

DEVELOPMENT OF MUNICIPAL EDUCATION IN RUSSIA: MANAGERIAL DISCOURSE

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In today's world, when some public priorities are collapsing, while others are claiming global dominance, modernization of education, which is an integral part of socioeconomic reforms, is becoming especially topical for Russia. The process of institutionalization of the ongoing reforms has not been completed. The article presents a new, dynamic, organizational and economic model for managing development of megalopolis municipal education system, which creates conditions for the development of subjects of education and includes normative-purpose, conceptual, scientific-methodological, valuable and substantial, information-analytical, organizational, technological, effective components, general and specific principles. The urgency of the development of this theory is due to a number of contradictions between the needs of social practice in development of municipal education system in a megacity and the absence of a management model that ensures the stability and flexibility of its development. The strategy of managing the municipal education system presented in the article in the context of a megacity represents a combination of functioning, prognostic and advanced development. In the professionogram of modern managerial and pedagogical staff, abilities for creative and innovative activity are actualized.

Keywords: municipal system of education, social and economic reforms, model of management of development of education, institutionality, innovations, professionogram.

INTRODUCTION

The process of modernization of Russian education is an integral part of socioeconomic reforms in the country, which determines a new organizational and economic model of education (Romanov, 2013) characterized by reduction in state presence, competitive environment in education, liberalization of general education, and search for the new forms of government. In spite of the fact that the levels of education management are legislatively determined (Zayats & Posukhova, 2013; Kuznetsova *et al*, 2016; Shaikhelislamov, Shaekhova & Murzalinova, 2016; Kulikova *et al*, 2017; Tchoshanov *et al*, 2017): federal, regional, municipal and the level of educational institutions, and basic delineation of their powers is formalized, the process of institutionalization of the ongoing reforms at each level of management is not completed. The specificity of goals, objectives and management mechanisms with regard to the goals of modernization of the municipal

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education system has not been singled out. The very municipal system is extremely controversial by the size of the territory, by the number of inhabitants and the volume of resources, etc. Municipalities include large sparsely populated areas, and cities with a million inhabitants with complex administrative structure, which encompass large intellectual, production, financial and human resources, which are the centers of innovation (Goremyko, 2010) that form new standards for the comfort of people's lives. However, one of the most significant problems is the administrative identification of such megacities and the management of development of education in them. In particular, the average Russian city includes on average 8 municipal districts, it can also be adjoined by territories that are municipal entities, which (Bezmaternykh & Dolgopолоv, 2016), however, neither territorially, nor in the sphere of organization of their vital activity, cannot be considered in isolation from each other and from a city as a whole (Muranov, 2013).

Such large-scale territorial formations are deprived of levers that are granted to regional government bodies and local self-government.

Currently, the municipal system of education management in a megalopolis does not have a flexible system of advanced training and retraining of professionals in the field of innovation and innovative activities (Nabiyev, 2016; Bayanova & Mustafin, 2016; Valeeva & Biktagirova, 2016; Kalimullin & Utemov, 2016) that effectively implements comprehensive projects for development of education in Russia; regulatory and legal, scientific and methodological, information and statistical, consulting support of experimental and innovative activity has not been brought into conformity; psychological and pedagogical motivation of the subjects of education to perceive new ideas, knowledge and technologies is insufficient, and as a result, the innovative activity of the heads of educational institutions in implementing innovation policy in the field of education leaves much to be desired.

Therefore, optimization of management of the municipal education system in the conditions of a megalopolis is urgent (Muranov, 2013). Solving this problem, it is necessary to ensure the complexity of measures to modernize education by maximizing consolidation of municipal resources, attracting public-management mechanisms, and creating a competitive municipal educational environment in conditions of innovative management (Makarova, 2015).

Therefore, there is a need to develop new theoretical and methodological foundations for managing the development of the megalopolis municipal education system, which ensures the interaction of the state and society.

Despite the considerable scientific and practical potential accumulated in the study of the management of development of the municipal education system (Zakharenko, 2013), it is necessary to underline the insufficient degree of research into the problems of managing the development of the municipal education system in a megacity.

