



European Synopsis



The Making of: Leadership in Education

A European Qualification Network for Effective
School Leadership



Niedersächsisches Landesinstitut
für schulische Qualitätsentwicklung



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Niedersächsisches Landesinstitut für
schulische Qualitätsentwicklung (NLQ)
Kesslerstraße 52
D 31134 Hildesheim
Phone: (+49) 51 21 / 16 95 270
Mail: europa@nlq.nibis.de
Web: www.leadership-in-education.eu

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Project coordinator

Jens Bolhöfer

NLQ coordinating team

Iris Jansohn
Wolfgang Meyer

Project partners

| | |
|----------|---|
| Austria | Pädagogische Hochschule Tirol (PHT), Innsbruck Dr. Thomas Weber, Thomas Happ |
| Denmark | Institute of Education, DPU, University of Aarhus, Copenhagen Prof. Lejf Moos |
| Estonia | Haridus- ja Teadusministeerium Maie Kitsing, Kadri Peterson |
| Hungary | Független Pedagógiai Intézet (FÜPI), Budapest Ildikó Juhász, Agi Papp |
| Ireland | Professional Development Service for Schools (PDST), Ennis Carmel Lillis, Paddy Flood |
| Italy | Pädagogisches Institut für die deutsche Sprachgruppe (PI), Bozen Dr. Helmuth von Delleman, Dr. Helmuth Mathà |
| Norway | Nyborg Skole, Trondheim Kåre Moum, Gunn Troan |
| Poland | Razem dla Edukacji, Poznan Aleksandra Golebiewska, Janina M. Kapuscinska |
| Romania | Casa Corpului Didactic (C.C.D.), Braşov Simona T. Clinciu, Prof. Emilia Sinov |
| Slovenia | Zavod sv. Stanislava, Ljubljana Jože Mlakar, Simon Festanj |
| Spain | Dirección General de Innovación Educativa y Formación del Profesorado de la Junta de Castilla y León, Valladolid |
| Turkey | TAKEV schools, Izmir Gönül Ketenci, Özlem Güngör |

Associated partners

| | |
|-------------|---|
| Russia | State Institute for Pedagogic and Further Education (POIPKRO), Perm Elena Garcia |
| Switzerland | Institut Unterstrass, Zürich Prof. Dieter Rüttimann, Dr. Lutz Oertel |

Co-opted partners

| | |
|----------------|---|
| Bulgaria | Lomonosov's Vocational Gymnasium of Electrotechnology and Electronics |
| Cyprus | Coventry Greek School, UK Lambri Trisokka |
| Czech Republic | NIDV Praha Eliška Křížková |
| France | Centre d'information et de recherche sur l'Allemagne contemporaine (CIRAC), Cergy-Pontoise Dr. Werner Zettelmeier |
| Greece | University of Crete – School of Education Dr Eleftheria Argyropoulou |
| Iceland | University of Iceland – School of Education, Reykjavik Ólafur H. Jóhannsson |
| Latvia | Centre for Curriculum Development and Examination, Riga Signe Neimane, Inta Baranovska |
| Liechtenstein | Dr. Lutz Oertel, Zürich |
| Lithuania | Education Supply Centre, Vilnius Rasa Šnipienė |
| Luxembourg | Lycée Classique et Technique de Diekirch Robert Bohnert |
| Malta | Maria Regina College, Sta. Venera Mario Testa |
| Portugal | Direcção Regional de Educação do Norte and Direcção Regional de Educação do Centro Antonio Leite, José Correia Lopes |
| Slovakia | Institute for Special and Adult Education – ISAE, Komárno Maria Fabó |
| Sweden | Umeå University – National Head Teachers Training Programme |
| United Kingdom | Regional Training Unit (RTU) Northern Ireland |



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Introduction

“Good school leaders make good schools”

“School leadership is now an education policy priority around the world. Increased school autonomy and a greater focus on schooling and school results have made it essential to reconsider the role of school leaders. There is much room for improvement to professionalise school leadership, to support current school leaders and to make school leadership an attractive career for future candidates.”

OECD (2008), *Improving School Leadership*, Volume 1, 3.

Context

Worldwide and in numerous European countries the need to a reform of educational organisations and their structures has become evident. The pressure on policy makers to initiate structural changes and improve the quality of teaching and learning has also increased in the general area of school education.

“School Leadership” is now on the agenda of education policy-makers in many European countries – above all with respect to the European tendency to give schools more autonomy. The demand for qualification programmes and support strategies for the heads or managers of educational institutions results from the insight that many head teachers are overworked, often underpaid, not trained for their task and physically and mentally challenged in this respect from the point of view of their age and experience. New positions cannot be filled for the lack of incentives (status, promotion, financial improvement). Candidates for headships are not prepared to take these positions without considerably more money and regular promotion or other incentives.

LLP priority

The General Call for Proposals 2008-2010 of the Community's Lifelong Learning Programme reflects this development and sets *School Management* as one of five priority topics for Comenius Networks:

“School Heads / Principals play a vital role in the management and leadership of schools. As in many organisations where leadership is shared, leadership skills are required from all staff in positions of responsibility. Under this priority net-

works should focus on improving the preparation and training of effective school leaders and disseminating a better understanding of the role of school leaders.”

The Comenius Network The Making of: Leadership in Education

Thirteen partners formed the core network (DE, AT, DK, ES, HU, IE, IT, NO, PL, RO, TR, SI, EE). In addition the network was widened by associated partners representing another fifteen European countries. The partnership incorporated teacher training institutions like schools of education, in-service training institutes, schools, ministries of education and NGOs.

The partnership agreed that effective and sustainable leadership is only possible if efficient structures of communication, decision-making, responsibility and accountability are in place. The aim of the Network is to systematically and Europe-wide collect and organize the information on concepts for the qualification of school heads and course programmes on school leadership and development.

At the beginning of the project, all partners agreed on a structure for the country reports based on school leadership research. The structure, which was improved by feedback from the partners, gives support and guidance for readers to advance from the categories in the synopsis to related training modules. It includes areas like: establishing and negotiating the direction of school development; the focus on teaching and learning; restructuring and re-culturing school organisations; systems leadership and co-operations in networks. Also included are intro-

ductions to the national policies and governance of schools in the region/country where the module was developed, and sections which focus on recruiting and educating school leaders. The reports include examples of good practice and thus present a solid background for reading and understanding the *Framework of Reference*.

In the first project year (2008/9), examples of good practice of school leadership and concepts of initial and further qualification of acting and future school leaders have been documented, weighted and published in the second volume, the *Framework of Reference*. The synopsis has been updated as a part of the annual reporting and was presented at the Network Conference 2011 and published as Volume 1 of the project results on the network's website.

The country reports mirror the present state of affairs and the perspective of the teams of authors. Although they are not absolutely complete and have no official status, they do give a valuable impression as a compilation of altogether 28 reports, of tendencies and commonalities but also of problems and deficits. This *Synopsis* was the basis for the work described in the *Framework of Reference* as well as the *Recommendations*.

Volume 2 of the project results comprises a selection of concepts and best practice like staff development and conflict management, community relations, and the qualification of school leadership teams. A *Framework of Reference* for Leadership in Education identifies core domains that are important for school leadership. All partners contributed to a survey in which they ranked hot issues for leadership in their countries. The feedback was then evaluated and condensed. The survey made clear that there are five large domains which incorporate all leadership topics:

1. Political and cultural expectations and their translation into internal meaning and direction,
2. Understanding and empowering teachers and other staff,

3. Culturing and structuring schools,
4. Working with partners and the external environment, and
5. Personal development and growth.

Domains can be seen as broad categories of leadership, which in turn need to be subdivided into, resp. consist of individual components of leadership which relate to more specific and detailed leadership requirements. The components are in turn linked to examples of training modules from all partner countries which can serve as exemplars or inspiration. However, they are not meant to necessarily represent pan-European best practice, as national and regional contexts differ strongly, necessitating national/ regional approaches to leadership and training module development. The domains and components are complemented by a large compilation of training modules.

The cooperation within the network produced an increase in the shared knowledge of conditions of and expectations towards school leaders and new insights into ways in which schools are being governed all over Europe. This increase in knowledge also led to a greater interest in and better understanding of the theoretical and practical approaches which educational systems follow as well as the ways in which these systems are constructed and work.

As a result of both the process and the information collected from partners and informed by research in educational leadership the network was able to distil a number of recommendations to political systems at European, national and regional levels which may inform systemic changes.

General Trends in the Country Reports

This brief account of general trends in the country reports focuses on a description of general trends in the development of the political and administrative framework of schools and school leadership in the reporting countries. This overview describes differences and similarities on the basis of the country reports.

To give an illustration of the European bandwidth of diversity and similarities the following table gives a more detailed account of the introductory section *Background, everyday reality versus political framework*.

| | |
|----------------------------|--|
| <i>Austria</i> | Bureaucratic, centralistic tradition – <i>Führung</i> politically incorrect. Changes in quality perception (PISA), social changes (family structure & migration, unemployment) |
| <i>Germany</i> | Education is governed in 16 states, Federal Conference of Ministers. Federal push to new quality perception (standards, external evaluation, quality management) – PISA push, tendency to make schools more autonomous, 'site-based-management' – strong focus on improving quality/outcomes |
| <i>Denmark</i> | Change of basic understanding of schooling – from <i>Democratic Bildung</i> towards back-to-basics – PISA push. Social changes, migration & economical divides (neo-liberal) |
| <i>Estonia</i> | It is essential to change the school network as the number of students has drastically decreased. There is a continuous transition in the use of the language of instruction, from Russian to Estonian, in Russian-language schools at the upper secondary level (60% subjects). |
| <i>Spain</i> | Unclear relations between national and regional levels |
| <i>Ireland</i> | Financial recession hits hard on education |
| <i>Italy – South Tyrol</i> | Decentralisation, supported by educational research –at the same time growing size of schools. PISA initiated new national standardised evaluation and methods |
| <i>Hungary</i> | Decrease in student numbers causing school mergers. Introduction of competency-based education, constructive pedagogical methods, integration |

| | |
|-----------------|---|
| <i>Norway</i> | More demanding and complex framework: decentralisation, accountability, reforms and new approaches to education. 'Draining of school-based competence at local authority level.' Reform: <i>The Knowledge Promotion</i> |
| <i>Poland</i> | System change, decentralisation in governance and curricula, private schools |
| <i>Romania</i> | Insufficient funding and resources, inequality and lack of motivation, teacher-shortage, decrease in student numbers |
| <i>Slovenia</i> | Autonomous schools, many stakeholders – overload of demands. Principals in cross fire between state and teachers. |
| <i>Turkey</i> | Many political changes, difficult geographical/social conditions, new central examination system |
| <i>Russia</i> | System changes have resulted in educational modernisation, new goals and competence requirements |

Trends in governance structures

In many places finances and day-to-day management are decentralised from national level to local or school level and in a growing number of cases to private schools. This occurs both in formerly centralised systems and in other countries. The reasons for this development lie in changes in family and population structures as well as in financial constraints. This often leads to the formation of bigger schools.

The number of governance levels differs from country to country: federation, country, region, municipality and schools. And so is the mix of agents: politicians, civil servants, professionals and local communities.

There is a trend in governance that determining factors (financial and legal), curricula (objectives and standards), monitoring (central and local inspection) and evaluation (testing and self-evaluation) are centralised, or in some cases re-centralised to national level.

The exertion of influence is diverse: from hard governance, legislation and regulations in many countries towards more soft governance, discourse, consultancy and more collaborative forms like comparisons, team-work, meetings, agree-

ments between schools and local or national authorities.

The PISA studies seem to have had great impact on the perception of school purpose and on the political discourse of what constitutes a good school with a focus more on the outcomes of schooling and often on the outcomes as measured in international testing programmes.

Trends towards new balances in school leadership concepts

In many countries there are clear hierarchies from government through several layers to school heads but there are also many countries where leadership tasks and responsibilities are delegated to school leaders. The differences occur in different spheres of governance/leadership:

There is a tendency towards stronger top-down governance of curricula (like standards and assessment), thus leaving the interpretation of aims to regional, local or school levels. There is also a clear tendency towards more local governance in financial and staff matters within the national frameworks, resulting in a greater demand for administrative management.

Political demands on leadership styles differ from new requirements for more collaborative forms of leadership. In all countries there is a stronger demand on school leadership and leaders. Argued from the perspective of school outcomes, leaders are expected to ensure the leverage of outcomes through educational leadership.

Trends in leadership: Focus on teaching and learning

Governance is important: In highly regulated systems leaders are often administrators of external demands (standards and curricula) and of monitoring (testing, evaluation, etc.). In less regulated systems school leaders have some kind of autonomy in subject matters, in teaching- and evaluation methods. However, there are tendencies towards more regulation with respect to curricula and student outcomes.

The size of the school is important: Small schools leave leaders to teach and lead 'on the side.' Bigger schools often give assistance to middle-leaders and administration. Very big schools tend to have gaps between leaders and teachers (lead-

ing by driving around and by written communication).

The ways leaders are appointed has consequences for their relations to teachers: Some are appointed for a limited period of time (e.g. four years), some for the rest of their professional life. Some are appointed by the authorities, others by different kinds of committees of which in some cases teachers could be the dominant group. In this case there is a tendency towards more collaboration and negotiation – and thus less “strong” leadership.

Leaders' priorities: Some school heads feel they have to prioritise administration and leave education to the standards- and accountability-systems. Some use direct ways of influence (classroom observations, advising teachers, allocating staff) while others use indirect ways of influence (designing direction for the school and the school culture, in-service education of teachers).

Restructuring and re-culturing the school organisation

Trends in the distribution of leadership: Most systems have some kind of distribution of leadership tasks and responsibilities, but teacher autonomy is only mentioned in a few systems. Often leadership is distributed to various forms of teacher teams. In many schools there are a number of middle leaders like deputy principals, department heads, subject coordinators.

In some systems leadership teams are formed following educational authorities with detailed regulations, inspections etc. In other systems there is more room to manoeuvre within frames or contracts. In many schools parents and student representatives are involved or consulted in school development activities. In many schools it is difficult to involve teachers in school development because of a lack of time and resources.

Setting and negotiating the direction for school development

It is difficult to describe trends here because practice depends heavily on the governance systems, being either central or giving room for local autonomy. The following examples illustrate the broad span of practices:

| | |
|----------------|--|
| <i>Germany</i> | School heads can establish a consensus about a suggestion with the school's bodies, committees and council, and then put it to the local authorities. |
| <i>Denmark</i> | Principals translate external expectations into internal meaning and enter into negotiations with teachers in order to have them accept the new demands. |
| <i>Poland</i> | The former social indoctrination is slowly being replaced by democratic structures. The principal is the moral and social leader of learning for students and teachers in school. All groups are assessed with support from the authorities. |
| <i>Romania</i> | The participation of principals, teachers, students and parents in decision-making and consultation is guaranteed by legislation through their representation in school councils. |

The translation of external expectations is in some places rather rigid; in other places schools have more room for negotiations. There is a notion that external expectations are put into practice without any disturbances or distortions, in many cases through the national curriculum or assessment systems.

Systems leadership and collaboration in networks

There is a strong tendency to form networks of school heads and schools. The intention of those networks is reported to be sharing knowledge and good practice with colleagues from other schools. System leadership (networking with other kinds of services, agencies and institutions) is only reported in a few cases because schools are generally not open to the outside world.

Recruitment and retention of school leaders

All systems require teacher education or other tertiary educational training and usually a 5-year teaching experience. Only three countries demand leadership education prior to appointment. In some systems there are long selection procedures including exams of different kinds. In some countries the selection procedure is carried out by high level authorities. In most systems recruitment decisions are made by political authorities, but in most countries also teacher bodies in schools are heard.

Attractiveness of school leadership

In most countries school leadership positions are not attractive due to a high workload, low respect in society, high responsibility and much administrative work. In many countries principals have to teach as part of their position but their salaries are considerably higher than those of regular teachers. In some countries there is an insufficient provision of in-service leadership training.

National structures of pre-service, induction and in-service education

Most countries offer in-service education at national, regional or local level. Many courses are supplemented by practical work and/or networking with peers. Only some countries offer and demand pre-service education to school leaders.

Coaching and other forms of support

Coaching and supervision are initiated on national, regional and local levels, however, often not very systematically. Consultants for specific areas are made available in some countries. When authorities offer coaching or consultancy services, this is usually described as a difficult balance. In some countries professional associations offer help, hold conferences and/or publish journals for school heads.

Challenges

Major challenges for schools arise from the following areas:

1. the changes in society towards heterogeneity and individualisation with expectations towards education focusing on basic skills,
2. public governance with a tendency to tighter forms of control and accountability,
3. de- or re-centralisation of the educational system.

Structure of Country Reports

In order to achieve greater comparability of the country reports, agreement was reached on a range of questions asking for information according to the following structure. This structure formed the basis for the country reports.

1. Background – everyday reality versus political framework

What is the everyday reality in the political setting?

What are the main characteristics of the educational system and discourse relevant to school leadership (from the perspective of a school leader), e.g. number of dropouts?

2. Context

The national context

What is the actual focus in educational policies and in governance of schools?

What are the main determinants?

The local (regional or municipal) context

How are schools supported and governed?

3. School Leadership concepts and practices

What are important aspects of legal basis and rationale, legal status of staff and leaders?

The focus on teaching and learning

Which are the instruments of learning-centred leadership, e.g. school programmes, empowering teachers, staff development?

To what extent do organisational structures determine behaviour?

Structures that change behaviour, e.g. forms of learning like teamwork, projects, integrated learning; rituals for meetings/conferences, in-service training, cooperation with parents, external institutions.

Restructuring and re-culturing school organisations

How is leadership supported or distributed?

How are shared values and norms being developed and quality fostered?

Establishing and negotiating the direction of school development

What is the school's relation (legitimation) to the local community, the wider public and school authorities?

How does the school leader translate external expectations to the staff in setting the direction?

Are partnerships being developed with other organisations in the local community?

System leadership and cooperation in networks

Do networking and regional cooperation with schools and other educational institutions support learning-centred leadership?

Examples of good practice / success stories

Illustrate successful leadership and/or leadership concept.

4. Recruiting and educating school leaders

What type of applicant is successful?

Who pays for qualification?

Do aspirants get a leave for courses?

Which competencies and professional skills are considered to be crucial?

What does the system do to recruit leaders?

Examples of job advertisements for leaders

Attractiveness of school leadership

Are school leaders rewarded by adequate salaries and social status?

Salaries of school leaders in relation to teachers' salaries.

National structures of pre-service, induction and in-service education of school leaders

Who is responsible for teacher training?

What are the main areas of pre- and in-service education?

Coaching and other forms of support

What support structure is available and which options are effectively used?

5. Challenges, areas of innovation and underlying evidence



Austria

The Austrian education system is based on a strong bureaucratic tradition. The nine Austrian provinces are centrally regulated by national legislation and are coordinated by the Ministry of Education according to the principle of subsidiarity. One core area of education is to achieve and sustain school quality and quality development. Therefore efforts are made for a change towards more independence and widening the areas of accountability. At the same time the implementation of national educational standards and central exams is on the agenda.

| | |
|--|------------------------|
| Area | 83,871 km ² |
| Population | 8,210,000 |
| Population density..... | 97.9/km ² |
| GDP (PPP) per capita | € 34,000 |
| EU accession | 1995 |
| Schools (2008/09) | 9,178 |
| Exp. (PPP) per student (non-tertiary) | not available |
| OECD average | € 5,700 |

1. Background – everyday reality versus political framework

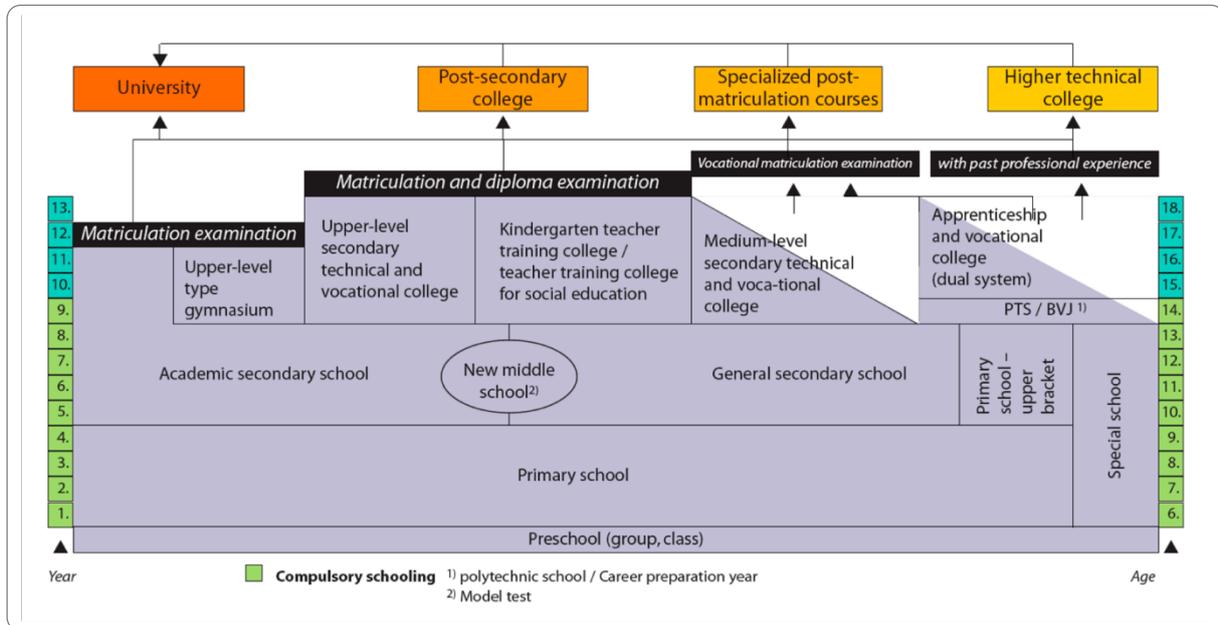
The organisation and administration in Austria are based upon a bureaucratic tradition with centralistic supervision, which did not aspire to autonomous school-leadership as we now perceive the term. Moreover, the German term for leadership, i.e. "Führung" was long considered to be politically incorrect for historical reasons. Fundamental modifications were bound to political agreements requiring qualified majorities of both major political parties, i.e. the Social Democrat and the Austrian People's Party.

In accordance with the organisation of schools, children entered state-run education at the age of six. Primary education lasts for four years and is followed by a further four years at Lower Secondary level, whereby there is differentiation at this level between the General Lower Secondary School and the Academic Secondary School. Pupils attending and completing courses at a Academic Secondary School at Upper Secondary level (4 years) or a Vocational College (5 years) attain the school-leaving certificate at university entrance level, i.e. the Matura. Graduates of Vocational College also have job qualifications. Those attending a Vocational College for one to four years and completing courses attain a school-leaving certificate and job qualifications.

The "Dual System" or Apprenticeship Training is based upon workplace-based training and compulsory schooling and provides graduates with job qualifications. This system is still the basis of the Austrian educational system today, although there are ongoing developments towards the establishment of the New Middle School. See also: <http://www.bmukk.gv.at/enfr/school/index.xml>

The tasks of today's school administrators range from trouble-shooting in times of crisis, to administration and routine work. Various stake-holder expectations put complex demands on pedagogic leaders with the consequence that there are diverging roles to be played. International comparative tests (e.g. PISA) have thematised the slim educational chances of children and teenagers from families with low educational achievements. Currently there are heated ongoing discussions around models for quality in schools, educational standards, all-day schools or care, the New Middle School and teachers' working hours upon the background of great social change (changing family structures, migration) and fundamental economic changes (employment).

Seen as a whole and from a statistical perspective, the school situation is perceived to be satisfactory, whereby discussions on the cost of education to the nation are still prevalent.



2. Context

National und local context

The Austrian school system is basically centrally regulated, i.e. regulated by national laws (School Law Schulunterrichtsgesetz 1962 ff and Schulorganisationsgesetz). In the case of compulsory schooling, the 9 Austrian Provinces (Bundesländer) and the Provincial Departments for Education and Schools are responsible. This is also the case for Nursery education. The 9 Provinces control the Primary Schools and General Lower Secondary Schools as well as various Special Schools. The ninth year of schooling, i.e. the Pre-Vocational Year is also included in Compulsory schooling.

In addition, the Provinces are responsible for the Schools for Apprentices (3 years), which offer dual educational opportunities within firms and at school. Agricultural and Home Economic Schools are also run by the Provinces.

The Departments for Education and Schools in the Provinces are responsible for the infrastructural framework and compliance with the national laws. They examine the various needs and support appropriate school innovations and projects. They are, furthermore, responsible for personnel.

Staff organisation and teachers' salaries are coordinated in the Provinces, whereby refunding through central administration between the Provinces and central administration is negotiated annually (as in other areas such as health).

In a parallel way, central government is responsible through the Regional School Boards for the Academic Secondary Schools and all Upper Secondary Schools with the exception of Apprentice colleges, whereby the four-year courses and Grammar Schools and the five-year courses at Vocational College lead to University Entrance.

The General Grammar Schools and Vocational Colleges provide graduates with job qualifications and school leaving certificates – at University Entrance level in the case of the Matura (see above). Initial teacher education in the area of compulsory education is provided by the Pedagogical Universities, which were founded in 2007 following the national restructuring of the teachers' training colleges. The Pedagogical Universities are also responsible for the organisation of CPD. Initial teacher education for Academic Secondary Schools and for teachers of second subjects at all Upper Secondary Schools is provided by the traditional Universities. The

administration and supervision of schools is correspondingly divided according to the type of school. All educational issues are co-ordinated by the Ministry for Education according to the principles of subsidiarity.

