute highly skilled experts².

We consider a territorial education system as the organisation, isomorphic to holding (at least, in administrative aspect) proceeding from following reasons.

1) Network structure of a territorial education system. In case of horizontal integration the holding represents the parent company and a network of affiliated companies which are constructed and work equally, as twins; their key distinction is territorial coverage of clients. In case of vertical integration the holding represents the head company and a chain of the branches built by a principle of a full cycle - cultivation, handling, sale, - which are united in a uniform complex.

Considering structure of a network of the educational institutions functioning in territory of district, it is easy to notice tags as horizontal (a network of schools, a network of organisations of a preschool education, a network of organisations of vocational training), and vertical (network ele-

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ments are built by a principle of a full cycle of rendering of services.

2) The Territorial operating overhead education, as well as the parent company of holding, is separated from industrial divisions.

3) The territorial operating overhead education, as well as the operating company of holding, has no own industrial base, is not engaged in actually industrial activity.

Functions of a territorial operating overhead by education consist in determining commitments both for a network of educational institutions as a whole, and for its subsystems (formed by a principle of vertical integration of affiliated companies) and provides subordinated educational institutions with necessary resources for the decision of tasks in view (for achievement of certain results of education which can be considered as the basic service of holding). The special case of resource maintenance is the formation of such mechanisms whose functioning allows educational institutions to provide itself with a part of resources independently.

4) The contribution of each affiliated company is directed to achievement of an overall aim of holding. Thus, by considering management in education and the comparison of this situation with large holding or divisional structures is useful. Comparison with holding is justified because there is a set of manufacturers of the educational services (educational institutions) entering (for example, for a general education case) in territorial municipal holdings which put before them commitments and provide with resources their achievement. Those are included, in turn, into regional holdings. Finally, the last have the federal operating company. At all convention of the named metaphor (federal, regional and municipal operating overhead formation are divisions of corresponding public authorities and local government that is why between them is not present direct), it provides guidance on basic interrelations in management of education.

It is necessary to ascertain that in spite of the fact that in modern economy the holding concerns the most difficult, but often used structures of management, practically all from research accessible to us are limited by organizational-administrative level of the organisation, avoiding difficult multielement organizational systems.

It is represented that in the domestic theory of efficiency of difficult multielement organizational systems, the questions connected with corporate programs are insufficiently worked.

So, for example, results of research of the corporate governance existing for today projects do not consider the full tags of corporate programs. On the other hand, available models and management methods programs, both scientific, and branch, regional and, first of all, methods of program-target planning and management do not reflect specificity of corporations³.

In the research spent by Glamazdin, Novikov and Floral, the expediency of integration of game theory and optimising models and methods of construction of mechanisms of management by corporate programs with existing in the theory of management results in the decision of commitments of structural synthesis, a finance administration and system optimisation that would allow to us create a complex of flexible and effective mechanisms of a corporate governance is proved. Thereby, the group of authors has specified a commitment to develop and research effective mechanisms of synthesis of system and operational approaches to efficiency, including at management of corporate programs at the higher organizational level.

Higher organizational-administrative level, rather than organisation level, in modern conditions has appeared is claimed by managers of all spheres. New approaches to level of management and efficiency have demanded new theoretical base. Burkov, Dorohina, Balashova in "Mechanisms of the coordination of corporate interests" attempt to describe the basic mechanisms of the coordination of corporate interests is undertaken, to research their properties and to make recommendations about application of these mechanisms in corporate governance practice. Authors have tried to specify a direction of roads of the decision of a commitment of system of the corporate mechanism of management - the coordination of interests of participants of corporate relations.

For organisation borders there was Novikov and Tsvetkovs in "Mechanisms of functioning of organizational systems with the allocated surveillance". Work maintains results of research of game theory models of management of organizational systems with the allocated surveillance, including linear, matrix and network structures of management. Considerable attention is given to studying important special cases of interaction of participants of system - to commitments of stimulation, determining of a management efficiency of organizational systems, etc.

In the monography "The Phenomenon of an investment-building complex or as the building com-

plex of the country in market economy” there is an analysis of management efficiency by corporate structure, and also the holding which essence is considered in the separate chapter.

More often the analysis of efficiency of control systems appears claimed in connection with creation or reorganisation holding (or other multielement organizational systems) structures. Quite reasonably it is possible to consider thereupon Gorinova. E's approach - to analyze efficiency of control systems in each of the holding companies, taking for a basis the most effective, and then “adjusting” to it the others. Even more sharply this commitment costs in case of forming of the centralised control system and at merge/absorption operations.

However, despite obvious interest (about measurement of efficiency of business units (the mono-companies) it has already told much), the question of introduction of systems of measurement of efficiency in the holding companies still causes sharp disputes. Nevertheless, today's approaches to an estimation of efficiency of the corporate centre in holding, efficiency of the permission of domestic disagreements of managers of the corporate centre and heads of business units, approaches and principles of an estimation of efficiency of corporate structure, a problem of management by holding specificity of organizational structure of holding, are actively developed.

Last direction has found reflection in the monography “Optimum hierarchical structures”. Authors have specified that hierarchy of structure, that is specified соподчиненность elements and subsystems, is the major property of organizational system (it is determined by dependence of organizational efficiency in connection with system of the organisation of administrative levels of system). It is proved by domestic practice of last decade which demonstrates influence of structure on efficiency of the organisation.

