

EDUCATION MANAGEMENT AS THE COMPONENT OF SOCIAL MANAGEMENT SYSTEM

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Abstract. The essence and structure of the concept of education management as a link of social management system are analysed in the article. Economic, organisational and administrative, social and psychological methods of education management are researched. The classification of social and psychological methods is given. The authors came to the conclusion that management gravitates towards mild indirect methods of influence and is considered, to a great extent, to be the main method of education management.

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Introduction

The change of the key paradigm in the educational space should be taken into account while training administrative staff in modern transforming conditions, as the main point is not only the transition from the command-administrative type to personality-oriented education models, but the urgent need of modernization of the main educational process management vectors that is rejection of rigid vertical social relationships and the transition to subject-subject relationship system. Such changes are taking place at all social institutions, however in the education system they are both complicated and fundamental.

The diversity of educational processes which determine professional activity of education leaders of different levels boils down to one main thesis – modern school needs a professional capable of synthesizing previous experience with the achievements of innovative character in his own administrative pedagogical activity. In this context the problem of analysing the essence and structure of the concept of education management arises.

The Concept of Education Management in the System of Social Management

Education management is a special link component and direction in the system of social management. In fact, social management is carried out due to the ability to influence people through other people (which differentiates this type of management from, for instance, cybernetic, which can be implemented in other feedback systems, for example, in electronic calculating machines – both in personal computers and different automated control systems).

The peculiarity of social management implementation provides the need to influence the consciousness of people which is also carried out consciously. Therefore education, being one of the main means of consciousness formation, must be seen not only as important but also as essential *link* of entire social management system: if people get education then its quality and character determine the way these people can be managed. At least it is applied to the knowledge and competence of people. Value orientations which are taught by the institute of education should also be included here (it was mentioned by John Dewey (Dewey, 2002) while referring to the example of the mutual support of democracy and education). Besides, education teaches special skills, methods and algorithms of thinking and behaviour, which are learnt by people not always consciously and critically, but which are habitually referred to as self-evident things in different everyday situations, including both the object and the subject of social management.

At the same time, it should be mentioned that modern education is inevitably a mass social phenomenon; consequently it is impossible to imagine its functioning as a social institution without the existence of special administrative staff in education system and accordingly the management in the sphere of education is a special component of social management. The distinctive feature which distinguishes such management from social management in general is the following: it does not only influence the educational process more directly but most directly and obviously depends on the educational process as its object of management. Thus, in our opinion, the influence of education on social management in general can be designed with the help of the example of education management, though such influence, naturally, is significantly supplemented by special relationship between education and other spheres of social life – religion, politics, economics, art, etc.

Considering the tendency of modern society to become a knowledge society in which people acquire social significance and importance by the degree of their involvement in certain knowledge, it should be admitted that education management is not only a link in social management, not only its important component, but also one of the priority *tendencies* of modern social management (Valevsky, 2001). It is no wonder that in the developed countries lifelong education has become the norm of life – implementing corrective education people consciously manage both their social status and the status of the others.

Quite a lot of works have been devoted to the issue of management, one of which, namely “Principles of Management: an Analysis of Managerial Functions” by H. Koonz and C. O’Donell, is worth our attention. This work once attracted local researchers’ attention as it was devoted to the practical problems of management and, at the same time, was not overloaded with ideological clichés and methods, which were characteristic of almost all soviet works. But the term “management” used in the title of the book, in our opinion, narrows the problem field of social management to a certain type of ideology and behaviour strategies of the manager. Although, in the sphere of management there are also works that attempt to take into account the scale and perspective of the management issue (D. Hussey, 2001), but still this issue appears to be extraneous for the proper management, which deals with the problem of managing a certain unit of social activity – primarily economic. Whereas, on our deep belief, in the sphere of education each employee, especially the one who performs administrative functions, should consider himself to be a representative of the whole society (if not humanity).

The major part of the scientific literature is also dedicated to management in the sphere of education. This is the subject of research for both Ukrainian and foreign scientists. Available translated works of American researchers are dedicated mainly to the problems of

management at the micro level (Hopkins, 2003), (Kovalskyj, 2003), (Owens, 2003), (Serdzhovanni, Barlingeym, Kumz, Thurston, 2002), sometimes – to the problems of management on the middle level (Apple, 2002), (Monitoring of educational standards, 2003). Russian researchers, in their turn, pay much attention to the macro-level of the education management (Balykhin, 2003), (Tretyakov, Mitin, Boyarinceva, 2003), (Shamova, Davydenko, Shybanova, 2002) – nevertheless, according to the Russian tradition, education is seen as a part of the national policy of cultural expansion (Ilin, 1996). The education management is investigated comprehensively in Ukraine (Viktorov, 2005), (Kremen, 2005), including the context of the state's forming. At the same time, the theoretical and methodological levels of analysis of problems of education management are not presented systematically in our opinion. To overcome this gap we need to find such a perspective of the problem's investigation that will provide its integral and essential consideration.