The staff in secondary schools supervised by the Regional School Boards are paid through the central government. Personnel decisions are taken on a regional level and subject to approval by the Ministry. Infrastructural measurements (such as school buildings and renovations) are organised and co-ordinated by the national office.

For many years there have been political tendencies to unify the confinedness and duplication of work between the competences of central and federal bodies in educational departments, the main reasons being the need to reduce costs and to simplify processes. The share of state recognised private church schools with public status, which are supported by central government in staff costs (100%) and in equipment (partly).

By way of conclusion, it can be said that the Austrian school system is basically input-controlled (laws, resources, curricula, teacher education, school supervisory board) and currently standardised tests are not carried out on a national basis in all schools. The Germanic concept of "individuality" and the significant role played by the teachers form the basis of this system. A broad discussion evolving from the 2003 PISA tests is still ongoing and resulting in the recommendations by the Ministry's "Future Commission" the implementation of educational standards and centrally organised exams or parts of exams. Schoolgovernance (see appendix S. 15)

3. School leadership concepts

Conceptual framework

There have been ongoing discussions around the professionalisation of school heads since 1980. Various concepts, which were initially based on business management courses, soon developed into a CPD course "School Management".

Due to the strongly bureaucratic school-organisation, the lack of personnel and financial autonomy and a public services law in need of updating, perspectives on school-leadership are often still predominantly of an administrative and legal nature.

For the Austrian School system, pedagogic leadership is still a relatively new development and has become a "discovery" as the "discovery" of school as a learning organisation following research publications on "good schooling".

Since 1996 the qualification for contemporary school management has been compulsory and regulated by law. These initiatives have been strengthened through further initiatives such as "Quality in School" (QIS 1999) and through the "Leadership Academy".

The aims are – in addition to further activities of the Ministry for Education as the founding of a national development and innovation centre (BIFIE 2008) and the Quality Initiatives for Vocational Schools QIBB respectively – essential motors for a new view of school-leadership and the tasks.

Traditionally, school heads were responsible for the administrative agendas: the organisation of lessons (from the timetable to integration). Financial resources and autonomy concerning staff were very limited thus giving the heads only narrow fields of action. (Cf. SchUG § 56). At the same time, the heads are bound by instructions to the school authorities. Co-operations and democratic structures such as parental co-operation (School forum, school councils) are limited in the extent of effectiveness.

Further managerial levels are not foreseen in Austrian schools. Especially in compulsory schools, where there are no school secretaries and heads still have to teach a certain number of hours, the heads are frequently so over-burdened with administrative tasks, that there is hardly time for further development. Those heads without teaching duties (in schools with 9 classes and above), they are themselves the supply teachers

and responsible for the day-to-day running of the school. Departmental administrators are only provided in large Vocational Secondary Schools. In larger Grammar Schools, there are initiatives towards the development of middle management, but not on a regular basis.

Administrative staff are only provided in Grammar Schools and Upper Secondary Schools. The amount of time depends on the size of the school and thus teachers spend 20 – 100% of their working time on administrative tasks, such as the organisation of lessons and planning.

Staff responsible for quality management constitute the initiatives towards support for heads. The roles of pedagogic leaders are often orientated on traditional views of school heads, which are based on the concept of teaching.

The path to a (partly) autonomous and independent school responsible for its own accountability is a fundamental change of paradigm within a strongly bureaucratic school reality, which does not currently recognise compulsory, national quality frameworks.

Focus on teaching and learning

According to the legal stipulations (SchUG § 56,3), school heads are responsible for advising in questions of teaching and education. They are obliged to constantly assure themselves of the state of teaching and the pupils' learning achievements. Normally this is carried out through classroom observations and feedback, which are compulsory for teachers at the beginning of their career. The picture is completed through the support of the school authorities. Pedagogical conferences, subject-specialist discussions and focussed CPD within a school initialised by the head are possible ways forward.

In many schools, heads supported team-orientated teacher activities (e.g. Network classes, co-operative, open forms of learning and models of e-Learning). The initiative of the Ministry towards Quality in School (QIS) attempted in 1999 for the first time to introduce a national framework in 5 quality areas and to initiate a compulsory school programme for every school.

National statutory provisions such as a central Matura (currently only in Grammar Schools in part of the English Matura) are being trialled. The initiative of the Ministry "Quality in Vocational Schools" (QIBB) is continuing the work of the QIS. One of the issues is the strengthening of the networking of teaching within the school.

School annual reports are compiled by the heads of schools and sent to the appropriate departments. The first small resources for teachers responsible for Quality Assurance at the schools and the regional co-ordinators are steps towards a more structured framework. Work on a national quality framework has been executed through the Ministry since 2002, but has not yet been implemented due to political announcement.

There is striving towards the funding of all initiatives through laws and towards individualisation especially through the reduction of class number, whereby the implementation is constricted by lack of resources and structural boundaries. Many excellent impulses based on teaching reality are supported and accompanied through school-based CPD (funded through the CPD Institute at the Pedagogical Universities). The implementation into the regular system, however, will require further structural and financial means to be sustainable, i.e. at present time resources and a public service law are still not available.

Structural measures such as the development of school profiles and school programmes are recommended for the compulsory schools and this recommendation is indeed being implemented by a number of schools. The school development advisors at the Pedagogical Universities are important key-players in this process, which is weighted differently in all 9 Provinces. The Pedagogical Universities offer quality in the fields of professional and personal further development of teachers, which school heads can also use for internal sessions.

Restructuring and re-culturing school organisations

In Austria the conditions for school-based development vary greatly from school to school. The average size of a Primary School means that

the school head is primarily a teacher with reduced teaching load and is thus “head” for 20 – 90% of the time. Larger schools, especially vocational schools have some possibilities for school development through the differentiated distribution of tasks to class teachers and certain teachers appointed for particular tasks, whereby there is still a focus on administrative work.

Focussed discussions within subject groups are possible in varying formats and are generally comprehensively supported by the school head. Teacher teams often develop through individual initiatives around classroom issues. The installation of middle management, even in larger schools, is not intended and the functionality of working groups is generally dependant on the personal efforts of enthusiastic teachers, who take on the task of co-ordinating teamwork on top of a full teaching load. Steering groups working together with the school head on school development often originated during pedagogical conferences.

Internal school development takes the following issues into consideration in varying forms:

- To carry out initial forms of self-evaluation or to continue broader initiatives (e.g. QUIBB “cross-curricular teaching”)
- To implement the aims and plans of individual schools (also to formulate and implement partly developed school profiles)
- To organise forms of co-operation (e.g. New Secondary School, subject-group meetings) e.g. co-operative forms of learning, which will change the time and co-operation structures of a school

The heads of schools are currently required by law to work on school development. There are ongoing political discussions on the implementation of more closely defined obligations, which would stipulate the framework and especially time resources and structural pre-conditions. Different forms of support is given by the School Boards and the Pedagogical Universities.

Forms of management currently available to school heads are:

- Organisational structures such as staff meetings with compulsory attendance
- The establishment of working groups and project groups with voluntary attendance

- The utilisation of school development advisors for systematic school development
- Feedback given following classroom observation as a means of staff development
- The right of heads to put forward suggestions in personnel (appointment is through the authorities)
- (Limited) possibilities of financial reward for the execution of special tasks through staff
- CPD for the staff of a school (through the Pedagogical Universities)
- Influence in the constitution of teachers’ teams to work on lesson development

Further measures as, for example, external evaluation etc. are frequently not realised for reasons of lack of resources and funds for CPD. Appraisal interviews as a steering instrument for school and quality development are possible with the consensus of the teachers.

The greatest obstacles for school heads are in general:

- No middle management to take on certain tasks and development planning
- Lack of budget for CPD and financial incentives within the school
- Everyday business
- Administrative and organisational tasks to be carried out without supporting administrative staff
- Too little influence on personnel questions and delegation of tasks.

The school head is all too often in the position of a “petitioner” when attempting to achieve quality assurance. In general it can be said that daily business and organisational tasks render quality development impossible. Moreover, there are no staff resources for implementation. The teachers’ public service law needs to be adapted concerning structural and organisational issues as well as content. Currently the law is still characterised to a large extent by subject rather than general pedagogic perspectives.

In many cases, there are only few applicants for head positions due to the limited possibilities and hardly attractive financial incentive. It often becomes visible through reduced output that the position is extremely burdensome. As above, financial incentive is low and sustainable development difficult.

Setting and negotiating the direction of the external expectations and legitimising the School to the local community

Contacts to the communities, which are responsible for the buildings and their maintenance and their funding, are stronger in the case of Primary and General Lower Secondary Schools than in the case of Academic Secondary Schools and Upper Secondary Schools. Heads are responsible by law for the execution of all tasks as stated in the "SchUG § 56,1" and thus in constant contact with all parties.

School heads are confronted with the opinions and expectations of the parents through parental organisations and school fora (school councils), where the implementation of these democratic bodies varies. Points of contact especially in particular cases of parental interest are, in addition, to the school head the Regional School Board and the Ministry of Education. In certain cases the school head will facilitate discussions on parents' expectations and wishes.

In the area of compulsory schooling, the Local and Regional Authorities play an important role. Regular contacts to the parents are possible through class school for parents' meetings. However, in Upper Secondary schools these forms are frequently underdeveloped. It has been seen that parents are interested in such issues as school activities (e.g. sports weeks) and advisory information (careers' advice) and prepared to attend meetings. These meetings are sometimes used to present partial results of successful school development projects and discuss new projects.

Contacts between Vocational College and companies are especially strong. In the case of Vocational College for Apprentices, the structure of the "Dual System" determines the co-operation with companies and firms. The so-called Practice Firms and Business Co-operations in Vocational College are also partner initiatives and involve forms of sponsoring in some cases.

Schools are zealous in the public presentation of their aims and especially good developmental results and indirectly schools are thus more strongly visible in the public eye.

In general it can be said that schools are legitimised and supported through the School Authorities. Developing systems of accountability and participation, which go beyond the traditional duties of a School Authority, are currently being trialled to a certain extent. There is a lively ongoing discussion involving CPD, school and social interests on issues such as the prevention of violence, integration, work with migrants.

System leadership and cooperation in networks

The different types of schools are networked with each other and also with the Ministry of Education. The School Authorities contribute to the functioning of networks. The quality of co-operation with the supporting systems varies and is systematic in the case of special school forms such as Special Schools. The heads of Vocational College enjoy more intensive contacts with economic partners within regional or even national networks. They are networked through the Quality Initiative QIBB as well as within informal frameworks. Experiences fuelled through networks developed through EU programmes are not systematic. However, school heads strive to exploit systematic structural elements of evaluation (e.g. SEIS evaluation at Grammar Schools).

School heads are organised in associations within school forms, but there is no umbrella organisation involving all school heads. They have no union representation.

Examples of good practice / success stories

The Leadership Academy (LEA) is a one-year programme, run by the Ministry for Education, Arts and Culture, which aims to give pedagogical leaders a new perspective of leadership based upon the special conditions within the field of education and the demands made on those in positions of responsibility. Participants come from all areas of education (school heads from all types of schools, high-level educational officers from administration, school controlling and teacher education). The Leadership Academy was founded in 2004 and since then approximately 1,500 pedagogical leaders have been accompanied in their own self-dependent development within innovative projects in their own institutions.

The aim of the LEA is to develop an understanding of leadership characterised by clarity and transparency and to trial a leadership style based upon respect, dialogue and shared leadership.

Heads of schools must be aware of their strategic role and of the responsibility for the effectiveness of leadership with regard to the learning processes of their students. According to the mission statement of Leadership for learning, the LEA strives to create the awareness that in the end each action of leadership must aim to create the best possible conditions for students' learning. The key elements in the LEA programme are individual learning and individual development of leadership competences, project management and networking. Further information at: www.leadershipacademy.at

4. Recruiting and educating school leaders

Appointment of School Heads

Heads of schools must have a number of years of experience as a teacher, must have classroom experience within the school form and must have a teaching qualification. To apply for an appointment the appraisal report, which is updated at different stages through the School Authorities, also plays a role. Teachers with good communicative and administrative and organisation competences, a clear overview of structures, good classroom management are often encouraged by colleagues and employers to apply for positions.

Following job advertisements, hearings are carried out through the school authorities and the results of the hearings in conjunction with the written application form the basis for the appointment. Schools also have the possibility to organise hearings at the schools, whereby the results of votings through teachers, parents and pupil representatives only have advisory character and are communicated to the deciding bodies. Final decisions are made through political delegation within the so-called "Local and Regional School Board College" following the Hearing at the School Board and taking into account the suggestions made by the pedagogical delegation within the college (only

advisory). The Colleges are constituted according to regional political situations. At the level of schools supervised by the Ministry, the appointment must be confirmed by the Ministry.

The Attractiveness of the Office

In general it can be said that there is little interest in appointments to posts as heads of schools or departments in all provinces and all types of schools. More and more teachers forego the chance of possible promotion. Many heads strive towards change in bureaucratic structures and often no longer appropriate legal guidelines (public service law). Tenure of teachers can be counter-productive to processes of development carried by all. In addition, a lack of administrative staff, personnel and financial external supervision are further factors rendering the position unattractive. Many teachers, especially in smaller schools, see the remaining teaching load as an obstacle. Moreover, there is a need for a clear job description with a legal framework and clear autonomous supervisory agenda especially in the areas of personnel and financial responsibilities. However, many are successful in achieving school and quality development through their own personal strength and charismatic leadership. Yet the number of applicants for leading positions especially in the area of Primary is low, one of the reasons being lack of financial incentives.

The salary of school heads is based on their teachers' salary plus a bonus, which depends on the size of the school (number of classes) and increases with the number of years in the position. The salary varies according to age at which the head takes over the job.

On average, the difference between the highest teacher salary and a head's salary stands at ca. 16% (Cf. OECD 2003) and there have been no substantial recent changes. Work pressures for heads have increased especially in the areas of administration and work load leaves little time for real leadership.

Preparation, Introduction and Accompanying Support for School Heads

There is no compulsory training for potential applicants to managerial posts. Courses run by the Pedagogical Universities on management are available. Many future pedagogic leaders glean knowledge from courses held by working heads.

In Vocational Schools some have already worked in administration. In compulsory schools these competences are particularly important as no administrative staff are available.

Since 1996 the appointments have been limited to a trial period of four years and during this period heads are required to attend school management courses for 2 years. The courses are run on a national basis and are free. Normally they are coordinated by the Pedagogical Universities and the successful completion of a course paves the way for permanent appointment provided that the school council is willing to confirm the appointment (equal representation of pupils, parents and teachers). In the new national course curriculum (12 ECTS), the following content is stipulated:

Leadership and Communication, Conflict Management, School Development (Development of teaching, staff and organisation, Quality Management), School and Public Service Law, ICT Management and E-Learning).

The concrete needs of the school heads in their specific situation is dealt within further, optional modules:

Administration and school administration, staff meetings, discussion leading and presentation, time and personal management, PR, Quality development, ... In addition, there are practice-based elements including forms of collegial coaching, which have an essential contribution to make to mutual support of the role of head.

This in-service initial training course is concluded by a project and the public presentation thereof. Following this course, further supportive measures such as internal school development provided for the most part by the Pedagogical Universities heads are available.

Further specific fields of development are those of the hardly developed training for deputies and the more or less non-existent middle management. Within the framework of single centrally organised quality activities such as QIBB, for instance, is also the qualification of staff

appointed for quality assurance. The systematic and structured personally responsible approach to a broader framework of reference is currently being trialled at some Grammar Schools through co-operation with the SEIS. In Academic Secondary Schools middle management is also being trialled and with in-service training available for colleagues involved in the programme.

The Leadership Academy has been running since 2004 and can be regarded as a particular milestone. Five generations of 250 – 300 high-level educational officers have already graduated. There is also a networking system linking the generations.

The networking of all high-level educational leaders in Austria is a highly ambitious aim and supported by the Ministry of Education. Thus, 4 three-day forums are held in the forms of plenary and active sessions. Learning partnerships (as a duet), the collegial team-coaching of three partnerships (sextet) and the nationally organised regional groups are settings, in which the participants work in network groups on their own "leadership".

Coaching and other forms of support

At present, support through supervision or coaching is available in various formats. Forms of collegial coaching have been partially developed through the Leadership Academy and also through the learning groups of school-management courses. Coaching pools for school heads are an aim as are mentoring systems.

Furthermore, regular discussions with the school authorities are planned (with CPD and qualifying sections). Another possibility would be to use individual discussions with heads as accompanying and supportive measures. In such cases, the current profile of the school authorities (1999) includes the tasks of support and development.

Varying systems of reference of the individual areas offer different levels of support. Further qualifications and special CPD for heads are available. However, there is no generally valid national framework of reference.

5. Challenges, areas of innovation and underlying evidence

Being a school head is an increasingly responsible and challenging job, which requires qualification and fundamental support. The pre-requisites have not as yet been fully developed. Not many heads are able to function in the full sense as a leader. They are held increasingly and externally responsible for the quality of the work at a school, although instruments for the *primus inter pares* attitude are underdeveloped. Many heads of schools wish for greater autonomy in questions of personnel and funding in order to be able to work in a responsible way. The responsibility towards personal development of the role of a leader as an entrepreneur is better developed in the area of school equipment and amenities than in the area of personnel. Thus, teachers are generally allocated to schools on the basis of state guaranteed contracts and waiting lists, which renders staff development impossible. The legal strengthening of the personal responsibility of the school head and their areas of responsibility is vitally important with regard to the growing challenges in pedagogic processes (heterogeneity

as a challenge, school and education, violence and its prevention, new learning and teaching (e.g. blended learning etc.), if quality responsibility, process supervision and collegial development are to become pivotal points of a mutually agreed and systematic school development. The essential element is whole society development, which is constituted of new forms of parental and pupil participation, the participation of teachers in their workplace development and team building and also the changes occurring around school authorities and their role.

The structure of middle management units is thus of equal importance as the infrastructural framework, which serves the needs of the pupils. Leadership teams in a process of personnel and quality accountability are necessary pre-requisites for schools, which should be places wherein personality development takes place.

*Pädagogische Hochschule Tirol (PHT), Innsbruck
Dr. Thomas Weber, Mag. Thomas Happ*

Appendix

Legal situation

- Schulunterrichtsgesetz 1962 (v.a. § 56:
<http://www.bmukk.gv.at/schulen/recht/gvo/schog.xml>)
- Schulorganisationsgesetz (v.a. Ziele der Öst. Schule § 2)

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The duties and responsibilities of a School leader are regulated through laws established by the Austrian Parliament (BUNDEsLehrer: Schulunterrichtsgesetz 1986 = SchUG § 56)

(1) The school head has to arrange all matters, regarding the federal law – except concerns belonging under the jurisdiction of other elements of the schooling system or of the supervisory school authorities.

(2) The school head is the direct superior of all teachers working at school and of all other attendants. He or she is responsible to run the school and to cultivate the contact between the school, the pupils, the legal guardians, and (at secondary vocational schools) other staff with teaching duties.

(3) The school head has to advise the teachers concerning their teaching and their contribution to the education of the children, he or she also periodically has to monitor both quality of teaching and of the pupils performance.

(4) Apart from the educational and administrative duties, he or she has to see that all statutory provisions and instructions of supervisory school authorities are complied. Furthermore, the school head has to care for the guiding of the official documents and the order in school. The school

head has to arrange a staff roster concerning the supervision of the pupils. He or she has to report noticed deficiencies to the provider of the school.

(5) Other duties, incumbent upon the school head from other, particularly concerning instructions from public service law, remain unaffected.

(6) In schools where a permanent deputy of the school leader is appointed, he or she has to assist the school fulfilling his or her duties. Individual duties incumbent upon his deputy head have to be determined by service instructions given by the Federal Ministry of Education.

(7) In schools in which a teacher is appointed for the assistance of the school head the assistant has to fulfil all administrative duties linked with the pedagogical work in the school. Duties which are incumbent on this teacher have to be determined by the Federal Ministry of Education.

(8) In schools offering day care where a teacher or educator is appointed for the assistance of the school head concerning the duties of supervision, he or she has to fulfil all administrative duties closely linked with the supervisory part of the school. Duties which are incumbent on this teacher can be determined by the Federal Ministry of Education or by the school head. (vgl. www.bmukk.gv.at)

Bundesgesetz vom 27.6.1984 über das Dienstrecht der LANDESLehrer (LDG 1984) § 32: Responsibilities of office of school heads (vgl. www.bmukk.gv.at/schulen/lehrdr/)

(1) The school head has to fulfil all duties incumbent on his/her function conscientiously.

(2) The school head has to take care that all teachers working at the school fulfil their duties in a regular, appropriate, economic and economical manner. He or she has to guide them, to give them appropriate instructions, to suppress occurring mistakes and grievances, and to see about adherence to the office hours.

(3) The school head has to promote the professional advancement of the teachers in proportion of their performances.

(4) As a general rule the school head has to present in school during the teaching hours. In case of a temporary absence during teaching hours he or she has to provide a substitute. At schools with teaching hours in the mornings and afternoons, the school board can shorten the compulsory attendance of the school leader, in which case a substitute has to be provided.

(5) The school leader has to establish a strategic plan for staff requirements and personnel development

Application for Headships and Executive Posts

II. Details about specific activities relevant to qualifications in the fields of Pedagogy, Methodology and Didactics and Subject Knowledge:

- Courses held within CPD
- Participation in CPD
- Work in Initial Teacher Education
- Experiences in organisations involved in out-of-school activities, in adult education, with youth
- Relevant publications
- Participation in school development projects

III. Details of Competences relevant to the post applied for:

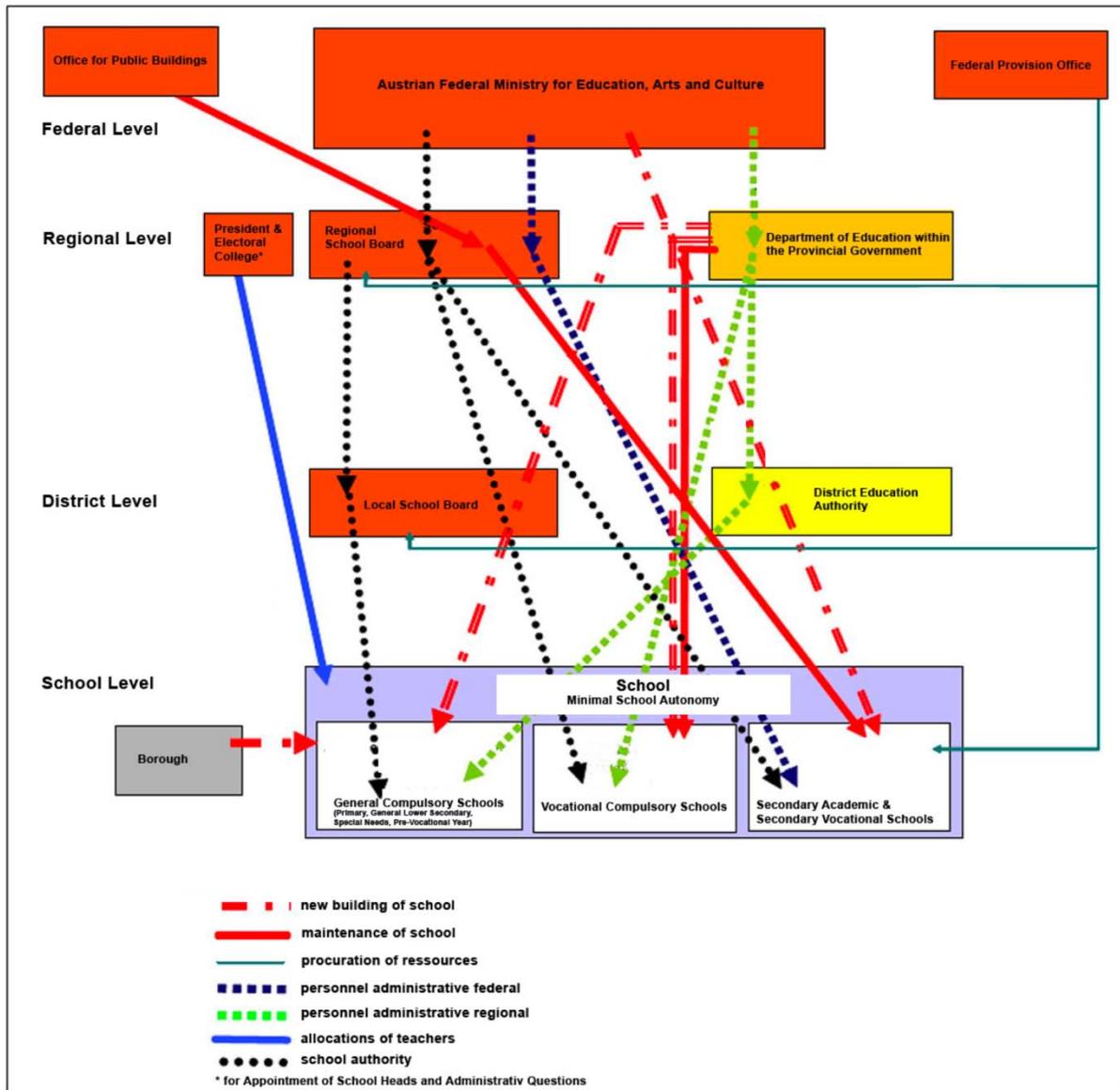
- Experiences in administration
- Participation in relevant CPD courses (leadership, communication, conflict management, self-awareness, school law, school administration)
- Planning and organisation of school events at your own school in a national and international context
- Activities connected with school partnerships at your own school in a national and international context

The following relevant competences and skills are expected from applicants:

- Teaching qualifications for the particular school form
- Pedagogical competences
- Talent for organisation
- Communicative competences
- Leadership competences
- Team competence
- Conflict management
- Creativity
- Willingness to remain involved in life-long learning
- Computer literacy
- Experience in administration (Summary of an official advertisement for school-principals from May 2009, Tyrol)

Next page: School governance in Austria (p 27) and school advertisement (p 28).

