

## Country Background Report Russia

### 1. Background - everyday reality versus political framework

What are the basic characteristics of the educational system from the point of view of a school manager?

Within the 90s in the whole of Russia very serious changes took place. The country opened itself to the world; it became a democratic state building a market economy and a law state. This state needs persons possessing considerably more than earlier freedom and responsibility. In Soviet times we had to educate the person who, graduating from a school, should argue neither with the state, nor with the employers or with the party. Now we must educate the person who is able to live in the competitive environment, argue with the employer, defend his own position and understand different points of view. That means forming the character of new citizens.

"Country modernization leans against an educational modernization, on its substantial structural renewing. It is necessary to do the best for resource security of educational sphere. However resources should not be aimed at the system preservation, but at its effective updating. To preserve something that once was the best in the world means obviously to guarantee the backlog. The Russian educational system should pass from a survival mode to a development mode" (6).

In 2001 Russian government initiated the process of educational modernization. During this process the following sides of Russian education are exposed to cardinal changes:

1. Evaluation system of quality of education (certification of teachers and pupils);
2. Wage system (a teacher is to be paid according to the results of his work);
3. State educational standards;
4. Management of an educational system (public institutions share the management);
5. Financing of education (introduction into financing the principle "money follow students");

6. Organizational forms in education (schools are to be transformed to independent establishments).

In the course of the modernization process the following federal programmes and projects have started already:

- Perfection of the structure and the contents of basic general education;
- Realization at regional level of the Priority national project "Education";
- Introduction of pre-profile preparation and profile training;
- Putting into effect a uniform graduation examination;
- Computerization of general education.

### 2. Context

National context (i.e. the actual centre of an educational policy and management of educational institutions) and local (regional or municipal) context

One of the priority directions in development of Russian education is the changing character of the management of the educational system at all its levels: from the level of a school to the all-Russian level. It is supposed to give a real state-public character both to the management of a school and to the whole educational system. Such a character will promote the maintenance of openness and transparency of the whole system.

For the first time the social-state character of management of education was fixed in 1992 in the Law of the Russian Federation «About education». Within the next years the idea of state-public management passed from one standard-legal document to another. Now it is reflected in modern legislative standard

documents and local acts fully enough. So in the second (corrected) edition of the Law «About education» (2) the democratic, state-public character of management is defined as one of the state policy principles in the sphere of education (Article 2). Such management should be based on the combination of principles of one-man management and self-management (Article 35). In 2000 the Federal programme of development of education has been accepted (3). It put the following tasks in the field of management of education:

- to form a system of democratic, state-public management in education;
- to fix and improve the democratic basis of management at all levels of educational system.