Authors ascertain that is not created yet the uniform methodological approach to research of organizational systems as multilevel systems with hierarchical structure.

In the domestic theory the efficiency problem, both of the organisations, and multielement organizational systems, is considered - “system” efficiency separately from “operational” efficiency. It is visible from the numerous research above. The systems approach in the research, capable to unite both approaches to understanding of efficiency, is

realised poorly, in few works, as, for example, in the book “Management of efficiency and quality. The modular program”.

One of such examples is Gubko in “Management of organizational systems with coalition interaction of participants”. The present work is devoted research of commitments of management by organizational systems with coalition interaction of participants, including, development of effective mechanisms of stimulation in fan and matrix organizational structures, mechanisms of allocating of a resource and mechanisms of making up of railroad train of organizational systems.

Other example of the new approach in research shows Bandurin⁴. In the monography problems of activity of domestic and foreign corporations are analysed, the complex of actions for creation multilevel, multistream scaled system of a corporate governance is offered, various aspects of activity of corporation, such as are considered: quality management, attraction of additional sourcings, legal adjustment of activity of corporations. The author in detail researches methods of an estimation of efficiency of activity of corporation, its expenses. The separate section is devoted essence of criteria of efficiency and management methods by the corporate property, criteria of efficiency of use of the corporate share holdings which are in the corporate property. The estimation of efficiency of use of objects of the real estate is spent.

If in the efficient control theory difficult economic (first of all) and social systems shift towards multielement organizational systems (including holdings) in an education system at federal and regional level, the theory of active systems does not consider almost organizational-administrative system of the level similar to holding was designated.

Even so far as concerns models and management mechanisms in education, the theory traditionally becomes isolated either on educational institution, or on pedagogics questions. Thereupon, if to address, for example, mathematical modelling of administrative systems in education (results of use known for today in pedagogics of mathematical modelling), it is possible to designate conditionally three blocks. Most large-size blocks are the works devoted to the theory of measurements and methods of statistical handling of results of pedagogical experiments.

The second block is represented by the works using the device of the discrete mathematics (first

of all - theories of graphs) for construction of models of optimisation of educational process - determinings of number, railroad train and sequence of studying of training courses. Here it is possible to carry conditionally works on optimisation of the maintenance of training.

The third block models make, acquisitions of knowledge describing dynamics, makings up of skills. Also interest to such aspect as management of an educational network or an educational complex as organizational system recently has sharply increased. Too few of total number of the theoretical research considering an educational network of region/area as a certain difficult system of educational holding, it is possible to carry Novikov and Glotov monography "Models and management mechanisms educational networks and complexes".

Work maintains discussion of specificity of educational networks and educational complexes as organizational systems, and also main principles and mechanisms of management of them. For this purpose from positions of the modern theory of management universal models of an educational network and an educational complex (their railroad train, structure and functions are detailed) are entered, objects of management are determined and the basic functions and management mechanisms are listed. The basic method of research is the mathematical modelling consisting in development of formal models of educational complexes, allowing us to describe their condition status depending on operating influences and, hence, to solve a management commitment - search of such admissible operating influences which will reconcile an educational complex in demanded (effective from the point of view of an operating overhead) a condition status. Educational complex authors name the form of the organisation of educational systems as consolidations of organizational integrated educational institutions realising a complex of interconnected educational programs of various levels. Thus, the basic difference of an educational complex from an educational network consists in higher degree organizational (including resource) integration and interrelation of realised educational programs.

Besides organizational integration, authors designate industrial-educational both scientifically-educational holdings and educational complexes. Consolidating of educational institutions in an educational complex can occur to a regional (territori-

al) tag and on the uniting base organisation (educational institution) which the university, as a rule, is. In the latter case the educational complex is called as a university complex.

However, this work, as well as another - "Models and mechanisms of management of developing of regional educational systems", has especially conceptual character. It is possible to notice that today the efficient control theory difficult economic (first of all) and social systems as the active and developing tendency grows. But as a whole, theoretical concepts and methodological approaches to an estimation of efficiency and its indicators only left recently on organizational level of region and holding.

The main problem in the appendix of available practical and theoretical experience of management of multielement organizational systems and managements of efficiency, at the organisation of difficult holding systems in sphere of management of education, is specificity of the last. "The primary goal of any holding - increase of economic efficiency of the organisation for the purpose of reception of the maximum profit and its use for reception still *большой* profits". Efficiency, anyhow, all the same is measured in commercial sphere first of all by economic benefits, unlike administrative effects in sphere of management in education which are less predicted and not always give in to exact measurement and determining.

It turned out techniques and indicators of measurement of efficiency in sphere of the economic theory of management unsuitable with reference to development of indicators of monitoring of management by a territorial education system.

¹ *Tarelkina T.* Holding management // Food industry. 2002. №3.

² *Asaul A.N.* The phenomenon of institutional - construction complex: how to save the construction complex of the country in market economy [Electronic resource]: monography. <http://www.aup.ru/books/m65>. P. 103-104.

³ *Irikov V.A., Trennev V.N.* Distributed systems of decision making. M., 1999. *Milner B.Z.* Organizing the programme management. M., 1987; *Pospelov G.S., Irikov V.A.* Program planning and management. M., 1976; *Santalinen T.* Results management. M., 1988; *Enterprises reforming and restructuring.* M., 1998.

⁴ *Bandurin A.V.* The activity of corporations. M., 1999.