Österreichische Schulverwaltung (vereinfacht) (School governance in Austria, 2007)



Quelle: Kurt Schmid, Helmut Hafner, Richard Pirolt (2007): Reform von Schulgovernance-Systemen. Vergleichende Analyse der Reformprozesse in Österreich und bei einigen PISA-Teilnehmerländern. ibw-Schriftenreihe Nr. 135, S. 76, Wien 2007

Verordnungsblatt des Landesschulrates für Tirol

Jahrgang 2009 - Stück V
Innsbruck, 15. Mai 2009

A-6020 Innsbruck - Innrain 1 - Anschlaghof
Tel 0512/52 0 33-0 - Fax 0512/62 0 33-342
<http://www.lsr-t.gv.at>

GZ-IVa-2010/1525

33. Ausschreibung von Leiterstellen an öffent- lichen allgemein bildenden Pflichtschulen

Die Landesregierung schreibt nach § 26 Abs. 3 des Landeslehrer-Dienstrechtsgesetzes 1984 die Leiterstelle an den nachstehend angeführten öffentlichen allgemein bildenden Pflichtschulen aus:

Bezirk Innsbruck Land
Volksschule Sellrain

Bezirk Kufstein
Volksschule Radfeld

Bezirk Reutte
Volksschule Ehenbichl

Von den Bewerber/Innen werden folgende fachspezifische Kenntnisse und Fähigkeiten erwartet:

- Lehramtsprüfung für die betreffende Schulart
- pädagogische Kompetenz
- Organisationstalent
- Kommunikationsfähigkeit
- Eignung zur Führung von Mitarbeiter/Innen
- Kooperationsbereitschaft
- Konfliktfähigkeit
- Kreativität
- Fortbildungswille
- EDV-Kenntnisse und administrative Erfahrungen

Nach § 26a Abs. 2 Landeslehrer-Dienstrechtsgesetz 1984 sind Erennungen zu Schulleiter/Innen zunächst auf einen Zeitraum von vier Jahren wirksam.

Voraussetzung für den Entfall dieser zeitlichen Begrenzung ist die Bewährung als Schulleiter/In und die erfolgreiche Teilnahme am Schulmanagementkurs – Berufsbegleitender Weiterbildungslehrgang.

Die Bewerbungen sind mit dem dafür vorgesehenen Formblatt (erhältlich bei den Bezirkshauptmannschaften bzw. beim Stadtmagistrat) im Dienstweg über die Schulleitung an die Landesregierung zu richten.

Bewerbungen von Frauen sind besonders erwünscht.

Auf Grund der Bestimmung des § 2 Abs. 3 des Landesvertragslehrergesetzes 1986 sind ab 1. September 2002 auch Bewerbungen von Landesvertragslehrer/Innen zulässig.

Als Ausschreibungstag gilt der 13. Mai 2009.

Die Bewerbungsfrist endet am 27. Mai 2009.

LSR-GZ 106.13/7-2009

34. Verordnung des Landes- schulrates für Tirol vom 4. Mai 2009, mit der für die Tiroler Fachberufs- schulen zusätzliche Lehrplanbestimmungen erlassen werden

Aufgrund des Schulorganisationsgesetzes, BGBl. Nr. 242/1982, zuletzt geändert durch das BGBl. Nr. 132/1998, insbesondere dessen §§ 6 und 47, sowie §§ 2 und 3 der Verordnung des Bundesministeriums für Unterricht, Kunst und Kultur, BGBl. Nr. 430/1976 i.d.F. BGBl. II Nr. 313/204, über die Lehrpläne für Berufsschulen wird verordnet:

§ 1

Im Bereich der Tiroler Fachberufsschulen wird der Schulversuchslehrplan für die Lehrberufe „Hörgeräteakustiker/In“ und „Augenoptiker/In und Hörgeräteakustiker/In“ neu erlassen und tritt hinsichtlich der 1. Schulstufe mit 4. Mai 2009, der 2. Schulstufe mit 1. September 2009, der 3. Schulstufe mit 1. September 2010 und der 4. Schulstufe mit 1. September 2011 in Kraft.

Der Amtsführende Prääsident:
Dr. Erwin Koler

In dieser Ausgabe lesen Sie:

Gesetze, Verordnungen, Erlässe,
Ausschreibungen und Mitteilungen
des Landesschulrates

33. Ausschreibung von Leiterstellen an öffentlichen allgemein bildenden Pflichtschulen
34. Verordnung: Zusätzliche Lehrplanbestimmungen für Tiroler Fachberufsschulen
35. Verordnung: Bestimmungen über die Wahl der Landesschülervertretung
36. Verordnung zu schulbezogenen Veranstaltungen: Workshops im Rahmen des Kreativwettbewerbs 2009
37. Verordnung zur schulbezogenen Veranstaltung: Informationsmesse im Rahmen von BildungOnline 2009
38. Verordnung zur schulbezogenen Veranstaltung: 16. Landes-Fußballmeisterschaft der Sonderschulen Tirols
39. Geschäftseinstellung des Landesschulrates für Tirol
40. Bundesfinale „Europaquiz 2009“ in Innsbruck
41. Girls' Day 2009

Mitteilungen des Medienzentrums
5/2009

Medien im Verleih der Medienzentren
DVD „Lebens- und Wirtschaftsraum
Vorarlberg“

Personalnachrichten 5/2009

Termine und Fristen





Bulgaria

As a former Eastern block country Bulgaria is facing new challenges in modernising the school system according to new social needs. The debate in Bulgarian society on modernising education has come alive within the ongoing changes in legislation. The Public Education Act (1991) fosters democratic principles based on traditions and meets European standards, e.g. free-of-charge education. Basic principles for the modernisation of the Bulgarian school system are the quality of education, competition among the schools, openness, equal access to education and active partnerships between students, parents, school authorities and other players.

| | |
|--|-------------------------|
| Area | 110,879 km ² |
| Population | 7,205,000 |
| Population density | 65/km ² |
| GDP (PPP) per capita | € 4,700 |
| EU accession | 2007 |
| Schools (2008/09) | 2.532 |
| Exp. (PPP) per student(non-tertiary)..... | € 2,100 |
| OECD average | € 5,700 |

1. Background – everyday reality versus political framework?



Veliko Tarnovo, Bulgaria

As a former Eastern block country, Bulgaria brought many elements of the old socialist regime into the field of education after the democratic changes at the beginning of the 1990s. It was also facing new challenges in terms of school modernization and adapting school politics to new social circumstances and modern times. However, as in many other post-socialist transitional countries these processes will also take a long time in Bulgaria and it seems that only on joining the European Union Bulgaria did become ready for serious changes in the field of education. Therefore, many changes and challenges lie ahead. The debate about school modernization in Bulgarian society has come alive especially in the last few years also because of the forthcoming school legislation changes.

The Public Education Act (1991), which has since been further amended and supplemented, provides for democratic principles and the development of the traditions, underlying meeting European trends, free of charge education, the setting-up of state educational requirements and the definition of the administrative structure and the functions of the governing bodies at national, local and school level. The administration of the Bulgarian education system is carried out by the Council of Ministers. The management bodies of the public education are the Ministry of Education and Science (MES), the Regional Inspectorates of Education and the heads of schools. The management of education is carried out at three levels – national, regional and school.

School education in Bulgaria begins at the age of 7, completed in the year of entering in the first grade. According to the degree, school education is divided into *basic* (awarded after the completion of the basic level of education) and *secondary* (awarded after completion of the upper secondary level of education). According to the education content it is *general* and *vocational*. On the basis of this principle schools are divided into general and vocational schools. The current structure consists of Basic (single structure) education (I–VIII grade): primary school stage (I–IV grade) and lower secondary stage (V–VIII grade); and Upper secondary education (IX–XIII grade): upper secondary general education (with non-specialized and specialized schools) and vocational education and training (incl. post-secondary education). Types of schools (I–XII grade) are: primary schools (I–IV grade), lower secondary schools (V–VIII grade), basic schools (I–

VIII grade), secondary schools (IX–XII grade), profiled secondary schools, comprehensive schools (I–XII grade), vocational secondary schools (VIII/IX–XII/XIII grade), sports schools, art schools, special schools (for children with special educational needs) and schools in the field of culture.

Bulgarian principals perform their duties within the jurisdiction of the school legislation and other decrees issued by the Ministry of Education. The duties and responsibilities of the principals have become bigger and more important in the last few years. The principals have noticed that the critical public eyes expect more from them than they can give to the school employees and students regarding the financial situation. Still, school development in Bulgaria is directed towards a higher quality of education with management facing new tasks and challenges that demand a lot of motivation, abilities and enthusiasm.

2. Context

The national context: Finance politics

The school institutions defined by the school legislation that manage public education and execute control over educational institutions are the Ministry of Education and the Regional Inspectorates of Education. The superintendents are appointed by the Minister of Education and Science and are actually the minister's regional representatives. All the administrative regulations for public schools are invoked by the Minister of Education, and for municipality schools by the superintendents of the Regional Inspectorates of Education.

Financing the system of education and the maintenance of school institutions comes from the state budget through the Ministry of Education and local communities. Public schools are financed directly by the Ministry of Education, while municipality schools get their money from municipality budgets. The principals are well aware of the fact that the public schools are better off than municipality schools because they get better financial support and investment funds. The amount of financial support is defined, according to the number of students, capacities and needs in accordance with the Ministry of

Finance, by the Ministry of Education, which also controls the funds for teachers' salaries and maintenance. Schools can collect financial means also from other sources, such as rent for the property leased, donations, staging cultural events, etc. Such attempts to try to improve the quality of education depend on the managerial abilities and the will of the principal.

The school financing system that has recently been introduced in Bulgaria defines that every school is allocated financial means for the calendar year according to the unified standards of expenses and the number of students. It is a system of so-called delegated budget management. Additional financial means can be allocated only in the cases of objective geographic, demographic or infrastructural particularities that may cause educational expenses to rise. The principals have to prepare yearly a financial program for state expenditure that has to be confirmed by the provider of funds by 31st January. At least 80% of the funds must be spent on financing the basic needs such as the teachers' salaries, while the rest can be spent on covering any additional costs. Municipality schools must render 5% of the funds to the municipality that divides the money among the schools that are objectively in worse conditions. These are mostly smaller schools in rural areas.

In such a financial system the principal plays an extremely important role in responsibly budgeting the money within the school. Even though the funds are allocated by the state according to the number of students, the principal must prepare the financial program of the state funds expenditure, take care of its implementation and foresee various costs such as extracurricular activities, individual teachers' awards, paying for increased work performance, etc. The principal must turn in financial reports about the implementation of the program of state expenditure every three months to the school council and the school board of trustees. If the funds are exceeded by more than 20%, the principal may be held responsible according to the Labour Code and can be removed from office. This type of recently introduced system gives the principal autonomy when distributing the financial means but also requires a great deal of administrative and managerial knowledge by placing the principal in the role of some sort of financial

minister who has to deal with a relatively low school budget.

The school curriculum

There is one single school curriculum for primary education, which is compulsory for all pupils in the first to fourth year of education. The curriculum for lower secondary education is also uniform and compulsory. In the fields of upper secondary and post secondary education teaching syllabuses are set at national level. The general subjects are the same and are compulsory for all pupils in general secondary schools. Compulsory and optional subjects are each selected and taught in accordance with the specialization of the school. Vocational studies include compulsory general education and specialized vocational training. In technical schools, the compulsory general subjects are the same for all pupils. Compulsory and optional subjects vary in accordance with the area of specialization. Teachers are free to use the textbooks and teaching materials of their choice but from a list approved by the Ministry of Education and Science.

The curriculum is defined by the Minister of Education. It contains precise provisions about the compulsory subjects, the number of lessons per week for different types of schools and different levels of education, and the yearly and weekly number of lessons for each subject. However, there is an article found in the Public Education Act, which defines that each school must prepare an internal school curriculum in accordance with the national curriculum. The internal school curriculum must contain the list of compulsory and optional subjects, the number of school weeks for each grade, the weekly and yearly number of lessons for each subject and each grade, and the plan for students' vocational training. The burden of the making of the internal school curriculum lies on the principal. It must be confirmed by the school's teaching council and by the superintendent of the Regional Inspectorate of Education.

The local context

Even though Bulgaria is a very large country and is divided into political regions, its school politics is very centralized. The regions have almost no jurisdiction when it comes to expert and content issues connected to the education system. The

organs of local autonomy and administration cannot influence the curriculum or the appointment of principals directly. However, they have to provide conditions for school operation and development. The local communities must provide education for children of up to 16 years of age, medical care in schools, financial means for maintenance and renovation of school buildings, subsidies for transportation, meals and sports activities. The communities are also responsible for granting scholarships and special forms of help for children in a dire financial situation.

The municipality representatives are also in control of the use of financial means in municipality schools. The principals of municipality schools are in a worse situation than the principals of state schools because they have to render part of the money to the municipality, which then allocates it to smaller schools in the rural areas. The Institute of School Principals is very critical of the attitude of communities towards local school politics. The municipalities are the target of high expectations and demands from schools, but do not help when the schools lack financial means for school maintenance. The principals predict that such a policy could lead to unpredictable consequences.

Other forms of the school bodies that operate at the regional level are Regional Inspectorates of Education, which are a kind of extended hand of the Ministry of Education. The superintendents of regional inspectorates are appointed by the Minister of Education and their task is to implement methodological activity and various forms of supervision over the operation of schools in the region.

3. School Leadership concepts and practices

The focus on teaching and learning

The principals of Bulgarian schools also play an important role in terms of the quality of teaching performed by teachers in classes, so it is very important that they continuously supervise the work of their colleagues, have good relations with them and can listen to their problems and needs. Bulgarian principals must therefore regularly attend their lessons and write reports on the

quality of their employees. Their evaluation of teachers is the basis for awarding points on the basis of which teachers are paid a bonus for increased work performance.

Form: Criteria for evaluating teachers' performance

| № | CRITERIA | Max. No. of points |
|---------------|---|--------------------|
| 1. | Planning, organisation and execution | 14 |
| 2. | Use of interactive methods, innovation and ICT | 8 |
| 3. | Cooperation with various school bodies | 8 |
| 4. | Special work with students (risky work etc.) | 8 |
| 5. | Participation and top achievements at contests | 7 |
| 6. | Work with parents | 6 |
| 7. | Leading extracurricular activities | 7 |
| 8. | Work in methodological bodies, helping younger teachers | 7 |
| 9. | Developing and realising projects | 5 |
| 10. | Professional awards received | 30 |
| TOTAL: | | 100 |

In principle the teachers in Bulgaria are relatively autonomous in implementing their activities. Nevertheless, no activity can be implemented without the knowledge and approval of the principal. The principal is ultimately responsible for what happens in the school and approves funding for the implementation of individual activities. As regards additional education and training of teachers, the principals in general support such activities; however, there are frequently not enough funds for such seminars and workshops in the internal school budget. Teachers can participate in such activities at their own expense, but that is rarely the case because teachers cannot afford the cost due to low salaries. Some principals invite experts in pedagogy from regional centres to lecture and conduct workshops for teachers in their schools at reasonable costs.

Bulgarian teachers play an interesting role in selecting candidates for the advertised job vacancies, since in this way they can indirectly influence the quality of teaching. When a vacancy

is advertised, the principal must appoint a commission from among the teachers, which is chaired by a teacher of the subject that will be taught by the selected candidate. After the selection, members of the commission give the principal their opinion and the principal decides whether or not the candidate will be accepted. Teachers are thus given the opportunity to influence the selection of their new colleague. Because in this way professional criteria are met in the selection process, the principals generally take into account the opinion of the commission.

Restructuring and re-culturing school organisations

Improving the quality of schools largely depends on how the management of schools is organised and structured and on the forms of assistance that school managements have in different substructures. How Bulgarian schools are managed is determined by internal school regulations.

The principal is expected to be a good employer in relation to the assistants, teachers and other employees, who, in addition to concluding employment contracts, is also responsible for the staff's health and safety at work. The principal must be able to organize and supervise the admission of new children to school, take care of rewarding successful students and imposing penalties, and also care for the handling and storage of school documents. In addition, the principal must provide for high quality preparation and execution of the school curriculum and determine teachers' competence, and, based on the evaluation form and the principle of equity, pay bonuses for their increased work performance. Due to the need for modernising education in Bulgaria, there is a provision in the new draft law requiring the principals to establish a school website and provide for its maintenance, so that the principals are expected to have certain computer skills.

The most direct assistance to principals in their work is offered by the assistant principals. Depending on the number of students, Bulgarian principals can even have two or more assistants. In most of the medium-sized schools the principals have two assistants - one to assist in the implementation of the educational tasks and one to assist in administrative and managerial tasks. Their specific responsibilities are listed in the

internal school regulations. The first assistant principal supervises the implementation of school legislation in the field of education, while the other organizes and supervises the work of the non-teaching staff, takes care of school records, the meeting of the material-technical conditions of work and routine repairs at the school.

The Teaching Council is a special body within the school which is responsible for solving pedagogical problems. Members of the council are the assistant principal, teachers and the education counsellor (psychologist), while the head of the council is the principal. Members of the Teaching Council with advisory function can be representatives of the school board of trustees and the medical staff responsible for health at the school. Student representatives also have the right to attend the council meetings. The Teaching Council gives its opinion on the school development strategy, adopts internal school regulations, the internal school curriculum, the annual plan of school activities, confirms the use of textbooks and other teaching aids selected by teachers to work with students, monitors the results of the educational process at school and takes decisions to improve the quality of work at school.

The new school legislation states that schools can establish the so called school council, a collective body for exercising control over the school management. At the moment school councils are not mandatory in the Bulgarian schools, but may be set up either on the initiative of the principal, representatives of the municipality, the Regional Inspectorate, two teachers - members of the Teaching Council of the central school or two parents of students elected by parents of students at the central school. The school council has six members: one representative of the municipality appointed by the mayor, one representative of the Regional Inspectorate appointed by the head of the inspectorate, two teachers at the central school selected by the Teaching Council and two parents of students at the central schools selected by the parents. In vocational schools the school council has additional two representatives of employers in the occupations for which students of the central school are trained. The principal has no jurisdiction in appointing the council members and is not a member of the school council. The principal's task is only to convene the constituent

session at which the president who then calls the meetings is selected. Decisions are taken by a two-thirds majority. The school council determines and proposes the appointment of the school principal, evaluates the work and the work performance of the principal, and may, in cases specified by law, also propose the principal's dismissal. In addition, each school year the school council expresses its position regarding the draft school budget and its implementation and confirms the school's development strategy and its implementation.

Many schools in Bulgaria have in accordance with internal regulations developed some other structures that can provide assistance in the management of the school and the implementation of the school curriculum. Homeroom teachers manage individual classes and solve the problems that arise within the class, the teacher on duty assists the principal in the everyday tasks such as control over the order and discipline during the breaks, control over the cleanliness of classrooms, reporting the possible absence of teachers, keeping records of the use of school facilities, etc. Some schools have their own school student parliaments or student councils, which are elected by the students themselves and which cooperate in the planning of school educational activities, in proposing educational measures or rewards for students, and in organizing and implementing extracurricular activities, school celebrations and other events. A special role in the management of the school is also played by the school education counsellor - psychologist and by students on duty.

Establishing and negotiating the direction of school development

A so-called school board of trustees is listed as an option in the school legislation. This is an independent and non-profit voluntary association of parents, whose primary task is to assist in the development and maintenance of schools. Each school can have only one such association, which is established on the initiative of the principal, but may also be formed on the initiative of parents, teachers or the general public. Through the mass media or personally the initiators can call on the public such as donors, organizations, institutions or individuals to participate in the constituent session. The school board of trustees can be established as a body that helps several schools at the same time. The school principal is obliged to

provide the smooth functioning of the board and the use of school premises to carry out its activities. The duties of the school board of trustees are set out in the Public Education Act, which stipulates that the board deals with current issues related to the school development and gives suggestions to relevant bodies for their solution. In addition, it assists the school in providing additional material and financial resources and exercises control over their spending. It also provides assistance for the improvement and maintenance of technical and material equipment of the school, cooperates with the Teaching Council in selecting the textbooks and assists in their purchase. The school board of trustees also helps in organising school meals and transport of children to school, and in solving the social distress of students and teachers. It also provides help for the planning and achieving different educational objectives, for organising extracurricular activities such as recreation, field trips, sports activities, etc. In doing this, it remains in close cooperation with parents, especially in organising leisure time for the children. The task of the school board of trustees is also to inform relevant authorities of any violations of the laws, to help parents with issues concerning education and development of their children, to help the school in the fight against drugs, alcohol and other harmful influences, to help poorer students and to participate in the commission for combating various forms of violence against minors. Schools are not legally committed to having their own school board of trustees, but practice has shown that those schools that do have such a body carry out their mission easier. However, even among schools that do have such bodies there are rather large differences, since some of these boards are more active and ambitious than others.

System leadership and cooperation in networks

It seems that many schools in Bulgaria have plenty of reserves, especially regarding intensive cooperation with the general public in various fields. In most cases where such cooperation is in place the experience is positive. This is particularly characteristic of vocational schools which are connected with local businesses in which students can be trained for their future careers. Some schools set up various forms of cooperation with universities, museums, health organizations

and the like. If schools are able to attract the participation of various institutions such as government, state and city institutions, profit and non-profit organizations, individuals and the media, their image in the general and nowadays quite critical public is positive. Therefore, many schools are increasingly interested in cooperating with the local community, as in this way their reputation is enhanced.

When it comes to networking for better management of schools, the National Association of School Boards of Trustees, which is based in Sofia, should be mentioned.

The Association takes care of the coordination between the school boards of trustees, associations of school boards of trustees and other non-governmental organisations in Bulgaria and abroad. Its tasks include informing the public about the problems of school boards of trustees throughout the country, exchanging experience in the financing of schools, training and education of members of school boards of trustees, and providing assistance in establishing contacts between the school boards of trustees and non-governmental organisations. The Association successfully achieves its objectives by organising seminars, conferences and symposiums, with training, preparation and execution of the competitions and round tables, the issuing of publications and other forms of providing assistance to its members. Members of the Association can be individual school boards of trustees as well as unions, associations and federations of school boards of trustees, and other legal entities operating in the field of education. The National Association of School Boards of Trustees is a non-governmental organization financed mainly from membership fees, but also from donations and sponsorship funds.

The problems regarding other forms of cooperation with the local community and organisations are often the result of a lack of financial resources, motivation and good ideas. For this purpose the Institute of School Principals carries out innovative activities and trains principals for the implementation of school policies in the area of partnership with local communities, parents and school boards of trustees, as well as programs for school image building, which is also important for establishing

contacts with various types of public and for the good reputation of the school.

Example of good practice and a success story



The management of the Private Vocational Grammar School for Multimedia, Computer Graphics Design and Animation, which is located in the capital city of Bulgaria, Sofia, is governed by the internal school regulations, which precisely determine the rights and obligations of all participants in the education process. The principal organises, directs and supervises the entire educational process and school administrative operations. In doing this the principal is assisted by two assistant principals. The first one is responsible for assisting in the implementation of the educational process. Among other things, this assistant monitors the implementation of curricula and programs, takes care of the organization and implementation of the weekly schedule, attends classes, takes care of the organization and implementation of different exams and A-level examinations, etc. The other assistant is responsible for assisting in administrative and managerial functions of the principal. This assistant organises and supervises the work of non-teaching staff at the school, takes care of the handling and storage of school documents, school equipment with multimedia and other technical devices, routine repairs, is responsible for organizing the school meals and assists the principal in shaping the internal school budget. The school also has the teaching council, which resolves the basic issues of teaching and has very specific competence determined by the regulations. The school also has its own school

board of trustees, which is responsible for assisting in the implementation of various school activities, and the student parliament, which is operated under democratic principles by the students of the school and represents the interests of students and gives its suggestions and opinions to the teaching council. Homeroom teachers, other teachers, students and other staff, whose rights and duties are also determined by the school regulations, also play an important role in the organization and implementation of the educational process. The school is participating in the European international project called STELLA – “Science Teaching in a Lifelong Learning Approach” for Developing European Networks and the Dissemination of Good Practice.

4. Recruiting and educating school leaders

Recruitment and retention of leaders

The competence and skills which the public expects from the principal are detailed in the proposal for the new school legislation, which should come into effect in the school year 2009/2010. The principal must first meet certain formal requirements, such as being a Bulgarian citizen with a high level of education (bachelor or master's degree), and having at least two years the title "teacher" (2nd of the 5 levels of professional promotion). The principal is expected to be able to take good care of the organization of school activities, supervise employees and bear the burden of responsibility. In addition, the principal must represent the school and in accordance with the powers enter into various contracts. The principal must be responsible for the preparation and implementation of the school's development strategy. One of the main competencies, which has been particularly topical in recent times, is the principal's ability to prepare and implement the delegated school budget.