The urgency of development of this theory is also due to a number of contradictions between the needs of social practice in development of municipal education system in a megacity and the absence of a management model that ensures stability and flexibility of its development; the need for timely optimization of the activities of management personnel in the context of innovative changes in the municipal education system and the undeveloped organizational and pedagogical conditions for implementing the model of management of the municipal education system; the high pedagogical development potential that the municipal education system has and the insufficient level of its use as a management mechanism; the need to monitor changes in the development of the municipal education system and the lack of a developed diagnostic and diagnostic apparatus.

The purpose of the research: development of theoretical-methodological, scientific-pedagogical and organizational-systemic bases of management of the municipal education system in a megacity.

LITERATURE REVIEW

The first organizational and pedagogical condition for the management of the municipal education system in a metropolitan area is marketing study of labor market needs and the requirements of employers, normative documents and the organization of a municipal system for upgrading the skills of management personnel.

Advanced training of management personnel is, in the opinion of O. G. Trinitatskaya, T.A. Bezmaternykh, L.G. Zakharova (2016), gaining additional knowledge of the basic specialty and improving professional skills based on the comprehension of one's own activity in the light of the knowledge gained. T.A. Bezmaternykh (2012) notes that at present the state of the system of professional development in most regions can be assessed as critical one. Personnel and scientific-methodical resources of regional institutes for the improvement of professional skills and professional retraining of educators and pedagogical universities should be involved in the work of the municipal training system (Bezmaternykh, 2012).

The system of professional development of administrative and pedagogical personnel across the region cannot always sufficiently take into account the specifics of innovative transformations in educational institutions of different types and kinds, as a result of which management and pedagogical staff are not always able to scientifically substantiate, correctly comprehend and creatively apply certain concepts, forms and methods of cognition, management and design of educational process.

The municipal system of professional development in the conditions of a metropolis is characterized by certain autonomy, independence in the choice of forms, methods and technologies of instruction that are mandatory for management and pedagogical personnel.

Existence of special bodies (for example, the city methodological center of education) which manage training, establishes a certain system of norms and relations within the municipal education system in the megalopolis aimed at achieving and further maintaining the high level of qualification of administrative and pedagogical personnel.

In the period of innovative transformations in educational systems in the process of improving the qualification of administrative and pedagogical personnel, along with educational tasks, a range of tasks related to rendering assistance in the preparation of registration of public organizations is also being solved; determining the points of “imposition” of public initiatives, regional and municipal interests; the search for social partners in the implementation of innovative projects of cultural and educational initiatives.

The system of professional development and retraining in conditions of socio-cultural innovations was based on a system and activity and competence-based approach; group and team ways of working (special attention is paid to the training of educational institutions for innovative activities). Heads of methodical associations and departments, scientific and methodological councils, and creative groups can act as management bodies of the municipal system of advanced training in the megacity. They carry out direct management of the process of training managerial and pedagogical personnel within the municipal education system of a megacity. These bodies of management of the municipal education system in the professional development of administrative and pedagogical personnel conduct an analysis of the state of the level of professional competence, the development of a program and provisions for a system of advanced training in the municipal education system of a megacity.

Special role of the leadership of the municipal education system in the megalopolis is to support the selection of research topics by the pedagogical collectives of educational institutions, to stimulate its search, to support the level of motivation, which creates an internal need for professional development, which becomes an essential feature of each teacher. The components of the municipal system of professional development can be the goals and objectives of the training, the content of the training material, different forms of training (group and individual), as well as problem-creative groups, methodological associations, scientific and methodological council, etc. As shown by the empirical study, each of the components of the municipal education system in the megalopolis should have a modular training program that is related to the purpose of the information material, combines integrated integrative and private didactic goals, optimally transmits information and methodological material, has training terms and implements feedbacks. Creative associations of teachers in the process of professional development in the municipal education system can participate in the development of author and individual programs for teaching and developing

students and teachers; carry out methodical, experimental work, generalize advanced pedagogical experience; partially control the course of training and influence the adoption of managerial decisions.