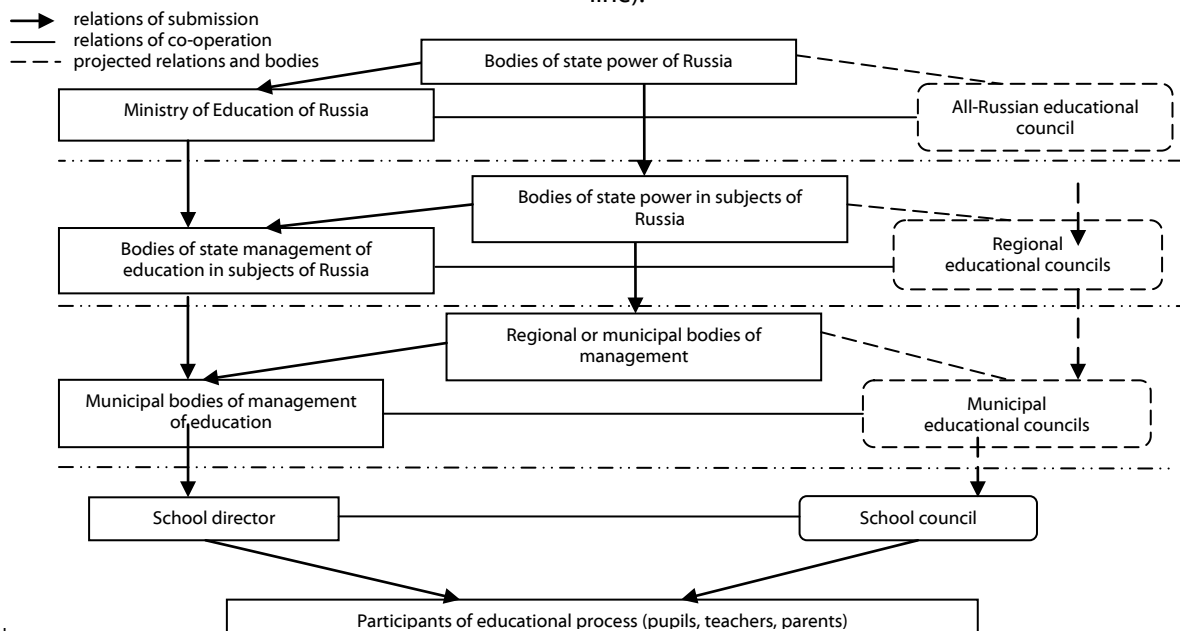
It is necessary to notice that these tasks have not been executed completely. Therefore the next document (Concepts of modernisation of Russian education for the period till 2010) again underlined that «all citizens of Russia, a family and the parental community, federal and regional institutions of the government, local governments, professional-pedagogical community, scientific, cultural, commercial and public institutions should become active subjects of educational policy» (item 1.4), that «it is necessary to expand the participation of a society in development, acceptance and realisation of legal and administrative decisions in education. This process should be provided both corresponding the standard-legal base and real

mechanisms of effective public participation in development of education» (6).

The course to the development of a public component in the general system of management of education is accurately traced in the Priority national project "Education" too (5).

The Concepts of state-public management (SPM) of general education was developed in 2002 in the laboratory of state-public management of education of the Institute of Management of Education of the Russian Academy of education (the head – V.I. Botchkarev, doctor of pedagogical sciences, professor). In the concepts (16) the essence of SPM, its basic features, principles, organizational structure are stated. Besides the power of the subjects of SPM at federal, regional, municipal level and school level (according to the Law of Russian Federation «About education») is defined. Also the criteria of efficiency of state-public management of educational system are presented.

According to these concepts both the modern (real) part and projected part of the system of management of Russian education can be presented in a scheme. Two vertical lines of management – state and public – are accurately reflected in it. In the scheme the continuous line means those components and mutual relations between the parts which exist in reality (basically it is the state line of management) and the dotted lines signify those parts which are in the process of formation (mostly it is the public management line).



The modern situation of creating of the SPM system in Russian education may be characterised as a dynamic one because it strongly differs in the regions of Russian Federation. The analysis and estimation (16) of more than 100 legislative standard-legal documents from 10 regions of Russian Federation show that public bodies of management are created approximately in 32% of schools of the regions. State-public character of management is provided not more than in one third part of them. Systems of students' and parental self-management function in not more than 20% of those schools.

Great experience of registration of the civil order the educational system is stored in a number of regions (Republic Buryatiya, Perm region, Krasnoyarsk region, etc.). There some important aspects of civil organizations' activity are developed: models of standard legal base of evaluation of quality of education, registration of problems in the programmes of development of regional educational systems, formation of a list of priority aspects of expenditure of the educational budget, etc.

In some regions (in Chelyabinsk region, for example) there is a Concept of democratisation of management of municipal educational system (8), in which the purposes, principles, ways and democratisation stages, management structure are clearly defined.

In other regions (for instance, in Perm region) democratisation of management runs through the target programme «Development of educational system for 2006-2010» (9). Even the process of making this programme has been organized in an absolutely new way. The purpose of such an approach is to involve the public into an active, interested management process in the educational system. Earlier the development programme of education was made only in the municipal body of management of education. Now the purposes, problems and the basic directions of development of an education system of Perm region are defined, starting with 1) the state order and 2) a civil inquiry into an educational system. Experts have interviewed the representatives of public organizations, parents, pupils, boards of guardians of schools, various non-commercial organizations, funds, separate representatives and associations of employers. On

the basis of the interviews the list of requirements called «Civil order in the educational system» has been put together.

