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The Study of Implementation and Adaptation Processes of Innovative Organization and Economic Management Mechanisms for the Activity of Municipal Educational Institutions

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ABSTRACT

The article deals with implementation and adaptation processes of innovative organization and economic management mechanisms over the activity of municipal educational institutions in Ulan-Ude. There was carried out a retrospective analysis, how the managers of municipal educational institutions perceive the implementation of outsourcing and franchising into the activity. The analysis of perception was carried out as per two aspects: According to the level of current knowledge and according to the degree of acceptance and expectation from the implementation of organization and economic management mechanisms. The possibilities of outsourcing and franchising implementation in municipal educational institutions are considered.

Keywords: Innovations, Management of Educational Institution Activity, Outsourcing, Franchising, Inquiries of Managers, Municipal Educational Institutions

JEL Classifications: I25, I28, O31, O32

1. INTRODUCTION

The “Key Focus Areas of the Government of the Russian Federation for the period up to 2018,” Federal Target Program of Education Advancement for the period from 2011 to 2025, National Project “Education” and regional complex projects of education improvement in constituents of the Russian Federation define the necessity to use the innovative organization and economic management mechanisms for the activity of educational institutions. Absolutely, it is impossible to use all modern innovative organization and economic mechanisms in one educational institution. Nevertheless, at present, the mechanisms of innovative methods use in educational organizations are still not mature, indicating the insufficient development and study of this practice in respect to the sphere of education. That is why

there are the contradictions between the necessity to use modern management methods in the educational institution and non-acquaintance with their implementation mechanisms. Aggressive competitive environment and the increase of coverage with information technologies determine the insistent need to increase the amount of funding. The above mentioned circumstance updates the problem of work efficiency improvement, cost-saving, upgrading. Recently, outsourcing and franchising have become these new and effective management methods. It provides an opportunity to concentrate on key functions of the institutions, to keep the costs down and to reduce the adaptability to new technologies. However, at present, the insufficiently developed legal framework limits the use of these methods in educational institution. Besides, the literary sources mainly describe the use of these methods in respect to the business-sphere.

2. THEORETICAL BASES

The notion “outsourcing” in Russian practice is quite young. For the first time, outsourcing was implemented into practice of real economy at the beginning of 1990; it was based on the use of information and communicative technologies (Sayfieva and Bykadorov, 2006). Initially, outsourcing was implemented by means of handover of such functions, as programming, administration of computer networks, support of information systems. The evaluation, based on the results of 132 managers’ questionnaire survey, reflects quite vague understanding of outsourcing opportunities in the institution’s competitive growth: 20% of respondents proved positive results of outsourcing implementation, plans on further implementation of handover mechanisms of functions, and in other ensuring and supporting processes. 17% of respondents mention the lack of obvious positive results from the outsourcing implementation (Kartukov and Molnina, 2014).

This topic was widely investigated in native and foreign literature. The problems of outsourcing development were covered in the monographs of such scientists, as Anikina, Morgan, Rid, Klements and others. Despite the deep study of the subject matter, it is still far from its accomplishment, it is especially connected with the educational sphere (Anikin and Rudaya, 2009).

In Ulan-Ude, in April of 2013, the Administration approved a decision “Concerning the Use of Outsourcing in Structural Subdivisions of the Administration of Ulan-Ude and Municipal Institutions” (dated 19.04.2013), which deals with terms and notions of outsourcing and outsourcer, defines his purposes, functions, principles, organization of activities to select the outsourcer, monitoring of efficiency and follow-up control of functions, handed over to outsourcing.

Outsourcing is determined by the use of source of one or another resource, external in relation to the institution. The outsourcing model presupposes the handover of the definite list of production functions or business-processes for maintenance to another institution on the basis of contract relations (Tabulov, 2006). A principle of labor distribution presents the economic basis of outsourcing: Redistribution of functions of the main institution is provided due to attraction of the associated entity, named outsourcer, which allows implementing the specialization on definite types of activity to increase the efficiency and profit-earning capacity of the main institution (Materikin and Smetanyuk, 2009).