Organization of professional interaction in the process of developing and implementing innovations in the municipal education system is an effective means of upgrading skills in the context of innovative changes, since it allows both management and pedagogical personnel to expand the boundaries of professional skills, promote new values of education, changing their perceptions of direction and content of professionally-pedagogical communication.

Realization of the second condition is the design of a territorial network educational cluster for the organization of innovative work in the municipal education system. Territorial network educational cluster is a set of educational institutions of various types and kinds that implement innovative projects, modern technologies, development programs in education and possessing a powerful potential for forming a competitive graduate and developing the professional competencies of management and teaching staff. The territorial network educational cluster has the following characteristic features:

- completeness and integrity, the combination of various components of the social sphere in an organized system;
- territorial distribution, since any complex covers a certain social space and has its own configuration;
- complexity of the composition of the cluster, its structure, conditions of functioning and development.

Functioning of the territorial network educational cluster is provided by the purposeful formation of favorable living conditions of the population. For its formation it is necessary to ensure:

- vertical alignment of a single social policy in accordance with the legislative division of powers of all levels of government: federal, regional, municipal;
- horizontal integration of various organizations and institutions of the social sphere on the basis of the development of targeted programs and projects;
- creation of resource support for the functioning of the cluster by forming resource complexes that combine funds allocated to social programs from budgets of all levels and extrabudgetary sources;
- formation of an information and analytical system for the functioning of cluster components, which will ensure an efficient exchange of information between cluster components at various levels of management;
- adoption of normative and legal documents;
- formation of a mechanism for managing a territorial network educational cluster;

- development of basic forms, methods, technologies for implementing the cluster approach in the municipal education system in the megalopolis;
- forecasting effects from the introduction of the model of the territorial network educational cluster of the municipal education system.

At this stage, the effects of the project on the creation of a territorial network educational cluster in a megacity have been identified, which are manifested in the following: 1) increasing competitiveness and development of institutions; 2) increase of innovative potential; 3) stimulating new innovations.

Designing a territorial network educational cluster in a metropolis allows solving not only tasks at the municipal level, but also contributes to the distribution of growth points throughout the region, ensuring the uniformity and balance of spatial development of the metropolis. Designing a cluster structure and creating a system for its development in a metropolis is an intermediate step towards the formation of a modern innovative education system in a megacity. In the face of increasingly complex competition, the participants in the territorial network of educational networks combine their resources to create a new quality of education, to achieve greater effectiveness and to gain access to new technologies and new resources. The result of the activity of the territorial network educational cluster is the diffusion of innovative activity from one subject to another, therefore clusters, as innovative growth points, “bifurcation points”, can become the basis on which an innovative education system can be formed in a megacity.

In the competitive struggle, there is a shift in emphasis from material resources in favor of innovative and intellectual. Innovations become the leading resource for the development of the municipal education system in a megacity, and the ability to provide creation, accumulation, storage and transfer of knowledge and innovations becomes the most important ability of competing subjects (educational institutions of different types and kinds). The process of creating new knowledge is focused in a particular territorial formation, where the learning infrastructure is created. In this situation, the main task of managing the municipal education system is to take into account the prevailing trends and translate all the negative factors into positive ones through various measures, such as designing and adopting an innovative program.

We have developed a set of effective management technologies for working with managerial and pedagogical personnel in the municipal education system, which includes technologies for monitoring the educational system that activate methodological and self-educational activities; technology of socio-psychological training. The following management technologies became the leading ones of such innovations in educational institutions of the municipal system: the assessment center (the complex assessment of the employee by the method of questioning and observation), the master of the command organization (the preparation of project teams and the improvement of managerial qualification), the individual educational

trajectory (the personal path of realizing the personal potential) , the method of projects, the debate (a special type of discussion conducted under strict formal rules); active and interactive forms: educational expedition (learning through live observation and living), simulation game (“exercise simulators” for management), managerial experience essay, public presentation of management activities, master class, tutorial, video lecture, coaching, training, traineeship.