The nerve of the management system is a number of methods by which it is carried out. It isn't coincidence that the special dictionary-reference book "The methodology of the state management" was published by Ukrainian scientists. This dictionary, prepared by the National Academy of Public Administration under the President of Ukraine, offers such definition of social management methods as: "Social management methods are means of practical realization of the management's functions and structures by affecting the mind, the will of the people, and therefore the behaviour and social activities of specific individuals and groups" (The methodology of the state management, 2004). We can add that only practiced methods reveal those real, not virtual (whatever desired they seemed to be) functions of the certain management system, and also determine the structures that serve these systems. The authors of the dictionary distinguish economic, organizational, administrative and socio-psychological management methods.

In our research, we will partially analyze economic, organizational and administrative methods as well as socio-psychological methods, to the latter of which we will pay more attention to. On the one hand, the educational system in the market society also requires certain, quite specific economic support (combining public finance, private investment and self-provision). It has specific economic functions (from the provision of the country with qualified employees to innovative impulses). In today's globalized world it also represents an administrative organized structure, which through the number of organizational units becomes the world management educational institution. On the other hand, like any other educational system, it primarily appeals to people with their specific socio-psychological characteristics. If in the economy or a particular organization the presence of clearly defined functional duties makes functionally equivalent replacement of one person to another rather painless - even on quite high levels of management, then in the educational sphere it leads to far-reaching consequences – because the identity of a manager plays an important role.

The socio-psychological methods include the impact of management based on the objective laws of social development and the laws of psychology. They are divided into 3 groups: social management methods, socio-psychological and psychological management methods. In education it is difficult to overestimate the importance of socio-psychological and psychological management; some researchers even believe that in education almost all relationships are built on this delicate matter of interpersonal relationships. However, we are deeply convinced that institutional structures generally reflected in funds of social management make an education system successful but psychological and socio-psychological methods play a supporting role.

First of all, in our opinion, if we speak about education, the method of social regulation takes the first place among other social methods. In general V. Afanacyev claims that management begins when the need for regulation appears (Afanacyev, 1981). To differentiate this method from the other ones it is important to define which methods belong precisely to other groups and how they are related to the management method. For example, "New philosophical encyclopedia" gives the basic measurements of multilevel management system of developed modern societies: 1) traditional personal relationships (the family); 2) relations at the workplace; 3) market (competitive) relations; 4) state management; 5) ideological relations and mass media (Myslyvchenko, 2001). Obviously, all the above mentioned management levels are in the educational process management but the state management is considered to be decisive one. However, it is necessary to add that, in our opinion, it is not correct that Myslyvchenko N. H. reduces it to its state function. Actually, a regulative function by means of various methods ranging from the rules of etiquette to public opinion can be fulfilled by different social institutions not only by the state ones.

Let us consider additional methods used in managing education. Firstly, these are economic methods. They dominate neither in education, nor in the society as a whole. These methods used to be widely spread in the industrial society as it was considered to be a big enterprise (from A. Smith (Smith, 1935) and K. Marks to G. Galbrate (Galbrate, 1969), thus education was thought to be its important shop. Modern postindustrial society according to V. Inozemtsev (Inozemtsev, 1998) is mostly post economic. It means that not economic but extra economic factors are decisive in its development. This society is also called informational (Bell, 1986) and knowledgeable. In our opinion in such a society management methods do not have economic character but refer to the same group as social management methods.

First of all, a stepping stone to management on the basis of economic laws requirement realization belongs to economic methods of management. These laws have been obeyed from ancient times and they cannot be replaced: a teacher and a manager have always got a salary and education has always been financed by either an individual or a state. However, in the conditions of market economy these methods, in our view, cannot be considered to be the methods of direct impact as far as there is competition both among students and teachers; therefore, educational demand can be satisfied alternatively.