The outsourcer in the management theory is a specialist company, which provides the outsourcing services (Materikin and Smetanyuk, 2009).

Outsourcing provides an opportunity to optimize the costs, to set free the functional, organizational, human, timing resources for further development of new departures, to strengthen the efforts on the existing problem points (Materikin and Smetanyuk, 2009).

The services, suggested for outsourcing in Russia, frequently involve cleaning services or the services, connected with office

functioning, accounting records maintenance, interpreter, driver (transport maintenance), IT-outsourcing (computer network operation maintenance and information infrastructure), advertising services, security maintenance. Besides, there is an educational outsourcing (Gadzhieva, 2011).

Educational outsourcing is the innovative technology to attract external resources for education and educational technology, which works in new financial-economic practically oriented educational sphere. The necessity to increase the teaching quality on subjects of social and humanitarian sphere, which require the additional informational and behavioral environment, communicative means and technologies faces the lack of training resources and competence of pedagogical personnel. It is possible to solve this problem by attraction of outside companies, working in outsourcing regime. Handover of the part of educational functions to state and private companies and institutions, interested in the growth of educational potential of the country, can be the sample of problem solution. Thus, it is possible to state, that outsourcing is an important chain, optimizing the system (Kuznetsova, 2010).

According to the world experience, there are two main tendencies in modern economy: (1) Restructuring, that means the transformation of organization structures towards decentralization with high degree of self-sustainability in relation to management decision making in the sphere of current operations; (2) integration processes with medium and large business, providing the small business with the access not only to improved technologies, but also providing an opportunity to work under the famous trade label (Gorbunova, 1999).

Today, it is possible to speak for certain, that Russia has formed real possibilities to select such technologies, which provide ordinary business atmosphere and its effective organization. In this respect, the form of activity of market entities, similar to the one, used in global practice on franchising basis, is presented as quite well-timed for Russia.

A significant number of monographs, articles in magazines and periodical press deals with the franchising problem. The economic literature reflects the problems, dealt with the organization, essence and functions of franchising, its types and forms, used in economic activity by the entities of market economy.

Franchising in education presents joint activity of educational institutions on formation of suggestions, production (delivery) and advancement of educational and education-related services and products to the market. At that, the services shall comply with licenses of educational institutions for the educational activity. Accordingly, franchising is a complex of exclusive rights on implementation of educational services under the business name, trademark of franchisor on certain conditions (Borodina, 2015).

The main component of the franchising operation, presenting the agreement between the patent holder (franchisor) and user (franchisee), is the franchise contract (commercial concession). At that, the main condition of franchise contract is the guarantee of quality of educational services (Lebedev, 2006).

The patent holder is the educational institution, carrying out the administrative, academic, information, technological and legal coordination of educational structures (of the user) (Nechitaylo, Pryadilnikova and Kozlova 2013). The users (regional centers) are the individual educational institutions, making a contract of (franchising) commercial concession (Nechitaylo and Gnutova, 2014).

3. PROCEDURE

To analyze the degree of use of innovative organization and economic management mechanisms for the educational institutions, both quantitative and qualitative methods are used in this investigation. The purpose of the investigation is to study the knowledge level and degree of understanding of modern innovative organization and economic management mechanisms by the managers of educational institutions, and to consider the risks of outsourcing and franchising use in the educational institutions.

Under the investigation, the inquiry of managers of the educational institution of Ulan-Ude was carried out in order to specify their knowledge level of modern management methods and degree of their use in organization of educational process. There are 122 educational institutions in Ulan-Ude, involving 59 pre-school educational institutions and 63 secondary schools. A sampling survey of educational institutions was carried out by means of random sampling, with quota assignment as per types in 2012 and 2014. The following methods were used: Standardized secret questionnaire, depth interview and expert survey.