### 3. School leadership – concepts and practices

#### Conceptual framework: Leadership models

Russian schools use three models of organizational structures. We shall describe them in brief.

##### Model 1

The segment organization. The main features of this type are the following:

- individual autonomy is highly developed: a teacher can work free, his director and other teachers interfere in his work very seldom. It is reflected in the spirit of tolerance and creativity which reigns at school;
- efficiency;
- pupils should follow an established educational programme, a training course is aimed at receiving knowledge;
- equality: all teachers are equal and possess all the rights to take part in the process of taking decisions on any questions concerning school life.

##### Model 2

The linear organization with horizontal consulting structure. Its main features are:

- values of bureaucratic organization prevail: authoritativeness is legalized. It also provides clearness which is useful for all members of the system;
- roles and aims are precisely defined. It provides stability of the organization, reduces the quantity of errors and misunderstanding in the work;
- a spirit or a sense of justice prevails, according to the principle "one must reap as one has sown".

##### Model 3

Matrix organization. Its main features are:

- organization reflects the complexity of society;

- human values and estimations differ very much, that's why the management should organize in a proper way information streams and consultations while taking strategic decisions;
- a general level of purposes and practice accepted by all members of the organization (with their individual values and estimations) should exist;
- everybody is interested in the image of the school and its development, each member of the organization tries to reach personal optimum within the frames of organization.

The linear organisation with horizontal consulting structure is found in Russian schools rather often. The hierarchy established in a mass school organisation represents a so-called "line".

Municipal bodies of management of education together with a principal execute administrative functions. The basic field of their activity is the support of a school with all the necessary (the equipment etc.) things for a normal work, support with the finance, staff hiring, supervision of school building conditions, keeping the laws etc. The Director remains a person responsible for the strategic development which, nevertheless, should be approved by municipal body. He can interfere only when the negligent attitude of a teacher to the duties becomes obvious. In this case he shows the power as a person who is responsible for the use of resources (equipment, educational process). He can stimulate some aspects of educational process and can interrupt them, to put the limits to resources. So his style can be defined as a distributive management style. The Director can also influence the educational process using the personal prestige.