The very process of appointing a principal is run on the basis of open competition, which is carried out under the terms of the Labour Code. The competition for the selection of the principal is carried out and the successful candidate is selected by the Minister of Education and the superintendent of the Regional Inspectorate. In schools that have a school council, the council

conducts a contest and selects the principal, and the Minister and the local inspectorate may not refuse the candidate selected, unless there was a breach of the rules in implementing the contest. In schools that do not have a school council, the method of appointing principals is very centralized; the Ministry plays a key role directly or through regional inspectorates in selecting the candidates. The candidates must submit to the commission, which is appointed by the Minister or the regional inspectorate and which also has a representative of the municipality, the evidence of compliance with the formal conditions and of their experiences and achievements, while the final decision is taken on the basis of the results of the test of knowledge of laws and the interview with the candidates conducted by the commission.

The public has formed a belief that often professional competence does not play a significant role in the appointment of the principal, but that the key factor is the *political compatibility* with the current school authorities. Candidates often say that members of the commission asked them political questions. The fact that under the new legislation the key role in the appointment of the principal was taken over by the school council, which is composed of teachers, parents, municipality and the Regional Inspectorate, should have meant that the possibilities of political recruitment were reduced; however, there remains the question whether all members of the school council are sufficiently competent for assessing the competence of candidates. Very likely the Bulgarian public, especially principals, will continue to discuss this issue in the future.

Attractiveness of school leadership

Asked whether these days the principal's job is attractive, the principals in Bulgaria answer that the job has both an upside and a downside; however, they state that in recent years their work has become more difficult and that public expectations have greatly increased, which has made the management of schools more difficult. Many principals believe that in this



respect the Bulgarian schools are going through the hardest times of transition, because in the eyes of the public, schools are often to blame for the problems that society is not able to resolve on its own. The principals are thus guilty also for the irresponsible behaviour of parents, for the trade in drugs, alcohol and cigarettes, and for many other problems.

In spite of all the problems faced by the principals in contemporary Bulgarian society, it seems that the interest in this function is still large. Whenever principal jobs are advertised there are always many candidates. Many believe that the reason does not lie in the salary, since it is not significantly higher than the teachers' salary, in some cases it is even lower and it also depends on the number of students attending the school. Many are supposed to want to become principals simply because of the social status that the position brings, while for others being a principal is supposed to represent a major challenge and they are led to it by their idealism. The reasons why the position of the school principal is attractive can also be found in the fact that, until this year's change in the legislation, Bulgarian principals had a permanent mandate and have thus been relatively secure in their positions. The new law provides for restrictions on the length of the term of office to five years, but the number of terms is not limited. According to the new law, after the five-year mandate the success of the principals' work will be evaluated by the school council or by the regional inspectorate's commission. At least in this respect the work of the principal will be more difficult because they will have to constantly prove their ability. This is also why in the future the interest in being a principal will probably slightly decline.

National structures of pre-service, induction and in-service education of school leaders

Changes will bring a lot of innovations in the education and training of principals and candidates for principals. In Bulgaria this has been taken over by the Institute of School Principals, which launched a qualification programme for school principals. The qualification programme started with the training of current school principals. Many school principals already completed short-term courses

on managerial skills improvement, including on delegated budget management.

The condition for obtaining the licence for school management will include the compulsory training and passing the examination organised by the Institute of School Principals. Through analysis, forecasts and various programs it implements the national training of school principals, with the aim of improving the quality and efficiency in the management of schools. In addition, the Institute also deals with the development of innovative activities and encourages the introduction of innovations in school management and the introduction of educational-methodological and information technologies. It offers both initial training for newly appointed principals and periodic and continuous training of principals with the aim of improving their managerial, organizational and financial management skills.

A very important role is also played by the training of principals in the development of ICT use, since one of the Institute's analyses showed that despite the solid equipment of schools with computers and Internet access, almost half of Bulgaria's principals do not use e-mail, which gives evidence of the low computer literacy among principals. In addition, the Institute also conducts consultations with the principals and helps them to solve the problems they face in managing the schools; it monitors and evaluates the quality of training and keeps the register of certificates and approvals issued to principals. In the past, in addition to the training of principals the Institute conducted some surveys and carried out many innovative project activities such as the implementation of the contest for the title of "Good Principal", workshops on the subject of intercultural education, partnerships with local authorities, parents and school boards of trustees, the establishment of the interactive platform for learning and school management, etc. One of the more interesting programs for principals is the "School Management" program, within which training in the areas of management of money within the schools, the decentralization of education, the drawing of resources from the European structural funds, the work with employees, etc., is provided. The primary objective of the above mentioned "Good Principal" contest is, inter alia, to exchange models of good practice in school management,

as well as to monitor the effectiveness of the training within the Institute.

Coaching and other forms of support

As regards the issue of support that Bulgarian principals have in their work, it should be noted that the so-called Bulgarian Association of Employers in the Education System has been operating since 1990. This is a non-governmental and independent organization of principals and assistant principals, whose primary objective is to protect the social and labour rights of its members.

Representing the interests of principals includes the fight to increase the authority of principals in society. The Association represents the principals in the issues regarding the level of principals' salaries and has the role of the employer in negotiations with teachers' unions and the Ministry of Education. In addition, it organises seminars and forums, offers the school principals all the necessary information and assistance in introducing innovations and prevents the negative consequences of their enforcement. With its views it also seeks to influence state school policy, and recently it has been trying hard to increase the role of the Association in the implementation of the procedures for the selection of principals and in the checks carried out by the regional inspectorates in schools. The Association has more than 87 municipal and 24 regional organizations, with around 1,900 members. For principals membership in the Association is not mandatory. It also cooperates with other institutions, organizations and associations whose work is related to school management.

5. Challenges, areas of innovation and underlying evidence

Great problems that burden the Bulgarian principals have in recent years been mostly related to the acquisition of financial assets, since they are always insufficient, and they are allocated on the basis of the number of students. This has led to a rivalry between the schools, which steal students one from the other, adding stress to the work of principals. Furthermore, in recent years the responsibilities of the principals in the

administrative area have greatly increased, since it is necessary to comply with many different orders and regulations, constantly write reports and fill in forms, keep the school records, monitor the work of employees and allocate additional financial resources depending on their success, while paying attention to the rational spending of money from the internal school budget. In addition, principals, who in relation to employees have the legal status of employers, have to constantly deal with the pressures by teachers' unions, which in the planning of the budget within the school demand a larger share for teachers' salaries, while in cases when the school budget is exceeded at the end of the year they bear disciplinary liability. The Bulgarian Association of Employers in the Education System (SRSNPB), which is actually a kind of principals' union, is very critical towards the situation in which the Bulgarian principals have found themselves during the transition. However, it recognizes that changes in social circumstances require changes in the way the schools are run and should lead to an improvement in the education system in Bulgaria, but not at the expense of overburdening the principals and reducing the attractiveness of their profession. One of the incentives for principals is also rewards that principals who achieve good results in the management of schools receive from the Ministry of Education. In any case, in the future much idealism, voluntarism and long-term vision of school development will have to be invested in quality work of the principal.

Bulgaria is faced with great challenges in the field of education, probably much greater than in many other European countries. Many of them are listed in the National Program for the Development of the Education System 2006-2015, and

many of them deal with the way schools are run and the changes that the principals will have to adapt to. The main short-term challenges to school principals are the adoption of a new law regulating school education. Basic principles for the modernization of the Bulgarian education system are the quality of education, competition among schools, openness, equal access to the education system and active partnership among teachers, parents, employers, trade unions and non-governmental organizations. These are also the challenges that are placed before the Bulgarian principals. One of the challenges is also the fact that 75% of principals will retire in the next ten years and that a lot of energy and money will be needed to train new young staff. In addition, much goodwill will be required for social partners in the education system to reach an agreement that will allow the development and modernization of education in Bulgaria. As for the principals, modernization means the increase in computer literacy among principals, since research has shown that at the moment it is very low.

A modern and flexible school system will be crucially important in the future for the successful meeting of challenges in modern times, and if Bulgaria wants to become competitive in the European market also in the field of education, it will have to invest much effort in this. This task awaits all the participants in the education process and one of the key roles in this process will have to be played by the principals.

*Lomonosov's Vocational Gymnasium of
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Switzerland

The survey is based on a leadership model which is not limited to the school head, but concerns all levels of school, seeing teaching at the centre of all efforts and generating change by forming new structures. The data refer to primary and secondary school, i. e. "Volksschule" (years 1 to 9, excluding grammar-school). Examples of good practice illustrate the survey. A clear concept defining the competences of school leaders has yet to be developed.

| | |
|--|------------------------|
| Area | 41,277 km ² |
| Population | 7,604,000 |
| Population density..... | 184.2/km ² |
| GDP (PPP) per capita | € 44,800 |
| EU accession | / |
| Schools (2008/09) | 11,762 |
| Exp. (PPP) per student(non-tertiary) | / |
| OECD average | € 5,700 |

Survey of School Leadership Canton of Zurich

The survey is based on a leadership model (concept) which is not limited to the school head, but concerns all levels of school, sees teaching in the centre of all efforts and generates changes (by forming structures). The data refer to primary and secondary school, i. e. "Volksschule" (years 1 to 9, excluding grammar-school). Examples of good practice will illustrate the survey.

1. Background

Reality of leadership in the educational and political settings of Zurich

Political tradition in Switzerland – and this is, of course, true for the region of Zurich, too – is very critical towards the idea of leadership. In Switzerland, decision-making is a very democratic process with plebiscites. Policies are agreed upon in complicated negotiations. All this is also true for the state schools, which 95 % of the children in Zurich attend. Since the beginning of the 19th century, the public school system has covered six years of primary school and continues until secondary school (divided into three achievement levels) followed by a vocational training or the last years of grammar schools.

Attempts to change this highly differentiated system always failed. Criticism claims that this system distributes educational chances according

to social background and is thereby disadvantageous to less education oriented milieus. However, school success in terms of statistics on an international level can be called satisfactory.

This situation has not changed since leadership became an issue and was introduced in schools. The leadership concept was not developed in the public or educational field, but in the field of management development. In the meantime leadership has led to a new organization of schools, but this does not mean any improvement for socially disadvantaged children. In political discussions the demand for equality of chances is raised, but the concern of school quality and educational standards prevails. So an equal distribution of quality for everybody remains wishful thinking.

2. Context

National context

The Swiss school system is decentralised by tradition. There are no competencies on the national level apart from the curricula for vocational training and the final examinations in grammar schools (Matura). The federal government (national) is not responsible for elementary school (grade 1 - 9). The federal system of Switzerland leaves the school authority to the 26 cantons (similar to the German structure). This is even true for the universities (exception: The Federal University of Technology).

Regional context

The cantons have their own governments, parliaments, and councils. The schools are directed by “Bildungsdirektionen” or “Erziehungsdepartemente” (Educational Directorates), similar to ministries of education in other countries. In the Canton of Zurich a new education act was passed for the elementary school in 2005; teachers’ education and salaries rely on their own laws. In Zurich teacher training is organized by the Pädagogische Hochschule (Teacher Training Institute). The Educational Directorate supervises the school generally. The Office for the elementary school (“Volksschulamt”) keeps in contact with the schools and the local authorities; it supports them in teacher recruitment and forming classes according to a set standard.

The education act for the elementary school and other regulations define standards for the educational performance (school programme) and quality development. The curriculum is given by the authorities as well as the school material (the canton has its own publishing company and declares text books to be compulsory). Teachers can contribute to the development of teaching materials.

Local (municipal) context

The communities run the school and therefore the local level is of considerable importance. The local educational authorities (“Schulpflegen”, i. e. governing board) of the communities are elected, the candidates being proposed by the political parties. Their tasks are the following:

- supervision of schools, especially of teachers
- financing of schools, e.g. up to 80 % of the teachers’ salaries, payment of teaching materials
- infrastructure (construction and maintenance of school buildings)
- employment of teachers (in consultation with the school heads) and school leaders
- final decision on students’ careers

There are shared responsibilities – in terms of preparatory work – between schools and authorities, although regulations will be set.

3. School Leadership Concepts and Practices

Conceptual framework

The Zurich model of governance at the communal level has three levels of responsibilities/competencies:

The local educational authority/governing board
Political legitimization, finances, infrastructure and supervision (political leadership)

School leadership (head teacher)
Personnel matters, organisation of the individual school, administration (administrative leadership)

School leaders (head teacher) and school conference (teachers)
School programme, school development, teaching (pedagogical leadership)

This Zurich *concept of school leadership* is a system of shared power or responsibility, which limits personalised leadership. It rather requires leadership on several levels.

Leadership was a consequence of the “effective school movement” when characteristics of effective schools were discovered. School leadership was considered to be the decisive factor. This stands in contrast to the fact that the elementary school, founded in 1832, which is compulsory for the years 1 to 9, did not know school leaders until the end of the twentieth century. In contrast, the grammar schools and vocational schools have always had (limited) school leadership. They are supervised by a commission and have organisational and administrative competencies; they do not have any responsibilities concerning the staff.

The political introduction of *school leaders* in the elementary school followed economic and financial concepts like New Public Management which gives more autonomy to schools, while at the same time evaluation and accountability are imposed.

These changes were introduced with the Elementary School Act of June 2005. In 2008/2009 all schools established school leaders.

School leadership is traditionally expected to be *administration*: organisation of teaching (from curriculum to special needs measures), very limited budget as well as personnel competencies. The final responsibility remains with the *local school board* which is legitimized by election. A special challenge to school heads is the realisation of parents' involvement and quality management, secured by *school programmes* and *self-evaluation*.

A clear concept defining the *abilities (qualities) of school leaders* does not exist. Most of the new leaders have been teachers with additional qualifications.

The idea of leadership in a comprehensive way (from school head to teacher) is still limited to running the school. The intention of having people in responsible positions for quality management or special needs cannot be realised due to the small size of schools. The average school in the Canton of Zurich has got 9 classes.

Focus on teaching and learning

Contributing to *teaching* is part of the Zurich leadership concept. There is, however, no direct intervention, but rather cooperation related to teaching. School head and school conference (the teachers) share the leading responsibility. Leadership in the classroom is part of the teacher training programme at the Teacher Training Institute in Zurich.

At the present stage of school development the emphasis on teaching is supported by the Canton (Educational Directorate) since the new policy of support for students with special needs demolishes special classes for this target group. Consequently, the teaching staff will be confronted with a much wider range of abilities in their classrooms (i.e. more heterogeneity).

Means in this process:

- *School programme* and *curriculum* allow for core areas/focus themes, e.g. free or optional subjects are possible.
- The *personnel concept* requires insight in lessons and an assessment of teachers; this is a

communal task of school leaders and the communal inspection of the governing board. The school heads visit lessons and talk to the teachers; this may result in further education for individual teachers. Some schools also support mutual visitations of teachers. The evaluation of teachers is standardized; the results can be reflected in the teachers' salaries.

- In the individual school it is *the school conference* (staff) which should be the nucleus for teaching development.
- Schools (school conference and inspectorate) can decide to *teach across classes*; this demands adaptations of the teaching.
- The *renunciation of special classes* (a decision of education directorate) also leads to new teaching concepts.

School leadership is a recent invention in the Canton of Zurich; its establishment is not completed yet. A cooperation of the three leadership levels must develop and the staff must learn to accept the new school leaders. When this is done, school leaders will be able to start their teaching oriented leadership. The new leaders themselves have to grow into their tasks until they can initiate the changes in their schools.

Restructuring and re-culturing school organisation

Talking about organisation development in the Canton of Zurich means talking about a relatively small number of inhabitants and consequently of small sized schools. So there are no structures like departments or the like; the organisational tasks are delegated to the staff.

Since 2006, when the new education act for elementary schools was put into practice, schools have been asked to:

- reorganize the *responsibilities* on the three mentioned levels; in small communities (see above) there is little to distribute
- write their individual *school programmes*
- start *self-evaluating* on a low scale; this is to prepare for the external evaluation. These are means to improve school quality.
- take first steps to *parent and student participation*

School leaders are forced by the new law to start organisation development and they get support

from the cantonal education directorate, which provides plans and a training week.

School leaders have the following means at hand:

- *Competencies* for the development of personnel, e.g. to enforce in-service-training.
- *Organisation structures* are limited to the *school conference*, in some cases there are special teams for special projects.
- *Quality control* (e.g. in self-evaluation) as a basis for development, taking measures; there is also external evaluation to support this.

School leaders face a new task of establishing the leading structures and at the same time have to introduce changes in the class structure (inclusion model). Administration and organisation consume most of the resources.

Setting and negotiating the direction of school development

Dealing with and meeting general expectations are the function of the cantonal curriculum and the cantonal jurisdiction. Input for school development is covered by the inspection, at local level the school and the authorities are involved in directing school development. The schools have to give account in regular meetings.

Parents, local industry and commerce are not part of negotiating school development. However schools communicate with their parents regularly, parents participate in extracurricular activities (like sports days, project weeks), in the presentation of results as well as festivities. These are well documented in the local press.

The individual school, i.e. its leader, is often confronted with particular interests of parents, which have to be dealt with.

School leaders try to establish relations to the local public, especially to industry and commerce. They are supported by their teachers. The school subject 'religious education' involves the churches as well.

System leadership and cooperating in networks

This is a new field, so there is little experience. One example of networking that has to be mentioned refers to schools undergoing self-evaluation. They join to exchange data and cooperate in the interpretation of results.

Good practice/success stories

The concept of inclusion (applied for demographical or pedagogical reasons) can mean that teachers are faced with three and more age groups in one class room. This structural change requires team teaching (more than one teacher in one class) and new methods of differentiation.

The school leaders have to introduce the following measures:

- defining other responsibilities,
- subsequent planning of the everyday teaching
- organising team teaching and
- initiating joint preparation of lessons

This does not only lead to a change in teaching, it also generates further education for the teachers on the job. This cooperation of teachers in the class may also give an example to the students in a most efficient way (the small schools on the outskirts of Hinwil may serve as a proof).

4. Recruiting and educating school leaders

Recruiting and retention

Usually teachers are trained to become school leaders. Teachers can also train in the field of educational management and thereby qualify for extra tasks allotted to them by the school heads.

Attractiveness

Becoming a school head is a step on the job ladder with extra pay. Once taken, there are the chores of the everyday work, which is more stressing than attractive.

(National) structures of education (pre- and in-service, induction)

There are no national structures; on the cantonal level it is the Teacher Training Institute Zurich (as part of the University of Applied Sciences) which is authorized to train candidates. But interested teachers are free to attend for example institutions of adult education. These courses of further education generate an additional diploma ("Nachdiplom"). The formal requirements follow the Bologna regulations.

The training concentrates on tasks like administration, conflict management and organisation development.

Coaching and other forms of support

Coaching is used when there are conflicts in the cooperation of the different levels and the Teacher Training Institute Zurich offers support to

- Governing boards: clarifying roles in the leading and management processes.
- school leaders: coaching personnel, project management
- school conferences: school programme, team development, conflict mediation
- teachers: coping with heterogeneity and leadership in the classroom.

5. Challenges, areas of innovation and underlying evidence

The success of leadership in schools in Zurich will depend on the cooperation of the three levels involved: governing board – school leaders – school conference. By the new policy the school heads move into a middle position (sandwich),

which is known (from management theory) to be the most difficult one.

In order to survive on the middle level it is important that sufficient resources are provided. So the canton offers extra pay for the headmaster and less teaching time. At the moment a fast and efficient organisational development is the precondition that school leaders can concentrate on *teaching development*. Improving the teaching in schools must be focused on and requires a joint effort of the leaders and their staff. The quality of teaching defines the success of a school.

Starting the school leadership programme the headmasters were recruited in their schools where they taught. In the future they should be appointed from outside and thereby be more independent from personal relations within the staff. There are no initiatives in this direction on the part of the inspectorates.

So far, a school leadership policy (besides the regulation of the law) has not been initiated by the education directorate (cantonal level). However, as already mentioned, the college of education offers coaching and support. This includes work on the school programme, working with heterogeneity as well as personal coaching for school leaders.

Two recent surveys (Reichwein 2007, Wehner 2008) give evidence of the status of leadership in the Zurich elementary schools as it is described above.

*Institut Unterstrass, Zürich
Prof. Dieter Rüttimann, Dr. Lutz Oertel*

Appendix

1. School Governance: Elementary schools in the Canton of Zurich

| | School heads School conference | Local school board | Regional; Cantonal administration | National school authorities |
|--|--|---------------------------------------|--------------------------------------|--------------------------------|
| Teaching | School programme | Approval | Curriculum, laws | |
| Internal organisation/ School development | SL Organisationsstatut Projekte | Approval | Law | |
| Admission/selection of students | Selection procedures | Distribution to schools / recourse | Law | |
| Communication, representation | School head to school authority / community | Community | Canton | |
| Staff | MAB | Recruitment / MAB | Law | |
| Finances | School budget partially by school head | Payment, etc. | Administration of staff | |
| Infrastructure | | SB | Subsidies | |
| Reporting | School head and staff, self evaluation | | Inspection, Specialist department | |

2. Legislation

- Das Volksschulgesetz in Kürze/New Education Act Volksschule:
www.vsa.zh.ch/file_uploads/bibliothek

3. Surveys/Literature

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www.bildungsdirektion.zh.ch/internet/bi/de/aktuell/News08/05



Cyprus

General education in Cyprus is provided in a compulsory, nine-year comprehensive school, followed by a non-compulsory three-year secondary school. The general aim of the Cypriot school system is to create free, democratic and autonomous citizens, to promote understanding and empathy among people of different nations on the basis of a Greek identity and Christian Orthodox traditions. The education system is highly centralized, so that all responsibilities for the enforcement of educational laws, curricula, textbooks and supervision are concentrated in the Ministry of Education and Culture.

| | |
|---|-----------------------|
| Area | 9,251 km ² |
| Population | 1,058,000 |
| Population density..... | 112/km ² |
| GDP (PPP) per capita | € 21,700 |
| EU accession | 2004 |
| Schools (2008/09) | not available |
| Exp. (PPP) per student(non-tertiary) | € 7,900 |
| OECD average | € 5,700 |

1. Background

Cyprus is an island in the north-eastern part of the Mediterranean with a surface area of 9,251 square kilometres. As of 2006 the estimated population was 867,600 (Statistical Service, Republic of Cyprus, 2007), of whom the majority are ethnically Greek, living in the southern part of the island. About 200,000 Turkish Cypriots and Turkish immigrants live in the northern part of the island, separated from the south by a UN-supervised buffer zone. There are also a few foreign residents, Maronites, Armenians, and Latins, who live in the country (Tsiakkios & Pashiardis, 2007, p.73). Cyprus became a member of the Economic and Monetary Union (EMU) upon accession to the European Union on 1 May 2004. As of 1 January 2008, Cyprus adopted the Euro, giving up its national currency (the Cyprus Pound). At the same time, it entered the Eurozone and benefited from a single monetary policy (European Commission, 2008).

Cyprus's economy is small, open and flexible. At the same time, it is characterised by conditions of rapid growth, full employment conditions and external and internal stability (Cyprus State Fairs Authority, 2007). Human resources are characterised by a high level of educational attainment. The island has experienced strong economic growth since independence from the United Kingdom in 1960, based mostly on industrial and agricultural sectors and advanced physical and social infrastructure (Human Resource Development Authority of Cyprus, 2007). In terms of per capita income, Cyprus is classified among the upper middle-income countries. The public expenditure on Education

accounted for € 942.3 million in 2006 (Statistical Service, Republic of Cyprus, 2007). Thus, the quality of life is high and the standards of health provision, the functioning of other social organisations and the provision of public education can be favourably compared to other countries in the European Union (Tsiakkios & Pashiardis, 2007, pp 73-74).

When Cyprus gained its independence in 1960, it also joined the Commonwealth and the United Nations. The provisions of the London and Zurich Agreements placed education under two parallel Communal Chambers, one for the Greek community and one for the Turkish community. The system of school committees continued to function under the same rules and regulations as those during the British era (Anastassiades, 1979). In 1963, violent actions broke out between the two communities (Greek and Turkish). As a result of those disturbances, the parallel system of the two Communal Chambers had to be abolished, and furthermore, the two communities took steps towards separation. Following the separation in 1965, all the administrative functions of the Greek Communal Chamber were transferred by law, to a new Ministry, the Ministry of Education. The Ministry of Education was responsible for all Greek schools, and for the schools of all the other ethnic groups which aligned themselves with the Greek Community.

The Organizational Profile of Cypriot Schools

Organizational structures

The educational system in Cyprus is provided in a compulsory, nine-year comprehensive school (legislated in 1981), followed by a non-compul-

sory three-year high school (grades 10-12). This separation between compulsory and non-compulsory education is launched under the general humanistic ideals of the system “to create free, democratic, and autonomous citizens who have well-rounded personality, they are healthy, honest, active and creative, and who contribute, with hard work and willingness, to the social, scientific, economic and cultural advancement of the country, and to the promotion of cooperation, understanding and love among people and nations, with the aim of sustaining freedom, justice and peace, and with a clear direction towards the idea of a free country, that manages to keep the Greek identity and the Christian Orthodox tradition as well” (National Curriculum for Primary Education, 2002, p.17). The nine-year comprehensive school is divided into two levels: elementary (grades 1-6) and gymnasium (7-9). In the context of the paper the terms ‘primary’ and ‘elementary’ are used interchangeably and refer to free, compulsory education starting from the age of six to twelve. All students are taught the same subjects, and use the same books, in the nine-year comprehensive school (Zembylas & Papanastasiou, 2006).