4. RESULTS AND DISCUSSION

4.1. Result 1

The main vector of education development in Buryatia in 2014 was set by the State Program of the Buryat Republic "The Development of Education, Science and Youth Policy of the Buryat Republic" for the period from 2013 to 2020 and the Law of the Buryat Republic "Concerning Education in the Buryat Republic." Accordingly, the main task of the Government of the Buryat Republic is to increase the quality and availability of education. The implementation of this purpose presupposes the solution of priority tasks, the first of which involves the provision of innovative character of basic education, including the renewal of structure of educational institutions in compliance with the tasks of innovative development, provision of salary increase for the personnel of the educational institutions in dependence on quality and results of their labor up to the level, compared with the salary level in the sphere of economy and above (Education and Science in the Buryat Republic, 2012).

The problem of education quality is the key one in strategic planning of educational policy. As per the Indicative Plan of the Government of the Buryat Republic for the 2014, all 47 indicators of the educational sphere are carried out. Nine indicators of them are related to the carrying out of "May Decrees" of the President of the Russian Federation (Education and Science in the Buryat Republic, 2012).

The amount of finance of the Republican budget, intended for the branch "Education" in 2014, constituted 10 282.0 mln. rubles, growing by 7.1%, as compared with 2013 (Education and Science in the Buryat Republic, 2012).

The increase of funding is connected with the attraction of finance from the federal budget - 497.9 mln. rubles, including 414.7 mln. rubles for updating of regional pre-school systems, 54.6 mln. rubles for implementation of measures of the Federal Targeted Program of Education Development, 28.6 mln. rubles for the implementation of measures of the Federal Targeted Program "Dwelling" (Education and Science in the Buryat Republic, 2012).

As of January 1, 2015, pre-school education in different forms was received by 53871 people or 57% from the total quantity of children from 1 to 7 years old; 46648 people from them are from 3 to 7 years old; the availability is 85.5% at planned value of 85.4%. As compared to the similar period of the previous year, the growth of value was 4%. The waiting list for the place in the kindergarten is 7 901 people aged from 3 to 7. The decrease of the waiting list is 30.9% (as of 01.01.14 r. 11442 people.) (Education and Science in the Buryat Republic, 2012).

In the system of general education, there are 479 general educational institutions, where 125.3 thousand of pupils get knowledge. At present, 82% of schoolchildren of the Republic are taught in conditions, meeting all modern requirements (Education and Science in the Buryat Republic, 2012).

Key priorities in development of municipal educational institutions is the growth of teachers' salary, their motivation for effective and creative work. It is planned to continue the work on implementation of electronic educational environment in schools, on reflection of the bases and results of activity in the school websites, in the site www.bus.gov.ru, on implementation of take-a-number system in pre-school education. Thus, financing, development of infrastructure of the system of educational institutions and other forms of material support allow speaking about the presence of all required conditions for the improvement of education quality. The sufficient conditions are connected with the innovative management forms, implemented into economy management practice (A Review of the Best Practice of use of Measures on Competitiveness Development at Regional Level, 2014).

There is an agenda in the school practice about the implementation of such management, which would fully contribute to the development of educational process and become a factor of the educational institution shift to the new qualitative level. There is a need in management, providing the development of pedagogical process, student, teacher's professional and personal qualities, and the content of management activity in new social-economic conditions (Borodina, 2015).

The guarantee of this correspondence presupposes that the managers and collaborators have the relevant knowledge, skills and working methods. The development and use of different instruments of administrative management provides the institution with an opportunity to achieve the goals.

It is difficult to speak about the development without the stability in finances, material base, without definite politics in education, reflected in regulatory documents, administration rules etc. That is why it is important for the manager to select proper management methods. In this connection, we carried out the analysis of managers' adaptation possibilities to innovative organizational and economic management mechanisms for the activity of municipal educational institutions in 2012 and 2014.