Thus, involving management and pedagogical staff in active research and productive activities, it is possible to implement a strategy of systemic changes not only in the educational institution, but also in the education system as a whole, both at the municipal and regional levels.

RESULTS

Management of the municipal education system in a megalopolis is a strategy that combines functioning, predictive and advanced development. The theory of management of the municipal education system includes:

- basic concepts: 1) “municipal education system of a megacity” is a dynamic structural-level system characterized by relative autonomy, a variety of integrative ties and relations, in addition, in its activities, it focuses on its own concept and development program that realizes innovative sociocultural models, projects, technologies. Such a system is characterized by predictability, openness, anticipation, permanence and constant search for “passionary impulses” in its development; 2) “Managing development of the municipal education system of a megacity” is a focused process aimed at the effective use of innovative functions, management technologies, participatory management mechanisms and ensuring development of the system by adapting the positive experience of the best educational practices, research projects, development programs for coordination and integration the opportunities for implementing strategies and progressive trends in the development of the megalopolis education system; 3) “territorial network educational cluster” is a set of educational institutions of different kinds and types that form a competitive graduate and create optimal conditions for development of professional competencies of management and teaching staff;
- essential characteristics of development of the municipal education system in a megacity: homeostaticity, hierarchy, non-linearity, integrity, openness, instability, emergence, productivity.

Dynamic structural and level model of the management of development of the municipal education system includes the following components: normatively targeted, conceptual, scientific and methodical, valuable and substantial, information and analytical, organizational and technological, and the estimated one.

In conceptual part of the model, general and specific principles for the management of the megalopolis municipal education system are singled out. The general principles include: the principle of democratization, predictability, openness, dialogization, integration, stimulating the activities of management and teaching staff. Specific principles are the cluster principle, which implies the integration of educational institutions of different types and kinds, of different levels according to a sectoral feature; the principle of futurization, which implies the sustainable development of the municipal education system through the implementation of strategies for predicting social processes and advancing in the context of challenges, trends, opportunities and problems, allowing the municipal education system to develop at a faster pace in the face of innovative changes; the principle of discreteness (locality, flexibility, accessibility), ensuring the adaptation, development and implementation of innovative technologies in the management system of the development of the municipal education system.

Organizational and pedagogical conditions for the management of the municipal education system in a metropolitan city are provided by:

- studying the needs of the labor market and the requirements of employers, normative documents and the organization of the municipal system for upgrading the skills of management personnel;
- designing a territorial network educational cluster for organizing innovative work in the municipal education system;
- establishment of a research partnership system with regional authorities, institutions of additional professional education, various institutions of the social infrastructure of the region;
- organization of structures in the management system that provide participatory management;
- use of permanent monitoring in management, which is focused on a specially developed system of indicators, taking into account the specifics of the municipal education system;
- creation of a system of information and scientific and methodological support for management, as well as support for managerial and pedagogical personnel in the context of innovative changes in the municipal education system of a metropolis.

Management of the municipal education system of a megalopolis, first of all, is aimed at developing the professional competence of administrative and pedagogical personnel and is carried out by means of changing management functions, namely: information and analytical, motivationally targeted, prognostic-futuristic, projective, organizational-performing, communicatively-deliberate, control and diagnostic, reflexive.

The main criteria for the effective management of development of the municipal education system are: integrity and stability of municipal system, accessibility and openness of education, provision of resources, efficiency of educational process, safety of educational system.

DISCUSSION

The expansion of the functions of the municipal education system in the megalopolis, the improvement of the content and the conditions of its activity in the conditions of innovative changes entailed changes in the organizational aspect of management, determined the need to search for new forms, methods and technologies of organizational and pedagogical activity that would be aimed at solving non-traditional organizational tasks in the management of the municipal education system in a megacity. In this regard, when considering the issue of conditions, it is necessary to take into account not only pedagogical, psychological-pedagogical or scientific-methodological conditions, but also a set of broader organizational and pedagogical conditions.