Nevertheless, it should be noticed that not only economic management methods are applied in the economic sphere itself. It concerns the regulations of economic processes as well, although the authors of the above mentioned dictionary refer the regulation method itself to the social and psychological (not economic) methods of social management. For example, the fundamental monograph "Macroeconomic regulation under the circumstances of fundamental transformation" was published by the same Academy of the state management (Vorotin, 2002). The monograph, referring to the state economic politics of neo-conservatism, describes an active interference of the state in economic processes that has become the usual practice for modern developed countries: "Neo-conservatism, in contrast to conservatism that didn't allow the state interference in the economic life, permits some participation of the state in the macroeconomic regulation of economic activity, although it limits the direct active production role of the state. Under the new circumstances, market and state have started to play an essential role in modern economic regulation supplementing each other" (Vorotin, 2002). Another thing is that this interference is not the result of arbitrariness, "somebody's personal management" that is carried out by separate political leaders or state officials but it is an embodiment of an undivided and consecutive state economic policy. All things considered,

“state (macroeconomic) regulation of the economics is an organizing and regulating effect of the state on market participants’ economic activity for the purpose of its systematization and effectiveness increase” (Vorotin, 2002). It should be remarked that the author of the monograph determines regulation through regulation that is a tautology; yet, in general his intention is understandable and his definition can be taken into consideration while summarizing.

Another group of secondary educational management methods are organizing and administrative ones. Any educational process needs organization, including formal one, especially if we speak about education on the state level. To guarantee such an organization the activity of administrative apparatus is necessary. Among organizing and administrative methods the authors of the above-mentioned reference vocabulary (Methodology of state management, 2004) name three main subgroups: organizing and stability, of administrative influence and of discipline influence. These methods are based on power discipline and responsibility because the main form to apply them is interference in the management to coordinate the efforts of its participants in order to fulfil the necessary tasks. Organizing and stability methods include legislation, regulation and instructions. Methods of administrative influence include orders, resolutions etc. Methods of discipline influence are introduced by discipline demands and responsibility system.

It is obvious that most of the mentioned administrative methods can easily overcome the boundaries of the system of state policy and turn into the part of “hand management” in a certain sphere of social life. For example, from the point of view of logics in the management of economical processes, V.E.Vorotin accepts administrative-judicial influence on the economics as the method of direct interference, moreover, “direct interference is connected with negative consequences, corruption and overuse. (Vorotin, 2002). Though, it doesn’t mean that administration leads to corruption, as the Romans wrote, “ Overuse is not the argument against use”. Vorotin refers to the administrative-judicial influence of the directives which forbid the enterprises or people to do some kind of activities or limit the access to it through giving licenses on this or that kind of it. The same situation is observed in education: both state and private educational institutions go through necessary procedures of licensing and accreditation which seem to be a formal interference in the process of education, but in fact their task is to ensure the high level of educational services. These methods of influence are indirect because they are used with a great but strict periodicity – as the institution has enough freedom and space within the limits of license and accreditation provided by directions of education. In conclusion we can say that economic methods can be referred to indirect methods of influence, and administrative – to the direct ones.

In our opinion, it is not correct to attribute indirect methods of influence on educational institutions only to economic control through monetary and fiscal policy: support or the lack of support of certain institutions and their activities (e.g. giving public or private orders for training for a particular specialty). These methods are, to our mind, the best proof of this, it is also the opinion of the authors of the dictionary-reference book "Methodology of State management", who regard administrative methods as "means of direct influence on facility of management, based on a power regulator (government body or principal) to give orders, guidelines and other regulations and subordinate to duty (specific facility of management) to fulfill them (Methodology of State management 2004).

Although the direct impact is based on these powers, but is not limited to them. Indeed, the law sets the general level of decisions, but can not mean a direct impact, as it doesn’t give any recommendations. Thus, to implement the laws we need to have the so-

called "by-laws" - decrees, orders, etc., which specify and apply the law. The authors of that dictionary-reference book don't distinguish legal methods in the whole structure of methods of social control, partly setting their function on organizational methods, but still mention the method of regulation as "a method of State management", due to which the management of public processes and self-regulation is made by the State "by issuing mandatory regulations and setting legal techniques, tools, ways to influence the state management on society and its components" (Methodology of State management, 2004). Therefore, in our point of view, economic and legal methods of administrative influence should be distinguished.

Conclusions and suggestions

In conclusion, we would like to admit that regulation tends to use gentle, indirect methods of influence, because it is as we suppose the main method of management of education. Indeed, economic and legal regulations are making the outer parts of the educational process, balancing one another - by the public demands for education (economic, but increasingly not only economic ones) and the protection of educational activities from external interventions (mainly economic, but also political and ideological, etc.).

Administrative methods of direct influence on educational activities (licensing, accreditation, identification of educational programs, assessment of knowledge of graduates by external testing, etc.) also perform mainly a regulative function, as don't make the direct intervention into the educational process. However, the possibility of such intervention in any moment can not be excluded, although there should be special reasons for this. In order to understand the true role of regulation as a way of managing the educational process it is necessary to evaluate social management in terms of its integrity, concerning the whole system.

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