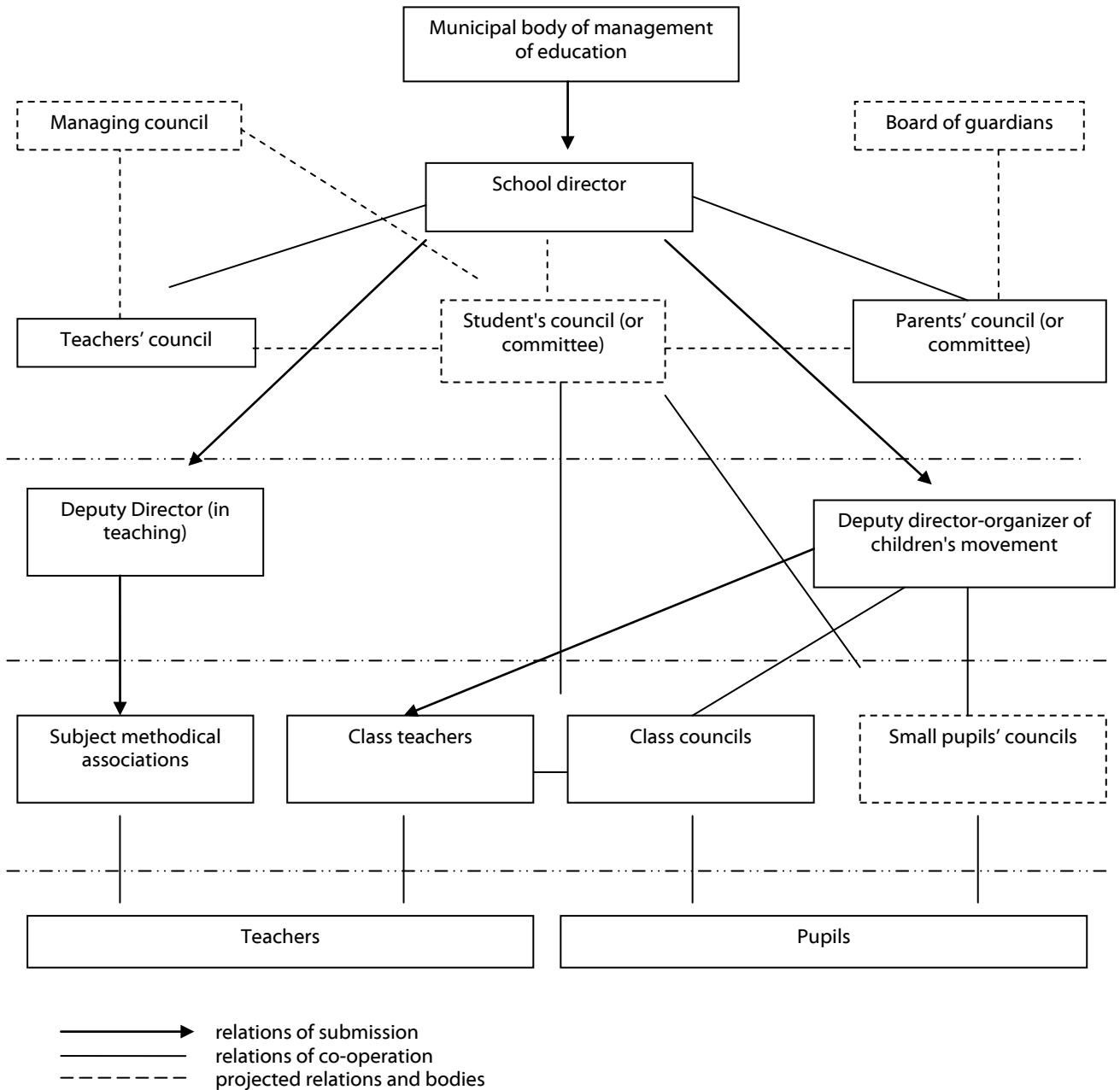
Such structure is represented on the following scheme where the continuous line designates those components and relations between them which exist in reality, and dotted - those which are in process of formation. The structure of management system of the majority of schools is presented by four levels of management. On the hierarchical scheme of interaction it can be seen that each subordinate level is simultaneously both the subject and the object of management in relation to a lower or a higher level.

The first level is presented by the Director, Managing council, Board of guardians, Teachers' council, Student's council (or committee), Parents' council (or committee). This level defines the strategic directions of development of a school.

The Director takes the central position: on the one hand he is connected with the teachers, on another - with the administration. Taking into consideration the finances and other material resources the director is a key executive figure in management, because of the position he influences the decisions of all questions concerning material resources. He is responsible for everything that occurs at school to Municipal bodies of educational management and parents.

Till now contacts of parents with a school arose only because of their children. Parents did not have anything in common with the school strategy. Now a Board of guardians and a Managing council are included in the structure of management of many (but not all) schools. One third of the Managing council usually consists of the parents selected at school parental conference. One more third is presented by deputies, representatives of business or industrial enterprises. Besides, the Managing council includes the teachers, the director and the pupils of senior classes of the school. The Managing council approves the annual working plan, the expense budget, the schedule, stimulating payments.

The Board of guardians is a public organisation of parents. It does not interfere in management; its purpose is to offer various help to school development, financial and material aid.



The second level is presented by deputy directors of school, a school psychologist, an organizer of children's transport, an assistant to the principal in administrative part. In case of expansion of a school the assistants become responsible for the work of sections. In this case a deputy director can become quite an independent head of «sub-

school». Management requires the information about everything that occurs at school; deputy directors very cautiously use the authority of co-coordinators concerning a choice of training methods, teaching material, tests etc. Deputy directors are obliged to report about their work to the director.

However autonomy of a teacher continues to remain as a norm, therefore deputy directors do not practice the rigid control of activity of a teacher in a class. They only make recommendations and aspire to provide teachers with those means and instruments which are inherent in their school. For example they take care that senior teachers offer support and help to young teachers.

The third level – teachers, tutors, class teachers who are carrying out the administrative functions in relation to the pupils and parents, children's associations in the system of extra-class activities.