By now in the national science of education management there has not yet been revealed an integral set of organizational and pedagogical conditions for the management of the municipal education system in a megacity. This is largely due to the novelty of the very concept of managing the municipal education system of a megacity. The developing municipal education system of a megalopolis is constantly working in the search mode. Management in the municipal education system in a megalopolis is of an innovative nature, in which the processes of making operational decisions on concrete results prevail. The transition to the management of the municipal education system by results will lead to a radical change in approaches to the management of the educational process in the municipal education system.

In the course of the empirical study it was also found that sociocultural innovations create risks in the space of the municipal education system, and they need to be taken into account when building a model of management of the municipal education system in order to obtain developing effect.

The first group of pedagogical risks is connected with the factors directly arising in the municipal educational space of a megalopolis and is conditioned by the organization and implementation of innovations by pedagogical and management personnel (Muranov, 2013).

The second group of socio-psychological risks is caused by inadequate readiness of all subjects of the municipal education system to innovate and carry out reforms, as well as the congestion of managerial and pedagogical personnel, and as a result, lack of motivation, flexibility, mobility, reflexivity, with a predominance of rigidity in the conditions of innovative changes (Bezmaternykh & Dolgoplov, 2016).

The third group of financial and economic risks is associated with inadequate financing of the restructuring of the municipal education system (Makarova, 2015).

The fourth group of organizational and managerial risks is related to the lack of a proper set of legal documents that allow functioning, developing, and regulating activities of management of the municipal education system in a megacity, as well as inconsistency in the actions of the subjects of management (federal, regional, municipal) in determining goals, objectives, results of the quality of education and inefficiency of using resources of the municipal education system.

A complex of management technologies is used to effectively manage the municipal education system:

- design technologies;
- technology “Assessment Center” (assessment center) “assessment in the case”;
- technology “Imitation Game” (also known as “microworlds”);
- technologies “Individual educational trajectory”;
- technology “Coaching”;
- technology “Master of the command organization”;
- training;
- tutorial.

To improve the skills of managerial and pedagogical staff of the municipal education system in the metropolitan area, the technology of the Assessment Center is used (Panina, 2015).

During implementation of the technology, we developed and tested the following evaluation procedures;

The method of “360 degrees” (or the method of a circular evaluation for the following parameters of management activities:

1. Effectiveness of management.
2. Self-assessment of manager’s professional and personal potential.
3. Art of management.
4. Management style.
5. Communicative control.
6. Creativity
7. Satisfaction with work.
8. Motivation for success.

Methodology “Group discussion”; methodology “Brainstorming”; methodology of “Public Presentation”; methodology for implementation of individual tasks; methodology “Interview”.

This technology has shown its effectiveness in conditions of professional development in the municipal education system in a megacity.

To improve the effectiveness of the management system, improve the management-education of the modern leader, his professional growth and innovative development, a system of information and scientific-methodological support of innovative management of education was created. The project is aimed at solving the problems of theoretical substantiation and scientific and methodological support of the modern stage of modernization of Russian education by obtaining new knowledge in the field of education management and in the development of professional competence of managers of innovative education.

Stimulation of innovative development of the municipal education system in a megalopolis implies allocation of a system of criteria and indicators for assessing the effectiveness of the organizational and managerial model of the development of the municipal education system. *Criteria and indicators* act as a guarantor of objectivity, trust, responsibility and reliability of the organizational and managerial model of the development of the municipal education system to ensure its quality. Since the quality of education is a multisubject category, in the process of developing a criterial system for its evaluation, it is most expedient to consider all the activities of an educational institution, administrative and pedagogical personnel studying.

For an objective assessment, it was necessary to formulate criteria for the effective management of the development of the municipal education system in a megacity, select the indicators that characterize them, and establish the correspondence of the actual indicators to the criterial (threshold) values that correspond to the notion of “effective management”. A set of indicators allows you to analyze the level present, identify sufficiently and insufficiently developed indicators and, based on the information received, determine the management steps to correct the management process of the municipal education system of a megacity.