The analysis of questionnaire results in December of 2012 among the managers of educational institutions of Ulan-Ude, aimed at revelation of knowledge about modern management methods and investigation of possibilities of outsourcing and franchising, showed the following:

1. 100% of managers provided the information in the inquire form, that they use modern management methods; at that, neither of managers changed the management functions, principles and methods in regulatory local acts. They mainly use the standard management methods.
2. 100% of managers have the information about outsourcing and franchising. At that, only 10% of managers have the information about the definition, peculiarities, differences of one method from another one, etc.
3. 40% of managers planned to use the outsourcing and franchising methods in their activity. At that, 60% from 40% of managers consider the use of outsourcing and franchising methods to be ineffective in modern conditions.
4. 2% of managers have the information about the outsourcing of educational services, and neither of managers have the information about possible franchising products.
5. 75% of managers consider, that the main risk factor, when using outsourcing and franchising, is the existence of "opposition inside the institution."

In whole, it is possible to state, the if the financial-economic activity and resource provision comply with standards, then business conduct provides an opportunity to say, that the managers have not considered the educational organization as some business-system, where the business shall be organized; it shall be the process, reflected in main economic documents. It would seem, that the most resolved problem in the sphere of personnel quality, on the one hand, is the increase of qualification, stability of main staff, satisfaction at the sufficient level (in compliance with the three-point system, it is evaluated from 1 to 2 points), but on the other hand, both qualitatively and quantitatively, the decrease of motivation in innovation implementation is traced, as well as some "weariness," mainly conditioned by the stagnation of pedagogical staff. It is also possible to mention the fact, that the managers, even the ones of long standing, imagine the system of traditional methods vaguely (economic, administrative, social-psychological), not taking into consideration non-traditional ones.

Under the execution of indicator on implementation of May decrees of the President of the Russian Federation, the general educational institutions had to preserve the correlation of 70:30 in salary of pedagogical and other staff. Besides, the expenses on junior personnel are accepted as ineffective for the educational institution, and the average monthly salary was not in compliance

with the average per economy. Optimization of staffing positions in the period from 2008 to 2011 partially solved the problem. Besides, the reduction of positions of education psychologists in 2012 in the majority of educational institutions resulted in the growth of illegal actions, suicides among the young people and conflict situations between the participants of educational process. That is why, the Ministry of Education and Science of the Buryat Republic and the Education Committee issued the normative acts with recommendations to introduce the positions of education psychologists in educational institutions. The same situation can be observed with the teachers of Buryat language, social pedagogues. However, the problem of provision of respectable salary in conditions of unchanged budget, what means meeting the requirements of educational institution in labor power, has been preserved. Thus, there is an acute need to implement new management methods. In September of 2013, the outsourcing services were suggested by the municipal institution "Economic and Operating Team" (EOT); general educational institutions of Ulan-Ude were the clients. As a result, 1100 positions of junior personnel were given to EOT. The situation analysis allowed assuming, that the removal of junior personnel from the staff of educational institutions will provide the execution of tasks.

At 2013 year end, the analysis showed that the indicator "the correlation 70:30" in the sphere of education in Ulan-Ude is executed in whole. The funds of GosStandard in general educational institutions were aimed only at teachers' labor compensation; the average salary of this category of workers for 2013 was equal to 24701,3 rubles (24426 rubles was planned). Alongside with that, the analysis of situation revealed the number of problems both in the outsourcer (EOT) and the general education intuitions in the part of labor legislation fulfillment:

As per the article 57 of the Labor Code of the Russian Federation, the labor contract lacked the paying conditions (salary payment dates); work environment (provision of protective means, work clothes and other work peculiarities), the length of annual paid leave (the article 115 of the Labor Code of the Russian Federation);

- Medical examination (the article 69 of the Labor Code of the Russian Federation);
- Compliance with the requirements during handling, delivery and storage of personal data (the articles 86-89 of the Labor Code of the Russian Federation), presented in the timesheet by the employee of the educational institution and their handover to the EOT employees;
- Minimum rate of labor payment (the article 133 of the Labor Code of the Russian Federation).