Each teacher may work using his own style in the frameworks of his school subject. It concerns his manner of preparation for a lesson, his style of work (contents, forms, selection of materials), his evaluation of pupils. Subject methodology associations carry out obligatory consulting functions: teachers should take part in the work of methodology associations.

Besides, practically all the teachers are obliged to be class teachers. However, there is no formal description of personal duties of this role. That's why there are many examples when these duties are carried out on a minimum level. And, on the contrary, very often the relations "a teacher – a pupil" go beyond the formal framework and become very friendly human relations.

The fourth level - pupils, bodies of class and school students' self-management. This level underlines the "subject-subject" character of relations between the teachers and the pupils.

### **Establishing and negotiating the direction of the external expectations**

There are some rules and laws which limit the autonomy of the teachers and assist their professional development. It is possible to divide them into two parts:

- external laws (standards). They are expressed in the form of state instructions concerning curriculums, certification and examination requirements. A teacher obtains the information about the degree of correspondence of his activity to these standards through assessment procedures (uniform graduation examination and other

kinds of the unified testing). There is a severe need to overcome psychological effect of resistance and facilitating its transfer to internal requirement, its transformation into a positive motivation.

- internal rules connected with possibilities and frameworks of work which are established by bodies of school management and self-management. Many Russian schools have the development programmes (or the programmes of experimental activity). Such a programme is not obligatory, but very many heads of schools initiate its creation. During the work with such programmes (where the whole pedagogical staff usually takes part) a comprehension of professional possibilities and problems (both of a person and of a school) takes place, professional requirements become clear, the ways of solving the problems are discussed, internal rules and norms are developed.

### **System leadership and networks**

One of the ways of forming state-public management (SPM) in Russia is the stimulation of the creation of professional associations in the educational system (of teachers, representatives of various directions of educational activity, heads of education, including the directors of schools, heads of professional and special educational institutions, etc.).

It is absolutely new for Russia to use popularity. So, for example, in 2005 the Association of the best schools was founded, having united 89 schools from 19 subjects of the Russian Federation, first of all winners of the All-Russia competition «Best schools of Russia» of different years. Within several years, there appeared associations of socially active schools, democratic schools, schools of foreign languages, etc. Recently the Association of directors of rural schools has been organised.

Now in Russia (and in the erm region as well) the process of the creation of the Association of heads of innovative schools has started. This public organisation includes directors of schools – winners of the Priority national project "Education". In each city or region there is a Council of school directors with the corresponding status. In our opinion, it is too early to speak about the

efficiency of their activity, but some of them work with great enthusiasm.

The creation of these associations is, though being declared at government level, absolutely not regulated, almost a spontaneous process. It is a bright example that the educational system tries to overcome the linearity of its management and to move on a democratic basis.

### Good practice

We may take lyceum No. 4 in Perm as an example illustrating successful leadership. This is an old, rather big (with so about 1 000 pupils) school. As every self-respecting school in Russia this lyceum has a programme of development. Among other parts the programme has a sub-programme "Development of the state-public forms of management and social partnership". It contains the strategic target (till 2010-11) – to form and realize an effectively operating model of state-public management (SPM) in the educational process of the lyceum. Main tasks and directions of work:

#### 1. Working out, approbation and realization of SPM model.

Since 2002 several legal bodies of pupils' self-management were introduced into the management structure of lyceum: Pupils' council (accompanied by some small councils: the council of senior pupils, council of scientific organization, sports councils). Besides the children's public chamber of pupils' rights was created, representatives of human rights were elected.

In 2006 in the lyceum the creation of the Managing council – the supreme body of state-public management – became a central event of the year.

#### 2. Forming the mechanisms of social partnership with public institutions.

In this direction the main actions are:

- marketing research to define the possibilities for social partnership;
- conclusion of long-term contracts of social partnership;

- increase of intellectual and material investments into the lyceum.

#### 3. Changing the educational process of the lyceum.

It looks like changing the elements of the educational process:

- strengthening of a civil-law orientation in the contents of some courses (for instance, in the subject "World around" in junior school);
- introduction of elective courses on civil law subjects: "Human rights", «Educational rights for schoolchildren», "Criminal law", «The Rights of a child», «Legal responsibility» etc.;
- creation of clubs - «Our right» in 5-9 classes, «Socio-philosophical club» in 10-11 classes etc.;
- introduction of the institute of representatives of human rights in each class and elections of a school representative;
- taking part in social projects.