We singled out five criteria: the integrity and stability of the municipal education system; access to education; resource security; productivity of the educational process; safety of the educational system. Each criterion corresponds to certain indicators.

Management of the municipal education system of a megacity, which is in the development mode, can be characterized by the ability:

- to create conditions for the development of the municipal education system;
- to move from administrative to strategic, program-target management;
- to ensure the forecasting of the development of the municipal education system of a metropolis by creating a territorial network educational cluster that unites educational institutions that implement innovative projects;
- to carry out scientific and methodological support of innovative activity of educational institutions and coordination of their activities;

- to ensure the guaranteed quality of education by creating a system for monitoring compliance with the state standard, examining the activities of innovative educational institutions;
- to create regulatory and economic guarantees for the free development of the municipal education system.

The traditional system of municipal education management was based on a rigidly centralized system that successfully solved the problems of ensuring the stable functioning of education, but could not effectively manage its development under the conditions of innovative changes. In the course of our study, the distinctive features of the municipal system have been identified, aimed at finding ways to meet the educational needs of different categories of students and parents, implementing different levels of educational programs in educational institutions of different types and kinds, creating conditions for free choice by parents and students of the content and forms of education, taking into account demographic, socio-cultural and production factors.

Ensuring the further development and self-determination of educational institutions as the necessary for the megalopolis educational structures, will facilitate their unification into a single polyvariant educational space in which the education system is built in accordance with the peculiarities of the sociocultural situation, the educational needs of students and parents, quality education is provided in accordance with state standards and satisfies individual requests in the form of additional education.

The prototype for creating such a space is the activity of educational and scientific pedagogical complexes “school-university” in the municipal education system (Romanov, 2013). The employees of the higher school are jointly directed to update the content of education (Nabiyev, 2016), to master and develop new pedagogical technologies, non-traditional educational systems, attractive for students and parents.

Conjugation of the concept of innovation with municipalization makes it possible to create an educational space for the development of all subjects of the educational process, it gives a new semantic quality and denotes the ability of the municipal education system to continually renew itself, create free educational zones, foci of a new pedagogical culture, innovative experimental sites.

The renewal of the municipal education system is facilitated by the implementation of innovative projects, stimulation of scientific and pedagogical experimental work in educational institutions, expert evaluation of innovations (Goremyko, 2010). As shown by our study, the self-development of the municipal education system largely depends on the ability to authorize pedagogical experience and, at the same time, to master new mechanisms that ensure financial and economic independence. The development of the municipal education system should be promoted by the revival of historical, cultural and ethno-cultural educational

traditions that determine its uniqueness and originality. The main characteristic of the municipal education system of a megalopolis, its system-forming component should be the joint educational activity of the cumulative subjects of education, the unity of which is ensured by a common understanding by all participants in educational processes.

An important role in the management of the municipal education system is played by the theoretical justification of the type of education. The personal development education became it. (Bondarevskaya, 2014). This type of education is an alternative to the traditional one: it presupposes variability; choice of various educational opportunities depending on interests; development of creative abilities of everyone; support of giftedness; psychological and pedagogical correction and other necessary conditions that ensure the humanistic orientation of the educational process.

An analysis of the experience of updating educational institutions in conditions of a formative experiment shows that ideas of personal development education can be realized in educational institutions of various types and at different educational levels. The processes of renewal of general education institutions (Klepikov, 2013) in the municipal education system of the megalopolis give grounds to assert that the installation for personal development education contributes to the further development of the new educational infrastructure and the following types of educational institutions:

- general secondary school of mass type;
- humanitarian gymnasium;
- lyceum;
- school-center for the development of education of a certain type;
- school, the specifics of which are determined by the technology of education used;
- special schools for children with intellectual disabilities, etc.