In general, despite its traditions of classical education and Aristotle’s dictum that “state education is not worthy of free citizens” (The Woodrow Wilson International Center for Scholars, 2008), Cyprus is a country with a highly centralized public educational system. The Ministry of Education, which was renamed as Ministry of Education and Culture (MoEC) in 1994, is the policy-making and administrative body of the Government for education. It is responsible for the enforcement of educational laws and the preparation of educational bills. It also prescribes the syllabi, curricula and textbooks, and, finally, regulates and supervises all the institutions under its jurisdiction (Pashiardis, 2004).

Appointments, secondments, transfers, promotions and discipline of all teaching personnel and the Inspectorate of the Cyprus Educational System are under the responsibility of the Educational Service Commission, a five-member independent body, appointed by the President of the Republic for a period of six years (MoEC, 2001). Newly qualified teachers are usually

appointed to small schools, since a points system is used for assignments and they all start with zero points (the more points you have, the better the assignment you get). The assignment to a small school is seen as undesirable by the majority of teachers. Even teachers from the local area prefer to work in larger schools and, as a result, small schools have teachers from other communities. Inspectors visit schools at all levels and offer consultations, advice and supervision. School evaluation is also their responsibility (Pashiardis and Tsiakkios, 2004).

The Role of Local School Boards

Local School Boards are committees formed by 5-11 elected members of each community or district and serve for a period of five years. The government has given them the responsibility to administer schools in their district. They undertake the financial management of schools and cooperate with the schools’ headteachers to achieve their best operation. Local School Boards manage schools’ budgets; give suggestions about the reallocation of pupils in the district’s schools and are responsible for schools buildings and equipment. Their role is similar to the role of LEAs in England, especially prior to the reforms, because they are transitional agents between central authority and schools (Theodorou, 2006).

The Profile of Cypriot Headteachers

Because of the way the Cypriot Educational System works, the majority of primary school headteachers are in their late 50s, which is an age close to retirement. Promotion is based on their age and long service in teaching (about 20 years), as well as on the evaluation of their performance as teachers (Pashiardis and Orphanou, 1999). Moreover, according to Pashiardis and Orphanou (1999), most of these principals are graduates of the Pedagogic Academy of Cyprus (PAC, *three years*) and only 2% are qualified with a Master’s degree. The educational system in Cyprus has been steadily transformed through a succession of improvements after the independence of the island from the British in 1960 (Zembylas and Papanastasiou, 2004). These improvements include the necessity for Cypriot headteachers to have at least a first University degree in Education Sciences (which is a four-year degree) (Constantinou, 2001).

Headteachers hold the most critical posts in Cypriot schools, as they are responsible for their schools' operation and functioning, both in the educational and administrative sphere. Their duties include class teaching; guidance, evaluation and reports on the teachers' work; collaboration with the Local School Board; writing down and submitting schools' needs to be included in the following year's budget; managing any money given by the Board or Parents Association; and handling the schools' paperwork and mail (Law 223 of 1997 cited in Theodorou, 2006).

Headteachers are mainly responsible for the administration and management of the school. That good teachers can become effective managers and leaders without pre-post preparation is still an assumption in Cyprus. As a result of this, headteachers work from personal experience, figuring it out as they go. During the first few years after appointment to the post, headteachers receive compulsory in-service training provided by the Pedagogical Institute, related to general management and administration issues, educational issues and the duties of the post. However, as Nicolaidou (2008) argues, even this training is primarily bureaucratic in nature and inadequate to prepare future school leaders. As Trisokka's (2006) research results showed, Cypriot primary school headteachers categorically believe that their education system does not adequately prepare them to meet the demands of their new role and that the compulsory preparation for headship provided by the Pedagogical Institute following promotion is poor in both content and delivery. They also complain about their many and exhausting duties at school that make them feel physically and emotionally unproductive.

As Angelides (2005) pointed out, current Cypriot schools need headteachers who are trained to recognise existing practices and reformulate ineffective policies within the framework of continuous professional development.

Leadership and management processes

As mentioned above, the educational system in Cyprus can be characterized as centralized, conservative and bureaucratic in all its functions (UNESCO, 1997). Headteacher preparation is regarded as a weak point of the Cypriot system, as no specific long-term training is offered to them and no appropriate professional qualification in management is required of applicants for the post (Nicolaidou and Georgiou cited in Nicolaidou, 2008).

The introduction of management and leadership training programmes in education is still at an embryonic stage. It can be argued that primary headteacher preparation and professional development is virtually non-existent (Georgiou et al., 2001) and does not address the actual needs of headteachers. Those responsible for organising in-service training programmes at the Pedagogical Institute have conceded that they have failed as a system, due to the fact that they have neither trained nor created effective school managers nor developed good school leaders (Charalambous, 2004). This, combined with weaknesses in the procedures for leader selection, has been characterized as a stigma on this particular educational system (Georgiou et al., 2001).

*Coventry Greek School, Warwick
Lambri Trisokka*



Czech Republic

The National programme for the development of education (White Paper) was published in 2001 during an extensive school reform – with demanding consequences for teachers and school heads, who were given more power and responsibilities. It is expected that they will acquire the necessary skills and competencies. Many practices and methods used in schools are new for them, so it is very important to provide the school leadership teams with appropriate training and advice which will help them to effectively manage the changing system of education.

| | |
|---|------------------------|
| Area | 78,867 km ² |
| Population | 10,212,000 |
| Population density..... | 129.5/km ² |
| GDP (PPP) per capita | € 14,200 |
| EU accession | 2004 |
| Schools (2008/09) | 10,380 |
| Exp. (PPP) per student(non-tertiary) | € 4,500 |
| OECD average | € 5,700 |

1. Background – everyday reality vs. political framework

The political changes in the Czech Republic after 1989 also lead to the changes in the Czech education system. The school reform started in 2001 when the National Programme for the Development of Education was issued. All aspects of school education (school management, administration, educative system, curriculum, methods of teaching) went through many innovations.

Until 2001 Czech schools were governed centrally by the ministry and other political authorities. Since 2001, the powers have been shifted to lower levels of administration (regional governments, municipalities). The powers and responsibilities of school heads have been increasing with the introduction of the concept of a legal entity – nowadays all schools are regarded as legal entities with their own responsibilities.

2. National and local context

The role of the state is to define the rules of the game, the strategic goals, the general direction of the development, to create conditions in the economic area and in support systems, to establish the main principles of indirect management (curricular policy, evaluation, financing, support for school and teacher activities) and to exert a permanent pressure for achievement of these common goals. The role of the regional government and local municipalities is to assert the authentic local interests and to be responsible

for the establishment, efficiency and functioning of the school network. The role of schools is to exercise their professional responsibility to put into practise the educational goals that they set themselves within the framework of rules prescribed by the state. Cooperation between the public administration and self-governing bodies as well as the participation of the whole of society is needed on all levels.

A number of fundamental changes in the creation of the curriculum were also brought into effect after the school reform. The School Act introduces a system of multi-level educational programmes. The highest level of the system is represented by the State Educational Programme which is issued by the Ministry of School, Youth and Sports. This document determines the main principles of the state curricular policy and generally binding requirements. The lower level of curricular documents, the framework educational programmes (made for all school levels), are also issued centrally and they specify general requirements and define a framework for the design of learning plans.

School Educational Programmes are the lowest level of the curriculum system. The schools create this curricular document themselves, every school should state their own curricular priorities, the areas which are most important for them, teachers are to choose their own approaches and methods on how to teach the children. Teachers bring children not only factual knowledge, they should provide them with a systematic and balanced structure of basic concepts and relations that makes it possible to put information into a meaningful context of knowledge and life

experience. A balance between knowledge, skills, and acquisition of attitudes and values is very important. The stress is put on the gaining of key competencies, the education has a new orientation: children learn how to know, how to act and live together, how to solve problems, how to exist in society, the important thing is also a quality system of values.

The stress in new approaches to teaching isn't put only on the new teaching methods but also on the teamwork. Teachers have to cooperate more with each other. They should discuss and consult the curriculum of the subjects they teach with each other. The general aim is to develop an integrated and linked curricular content.

New topics are also emerging across the curriculum, e.g.: European integration, multicultural education, environmental education and education for a healthy life style. All these changes have to be managed by the school principals. They became managers who deal with economic and personnel agenda (staff recruitment, supervision, evaluation and development), strategic planning, organisational development, data management and public relations. Headmasters are seen as representatives in relations with parents, school council, establishments and various state control bodies.

They are also leaders who motivate and manage pedagogical staff, who set new strategies and visions. The principals thus have to solve various problems and lots of them are new to them. For successful results of all reforms which are currently running in Czech schools it is necessary to have good headmasters, who are not only good managers but also good leaders.

3. School leadership concepts and practises

Conceptual framework

The school headmaster has a number of various responsibilities. He issues the School Educational Programme, the annual report. He is responsible for self-evaluation of the school, issues school rules, decides all matters concerning education and other school services (personnel policy,

economic issues, etc.). The headmaster is responsible for the pedagogical and professional quality of education and other school services. The School headmaster is subordinated to the establisher of the school (Czech schools are established by municipalities, regional governments, churches or the Ministry of School, Youth and Sports) and the School Council.¹ The School Council consults the content of the School Educational Programme, approves the annual reports and the school rules. The council also decides about the way the pupils will be evaluated, participates in the processing of the conceptual intentions of the development of the school. The School Council debates the budget proposal, controls the economy of the school, discusses the visit reports of the Czech School Inspection.

School organisation

In Czech schools a model of distributed leadership is often applied. The extent of the sharing of leadership functions depends on the size of the school. Headmasters of big schools have two deputies who focus on specific areas, e.g. business/operation management, curriculum, human resources, strategic planning and data management. In schools, where the principal has only one deputy, the extent of sharing of leadership functions is not so big.

School teachers also play an important role in the distributed leadership principle. The teachers as members of the Pedagogical Council should advise the headmaster in the area of curriculum and strategic development. After the introduction of the School Educational Programme there is now a coordinator of the School Educational Programme at each school. The coordinator works as an advisor for this curricular document, as the School Educational Programme is perceived as a flexible document which reflects actual development and the pupils' needs and should be modified according to the current situation.

¹ The School Council is founded by the establisher. One third of the School Council members are representatives of the school establisher, one third of members are delegates of parents, one third is voted by the school staff. The elections to the School Council take place every three years. The headmasters cannot be members of the School Council, they can only attend the meetings of the School Council with an advisory role.

For the curricular issues and student support services there are also specialists and teachers who work as school psychologists, teachers for special education, study advisors, coordinators of environmental education and coordinators of preventive activities. The School Council works as another important control and advisory body following the distributed leadership principle.

Networks for school leaders

The school headmasters can be members of the Association of Headmasters at Basic Schools in the Czech Republic which was founded in 2005. Its members can be both individuals as well as legal entities from the area of basic education. The membership is optional, the objectives of this association are to support the interests of its members, to be a negotiating partner for the Ministry of School, Education and Sports, or for other government institutions in the issues of educational policy and basic education, and to be a partner for universities which educate future educational staff and to create conditions for the in-service training of headmasters and teachers. The headmasters also often use the opportunities to meet each other at in-service training workshops and seminars and they consult and exchange their experience with specific topics.

4. Recruiting and educating school leaders

Recruitment and retention

The establisher of the school is responsible for the recruitment process of a school leader. The establisher appoints a commission, whose members are representatives of the establisher, the regional government, the Czech School Inspectorate, an expert from the school management area (usually a headmaster from another school or someone who is experienced with school leadership), a representative of the educational staff of the school, where the future headmaster will work, and one member of the School Council.

The applicants for the position of headmaster should fulfil the conditions given by law (a master degree which allows them to follow the teaching profession and appropriate experience as a school

teacher four years' experience is necessary for basic schools, five years' experience is needed for secondary schools) and conditions required by the establisher. The candidate is usually asked to elaborate his vision of new developments at school.

The commission checks candidates' knowledge of school management and legislation and their capability to be a good manager and school leader. The applied candidates can be tested in a written test or interviewed in front of the commission, the interview can last up to 60 minutes. The most eligible candidate is then nominated to become the headmaster of the school.

The headmaster is appointed for an unlimited term and according to the valid law the headmaster can be withdrawn only if he breaks the law or significantly disrupts the work discipline. There are proposals to change the law and set the limited term of appointment for five years.

National structures for education

According to the Act of Educational Staff from 2004 the headmasters have to acquire a specific qualification which makes them eligible to perform the position of a headmaster within the time-limit of three years after the appointment to the position of headmaster. They can obtain this qualification at universities or at some in-service training institutions.

There are several grades of educational management training. The basic and compulsory grade is called Study for School Headmasters. This training is provided by the National Institute for Further Education² and other in-service training centres. The minimum number of instruction hours, which is set by Ministerial Regulation, is 100 contact hours. The content of this grade includes legal fundamentals, labor law, school financing, school and educational process organization. The recent praxis has shown that this content is

² NIFE (National Institute for Further Education) is an in-service training institution for educational staff established by the Ministry of School, Youth and Sport with a national scope. The main focus of this institution is to exert national priorities in in-service training.

insufficient, it is under discussion that other topics, e.g. personnel management, health and safety issues, should be added into the compulsory content of the Study for School Headmasters.

Another stage in educational management training, Study for Leading Educational Staff, comprises 350 instructional hours. The participants in this training are schooled in the area of theory and practice of school management, law application at school, economic and financial management, educational process management, personnel management more comprehensively than in first grade. Graduates of this training obtain a bachelor degree, which guarantees them a higher salary.

Furthermore, a number of workshops and seminars is offered to school headmasters, as a part of lifelong learning. These seminars focus on specific topics and actual issues and are provided by the National Institute for Further Education, universities and various in-service training centres.

5. Challenges, areas of innovation and underlying evidence

According to the crucial curricular document, the National Programme for the Development of Education (a so-called White Paper) the changes, which Czech schools are currently facing,

„... are putting new requirements on school and teachers, not only in terms of new professional and personal qualities, such as creativity, initiative, personal responsibility and professionalism but also of the strengthening of the teamwork throughout the school, the development and implementation of a long-term vision, a common vision of their development, ...a capacity for joint self-reflection, a realistic assessment of their own strengths and the stating of their own goals. The most demanding... are the role and personality of school heads, who should act in a non-authoritarian way, but with the authority of a democratic leader.“

It is obvious that current reform of the educational system is demanding not only for teachers but mainly for school heads. The school headmasters are expected to have various abilities and competencies. Many practices used in school are new for them, so it is very important to provide the school management with appropriate training and advice which will help them to manage effectively the changing system of education. Increasing the competencies of managerial staff at schools and educational institutes in the area of management and human resources policy is also a national educational priority as it is one of the supported activities in the Operational Programme Education for Competitiveness for the years 2007-2013.

*NIDV Praha, Prague
Eliška Křížková*



Germany

In Germany, each of the 16 federal states has its individual school legislation. This report gives an overall view of the state of the art and the trends in school leadership and management. In all states schools are moving towards more autonomy regarding budgeting as well as curricula and staff recruitment and development. The recruitment of school heads has shifted from promotion to performance-based procedures. However, the remuneration does not encourage a sufficient number of teachers to strive for headships.

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| Area | 357,000 km ² |
| Population | 82,330,000 |
| Population density | 230/km ² |
| GDP (PPP) per capita | € 30,200 |
| EU accession | 1957 |
| Schools (2008/09) | 34,917 |
| Exp. (PPP) per student(non-tertiary) | € 6,000 |
| OECD average | € 5,700 |

1. Background – the contrast between everyday reality and the political framework

School Structure

In the Federal Republic of Germany responsibility for the education system is determined by the federal structure of the state. Under the Basic Law the exercise of governmental powers and the fulfilment of governmental responsibility are incumbent upon the individual 16 states (Länder), and this has led to differences in shaping their education systems.

In order to coordinate collaboration in the area of education, the states set up the Standing Conference of the Ministers of Education and Culture (the KMK).

Approximately seven million pupils attended 48,000 state schools in the school year 2006-07 in the Federal Republic. Just fewer than 7% attended private schools. All over Germany a differentiation is made between general schooling and vocational education. General schooling can be divided into four stages:

- Pre-school
- Primary
- Lower secondary
- Upper secondary

Pre-schooling ranges from children aged a few months to school entry and is, as a rule, voluntary. Compulsory schooling normally begins in the year of becoming six years of age and ends on principle 12 years later. At the end of primary school, at

age ten, the children are distributed among the different school types in lower secondary education.

In the City States of Berlin and Hamburg the above transfer ensues at 12 years of age. In the majority of Federal Lands these school types are:

- Secondary modern, general schooling (Hauptschule)
- Secondary modern, commercial, technical and academic (Realschule)
- Grammar School
- Comprehensive School

After Primary School, where the children are all together, the organisation of the secondary school system (grades 5 to 12/13) in the states is characterised by a division into the various educational paths with their respective leaving certificates and qualifications for which different school types are responsible. The decision about the school to be attended after primary education follows different rulings in the Federal Lands, ranging from recommendation to binding decision by the school passing on the child. For pupils with special educational needs whose development cannot be adequately supported at ordinary schools, various types of special schools for different types of disability have been set up within the organisational framework of general and vocational education. In addition, pupils can be taught within an integrative facility in their accustomed social environment.

In Upper Secondary education we find, alongside the grammar schools, full-time vocational schools (varying in type), sandwich-course vocational

schools (das Duale Modell) and specialised grammar schools (qualifying for university entrance). In Lower Saxony, additional opportunities to qualify for university entrance are provided for students who successfully complete their vocational education. Master craftsmen, state-examined technicians and state-examined management experts can study at a university in Lower Saxony without the formalised school-leaving certificate at age 18.

2. Context

The German school system gave a comparatively poor showing in the international research of school performance. Against an international background, the deficits in quality and performance can be seen in the low number of people with higher education, the high number of people leaving education prematurely and the high dependency of educational opportunity on social background.

Triggered by these findings, the German federal lands have taken a number of measures, above and beyond the traditional catalogue of the School Supervisory Board and running projects, to guarantee the quality of schooling at the level of the system and of the individual school. These measures combine different processes of quality development and quality management.

Among these processes we find:

- the reform, resp. further development of curricular frameworks oriented towards standards
- comprehensive, comparative school tests, above all in the core subjects
- extension of external evaluation
- putting educational standards into action
- quality management in schools
- school-leaving examinations

These processes of quality development and management are embedded in overall strategies, which include the strengthening of the autonomy of individual schools, the development of school profiles, the promotion of cooperation between schools and the improvement of the advisory function of the school supervisory board. These are tasks which offer a challenge to school heads, because the responsibility for quality has been

transferred to them. In addition, it means that they have therewith taken over former supervisory functions of the School Supervisory Board, in order to govern their schools independently.

How do schools work towards improving quality?

Nearly all the federal states offer their schools some orientation towards a basic understanding of good quality in education. It is hoped that the schools will set up their own school programme to work towards the fulfilment of this ideal. Lower Saxony, as one example, offers a framework that has satisfied the demands of external evaluation (EFQM and SEIS) with six areas of quality and 25 important features.

Innovative output steering and local responsibility

Only recently have schools begun to focus more on output. In no German federal land has this refocusing so far been brought to a successful conclusion. Naturally, the role of the school heads will change, but also that of the school supervisory board which will lose some of its duties and must develop a new understanding of its work. School heads will take over the responsibility for staffing and the development of school quality. They may use different forms of internal evaluation and the results of regular school inspections, which are in fact external evaluations and are replacing the traditional form of school supervision.

The evaluation systems for schools in the federal lands are oriented towards the standards decided by the KMK for Primary Education, Secondary School and the intermediate school-leaving examination. In addition, school quality benchmarks taken from the recommended frameworks in the respective Lands may be applied, as these give the schools an indication of the school and teaching quality expected. External evaluation can then take place using these criteria.

The school authorities are usually responsible in those Lands where external evaluation is laid down by law; in other Lands regional educational institutes are responsible. In Bavaria and Saxony, semi-professional evaluation agencies are being

set up. In Hamburg, Brandenburg and Lower Saxony, the inspectorates are separated organisationally from the school supervision authority along the lines of the Dutch and Anglo-Saxon models.

In the majority of the Lands, the duty of the schools to develop school programmes plays a central role.

Individual schools state their centres of interest and aims on the basis of local regulations with regard to content and examination standards. This working basis is agreed upon in the school community and finds its origins in each Land's specific framework of school quality. This, in turn, is based upon a systematic synopsis of the status quo and contains

- a clear statement of the educational profile
- long-, medium- and short-term aims
- a catalogue of measures to develop quality, in which areas of responsibility for the teachers are fixed
- a realistic timetable to set the above measures in place
- a plan for in-service education
- a plan for regular accounting to the school community or, as in Lower Saxony, to the school governing board
- and a long-term evaluation concept, i.e. situation appraisal, successes and the measures to be taken accordingly.

The school programme offers an opportunity for a school to present itself as a functioning unit able to run the work of the school on its own responsibility.

At the same time, individual evaluation procedures and criteria are stated in the programme which are based on pre-agreed benchmarks (curriculum, timetables). The evaluation tasks are fixed in the school programme by the schools themselves. School programmes should take into account the social and demographic pre-conditions of the each individual school.

Independent schools and responsible head teachers need well-developed and smoothly-functioning support systems. Among these are:

- Legal advice for school heads and professional assistance in legal matters

- Advice for staff in questions of teaching and learning efficiency
- In-service opportunities which meet the current needs of the staff
- Qualification of and advice for heads and departmental heads on leadership and system issues
- Advice for teachers, pupils and parents on social and psychological matters

Such advisory and support systems have not been established as yet in any of the federal lands. This may well be for financial reasons, because the necessary budget positions have not been instituted. The difficulties may also lie within the process of change itself, because with the introduction of autonomous or independent schools there has been a regulatory move to a service system which needs a service able to give individual schools appropriate support.

The local context

In Germany there is a difference between internal and external school matters with regard to who bears the responsibility for schools. The federal land is responsible for internal matters, including curricula, staff and staffing. Local authorities are responsible, as a rule, for external matters. They would be administrative staff, school equipment and furniture, cleaning and maintaining the buildings and the schoolyard. One matter of concern for parents over the years has been safe transport to and from school.

As the local education committee makes decisions concerning quality on the basis of the school development plan, e.g. equipment, learning resources, institutional and structural cooperation and mergers, swimming pools, libraries etc, a school head has to represent the interests of his school energetically and successfully.

As agreed in the KMK (see under 1), the federal lands decide on school types, subject hours, curricula, teaching hours and salaries. They employ the teachers and pay them. In Lower Saxony the Ministry of Education ensures that the policies set out by the regional parliament are implemented, doing this with the help of

- The Regional School Authority [RSA] (supervision of the schools, employing new teachers, in-service education)

- NLQ (formerly NiLS), responsible for Teacher Education, Further Teacher Education, Quality Assurance and School Development as well as the School Inspectorate (external evaluation; regularly publishes a report on the quality development)

In those federal lands where school autonomy has been newly introduced, the selection of teachers is being increasingly transferred to the schools, and the RSA takes care of their induction into service.

Also, schools are being given greater freedom to dispose of the funds they receive from the Land and the Local Authority without the regulations that previously existed.

Evaluation has to be done, using the data collected on the basis of a programme for internal quality development.

Autonomous schools are accountable to the general school public and the School Inspectorate regarding their budget and their results.

3. School Leadership – concepts and practices

The head teacher is responsible for educational work in the school as a whole and at the same time is a member of the teaching staff. His/ her responsibilities and duties are usually set out in the Education Act and in specific regulations for such posts. The head is required to cooperate closely in staff meetings and conferences in so far as this is provided for in the primary sector by federal land legislation. The head teacher, whilst being subject to the legal and administrative regulations of the school supervisory authority, is also authorised to issue instructions to the other members of the teaching staff and the non-teaching personnel within the framework of his duties relating to staff supervision and academic supervision.

The head teachers' duties include the following:

- Unless this has been entrusted to other staff members, they work out the details of the weekly timetable, supervision and stand-in
- schedules, endeavouring to ensure that all teachers have about the same workload. They keep track of standards in the various classes

by sitting in on lessons and inspecting written work so as to ensure uniform marking standards.

- They are responsible for monitoring school attendance, ensuring compliance with the school regulations and with the health protection and accident prevention regulations.
- They represent the school vis-à-vis outside bodies and individuals, notably the school maintaining body and the general public. They may require outsiders to leave the premises in order to avoid disruptions of normal school life.
- They conduct the school's external affairs (e.g. purchase of teaching materials) in close cooperation with the school maintaining body and are bound by its instructions in this field.
- During the past years, the scope of duties of the head teacher has expanded due to measures introduced to promote autonomy in schools. As such, the right and/or the obligation of the schools to decide on, implement and evaluate specific school programmes has brought about new duties for the head teacher. As part of lesson quality management, the head teacher is additionally responsible for lesson, staff and organisational development as well as for the planning of further training, staff management and, where applicable, for the administration of budgetary funds. Heads now have a comprehensive leadership function. No longer do they purely run the organisation, they now have to 'lead' and master the system that school represents without being a despotic ruler.
- The atmosphere in the school and its successes must not suffer when managing the administration and organisation under autonomy.
- Change must be seen as a positive challenge, giving new impulses, following new developments. Bearing this in mind, heads must be leaders and managers at one and the same time.

Whenever the head teacher is prevented from carrying out his functions, all these duties revert to the deputy head.

Staff Meetings

One of the bodies of participation in the school sector is the staff meeting in which the teaching staff takes decisions on instruction and education,

taking care not to encroach on the freedom of the individual teacher to hold his or her lessons as he or she thinks fit.