#### 4. Effective using of information-communication technologies within the educational space:

- introduction of information-administrative programmes into the system of control (thanks to these measures the share of paper document circulation is lowered by 75%);
- introduction and development of wide forms of distance education into educational process and into communication with social partners and parents (the whole educational process becomes more transparent and available for the social partners and parents).

The administrative team of the lyceum has made an attempt at the detailed analysis of the situation which has developed after innovations in the structure of management. It is necessary to note the positive reaction: pupils and teachers, parents and social partners mark the importance of transformations in administrative sphere. The public is ready for effective participation in management of lyceum. There we can see a transition from a model of linear administration control to the model of state-public management.

## 4. Recruiting and educating school leaders

### Recruitment and retention of school leaders

Some research works (18) show that the beginning school directors possess the same characteristics which, as a matter of fact, are the basis of their success:

- ability to influence people. Thus the important feature of this influence is that successful leaders do it not for their personal benefit and not by any means;
- directiveness, i.e. persistence in achieving the aims, solving the problems, even contradicting opinion of the people around him. In Russian mentality this characteristics is one of basic and expected characteristics of "a chief". The majority of people connect efficiency of a leader with his directiveness;
- ability to practise team work and cooperation, i.e. 1) effective delegation of leadership, inclusion of other people into the achievement of aims and 2) the organization of a group work so that the combination of these efforts could lead to the effect of a synergy;
- self-confidence, i.e. belief in his own abilities and judgments and also initiatives;
- a conceptual-analytical mind.

What does the system do to keep the leaders? According to a new system of paying the wages of directors will consist of four components:

- salary itself;
- monthly stimulating extra bonus (depending on average wages of teachers/class-teachers in his/her school). The bigger the earnings of the teachers, the higher is the bonus of the director;
- second part of extra bonus. It depends on the results of school work on the whole (results of examinations and tests, budget execution and so forth). This part of the extra bonus makes about 40% of all payments;
- monthly extra bonus for paid additional services (up to 7%).

Such change of the structure of wages of school heads creates the economic preconditions

inducing directors to increase teachers' wages, too.

What does the system do to recruit new leaders? Nowadays besides other difficulties in Russian education there is a problem of the age of school leaders. So in 2008 in Perm 20 directors from 450 have retired. Besides now at the moment posts of heads are occupied by almost 200 persons at the age of 44 to 65 years old, and 139 persons are already pensioners.

The age of those who now stand at the head of our education forces the system to pass to the new methods of recruiting of directors. For example, this spring the mayoralty of Perm proclaimed (14) the start of a new project "Personnel reserve of education". The department of education accepted applications from the interested persons from schools, kindergartens or additional education establishments. After that an interview was held with each of the candidates, and then a business game took place. Then the officials definitely choose 70 persons who were included into a list of potential directors.

The age limit for men is not more than 50 years old, and for women - not more than 45. Following the results of competition the education department hopes to hire younger and active directors.

### Attractiveness of school leadership

According to Goskomstat (State committee of statistics), on the results (12) of some research works it is possible to draw following conclusions.

Till now the instruments of moral and financial encouragement are seldom used in practice in spite of the fact that according to the law "About education" schools can define any forms of encouragement.

The average salary in the country is about 15.4 thousand rubles. The average salary of a worker in education sphere is much lower - monthly a teacher earns the income about 10.1 thousand rubles. The difference between the salaries of a director and an ordinary teacher is insignificant.

The salary of teachers and directors in private schools are higher in comparison with the state schools. City teachers' income is higher than one



in the countryside. For the majority of the educators the basic salary is the only source of income.

The majority of those interviewed like their work because it is useful for society, gives the possibility to communicate with interesting people, to develop own creativity. The majority of teachers and directors would not like to change their profession. Those who do it mention the low salary and prestige of the profession of a teacher in society as the main reason.