The proposed nomenclature of schools of a new type in a megacity is diverse. The orientation towards the individual involves setting the diagnostic goals of education (Bulankina, 2013), i.e. such goals, results, the achievements of which can be measured and compared with state educational standards (Bondarevskaya, 2015). Improving the quality and development of regional and school components is becoming an essential condition for the management of the development of the municipal education system. The reliance on progressive tendencies and peculiarities of development of education in the megalopolis has progressive tendencies, among which the strengthening of links between higher and secondary comprehensive schools, the development of educational and scientific-pedagogical complexes, the joint work of teachers of higher and secondary schools in an innovative mode are of decisive importance. Modeling of educational zones

(microdistricts), which constitute the basic structural components of the municipal education system in a megacity, should be a priority for the management of the development of the municipal system. In view of these tasks, the long-term (strategic) goals of the functioning and development of the city's education system are formed in the system of managing the development of the municipal education system, reflecting its mission and acting as benchmarks for all its constituent institutions and subjects of the educational space.

On the basis of a comprehensive analysis of the socio-cultural and educational situation in the megalopolis, we have identified progressive trends in the management of the development of the municipal education system, contradictions and peculiarities, which made it possible to outline key priorities in educational policy:

- creation of a comprehensive educational space for a megacity;
- updating the content and technologies of education on the basis of deepening innovative processes;
- social protection of subjects of education and the sphere of education;
- transfer to the new legal space of the entire education system.

A significant characteristic of management is the support of innovative processes in educational institutions and stimulation of pedagogical creativity of managerial and pedagogical personnel, the increase of competitiveness in the new conditions of the development of society.

In the conditions of innovative activity of the municipal education system, it becomes relevant:

- 1) meeting the needs for forecasting development prospects;
- 2) expansion of the independence of educational institutions;
- 3) use of the research approach in management.

To do this, it is necessary to create a bank of innovative ideas, technologies and mechanisms for managing the development of the municipal education system in a megacity.

Management of the municipal education system in a metropolis is a strategy that combines functioning, predictive and advanced development.

We have identified the leading trends in the management of the municipal education system in a megacity (Bezmaternykh, 2012). This equal co-existence of two management strategies - traditional and innovative, is caused and reinforced by the fact that the educational institutions of the municipal education system are provided with ample opportunities and rights, including the right to create experimental sites and author schools (Chudina, 2014). Dynamic development of municipal education system – orientation to one's own interests and needs, openness, consideration of educational needs and expectations of different social

groups. Development of various forms of network interaction and creation of territorial educational clusters. Actualization of abilities for creative and innovative activity in the professionogram of modern management and pedagogical staff (Zayats & Posukhova, 2013).

This strategy is based on a set of principles, including: general and specific principles of management of the municipal education system in a megacity. General principles include democratization, predictability, culture and appropriateness, openness, cooperation, integrativity, stimulation of the activities of managerial and pedagogical personnel. Specific principles include clustering, futurization, discreteness, relevance, deliberation, transversality, participativeness.

The organizational and managerial model of development of the municipal education system in a metropolis includes the following components:

- normatively targeted includes the purpose and tasks of creating organizational and pedagogical bases of management that create conditions for the professional and personal growth of management personnel; realization of individual professional and educational routes, trajectories of development of professional competence of administrative and pedagogical staff;
- conceptual contains a set of specific principles, functions, conditions for management of the municipal education system, focused on the formation of a developing educational space in a megacity;
- scientific and methodical is focused on scientific, informational, didactic, methodical support of activity of administrative and pedagogical staff in the conditions of research, design and implementation of innovative projects;
- valuable and substantial includes theoretical and practice-oriented content of development programs and educational programs, ensuring the personal development of all subjects of education and satisfaction of their educational needs;
- informational and analytical carries out informational, analytical, prognostic support of the activity of the municipal education system, as well as the formation, use and protection of its information resources;
- organizational and technological provides organizational, scientific, methodological, technological and logistical support of the municipal education system; a set of educational technologies for improving the municipal educational system; updating and expanding the range of mechanisms that ensure sustainable development of quality management of the municipal education system;
- evaluative-effective assumes an assessment of the effectiveness of management of the municipal education system in conditions of socio-

cultural innovations, including self-assessment and self-observation; analysis of the results of the management of the municipal education system, such as the diagnosis of development of professional competence of administrative and pedagogical personnel, the level of training of students in educational institutions of different types and kinds. This is reflected in the requirements for theoretical and applied training, manifested in the achievements of students in the rating activities of the municipal, regional, federal level; participation in social, scientific and creative projects; personal growth of children. The obtained results are consistent with all components of the implemented model of management of development of the municipal system.