It shall be specially mentioned, that in compliance with the Federal Law, dated 19.06.2000 No. 82-FL (revision, dated 02.12.2013) "Concerning The Minimum Rate of Labor Payment," from 01.01.2014, the minimum rate of labor payment equals to 5554 rubles per month. In compliance with the article 315 of the Labor Code of the Russian Federation, labor payment in the regions of Extreme North and regions, equal to it, is executed using regional premium rates and percentage salary increments. Based on the above, the salary of EOT workers, fully worked-out the standard working time and made the labor norms not less

than minimum rate of labor payment, increased by the regional premium rate and percentage increment, was equal to 8331 rubles from 01.01.2014. At that time, when the salary 6693 rubles was factually paid, as in 2013 this sum was in pledge for salary payment. Namely, the outsourcer company (EOT) was initially organized wrongly financially, the business-process did not reflect modern requirements, resulting in low satisfaction of staff with labor payment. Besides, neither regulatory document reflected the side, which would control the quality of the executed work, as well as the expenses on provision of staff with protection means, medical examination (the Decree of the Ministry of Public Health and Social Development of the Russian Federation, dated 12.04.2011 No. 302n concerning the approval of list and medical examination rate).

4.2. Result 2

The analysis of questionnaire results in January of 2014 among the managers of educational institutions of Ulan-Ude, aimed at revelation of knowledge about modern management methods and investigation of possibilities of outsourcing and franchising, showed the following:

1. 60% of educational institutions use outsourcing, only 30% of them see the objective use from the outsourcing use, 40% are not ready to provide the evaluation, 30% of managers have the negative attitude;
2. From 60% of educational institutions, using outsourcing, 100% of institutions use the outsourcing of cleaning services or the food related services for the students. The educational institutions do not consider other possible variants of outsourcing development (IT-outsourcing, accounting record-keeping outsourcing, educational outsourcing etc.);
3. 100% of managers have some knowledge about the outsourcing of educational services, but they do not plan to use them in nearest time. The lack of information about directions, possibilities and mechanisms of implementation of such kind of service are named as the main reason.
4. 2% of managers use franchising;
5. Among the main reasons, impeding the advancement of outsourcing and franchising, were named the following ones: "Insufficient qualification of specialists" (20%), "high price policy" (40%), "opposition inside the institution" (50%), other reasons (30%). Besides, the following problems were revealed: Insufficient development of legislation base on outsourcing and franchising, lack of work experience, lack of information about these methods.

The state of franchising implementation problem shall be specially mentioned. If outsourcing is an acute necessity, the realias of today's world, then, from our point of view, franchising is the future of education. Franchising can contribute not only to the increase of quantity of the provided educational services and to increase of their quality, but also promote the increase of general competitiveness of the educational institution.

The results of discussions with the managers were proved by the data of inquiry forms and expert survey about the fact, that franchising is not widely spread. The main problems, that constrain the franchising development, can be classified as per the reasons

of their emergence: Economic, procedural and institutional, social and psychological.

1. Economic problems:
 - Franchising requires stability and predictability of economy (40%);
 - Lack of the required start-up budget to be included to the franchising system; complexity, and sometimes impossibility to get credits for the start-up budget (100%).
2. Procedural and institutional problems (difficulties in registration, provision of productive capacities, subjective understanding and interpreting of legal acts on the part of local government etc.) (40%). Russia still does not have the legislation, regulating the franchising relations in education.
3. Social and psychological problems. They involve:
 - The lack of proper experience (80%);
 - The lack of decent respect to the intellectual property (100%);
 - The fear of educational institution to lose independence (80%).

Certainly, the majority of problems is firstly connected with economic instability, and with weak training of managers, who does not have the sufficient base of economic and management knowledge in the studied sphere. naturally, the considered problems cannot be analyzed separately, they are intercorrelated and have the multiplicative effect to some extent.

5. CONCLUSION AND SUGGESTIONS

Thus, the executed investigation showed the following:

- The implementation of innovative organization and economic management mechanisms in education started - outsourcing, as a method to satisfy the requirements of educational institution in labor force of different categories, began to be used;
- The process of outsourcing implementation revealed unsolved problems: The regulatory basis is not developed, the finance relations are not regulated, the partner relations are not set;
- The success of implementation of modern staff management methods is impeded by professional incompetence of managers in the sphere of awareness about the essence of modern management methods and conditions of their use (Kirillova, 2015);
- Franchising, being a method, providing an opportunity to organize the education as business on the basis of well-proven technologies, does not come into use in the educational environment among the municipal educational institutions of Buryatia. However, it requires advanced training in compliance with the requirements of modern society.