The term “staff meeting” applies to the joint conference, composed of all the teachers in a particular school, as well as to smaller conferences, made up, for example, of teachers from a particular department or responsible for one single class. In several federal lands, parents' (and sometimes pupils') representatives have a right to make their views known and take part in the deliberations of such bodies. They are not, however, as a rule, permitted to take part in discussions and decisions on what marks to award in certificates or whether pupils should or should not be moved up to the next school grade. In the joint conference, where all teachers of the whole school meet, it is generally the head teacher who presides over the conference and is responsible for the implementation of decisions.

The head teacher generally convenes and chairs staff meetings to discuss matters of shared interest. The principle of shared staff responsibility for education and teaching applies in all federal lands. However, the responsibility of the staff body as a whole is limited by the fact that the head teacher bears sole responsibility for quality, as described above.

School conference

In addition to staff meetings, there are school conferences where head teachers, teachers, parents, pupils and outside partners cooperate. Its composition is differently arranged in the individual federal lands. Teachers, parents and pupils are sometimes represented equally, sometimes teachers and/ or parents are given more power. Either the head teacher or an elected member chairs the school conference. The rights to consultancy and co-determination in the school conference are dealt with differently in the federal lands.

As a result of more autonomy, there is now some shared responsibility among the leadership teams in schools. This often runs hand in hand with well-defined tasks which give these committees, working groups etc. a certain mandate. Naturally, they are accountable for their work with regard to steering output.

The School Board

The introduction of the “autonomous school” in Lower Saxony serves as an example of further development in the individual lands. The vital body in its school constitution is the school board, consisting of teachers, parents and pupils in a ratio of 2:1:1 and has extensive decision making competencies. It decides the annual budget and also, for example, the exoneration from workload in the case of the head teacher. It also suggests staffing measures and takes syllabus decisions. Furthermore, the school board compiles suggestions for the annual programme and school regulations for the agenda of the joint conference.

The focus on teaching and learning

As the teaching staff bears the responsibility for achieving quality development aims, so the quality of their teaching needs to be given special attention. The head should support his staff in this respect and help them to develop their potential. He or she has the following possibilities:

- Lesson observation and counselling, together with in-service support, possibly even evaluating teaching and learning outcomes
- Heads of larger schools can directly influence the quality of teaching through their autonomous personnel selection. The school authority is still responsible in most schools, however, for the selection and induction of staff. There is no standardisation of determining needs between the school authority and schools, nor any standardisation for the participation of school heads in interview sessions, and so a completely heterogeneous situation exists.
- In the context of quality and cooperative learning, the head of a school is increasingly responsible for organising and carefully promoting teamwork. Traditionally, teachers worked together helping to create a good working atmosphere, providing opportunities for autonomous learning and increasing performance, thus personnel management becomes very important. Only in comprehensive schools there are year teams which are put together by the teacher responsible for that particular year.
- In comprehensive schools there are heads of department who explicitly work on curriculum development in the subjects. In all other school

forms at secondary level there are, in addition to the school heads and their deputies (and in grammar schools upper school coordinators) at best broadband subject area heads who are responsible for questions of content and methodology.

School Organisation and a New Leadership Culture

There are great differences in schools regarding leadership according to their size and the personnel structure in the leadership team. The contingent of hours reserved for leadership tasks is never quite enough to be able to include other colleagues into the relevant leadership activities. In most schools the management is done by the head alone or together with his/her deputy. In big schools there is more delegation of responsibility. The various heads of departments in comprehensive schools and the grammar school coordinators are in charge of matters relevant to their brief.

Accordingly, opinions diverge regarding values and norms, but also in quality management. In small schools the whole staff is usually involved, in bigger schools working groups work in a decentralised way. The results of their work are put together when discussing the school programme and planning for the following year.

Setting and negotiating the direction of school development

The internal development of a school is often dependent on decisions of principle by the school maintaining body. The local authorities, towns and administrative districts decide on whether schools work as individual or comprehensive schools, whether a comprehensive school should work on secondary or grammar school level and on how many classes need to be established in the individual schools.

Decisions in this regard are connected with financial investments. If a school wants to secure financial support it will have to take the initiative and will have to campaign for its aims in the school maintaining authority and among the public.

Formally, a school can either state its requests via an application to the school board or joint conference, or the head teacher can put forward

the school's interests to the local school committee.

The school maintaining bodies draw up a school development plan and determine the quality of the equipment of the schools. In bigger cities competition between schools occurs, so that the head teacher is asked to successfully and insistently negotiate his/ her school's requests. It is also important to build up networks with other communal institutions which provide support and act as cooperation partners.

Discussions on school development perspectives between the head of school and local school administration officers are not institutionalised but take place on a regular basis. The head has to find a consensus with all school bodies, committees and councils beforehand.

Schools are free to develop partnerships with other local organisations such as churches, associations, music schools, education centres and other education-related institutions. Usually, PR at schools is usually done via open-house and sporting events, culture days and other special activities. Networking in the towns is important to make contact with industry and business, for instance to agree on internships, periods of practical experience gathering or even sponsorship.

Heads must inform their schools of these contacts and agreements, and encourage and persuade staff to take advantage of them. The greater the idea of corporate identity becomes, the more everyone in the school will do their best to make a good impression outside the school.

System leadership and cooperation in networks

The newly-established features of a head teacher's work are:

- collaboration with other schools and head teachers
- cooperation in and development of labour relations.

This so-called "system leadership" is only slowly being implemented in Germany, but more and more networks in that area are coming into being.

There already exist teams in which school heads of one school form work together. These working teams developed from individual initiatives or from collaboration in the unions and professional bodies.

To create models of leadership for the heads of autonomous schools by offering mutual in-service courses on the promotion of networks, the school inspectorates in Baden-Württemberg, Hessen, Lower Saxony, North Rhine-Westphalia, Schleswig-Holstein and Thuringia have initiated regional cooperation units for primary and secondary schools. In the city states there is a similar cooperation.

There is an exchange of teaching content materials on a regular basis, especially in the main subjects German, English and Maths), to facilitate the transfer to secondary schools, so that quality management is assured by making requirements comparable.

Examples and success stories from practice

- Another transformation of school in terms of quality development is the challenging of the traditional time schedule for classes by the staff. "Changing the pace" characterises the act of establishing three teaching blocks instead of dividing class times into 6 single lessons. This way the changing lesson subjects for pupils and the amount of different classes for teachers are reduced. The "net learning time" and the retention period in a subject or topic can increase.
- Supporters of this new time schedule are convinced that it will provide more scope for development, self-assessment and cooperative learning.
- This task to develop a school programme initiated a structural discussion in schools. The head teacher is supported by the programme in his task of quality management. The legal request to set collective aims has led to a consensus being reached in many areas in schools. Those groups involved in school do not only have to agree on a mission statement for their school, but also have to communicate with one another about offers outside lesson times, as in the case of all-day school or coaching sessions. Many schools have founded a business operation for the pupils which runs under the name "Pupils help pupils" to give

systematic support for a small sum. The pupil 'trainers' are supposed to consult with the subject teachers to coordinate teaching, exercises and support.

- Capitalising on teacher working hours up to the value of half a position is used by schools to improve expertise in subject teaching. Professionals from art, research, artisanry or the theatre support teachers in planning lessons, so helping them systematically to improve their own subject knowledge. Such developments lead to new forms of cooperation, introducing, for instance, team structures into subject departments.

4. Recruitment and qualification of school heads

Recruitment, induction and job specification

In all the federal lands, headships are advertised publicly. The former method reaching a headship through promotion has been replaced by a performance-oriented procedure. The legal criteria for the selection of candidates are: suitability – competence – performance.

Apart from some nuances, the procedure is organised comparably in the whole of Germany. Applications are sent in to the respective school authority, except in the smaller Lands, where they go directly to the Ministry of Education. The final decision is usually made in the ministries, only rarely by the local school authority. North Rhine-Westphalia is a special case, inasmuch as the local school authority advertises the post in agreement with the school conference. The authority passes on a list to the school of the qualified candidates, after checking the applications. Then, after rechecking with the local authority, the school conference can elect the new head.

School heads must have qualified fully for the appropriate school level (i.e. B.A. / B.Sc. plus M.Ed. plus In-School phase) and show several years school experience.

To select school heads, there are different procedures. In Lower Saxony, two demonstration lessons have to be held, a lesson given by a colleague has to be evaluated, a staff meeting has

to be chaired and official talks carried on, in which not only knowledge of school law has to be shown, but also ideas on how to fill the desired position put forward. The personal record of the candidate and a report of the candidate's school head are taken into consideration.

Some federal lands are being innovative. Bavaria will insist on a two-year course before applying as a school head from 2009/10 onwards. In other federal lands, there are Assessment Centres for the recruitment and engagement procedure.

The attractiveness of school leadership

There is little interest in the federal lands altogether in taking up a headship. The causes often lie in the amount of work for school heads (eight times as much as a normal teacher) and the volume of present change. Individual teachers are foregoing promotion, because the workload is in no way compensated for by the challenge of the opportunities or by the remuneration (as little as 200 euros more). Depending on the size of the school, the difference in salary between the most senior teacher and the head ranges between 10 - 26%. Similarly, many teachers, especially in primary and lower secondary schools see the high teaching load of the school heads (officially between 4-20 hours per week) as counter-productive. The federal lands, which are developing a new workload regulation for vocational education heads, are following the right path.

National pre-service structures, introductory courses and in-service education for school heads

The qualification of heads is an integral component of personnel development in all federal lands. The initial qualification of new school heads is of essential importance for quality management and it is required in two thirds of the federal lands. The qualifications are heavily oriented towards school autonomy and the resultant changing role of the head, towards system competence, personnel management and quality assurance.

In Lower Saxony, the initial head teacher qualifications are based, for example, on a curriculum that comprises four content areas (Modules), which are taken in four phases within the space of one year. In each phase there are

compact courses (resp. four - five days) and coaching days. Independent study by the participants and their networking in regional and/or school type related groups supports their learning process. Since the end of 2006, there has been online support for this qualification measure. The content of the curriculum includes:

- Module I: Role change by the teacher to head function; school management as a profession
- Module II: Concepts and instruments of quality development in school and in learning and teaching concepts (autonomous school as a perspective)
- Module III: Personnel management and development (support, advice and evaluation)
- Module IV: Concepts and methods of working within the system building relationships between school and its environment

The initial qualification programme described above for newly-designated school heads represents one – certainly essential – area of the systematic personnel development concept.

Increasingly, the members of the “middle” management in school come into focus. These are the deputy heads, the departmental heads, the coordinators and the subject heads. Further education offers are made for these colleagues in respect of their functions, including courses expressly aimed at school leadership teams.

Persons in the above-mentioned positions are potential school heads, so that so-called orientation courses are held, in which those interested are introduced to the work of a school head and can decide for themselves whether their interest and potential could lead to an application for a higher position. These courses are a prerequisite for an application for a headship in some federal lands which have systematised their courses. The introductory courses are mostly compulsory, whereas the further education offers are voluntary, but this point is being reconsidered.

Coaching and other forms of support

Further education offers for newly-designated and long-serving heads are common in nearly all the federal lands. This shows that the further education of school heads has been accepted as a staff policy necessity. In addition to the classic topics of personnel management, communication, quality management, evaluation, and staff

development, topics such as cooperation with external partners and local trade and industry, running the budget or fundraising are included.

Supervision and coaching are new developments. While coaching pursues the aim of human resources' support and development (there are also team coaching offers), supervision aims at the solution of problematic situations. A further support measure, new on the market, is the advising of head teachers in questions of quality development in school and teaching and learning. So-called school development advisers are being trained in Lower Saxony with this very aim in mind. School heads can ask for their assistance via the local school authority.

The concept of "Protection at Work and Health Management", under which in Lower Saxony financial and staff resources are available, supports school heads in their work of developing a "Protection at Work" concept, and, in so doing, providing for effective health management.

5. Challenges, areas of innovation and underlying evidence

The federal trend to the autonomous school is unmistakable. In addition to responsibility for quality, head teachers are primarily the senior staff members and are responsible for staff development, i.e. almost without exception in all the federal lands school heads are responsible for quality, developing the school programme and steering all processes in the school.

Only in a few federal lands do head teachers have real absolute seniority. They are formally held responsible for the quality of work in the school, but they do not really have the instruments to meet these challenges. However, the former concept of the head as "primus inter pares" is now long gone. Thus, in the majority of Lands, school heads are permitted to discuss personal achievement targets with colleagues. As yet, there is no evidence available of the success of this measure.

In almost all the federal lands schools can do their own budgeting, especially in material matters, like learning and teaching materials, furniture etc.

Staff budgeting is mainly done as before by the administration distributing posts and thus follows state planning policy. There is, as yet, no autonomous school personnel budget, apart from a few exceptions in pilot schools and vocational schools, for instance in Lower Saxony in Regional Competence Centre Schools (project schools).

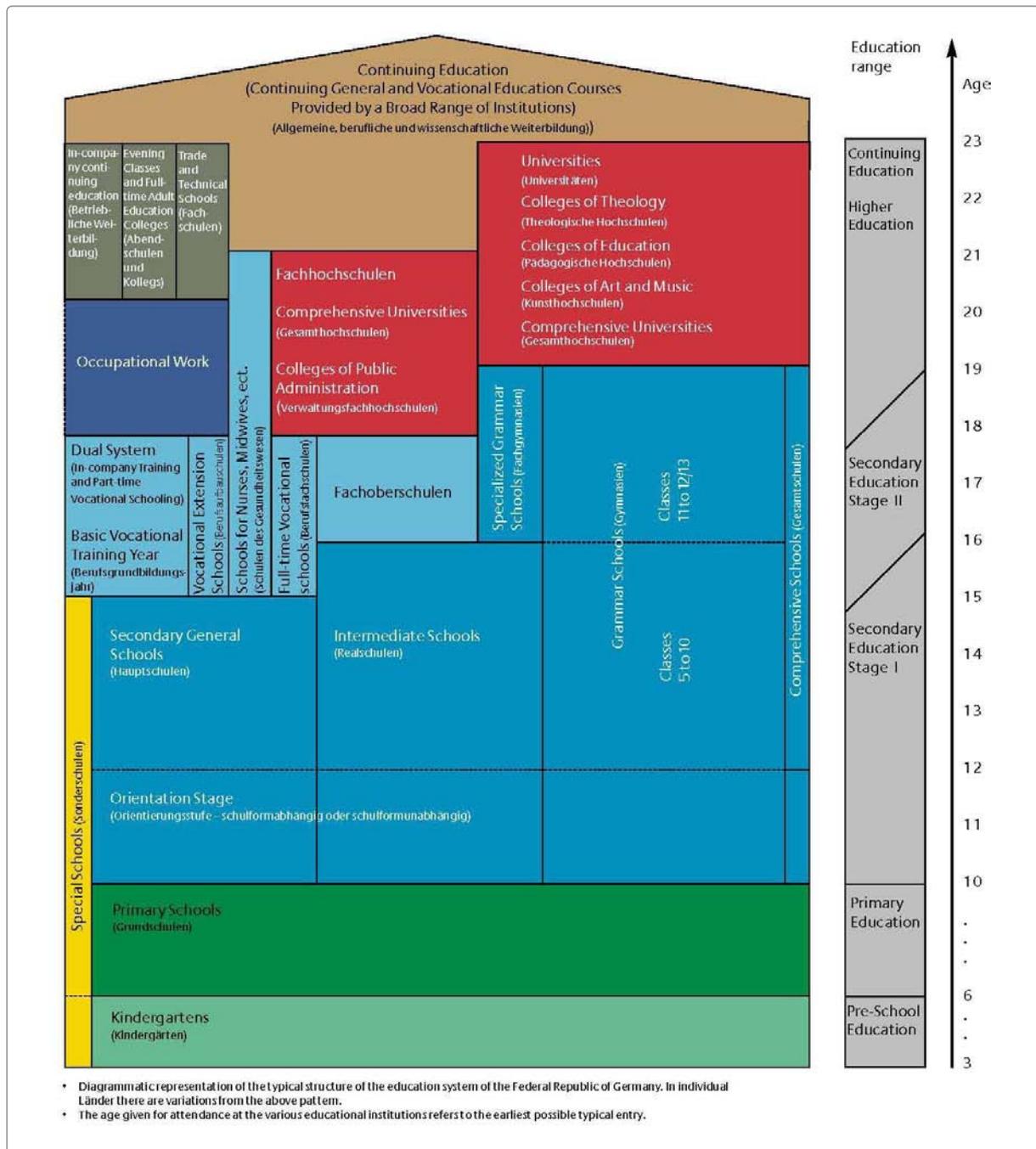
Information sessions and further education offers for interested parties and active school heads exist in all the federal lands. Independent of this, there is a further need for measures of professionalization for school heads. In addition to the required further development of support for school heads there is a need especially for the qualification of the "middle management" in schools and the development of school leadership teams. The further education and development of leadership teams in the system of education are state responsibility in all the federal lands. However, there is no inclusive, all-in cost accounting (putting together direct and indirect costs) on economic principles in the federal lands. The system does not permit any comparison of competitiveness with external offers. This lack of transparency does not permit non-state institutions to find a place in the further education market. Should the market be opened up, schools will require sufficient further education budgets, which will enable them to buy further education, consultancy and other support measures externally at market prices.

To conclude, it must be said that it is absolutely *necessary* to give school leadership teams the responsibility for quality, personnel development and steering processes. This will *suffice* only if the school heads are consistently given the necessary means to be good leaders/managers, whereby pay structures should be adjusted accordingly. There is still a lot to do in this field in all the federal lands.

*Niedersächsisches Kultusministerium, Hannover
Dr. Armin Lohmann*

Appendix

Federal Ministry of Education and Research: Basic structure of the Education System of the Federal Republic of Germany



Typical job advertisement for a head of school (Hamburg)

Qualifications

Applicants are expected to show:

- communicative and social competencies
- the ability to cope with conflicting challenges, to mediate between different positions, to make and push through decisions
- the ability to settle conflicts in a positive way
- the ability and interest to work in a team and delegate responsibility
- openness to innovation
- organisational talent
- ability and readiness to perceive educational and social policy issues
- the ability to cooperate with external partners
- readiness to pursue further education in the above-mentioned areas

Duties

- maintaining transparency
- internal cooperation in committees and leadership team
- constructive delegation
- personnel management, development and consultancy
- planning strategic Further Education measures
- evaluation
- induction support
- conflict management
- health and work protection

School development

- quality assurance
- profile building
- use of data analysis to improve performance
- cooperation and networking internally and externally
- curriculum building
- information flow
- lesson observation and evaluation
- parental involvement and feedback
- sponsoring
- support of initiatives

Representation

- public profiling
- publication of results
- homepage work force
- event management

Your profile

- School development experience
- active intervention policy
- sensitivity towards colleagues, communicative nature
- competence in personnel management
- cooperation with staff in selling the school profile
- innovation-friendly, ready to support staff accordingly
- IT expert

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Denmark

The professional life of school leaders is very complex. Educational visions and policies are changing from a traditional school that focuses on Democratic Bildung towards a more outcomes-oriented school. The governance of schools is also changing from local/municipal governance – to a more national model to create school governance in a mixture of re-centralisation and de-centralisation. The changes have a profound impact on the concepts and practices of school leadership and also on the recruitment and training of school leaders. The educational system is still working on how to prepare school leaders to motivate staff so they will work according to political, managerial and community expectations and regulations.

| | |
|---|------------------------|
| Area | 43,094 km ² |
| Population | 5,501,000 |
| Population density | 127.6/km ² |
| GDP (PPP) per capita | € 42,500 |
| EU accession | 1973 |
| Schools (2008/09) | 1,852 |
| Exp. (PPP) per student(non-tertiary) | € 8,300 |
| OECD average | € 5,700 |

1. Background – everyday reality versus political framework?

The everyday practice of school leaders is very complex. Not only because being a leader of 50-100 teachers and other categories of staff and 400-900 students is a complex challenge in itself, but also because the situation is under constant transformation with new challenges, demands and expectations from the outer world of the school as well as the inner world.

The traditional Danish 'Folkeskole' (primary and lower secondary school with students age 6-16 years) was built on the vision of a 'Democratic Education' meaning the task of establishing schooling that took care of the comprehensive formation and learning of children in order that they were being educated so they could be active citizens, family members, participants in cultural and political life and in working life. This vision or discourse is being contested by a discourse of effectiveness: Schools must help children acquire basic skills like literacy and numeracy. The shift is often referred to as the shift from 'education for life' towards 'education for tests'. This makes it difficult for school leaders to lead consistently.

Accompanying the shift in discourses and governance are new relations between schools and local and national authorities. As the ministry and the local authorities are pressing the schools and changing the expectations in the direction of accountability towards administrative authorities and rationality, there is a trend to make the school

leader the person responsible and accountable. So there is a pressure for more loyalty upwards.

Another challenge is the new composition of the Danish population, that can best be seen in bigger cities with many immigrants and with a growing divide between well-off parents and poor parents. Thus students from many different backgrounds attend the school and that poses challenges for the school. At the same time there is a political move towards expecting schools to be more inclusive and thus not exclude students for any reason. This mix of conditions and expectations is felt in many places to be difficult.

This tendency is occurring simultaneously with the general, cultural tendency that adults as well as children are changing their attitudes towards authorities and knowledge leaving teachers and therefore also school leaders in a new situation that needs to be approached in new ways.

2. National and local contexts

The 20th century Danish comprehensive school evolved out of the development of the Danish welfare state (a largely social-democratic project) and a consensus-building dialogue across political parties. The school was, as mentioned above, looked upon as a vehicle for promoting equal opportunities and as a place for acquiring knowledge, skills, and values that prepare the student for life in a broader sense. That was done with reference to the concept and vision of

‘Democratic Education’, traditional egalitarian and nation-building school ideas and inclusive welfare thinking.

Since the beginning of the 1990s and with renewed pace from 2001, the Danish comprehensive educational system has been undergoing a process of thorough transformation under the influence of strong international currents. As an effect of trans-national comparisons (like PISA & TIMMS) and of trans-national reviews (like the OECD annual ‘School at a Glance’) the Danish Government, like many other governments, have chosen to interpret and transmit the homogenizing trends into national legislation, national discourses (like a shift from ‘Bildung’ [cultural education] towards ‘back to basics’) and national social technologies (like testing and contracts). The strong currents underlying the trends are neo-liberal politics and rationality that have linked educational thinking very closely to the economy and to neo-conservative trends of back-to-basics; more subject-oriented teaching, re-introduction of testing at all levels of primary school and also of other social technologies. The meaning of the words ‘leadership’, ‘professional’, and ‘learning’ are thus going through a process of profound change.

We have seen a double move, on the one hand strong decentralisations and, on the other, strong re-centralisations. An example of decentralisation is that the responsibility for finances and the day-to-day administration of the ‘Folkeskole’ was in 1992 devolved to municipalities – i.e. the school districts) and from there to schools. The form of governance was called governing by ‘frames and block grants.’

The school head now manages very large parts of the budget in collaboration with School Boards. Each school has its school board, which has a parental majority membership.

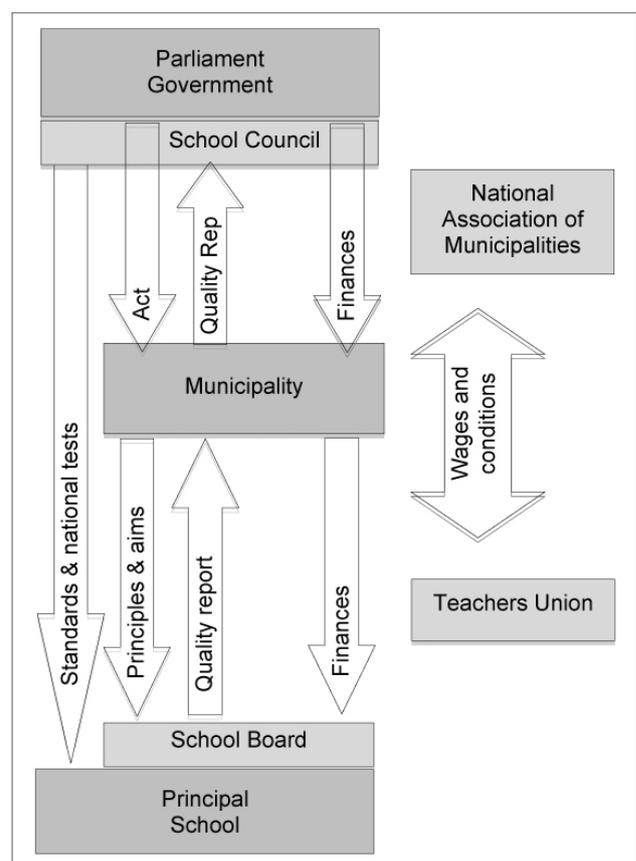
The second trend, the re-centralisation is visible in that the Acts of the ‘Folkeskole’, and therefore the responsibility for curriculum and objectives of the schools, remain in the hands of Parliament/the Ministry of Education while parts of the interpretations and administration of the curriculum were given to municipalities and to schools themselves while the national goals are described in a more detailed by the Ministry and the accountability is

also in the hands of the Ministry (the national tests, the Quality Report etc.).

We thus see a new mix of ‘hard’ and ‘soft governance,’ of governing by regulations and governing by persuasion and guiding.

Two very important players in the educational system are the Teachers’ Union and the National Association of Municipalities. The terms of service and wages are negotiated by those parties at the national level. At the municipal level the Teachers’ Union representatives negotiate with the local school authority. Those two parties are also important stakeholders in policy making and implementation as the government almost always invite them to consultations before legislation or national regulations are developed.

3. School Leadership concepts and practices



Conceptual framework

The principal in the 'Folkeskole' has no teaching responsibilities, but can devote all of her/his working hours to being head teacher.