Organizational and pedagogical conditions for the management of the municipal education system contribute to the development of professional competence of administrative and pedagogical personnel and are specified through:

- marketing research of the labor market needs and requirements of employers, normative documents and organization of the municipal system of professional development of management personnel;
- designing a territorial network educational cluster for organizing innovative work in the municipal educational system;
- creation of a system of research partnership with regional authorities, institutions of additional professional education, various institutions of social infrastructure in the region;
- creation in the management system of organizational structures that provide participatory management;
- use in the management of permanent monitoring, focused on a specially developed system of indicators, taking into account the specifics of the municipal educational system;
- creation of a system of information and scientific and methodological support for management, as well as support for managerial and pedagogical personnel in the context of innovative changes in the municipal education system of a megacity.

The main criteria for the effective management of development of the municipal education system are: integrity and stability of the municipal education system; accessibility of education and openness, resource support, productivity of the educational process, safety of the educational system. Each criterion corresponds to certain indicators. Depending on the formation of characteristics according to the criteria indicators, three levels of development of the municipal system can be distinguished: low (unacceptable); average (critical); high (optimum).

CONCLUSION

The leading trends in the management of the municipal education system in a megacity are equal coexistence of two management strategies - traditional and innovative. The educational institutions of the municipal education system are provided with ample opportunities and rights, including the right to create experimental sites and author schools. The municipal education system is guided by its own interests and needs, openness, consideration of educational needs and expectations of various groups of society. Various forms of network interaction are being developed, territorial educational clusters are being created. In the professionogram of modern managerial and pedagogical personnel, abilities for creative and innovative activity are actualized (Volkov, 2013).

The introduction of new concepts such as “the municipal education system of a megacity”, “management of the municipal education system of a megacity”, “territorial network educational cluster” of the municipal system, contributes to the development of the education management system in a megacity. The developing municipal education system in a megacity has the following essential characteristics: homeostaticity, hierarchy, non-linearity, integrity, openness, instability, emergence, productivity.

Among general principles governing the municipal education system in a megalopolis is democratization, prognosticism, culture and appropriateness, openness, cooperation, dialogization, integration, stimulation of the activities of administrative and pedagogical personnel. Specific principles include clustering, futurization, discreteness, relevance, deliberation, transversality, participativeness.

The organizational and management model aimed at the development of the municipal education system in a megalopolis consists of seven components (normative-objective, conceptual, scientific-methodological, value-content, information-analytical, organizational-technological, evaluation-productive). Productivity of implementation of the model is confirmed by factual and statistical data obtained by the author during a five-year experimental work.

The complex of organizational and pedagogical conditions that ensures development of the municipal education system is defined by experience:

- marketing research of labor market needs and requirements of employers, normative documents, organization of municipal system of advanced training of management personnel;
- designing a territorial network educational cluster for organizing innovative work in the municipal education system;
- establishment of a research partnership system with regional authorities, institutions of additional professional education, various institutions of social infrastructure in the region;

- creation in the management system of organizational structures that provide participatory management;
- use in the management of permanent monitoring, focused on a specially developed system of indicators, taking into account the specifics of the municipal education system;
- creation of a system of information and scientific and methodological support for management, as well as support for managerial and pedagogical staff in the context of innovative changes in the municipal education system in a megalopolis.

This system of managerial technologies and methods of work which are aimed at developing professional competence of administrative and pedagogical personnel has been tested and can be used as one of the foundations of the practical activity of the head of the municipal education system.

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