Alongside with that, the abovementioned risks can be leveled down, if to take into consideration the following recommendations:

- Generalization of experience of outsourcing and franchising of Russian and foreign business-communities will allow understanding the technologies of its use in education (Methodological recommendations on cooperation of educational institutions 2015);
- Theoretical training of managers on the use of outsourcing and franchising in the educational institution management;

- The work in large franchising, outsourcing system provides the franchisee and outsources with the experience, which he cannot get himself with few exceptions, this experience compensates all other losses.

The executed investigation showed that the use of modern management methods for educational institution to meet the institution's demands in the labor force would be effective, if a set of conditions is observed.

Substantiating the possibilities of the use of outsourcing in the educational institutions, it is possible to distinguish its positive sides, when the institution's demands in labor force are met. Firstly, outsourcing provides the manager with the opportunity to concentrate his efforts on the main activity direction - to provide the specialists' (teachers') quality of training. It is known that many managers do not have the economic knowledge, as their specialized education is psychological and pedagogical. It is better to hand over the functions, not typical of the pedagogical profession, to the specialists, in order they are in charge of the qualitative staff in different spheres.

We studied the possibilities of outsourcing and franchising implementation in municipal educational institutions.

From our point of view, it is necessary to shift to outsourcing according to the algorithm, which involves the following stages:

1. The determination of practicability of handover of the types of activity to the outsourcing;
2. Detailed, thorough analysis of the market of outsourcing services; the evaluation of influence of changing over to outsourcing on the work efficiency of structural subdivisions and executive authorities in whole;
3. The development of description of qualitative and quantitative requirements to the results, planned to be obtained per outsourcing, and the compilation of specifications;
4. The development of requirements to the outsourcer; holding a contest for the outsources selection and making an outsourcing contract with him;
5. The development and implementation of organization, structural, personnel and other administrative solutions, connected with handover of activity types to the outsourcing;
6. The development and implementation of monitoring and quality control system over the services, obtained by means of the outsourcing.

One of the significant conditions of the outsourcing is to develop the conditions of mutually advantageous cooperation. First of all, the participants are to behave as partners with equal possibilities in the use of resources, the use of results and their control (Spiridonov and Agarkov, 2010). Partner relations can be regulated by the following principles: Equal share in relation to the invested resources, equal share in responsibility, the presence of similar levers of influence and control mechanisms, as well as the efficiency of results (Reshetnyak 2010).

The development of the educational institution also presupposes the increase of quantity of the provided services, as well as their

quality increase. It becomes possible due to the franchising implementation. The investigation showed, that franchising has not been implemented by the educational institutions yet (Rettich, 2012; Zhyravskaya and Zhuravsky 2010).

A school, a pre-school educational institution present a company to some extent, the institution, which acts on the market of educational services, and it is subject to real social-economic laws, being situated in the coordinate system of "demand and supply." First of all, the school tried to determine, what services it can "sell." Although there are a lot of best practices and original courses, they do not present the "buyable merchandise." Consequently, there is the second way - to become prestigious due to the franchise buying (Khachatryan, 2010).

1. The school has reviewed the service market - the market of franchises, provided by the educational environment.
2. It has distinguished the most interesting ones on the part of the brand, cost, support and expenses.
3. It has outlined the ways to finance the franchise.

If to analyze the franchises, suggested at the market of educational services, it is possible to state, that they mainly refer to the methods of language teaching, development programs for children from 3 to 6 years old, different methods or programs, aimed at the development of students' creativity. The market almost lacks the programs or methods on the science teaching -mathematics, biology, physics and chemistry.

This problem is slightly developed. We made the first attempts to consider it. We think, that in future we will continue the investigation in experimental direction in order to verify the efficiency of innovative organization and economic management methods in meeting the demands of educational institutions.

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