For a decade or two there has been a political wish to make school leaders strong decision makers and visible leaders in the everyday life of the school as well as in the vision and strategic work of the school. Traditionally they were more like a colleague to the teachers, 'primus inter pares,' in a flat, democratic school structure. As the structure is being made more hierarchical, there seems to be a need for stronger leadership. On the other hand, most school principals experience in their daily work that the way actions and changes are done in schools is best performed through open and fair decision making, continuous discourse and negotiations with staff.

In most Danish schools we thus see that leadership is distributed in numerous ways (see also item 3.c).

Focus on teaching and learning

School principals are focusing on teaching and learning in many ways. One way is to make sure that teachers know of and understand the demands from the outside, from the Ministry, from local authorities and from parents. This is the case with the changing discourses and with the new social technologies, like the contracts the school must make with the local authorities and the new, national goals and the accountability system, the tests.

Here many school leaders find that this situation creates many dilemmas for them, because the focus on the accountability system and the focus on national goals that is seen in effective schooling ideas endangers the creativity and authenticity of teacher-student relations as well as the broader scope of a 'Democratic Education.' It can too easily make teachers 'teach for the test' and thus be subject to the axiom that 'you get what you measure – and only that.'

So school leaders struggle with the challenge and invent new ways of relating to and leading teachers. This is aimed at giving them support as well, challenging them and focusing on the

external demands placed on them. They must also take into account the need for comprehensive education and the care of students.

Restructuring and re-culturing school organisation

Most schools distribute leadership to teachers leaving them to lead themselves in accordance with agreed on values, norms and procedures. This is seen in several ways: Most schools have formed leadership teams with the school leader, the deputy leader, department leaders and sometimes administrative leaders who agree on who does what in respect of administration, strategies and pedagogical leadership. The school leader is also very often the outward messenger and negotiator of the school.

In many schools, teachers work in teacher teams. Some of them are formally named 'self-steering teams' which means that they can take over leadership of a number of functions: They can be the resources for special needs education, the day-to-day and annual planning of instruction, the administration of substitute teachers. In the teams much of the educational planning and internal evaluation is carried out.

Of course there is distribution of leadership to individual teachers, when they plan for, carry through and evaluate their own teaching duties in classes within the frames and demands set from the outside.

Leaders lead the teams in setting the agenda for professional discussions, how they set the stage for relations and practices and how they govern through the use of social technologies, like annual teacher plans (a kind of contract), team meetings with school leadership or by leaders meeting individual teachers in order to evaluate their practice and set new goals for the next year.

Setting and negotiating the direction

The first duty of a school leader is to set priorities for the school's work. She/he therefore must be aware of the expectations of the 'school owners,' the Parliament, the Ministry, the Municipal Council and Local Authorities, the School Board, the Parents and the local community. The stakeholders have many and often conflicting

expectations, so the school leader has to find good compromises and negotiate them with the staff.

As mentioned above, the expectations of the national and local authorities have increased considerably over the past two decades accompanied by tighter accountability, so the school's room to manoeuvre has decreased. The room for leadership has also decreased – except for the finances and the day-to-day administration. This makes it more appropriate to call the school leader a translator of detailed, external expectations into internal direction.

In order to raise the motivation and commitment of staff, many school leaders are looking at new demands to find if there are aspects of the educational practice that can be re-named to fit into the new images.

Systems Leadership and networks

School leaders co-operate with many external partners in different ways. One kind of cooperation is what we will call systems leadership. School leaders cooperate with agents and agencies from outside the educational sector like social authorities, pedagogical-psychological experts and agencies, health care agencies, dental care agencies, leisure time institutions etc. The co-operation is often formalized and continuous and sometimes ad hoc. It is on a one-child basis or it is on whole school basis. School leaders find that it is necessary to seek help and assistance when problems outside the educational expertise of the school occur.

Another kind of co-operation with external partners is called leader networks. In many municipalities leaders communicate and meet with other school leaders from the same municipality on a regular basis. These networks work as learning forums or knowledge sharing fora for school leaders. Sometimes the network invites external consultants to facilitate the collaboration, but very often they work on their own.

Example of good practice

The continuous education of school leaders is generally a local responsibility: The municipalities, who are named the school owners, must establish and finance education and training of leaders. In some cases they encourage and pay their leaders to take part in one or more modules of a Diploma Programme in Public Leadership at the University Colleges and in some rare cases they finance participation in a Master's Programme in Educational Leadership.

But in most cases continuous education is seen as part of day-to-day practice in the municipalities so they often build on establishing networks. In a municipality with 24 schools three kinds of networks were formed:

- The municipality was divided into 12 districts and networks of leaders from schools and social institutions were formed. They were to collaborate on local issues and thus meet every other month.
- Ad hoc school leadership networks that could take care of ad hoc tasks, e.g. given by the school authorities
- Developmental networks. School leaders from 5-6 schools meet on a regular basis to share knowledge and experiences. They are given the assistance of an external convenor to further the learning processes.

The intentions were to have school leaders meet, discuss and share in diverse forums because the tasks were different. Working on broader issues with other institutions, working on issues, given to them by the authorities and working on continuous education for themselves.

All forms of networks were well known and many school leaders had experienced working in them, but now the tasks were differentiated in order to obtain a better quality of the meetings in the networks.

4. Re-culturing and educating school leaders

Recruitment and retention of leaders

It is not yet a precondition for teachers, who apply for a principalship, to be formally educated in leadership, but it is coming. Traditionally there used to be a track from teacher to shop steward to municipal representative for the teacher union to leadership post. This used to be the normal track to leadership. But for a decade or so this has been changed as many teachers participate in leadership training courses and they are preferred when local authorities or school boards employ new department leaders, deputies or school leaders. Often teachers start a leadership career being employed as a middle leader – department leader – in a school for a few years before they apply for deputy or leader posts.

Many school leaders are aware of the situation so they are actively encouraging potential leaders to engage in a leadership track. They give them smaller leadership tasks or encourage them to get educated in leadership. School leaders are looking for teachers with good communication competencies, with a good overview of the whole school and its context, with good problem solving capacities and good educational and class leadership competencies, because those competencies seem to be the foundations for leaders.

The formal authority to employ leaders lies with the municipal council and municipal authorities, but very often they have distributed this task to school boards and school leaders.

For a number of years it has been difficult to have sufficient numbers of sufficiently qualified applicants for leadership post and it is also difficult to have leaders stay in their posts. Often they want to go back to teaching or find jobs outside the educational sector.

Attractiveness

Most school leaders say that the main reason for them applying for leadership posts is that they want to make a difference to the whole school

and to students' and teachers' learning. It is not that they think they get a job with high status in society, because generally being a teacher or school leader does not necessarily mean high social status. All public employees have lost status over the past two to three decades for many reasons. One is the general trend that knowledge is contested and very widespread, so knowledge workers lose status to other groups in society like communication industry workers. Another important reason is the neo-liberal political trend. From the 1980s neo-liberal political parties have worked to cut the public sector down and thus have talked of the imperfect and superfluous public sector.

The school leadership work situation – as has been described above – could also be seen as less attractive, because this is the centre of many daily conflicts and dilemmas.

It is difficult to find out how much salary matters for job satisfaction. When asked, only very, very few school leaders point to this factor. But we cannot know if this is because it is not important or if leaders find that this is out of style to mention it. In Denmark teachers earn an average of €3.500 pr. month plus 18% pension and a school leader earns €5.400 pr. month also plus pension. The difference could be an incentive for teachers.

National structure for education

For two decades most newly appointed and acting school leaders have attended a three-week course in leadership over two years at 'The Local Government Training and Development, Denmark (LGTD). This is the Danish municipalities' and regions' nationwide organization for training and development and it is closely related to the National Association of Municipalities. This course was voluntary and not state run.

For one decade school leaders or middle leaders have been able to attend a two-year part-time Diploma Course (60 ECTS) in general, public leadership at one of the University Colleges. This course used to be voluntary but is soon going to be seen as a precondition for applying for school leadership posts.

In some municipalities, the bigger ones, there have been shorter courses or seminars for school leaders. They very often focused on new trends and demands on schools. A number of municipalities have combined the Diploma Course with a mentoring system in order to encourage teachers to attend a course prior to them taking on leadership roles. School leaders functioned as mentors for their teachers and attended parts of the course with them.

Coaching

As mentioned above school leaders collaborate in networks with peers in order to produce better overviews and reflections on leadership practice. Some municipalities find funding for coaches for school leaders or for school leader networks, but it seems to be only a few.

The Quality Report is intended to be a means of communication and dialogue between schools and local authorities. It is intended to function as a platform for talks between municipal leaders and school leaders in ways similar to the annual Development Plans that many municipalities asked their schools to produce prior to the Quality Report Act. The report must be made public – except for the results of individual students and classes. It remains to be seen how the Quality Report will function as it has only been in place for one year. The experiences from the Development Plans are however not promising, as not very many local authorities found the time to talk with school leaders. It also remains to be seen if the report will be used as a means for parents' comparison of schools.

5. Challenges, areas of innovation and underlying evidence

The most important dilemma for school leaders is how to manoeuvre between different and often contradicting discourses of schooling. On the one hand they need to lead their schools in accordance with the expectations of the legal stakeholders and on the other in line with professional values.

Accompanying the shift in discourses and governance are new relations between schools and local and national authorities. As the ministry and the local authorities are pressing the schools and changing the expectations in the direction of accountability towards administrative authorities and rationalities, there is a trend to make the school leader the person responsible and accountable. So there is a pressure for more loyalty upwards.

Another challenge is the new composition of the Danish population that can best be seen in bigger cities with relatively many immigrants and with a growing divide between well-off parents and poor parents. Thus students with different backgrounds meet in schools and that poses challenges for teaching. At the same time there is a political move towards expecting of schools to be more inclusive and thus not exclude students for any reason. This mix of conditions and expectations is felt in many places to be difficult.

This tendency is occurring simultaneously with the general, cultural tendency that adults as well as children are changing their attitudes towards authorities and knowledge leaving teachers and therefore also school leaders in a new situation that needs to be approached in new ways.

As the structure is being made more hierarchical, there seems to be a need for stronger leadership. On the other hand, most school principals experience in their daily work that the way actions and changes are done in schools is best performed through open and fair decision making, continuous discourse and negotiations with staff.

School leaders struggle with the challenge and invent new ways of relating to and leading teachers that is aiming at giving them support as well as challenging them and focusing on the external demands as well as on the comprehensive education and the care of students.

Leaders lead the teams in setting the agenda for professional discussions, how they set the stage for relations and practices and how they govern

through the use of social technologies, like annual teacher plans (a kind of contract), team meetings with school the leadership and through leaders meeting individual teachers in order to evaluate their practice and set new goals for the next year.

The room for leadership has also decreased – except for the finances and the day-to-day administration. This makes it more appropriate to call the school leader a translator of detailed, external expectations into internal direction.

In order to raise the motivation and commitment of staff many school leaders are looking at new demands to find if there are aspects of the educational practice that can be re-named to fit into the new images.

It is difficult to recruit school leaders. Many school leaders are aware of the situation so they are actively encouraging potential leaders to engage in a leadership track. They give them smaller leadership tasks or encourage them to get educated in leadership. School leaders are looking for teachers with good communication compe-

tencies, with a good overview of the whole school and its context, with good problem solving capacities and good educational and class leadership competencies, because those competencies seem to be the foundations for leaders.

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*Denmarks Pædagogiske Universitetsskole, Aarhus
Prof. Lejf Moos*

Appendix

Hiring and firing of school leaders

Schools are governed by the municipalities, the city council and its local authority – school superintendent and his/her secretariat. Principals are employed by the city council on the background of a nomination from the school board of each school. A nominating committee is formed with parents' and teachers' representatives. The nominations of the nominating committee are taken very seriously in most cases, but at the end of the day it is the political leadership of the city council who decides. This procedure is the same when it

comes to hiring and firing of teachers, but informally many city councils and local administrations have decentralized the decisions with regard to teacher employment and firing being given to schools (school board and principal).

As an illustration of the ways principals are recruited and thereby of the ways authorities think of the work of principals, there follows a translation of an advertisement for a principal that was put – as most of them are – in the teachers' union journal.

Varde Municipality

The municipality with old traditions and new visions

School Leader (contract holder) for the Bronson School

A position as school leader is vacant at the Bronson School as the present principal has chosen to retire.

There are 600 wonderful children with committed parents and 50 skilled teachers in the school. Teachers collaborate with each other and with the school leadership. There is a well-functioning leisure time institution integrated in the school with 200 children and 25 employees. The staff collaborates closely with teachers. The technical-administrative staff functions well.

Bronson School is situated in the Northern parts of Varde Town with fine areas. It is an inclusive school with many newly renovated facilities. Amongst them the best school starting department in the whole of Western Jutland. The school has made great progress in collaborating with kindergartens around the school start and is on the way to forming self-steering teams.

The school has got a contract with the City Council with a financial frame of 24 million DKK (equals € 3.2 million).

We are looking for a school leader who:

- Has good educational and leadership knowledge and experience,
- Can collaborate with the rest of the leadership team on the daily work and on the development of the leadership team...

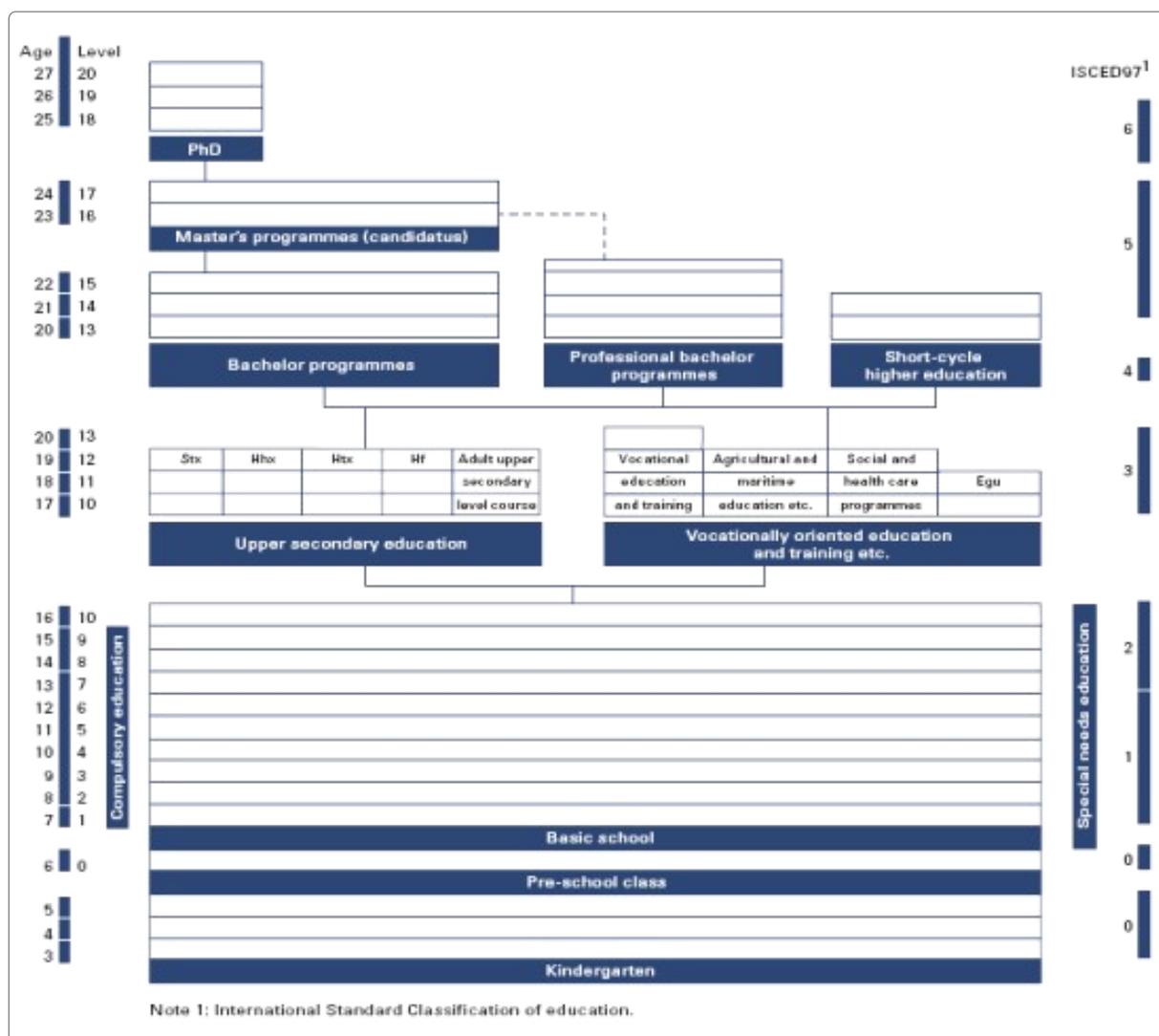
The advertisement demonstrates the scope in school leadership. On the one hand, there is a need to have a competent leader, who knows about education, leadership and collaboration.

On the other hand, he/she must be a competent financial manager, who is able to manage a big contract.

Legal Situation

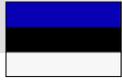
("Consolidation Act no. 170 of 2. June 2006", Act on Folkeskole 2006) - Consolidation Act no. 170 of 2nd June 2006, Ministry of Education (Act on the Folkeskole 2006).

The Danish Education System



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Estonia

International assessment programmes like PISA and TALIS highlighted a high degree of autonomy in Estonian schools. Central autocratic leadership is being replaced by more democratic forms. The change is in line with the general democratization in Estonian society since independence in 1991. At one and the same time school heads had to assume extended responsibilities for teacher recruitment, performance and general school quality. Great attention is paid to the training of middle-level management. The aim is to involve more teachers in decision-making processes and provide them with opportunities to take on leadership roles.

| | |
|---|------------------------|
| Area | 45,228 km ² |
| Population | 1,300,000 |
| Population density..... | 30/km ² |
| GDP (PPP) per capita | € 12,000 |
| EU accession | 2004 |
| Schools (2008/09) | 613 |
| Exp. (PPP) per student(non-tertiary) | € 3,300 |
| OECD average | € 5,700 |

1. Background – the contrast between everyday reality and the political framework

International assessment programmes (PISA, TALIS) show that Estonia belongs to the group of states with a high degree of autonomy in educational institutions. Therefore we can indicate that a head teacher is granted significant decision-making authority and operational freedom to manage and organise the work of an educational institution. Although the state decree determines the minimum personnel, a head teacher has a right to decide on the appropriate management and organisation structure. The hierarchical structure, which has prevailed in the institutions for many years, is gradually being substituted by horizontal management structure. This tendency means that more teachers are getting involved in decision-making process and they have opportunities to take the role of a leader.

Autocratic management is being substituted by democratic management; the change is in line with the general democratization process in Estonian society. The majority of the Estonian local governments are small; therefore the number of schools within the area of government is also small. On account of this, the owner of an educational institution does not direct or instruct on the content of education, which in its turn increases the role and responsibility of the head teacher in the implementation of educational activities and development of students. A school owner does not intervene in personnel selection;

these tasks are accomplished by the head teacher. The rights and duties of the board of trustees (council) and teachers' council involved in the governing of school are determined by respective legislative acts.

The procedures for the functioning of the board of trustees are established by a regulation of the Minister of Education and Research. The quality of educational institutions is not assessed, although data (indicators) on the study results are available publicly on the Internet. Educational institutions are obliged to carry out internal evaluation.

In order to provide a better picture of the working conditions of head teachers, a description of the general education system in Estonia is included below. A basic education is the minimum compulsory general education, and its completion creates preconditions for and provides the right to continue studies for the acquisition of a secondary education (in a general education upper secondary school or vocational educational institution) although the graduate may also go to work. Basic schools comprise grades 1 to 9, which are divided into three stages of study. There are three grades in general education upper secondary schools. General education schools are either administered by the local or national governments or are private educational institutions. The majority of state general education schools are schools for students with special educational needs. In cities and larger county seats, it is usual for general education schools to combine the basic school and upper secondary school stages (grades 1 to 12).

A significant factor affecting the general education system is the drastic decrease in the number of students. The decrease in the number of students by study stage has a direct impact on the school network, the public procurement for teacher training, in-service training and retraining of teachers, the entire higher education system, and in the longer term, the labour market.

2. Context

The national context

General educational policy is developed at the national level. Development strategy, plans and regulations are worked out, as are governmental benefits for students and educational personnel; the bases for remunerating pedagogical work, minimum wages, requirements for certifying pedagogical work, and qualification requirements for teachers and head teachers of educational institutions are established, and the framework requirements for teacher training are approved. Also the national curriculum is worked out at the national level. The national curriculum determines both the aims of the educational activities, national standards and assessment of the study results. Head teachers are obliged to follow the national legislative acts.

In recent years, the most important decisions and discussions regarding educational policies have been the following:

- The decrease in the number of students has produced a wish on behalf of the government to separate basic schools from upper secondary schools, and the corresponding resolutions are being prepared.
- The financing system for general education schools was updated in 2007 and came into force on 1 January 2008. According to the agreed principle, a grade-based financing model replaced the capitation-fee-based financing model. The goal of the amendment is to preserve small rural schools and reorganise the school network.
- The national curriculum for general education schools is being updated. The plan is to reduce subject volumes, to develop greater

integration between subjects, to increase the emphasis on students acquiring general skills and on the implementation of knowledge, as well as to broaden the options for the schools and students. The national curriculum describes the required competencies by the stages of study.

The regional/local context

At the county level, the governors, who have the obligation to exercise state supervision of educational institutions, participate in the management of the educational system (through the education department of the county government). At the behest of the Minister, the county educational departments conduct thematic supervision. Also the county educational department is obliged upon request to provide counselling to schools.

Local governments (municipalities) have the principal responsibility for the availability of general education (from pre-school education to upper secondary education).

Local governments have to prepare and implement the education development plans for their administrative area; establish, reorganise and close municipal educational institutions; guarantee the management and financing of municipal educational institutions; appoint and release from offices the head teachers of educational institutions subordinated to them etc. To create the conditions necessary for the municipal schools to operate successfully, the rural municipality or city government establishes a board of trustees, which is responsible for coordinating the activity of the schoolteachers, local government council, parents, graduates and school support organisations at the school and the creation of better conditions to assist in this activity.

At the school level, the head teacher is responsible for the delivery of teaching and learning and quality of outcomes of school. Management structure is set by school (head teacher with school management board). Schools with a number of students over 101 have the right to appoint a deputy head with a 0.5 position. In

schools with more than 201 students a deputy head can have a 1.0 position. Nevertheless, school owners can always increase the number of positions if they have more resources available. Deputy heads are more focused on the teaching and learning process.

In very small schools (with the number of students less than 69), the head teacher has to teach at least 5 lessons per week.

The head teacher compiles the detailed budget in cooperation with the school management board; the total budget depends on the number of students at school. Also head teachers decide on how to develop human resources at schools. As a rule, internal courses for personnel are arranged in the school. However, sometimes teachers look themselves for courses and ask head teachers for the permission to take part in these courses. Pursuant to law, schools have to carry out self-evaluation which engages the evaluation of the main processes (teaching and learning, personnel development, management etc) and outcomes. Quality assurance is arranged by head teachers and his/her management board. Visiting lessons is not compulsory for a head teacher, but normally the deputy head visits the lessons.

3. Concepts and practices of school leadership

Conceptual framework

The school is managed by the head teacher in cooperation with the teacher's council and board of trustees. Head teachers are responsible for the operation and development of the educational institution as well as the lawful and rational use of monetary resources. The teachers and school head teachers are not civil servants.

The conditions for teachers' service are determined as follows:

- The Government of the Republic establishes working hours;
- The Ministry of Education and Research establishes the qualification requirements for teachers, including the head teachers of educational institutions and their deputies, as well as the procedure for certifying teachers.

Head teachers' duties and rights

The hiring of teachers is decided by the head teacher in cooperation with the personnel of the educational institution. Vacant teachers' positions are filled by way of competition, the conditions for which are worked out by the school and approved by the school's board of trustees. An employment contract with the teacher is concluded, suspended, amended and terminated by the head teacher. The employment contract is concluded for an unspecified term. The head teacher decides on the use of the monetary resources allocated to the educational institution by the administration of the educational institution.

The school's teachers' council

The task of the school's teachers' council is to resolve the school's schooling and education issues. The members of the teachers' council comprise the teachers; the chairman is the head teacher and the vice-chairman is the deputy head for teaching and education. As a rule, the head teacher leads the work of the school's teachers' council.

The school board

The school board of trustees is a standing body, which is responsible for supporting the activity of the school and making proposals to the executive body of the local government regarding issues related to the school. The school board of trustees comprises parents, teachers, the local government, graduates and representatives of organisations that support the school. Students of upper secondary schools may be elected to the school board of trustees. The head teacher is obligated to report his activities to the board of trustees.

The school's students' council

Students can participate in the management of education institutions through their student councils. The student council represents the student body. The tasks and election procedures for the student council are specified by the student council's statutes, which are approved by the school's board of trustees and confirmed by the head teacher. He uses information provided by schools students' council in order to improve the work of educational institution.

The focus on teaching and learning

The standards for basic education and general secondary education are established by the national curriculum for basic and upper secondary schools, which is confirmed by the Government of the Republic. The national curriculum comprises a general part, subject syllabi and consistent topics, whereas the general part includes the structure of the school study programme and the bases for its compilation. Based on the national curriculum, each school compiles its own study programme, which allows the school to make its own decisions, for example, regarding the teaching of elective subjects and the in-depth teaching of some compulsory subjects. The programmes for elective subjects and courses are compiled by the school. Head teachers and deputy heads are the ones to lead the process of the study programmes' development, ensuring that for this purpose respective development groups are formed and the process is managed.