Directors in comparison with the teachers have shown better fitness to a life in the conditions of modern Russia: they more often than teachers speak about improvement in living standards, they have better adapted to the changes which have occurred in the country.

Directors of schools have stressed the positive influence of improvement of their professional skills upon their work and wages level.

### **National structures of preliminary and current education**

Perm may serve as an example of a national structure of preliminary and current education of school leaders. In Perm region a school manager can improve the qualification in three structures:

- Perm state university. One of its sections is the Regional institute of continuous education (RICE);
- Perm state pedagogical university;
- Perm regional institute of improvement of professional skills of educators (PKIPKRO).

The most differentiated work with the heads of various levels is carried out at the chair of management and economy of education of PKIPKRO. The chair professionally supports not only the school heads, but also the experts of municipal bodies of management of education, methodologists and principals of establishments of preschool and additional education. All these categories of pedagogical workers have the opportunity to receive post-vocational training according to their level:

1. "reserve", i.e. teachers who are potential leaders;

2. deputies of directors and directors-beginners;
3. directors working already for a long time.

The subjects of courses of different duration (from 24 till 156 hours) can be divided into the following blocks.

#### **1. Management**

In this block both general school management and the management of an educational institution (or a municipal education system) are studied in the conditions of the educational modernization;

#### **2. Administrative base of school**

Administrative mechanisms of transition of schools to independent establishments; main aspects of school administrating in modern conditions; economy and finances in new social and economic conditions; new system of payment of pedagogical workers etc.;

#### **3. Quality of education**

Management of educational quality at school level; monitoring of general education; main features of the organization of educational process in the conditions of profile training and pre-profile preparation;

#### **4. Management of some separate processes in the educational activity of school**

For example, development of modern educational technologies at school; development of pedagogical staff; school development as open state-public system.

#### **Coaching and other forms of support**

Besides the system of improvement of professional skills in Russian education there are some other forms of support of school heads which can be divided into mass and individual measures. Mass forms include:

- special magazines (for directors or their assistants);
- scientific-practical conferences (SPC) on essential problems of education (for example, only PKIPKRO holds annual SPC with 10-12 sections);
- network communities and associations.

Individual support looks like:

- consulting of administrative team during educational institution certification. Each five years each school or kindergarten is obliged to undergo the licensing procedure to confirm its right to educational activity (4). Before and during this examination the people from municipal bodies of management of education and committee-men render specialised consulting help to all members of school administration;
- scientific consulting. In Russian education the practice of scientific consulting of educational institutions is wide-spread. Usually a school (or a kindergarten) which has selected a certain area of specialisation or development, contacts an institution (or a section) of higher vocational training with corresponding specificity and concludes with a university representative the contract on cooperation or a scientific consulting.

## 5. Challenges, spheres of innovation and evidence

In order that education can successfully develop and each school or municipal educational system can increase its potential, the professional heads using modern methods of administrative and economic management are needed.

To achieve positive results it is necessary 1) to change the structure and the contents of the administrative system both on the whole and in its various links. But it is impossible to change the technology of administrative process without changing the character of communication between the operating and operated structures. Therefore the second direction of increase of efficiency of administrative activity is 2) to form new communication structures.

It means that is necessary to form a new administrative culture of leaders in education. So one of the major problems of Russian education now is the retraining of educational personnel concerning democratic management of educational systems. Hence, the system of improvement of professional skills of leaders in education also demands new approaches to its contents and organisation.

## Appendix

### Legislative acts

- The constitution of the Russian Federation (December, 12th, 1993) // Russian newspaper. – December, 25th, 1993.
- The Federal law “About education”
- The Federal law (April, 10th, 2000) §51-3 "About the statement of the Federal programme of a development of education" // Meeting of the legislation of the Russian Federation. - April, 17th, 2000 - §16. - Item 1639.
- The Order of Minobrazovaniye of Russian Federation (November, 17th, 1994) §442 "About the statement of an order of licensing of educational institutions" // Russian messages / - March, 10th, 1995 - §44.
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- The Concept of democratisation of management of municipal educational system of Chelyabinsk. – [www.chel-edu.ru](http://www.chel-edu.ru)
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