As of 2006, conducting internal assessments is compulsory in general education schools. The internal assessment criteria (leadership and management, personnel management, cooperation with interest groups, resource management, the schooling-education process; results related to students, personnel, interest groups and the indicators of the educational institution) are established by a regulation of the Minister. Every three years, the educational institution must compile an internal assessment report that includes an analysis of its activities based on the prescribed criteria, the objectives established for the educational institution, and provides an assessment of its activities. The internal assessment report helps the school to evaluate its performance; it also provides input for the planning of the school's activities.

Many schools have developed "assessment teams" to carry out the internal assessments. Positive feedback has been received from the schools that have conducted internal assessments and used state advisers. The head teacher is responsible for the implementation of the internal assessment.

The government supported the introduction of the internal assessment culture in education institutions through the "Koolikatsuja 2006+" project financed by the European Social Fund. In the course of the project, training was provided for the teams and advisers at educational institutions, and supportive materials for conducting internal assessment were published.

Conducting internal assessments is closely related to using the results of personnel and student evaluations to improve the performance of the educational institutions. Although conducting personnel evaluations is not compulsory for head teachers (it is also not compulsory for the owners of school to conduct evaluations of head teachers), many educational institutions conduct evaluations. Many school owners have felt it important to be interested in the development of their subordinate units, including head teachers, and therefore conduct evaluations of head teachers. The basis for the teacher and head teacher evaluations is the teacher's/head teacher's self-analysis.

As of 2006, it is compulsory for educational institutions to carry out evaluations of students at least once a year, in which the student and his/her parent participate. In the schools where evaluations are systematically conducted, and the results discussed and used for improvement, the cooperation with parents is more effective.

After accession to the European Union, the opportunities for international cooperation by the schools in the Comenius programmes have increased. Educational institutions have made active use of this opportunity; when carrying out inter-school projects, the schools usually form a team that cooperates to implement the project's objectives.

Nationally, many teachers have joined to form subject-related associations, such as the Estonian Association of Primary School Teachers, Estonian Association of Estonian Language Teachers, Estonian Association of History Teachers, etc. The goal of the societies and associations is to

assemble the corresponding teachers, to improve their professional and specialised competencies, exchange experiences, etc. Cooperation takes the form of seminars and conferences, and compendiums are published both electronically and in printed form. The associations' websites publish news about the field of study, teachers' good teaching experiences and provides other necessary information about events in the corresponding subject field.

Teachers' personal development and career opportunities are supported by the certification of teachers, whereby the teacher's performance and conformity is assessed according to the requirements for the corresponding grade. Teachers are assigned the grade of junior teacher, teacher, senior teacher or teacher-methodologist, while educators and hobby instructors are assigned the grade of junior teacher, teacher or senior teacher. The grade of senior teacher and teacher-methodologist are assigned for five years.

Restructuring and re-culturing school organisations

Pursuant to the Basic Schools and Upper Secondary Schools Act, the head teacher is responsible for staffing the school, based on the minimum staff requirements established by the regulation of the Minister of Education and Research. Based on the minimum staffing requirements, jobs (e.g. deputy head for schooling and education, deputy head for economics, etc.) depend on the number of students at the school. For example, the position of deputy head for schooling and education is implemented as a part-time (0.5) job in schools with 101-200 students. Schools with 201 or more students have a full-time deputy head for schooling and education. The school owner has the right to implement a larger than minimum staff, on the basis of the head teacher's application. The tasks and obligations, rights and responsibilities of the personnel are determined by the statutes and internal work rules, job descriptions and employment contracts. Although school statutes are approved and amended by the rural municipality or city council and the state school statutes are approved by the Minister of Education and Research, the contents of the statutes, including the organisational structure, are worked out by the educational institution. The structure of the educational

institution also depends on the size of the institution. Usually, the head teacher is assisted by a deputy head for schooling and education and a deputy head for economic affairs.

Internally, the majority of schools have created subject sections/departments/chairs that comprise the teachers of one subject or subject field. The goal of such in-house teachers' associations is to develop subject-related cooperation and exchange good experiences.

In 2006, when the government's supervisory role was significantly reduced, the schools' decision-making freedom increased, as did their obligation to essentially manage the activities of their institution, including analysing the quality and performance of their activities. The head teacher has a leading role in the respective process. Transferring the assessment of educational institutions to the institutional level requires changes in the mentality of the personnel as well as supplementary knowledge about the factors affecting organisational development and the enrolled student body, as well as self-analysis skills at the staff members and organisational level.

Establishing and negotiating the direction of school development

One of the internal assessment criteria established by the government is cooperation. The school analyses its cooperation activities with the local government (school owner), board of trustees, and partners outside the school from the planning, involvement and assessment aspects.

Based on the supportive materials developed in cooperation between educational institutions and educational officials, the key activities to be analysed by schools when planning cooperation include:

- Determining and involving interest groups;
- Ascertaining important partners and ascertaining the expectations of interest groups;
- Determining the needs and forms of cooperation;
- Involving the development of principles in decision-making;
- Working out the principles for media communications and compiling the corresponding plans;

- Finding cooperation partners to help compile projects that support the educational institution's basic processes and the organisation of the study process.

The following activities are recommended in order to involve interest groups in analysis and assessment:

- Involving interest groups in the everyday work and developmental activities of the educational institution;
- Implementing various forms of cooperation and planning cooperation;
- Disclosing cooperation and planning this disclosure;
- Informing the interest groups and partners associated with the educational institution of the activities of the educational institution.

The following activities are recommended in order to assess cooperation with interest groups:

- Collecting feedback and assessing cooperation in education institutions;
- Conducting a satisfaction survey and using the received information;
- Using the information (claims, proposals, complaints, etc.) received from various interest groups;
- Receiving feedback from partners;
- Correcting cooperation plans based on collected information.

Cooperation varies from one school to another, depending on the value judgements of the head teacher and other personnel, knowledge about the impact of cooperation and cooperation skills. Pursuant to legislation, cooperation with the boards of trustees and student councils is necessary. The school can choose other partners. Some schools are characterised by very close and effective cooperation with their graduates, museums, churches, etc.

System leadership and cooperation in networks

Since the first half of the 1990s, when the in-service training programme for head teachers called the Transformation of School Leaders was started up with the support of George Soros, the schools have been gradually moving toward

systematic leadership (so-called Original School movement). The concept of systematic leadership is not yet widespread in educational institutions, although there are schools that have implemented systematic leadership in management. The role of a leader has been very rarely taken by head teachers.

The non-profit Estonian Association of Head Teachers (EAHT) was founded in 1990. The goal of the EAHT is to assist school in organising Estonian educational life, increase their professional expertise, protect their rights, and communicate on an international level. At the national level, the EASD management has been involved, for instance, in preparing education-related legislation and development plans. A national conference is organised every year, which during the last two years has focused on improving the quality of management. The corresponding sub-associations exist in most of the counties. The level of activity varies from county to county although the activities of the head teacher associations definitely support education-centred leadership.

Examples of good experiences

There are several good examples of head teachers' good cooperation and joint undertakings.

The Estonian non-profit Association of Head Teachers (EAHT) has the sub-associations in the counties. Some of them (Tartu, Pärnu etc) are very active and arrange numerous study days in Estonia and abroad. These associations have also made proposals to the Ministry of Education and Research for amending legislation.

Some of the Estonian schools are located in former manor houses, i.e. the "manor schools". They have founded an association that cooperates closely. These are schools that on the one hand, carry out joint activities that focus on Estonian history, including cultural traditions, while also dealing jointly with daily work problems in order to find better solutions and propagate good experience. Joint projects have been initiated within the framework of the association, for instance, the national "Forgotten Manors" project. Joint events and discussions about current educational problems have also been organised.

4. Recruiting head teachers and the attractiveness of the position

Recruitment

Qualification requirements for head teachers of educational institutions are established by a regulation of the Minister of Education, which the school owner must take into account when recruiting head teachers. The qualification requirements for the head teacher of kindergarten-primary schools, basic schools and upper secondary schools are the following:

- Higher education in pedagogy and at least three years of teaching experience, and completion of 240 hours of management training or
- Other higher education and at least five years of teaching experience, possession of at least the grade of teacher, and completion of 240 hours of management training or;
- Higher education and at least 3 years of experience in managing an equivalent organisation, and in the case of basic school and upper secondary school head teachers, completion of a 240-hour teaching course and 160 hours of school management training.

Two head teachers' competency models were developed in 2008 with the support of the European Social Fund. The following five basic competencies were highlighted in the competency models developed by the Ministry of Education and Research project:

- Trustworthiness (dignity of the head teacher, setting high objectives, observance of the law);
- Orientation in community life (seeing educational life as integral to the society, orientation in economics and the labour market);
- Focusing on the schooling and education process (setting priorities for the schooling and education process, focusing on student development, supporting teacher development);
- Guaranteeing a functioning organisation (creating a team, delegating and motivating, guaranteeing the performance of the organisation);
- Self-development

In the competency model developed by Tallinn University, the specialised, core and base competencies were differentiated. The core competencies include conceptual and holistic thinking, understanding of social development and familiarity with pedagogical philosophy. The following were named as base competencies:

- functioning and performance;
- communications and cooperation;
- self-management and personal effectiveness;
- systematic thinking and integrated perception;
- intellectual competencies (ethics, honesty, trustworthiness).

There are plans to create officially certified competency models based on the aforementioned competency models, which would include 21st century challenges for school management (IT-related competency, systematic leadership, learning community, etc.) and would assist head teachers in self-assessment. The model would also serve as base material for preparing study programmes for head teacher training and supporting school owners in recruiting head teachers.

Head teachers are chosen by public competition. Depending on the institution and ownership relations, the announcers of the competition and selection procedure vary. A competition for the position of head teacher is announced by the school owner (usually a local government), who also determines the competencies of the presumptive head teacher. For municipal educational institutions, it is the rural municipality or city government that decides; for state educational institutions it is the minister. In the case of a municipal institution, the employment contract with the head teacher is concluded, suspended, amended or terminated by the mayor of the rural municipality or city and by the Minister in the case of state educational institution.

Attractiveness of the position of head teacher

We do not experience any lack of candidates for vacant school head teachers' positions. On the one hand, the position of a head teacher is attractive because of the salary. The owner of school decides on the size of the head teacher's salary. In the larger cities, it is the custom that the

head teacher's salary is about 60 to 100 percent higher than a teacher's salary, in some local governments even somewhat more. However, in small rural municipalities, where the schools are smaller, the difference between head teachers' and teachers' salaries is not as large. On the other hand, the head teacher is granted significant decision-making authority for the development of organization, therefore the position of head teacher is attractive for candidates.

Until now head teachers have had fixed-term contracts (5 years). As of May 2009, head teacher will have contracts without a fixed term, which should make the position of head teacher more attractive, since this will provide a sense of security to the head teacher.

Reserve of head teacher, basic and in-service training in the public administration

The majority of head teachers are also teachers. Therefore their training includes teacher education as well as management training. Teachers are educated at the higher education level. The uniform requirements for the education of teachers in the country, regardless of the type of educational institution and legal status of the educational institution, are established by the framework requirements for teacher training which determine the general and specialised requirements for teacher training, the trial year for junior teachers, and teachers' work-related in-service training. The upper education schools compile their curricula based on the framework requirements. The training of class teachers, basic school subject teachers, upper secondary school subject teachers and special education teachers takes place at the second stage of higher education; the volume of teacher training totals 200 CP. The teacher training curriculum includes at least 40 CP of specialised lectures, with 10 weeks of practice teaching.

The Adult Education Act was passed in 1993, pursuant to which 3% of the salary fund of teachers receiving salaries from the state budget should be used to cover workers' training costs. The employer (head teacher) must give the worker study leave to participate in work-related training for at least 14 calendar days, while maintaining the average salary during the time determined by mutual agreement. As of 2000,

work-related training is compulsory for teachers. Every teacher is obliged to complete at least 160 hours of in-service training during five years.

The completion of management training is a qualification requirement for head teachers. Large-scale management training, which is a condition (240 and 160 hours) for starting work, is conducted by the in-service training departments of higher education schools (University of Tartu and Tallinn University). The subsequent in-service management training of head teachers is not regulated by legislation. If they wish, head teachers can acquire master's degrees in the field of school management at Tallinn University and the University of Tartu.

Based on the training programme of the University of Tartu, the content of the 240-hour management training for head teachers is as following:

- The basic school process – child development
- Education and educational policy in Estonia and in the international context
- Management
- Strategic thinking
- Organisational culture
- Fundamentals of personnel work

Support for head teachers

School teachers and head teachers can ask for advice from the county governments' education and culture departments. Larger local governments also have departments that are responsible for advising schools in education and management-related issues. When the internal assessment of educational institutions was made compulsory, a governmental advisory system was also implemented that is executed by the National Examination and Qualification Centre. The tasks of the provider of consultations (hereinafter the adviser) are the following:

- to analyse the internal assessment of the educational institution;
- to provide feedback on the internal assessment to the head teacher and school owner of the educational institution;
- to advise the head teacher and owner of the educational institution regarding internal
- assessment.

The advisers are active head teachers, their deputies or educational officials that have received the relevant preparation. The educational institution has the right to choose an adviser from a provided list of advisers (chosen by competition and having received the relevant preparation).

5. Challenges, areas of innovation and underlying evidence

In connection with the term of the employment contract for head teachers becoming unlimited, the government regulations regarding the requirements for head teachers, including requirements for self-education, have become very important upon assuming and while holding the position.

The further improvement of the competency model for head teachers is planned with the goal of developing the model into an estimable basis for developing study programmes for the training

of head teachers and deputy heads in their self-assessment. Although internal assessment became compulsory for educational institutions in 2006, the development of an organisational assessment culture has become a long-term process that requires both skill and expertise from its leader.

One of the new developmental trends is to pay attention to the leadership skills of middle-level management and their training. The topic of teachers as leaders in the classroom is also receiving attention in teacher training.

Since great changes are being planned for Basic Schools, the Upper Secondary Schools Act and the national curriculum, as well as the school network, this poses a challenge for leaders in understanding the changes and managing the changes that are taking place in the organisation.

*Haridus- ja Teadusministeerium, Tartu
Maie Kitsing, Kadri Peterson*

Appendix

Legislation

- Estonian Education Act.
<https://www.riigiteataja.ee/ert/act.jsp?id=13000135>
- Conditions and procedures for advising schools and pre-school children's institutions related to self-assessment issues. Approved by the Minister of Education and Research by regulation no. 23 on 4 August 2006
<https://www.riigiteataja.ee/ert/act.jsp?replstring=33&dyn=12851808&id=1056208>
- Approval of minimum staffing for kindergarten-primary schools, primary schools, basic schools and upper secondary schools. Approved by the Minister of Education and Research by regulation no 48 on 15 September 1999 (RTL 1999, 131, 1823) came into force on 27 September 1999.
<https://www.riigiteataja.ee/ert/act.jsp?replstring=33&dyn=12957808&id=238473>
- Conditions and procedure for the certification of teachers. Approved by the Minister of Education and Research by regulation no 69 on 2 October 2002 (RTL 2002, 115, 1649), came into force on 14 October 2002. <https://www.riigiteataja.ee/ert/act.jsp?id=13089589>
- Qualification requirements for teachers. Approved on 26.08.2002 by regulation no. 65 (RTL 2002, 96, 1486), came into force on 7 September 2002 <https://www.riigiteataja.ee/ert/act.jsp?id=13082084>
- Basic Schools and Upper Secondary Schools Act.
<https://www.riigiteataja.ee/ert/act.jsp?id=12957808>

Reference materials

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Greece

The Greek educational system is a bureaucratic institution, both hierarchically structured and centrally administered. The concentration of power in a central administration based in Athens causes administrative and communication problems both for the state and for its citizens.

Since 1950 many attempts have been made by policy-makers to modernise the Greek administrative system. In response to the recent legislative reform in Greek education, the efforts of the central administration towards the objective and unbiased devolution of power are evident.

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|---|-------------------------|
| Area | 131,957 km ² |
| Population | 11,300,000 |
| Population density..... | 84.6/km ² |
| GDP (PPP) per capita | € 21,100 |
| EU accession | 1981 |
| Schools (2008/09) | 9,689 |
| Exp. (PPP) per student(non-tertiary) | € 4,600 |
| OECD average | € 5,700 |

1. Background – Everyday reality versus political framework?

The Greek educational system is a bureaucratic institution, hierarchically structured and administered through roles, positions and relations, all of which guarantee the uniformity of action in the achievement of centrally fixed targets.

Many reforms were implemented during the 19th century in Greece in the education field. The Greek educational system was created under the specific conditions that characterized society in the 19th century and in direct relation to the constitution of the independent Greek State; during its development it has acquired some basic characteristics - that are attributed to a nexus of socioeconomic, political and ideological factors - such as its highly centralized and bureaucratic administrative structure, the absence of an overall strategy of financing education, the classical and religious orientation in the curricula of the schools and the remarkably strong popular demand for higher education.

In accordance with the 1975 Constitution, amended in 1986, education in Greece is under the supreme supervision of the State (Ministry of Education) and is conducted at the state's expense. The Minister of Education and Religion has a centralized control over state schools, sets educational curricula and approves school textbooks. In accordance with Article 16 of the Greek constitution, the educational system aims at developing a national and religious conscience and providing adequate training for the future citizens. A focal point of educational policy is the

idea that education is a social resource and a right for every citizen.

The authority responsible for education policy has established an interdependence between central and local bodies, one in which central government - as the more senior partner - aims to secure action through local authorities. The Ministry also follows up the implementation of these laws and can intervene if necessary to adapt them to regional variations in practice. It also delegates the responsibility of their implementation to its regional authorities, irrespective of their degree of autonomy.

Despite the degree of regional autonomy, the Greek Ministry of Education examines and controls all actions taken by the regional educational organizations through administrative supervision. Hence there is a strong regional dependence on the central administration based in Athens. This centralization of power creates a number of problems both for the state and for its citizens. The line of authority runs between bureaucratic sectors, often resulting in a fragmented decision-making process. This administrative dependence can be attributed to the fact that most crucial activities -such as the setting of school curricula, the establishment of schools, the appointment of teachers, pupil-related issues, financial issues and the school operations concerning each educational unit - require ministerial approval.

In Greece, the centralization of education administration establishes an expectation of dependency, of reciprocal activity. This dependence is a source of constraint upon an organization but at the same time an organization

can act to loosen those constraints. Among the principal arguments for educational centralization is the establishment of consistent quality in policy, programmes and activities. Decentralization on the other hand is a dynamic process and can be defined as the transfer of power, responsibilities and various functions from a central body to different levels of a prefecture or local authorities - an improved process based on accurate knowledge of local needs and circumstances, giving lower levels of the education system hierarchy substantive authority to participate in local decision-making. The local authorities would only be subject to local political constraints. Despite the advantages of a decentralized system, though, there are inevitable difficulties in fulfilling the above expectations. In reality, there is no educational system in the world that has adopted true decentralization since in the educational process a balance between degrees of centralization and decentralization must be found. Thus, for the particular case of Greece, the question is to what extent central government uses its power and to what extent prefecture or local authorities accept/resist this control.

2. Context

In 1975 the Constitution established a new paradigm of education legislation, it established a common language for education, reformed the education division between primary, secondary and higher education, and initiated the improvement of the administration and monitoring of education. The new policy was promoted through the 1997 reform, the major components of which were the following: all the pre-existing types of upper secondary schools (general, technical-vocational and integrated *lyceum*) were abolished and a new general school of academic orientation (*Unified Lyceum*) was instituted, the examinations system was intensified by multiplying the subjects examined for entry in tertiary education at a national level, a new type of downgraded technical-vocational schools - classified as "post-compulsory" (and not "upper secondary") - was introduced, examinations were introduced for the hiring of teachers in compulsory and secondary education - as well as the multi-levelled assessment of teachers by "school advisers" whose role

essentially changed to that of inspectors, the administrative structure of compulsory and upper secondary education was modified and new "regional directorates" were introduced. The third period of reforms of the educational system was between 2004 and 2006. These reforms introduced important changes, like a new law for the assessment of education and legislative actions in relation to lifelong learning.

In Greece, compulsory education lasts for nine years, from ages 6 to 15. The first six years are spent in Primary School and the last three years in Junior High School. Pupils may also attend state or private kindergarten schools prior to starting formal education.

Primary Education

The Primary Schools are either state or private schools and they operate five days a week, with 5 - 6 teaching hours per day according to the grade the pupil attends. At the end of the school year, pupils in Grades 1, 2, 3, 4 and 5 are given a progress certificate and pupils in the 6th Grade are awarded a school-leaving certificate for use when enrolling in Junior High School. There are Primary Schools for pupils with special needs and 'all day' schools, which offer 'lunch' and cater for the needs of pupils whose parents are at work throughout the day.

Lower Secondary Education

Junior High Schools provide students with general education in all three grades. They operate five days a week, with 6 to 7 teaching hours per day. There are also intercultural schools with a special curriculum adapted to the needs of pupils of Greek origin returning from abroad and to the needs of foreign pupils living in Greece, whose parents are mainly economic immigrants. Some Junior High Schools have been established exclusively for specialised studies (e.g., Music, Sports and Theology). In addition there are experimental schools where advanced pedagogical teaching methods are planned, implemented and evaluated. Children with special needs attend classes in ordinary schools. Finally there are 'second chance' schools for adults who did not have the chance to complete their compulsory education. Students leaving the Junior High School are awarded a School Leaving

Certificate. This certificate enables them to enrol in the Senior High Schools (either at a Lyceum or at a Technical Vocational School).

Upper Secondary Education

In Greece, there are Senior High Schools (Lyceum) and Technical Vocational Schools, which are either state or private. Referring to state schools, there are day and night schools and in general there is no age limit.

In primary and secondary education, the backbone of the Greek educational system, everything depends on the Ministry of Education. Educational policy planning is effected at the highest ranks of the hierarchy and it is issued in the form of laws, presidential decrees, ministerial decisions and circulars which the educational units are required to put into practice.

Reviewing procedures, changes or modifications in the analytical curricula, time-tabled programs, the introduction of new technologies, of new books and other matters are not discussed at the level of the school unit. In all cases, these procedures depend on the decision-making that takes place at the top levels of the educational system, that is, the Ministry of Education.

According to the Ministerial Decision of 1998, the meaning and purpose of evaluation are defined as such:

- The evaluation of the educational task and of educators of primary and secondary education signifies the continual procedure of evaluating the quality of the provided education and evaluating the extent to which the purposes and targets of this education are realized.
- The purpose of the evaluation of the educational task is the improvement and the qualitative upgrading of all the constituent elements of the process of education. The aims are: continuous progress in the practice of teaching in the classroom, the improvement of the quality of school life, the stepping up of the procedure that puts a plan into action, the flattening of inequalities of function between different school units, the shrinking of bureaucratic procedures, the faster transmission of data, the more integrated command and functioning of the school units, the pointing out of the weaknesses of the educational

system, the assessment of the efforts and the mobilization of all components of the educational procedure for the optimization of the total educational outcome.

- The evaluation of the educational task occurs in all the educational units and the administrative services of primary and secondary education.

The Law 2525 of 1998 regulates the evaluation of the school units of primary and secondary education (including the Technical-Vocational Education units). The evaluation of the constituent elements of the educational task is a precondition for the qualitative improvement of education and the lack of a systematic and critical evaluation of the educational system has wasted a long period of time where the inherent weaknesses of the system could have been directly dealt with.

3. School leadership concepts and practices

The expertise and training of educational members constitutes a rule of strategic importance: on the base of it, the relation of the educational member to its professional circle is continually redefined, its personal and professional advancement and by consequence the advancement of the personnel and the organization to which this member belongs is ensured. The training of school managers supplies school administration with additional and vocational expertise and aims at the smooth and effective function of the school. The correct training of school leaders suggests an educational change that becomes a critical element of reform and facilitates the promotion of the educational members and units.

An extensive survey conducted on the national level was titled "The administration of Gymnasium and Lyceum in Greece from the point of view of school managers". The conclusions that were drawn showed that the majority of school leaders consider their main duty to be the correct functioning of the school as a means to achieve educational targets.

Among administrative and organizational difficulties, those mentioned are notably bureaucracy, the lack of a code for legislation and

the defective operation of the school council. Attention was also drawn to the indifference and unwillingness of parents to participate in the school process.

The survey reached the conclusion that school managers demanded the enhancement of their role, the shrinking of bureaucracy, training and prospects of professional advancement. According to another survey, school managers consider a necessity the upgrading of their role and they propose the search for further motivation and more training in matters of administration. They highlight the fact that a school manager deals with an extreme amount of diverse activities, while the modern school is at pains to fulfil its targets.

Concerning the position of school leaders with respect to matters of additional training, they esteem that the state does not equip them efficiently to carry out their task nor does it prepare them ideologically to adequately deal with problems during the exercise of their duties. School managers criticize the limited state efforts to organize seminars that would systematically support their administrative, pedagogical and scientific task, claiming that the overall lack in organization amounts to the unproductiveness of their own efforts.

In order for the unit to be able to function, the Greek school leader should be able to apply practical solutions to everyday problems. It is vital to pursue cooperation among school personnel in order to create a positive climate within the school unit. The system of administration to which the School Unit belongs has a tripartite structure, which comprises the **local**, the **prefectural** and the **national** level. In addition to the teachers, the students and the central or district administration of the Ministry of Education, the administration and management of the educational system involves the Local and Prefectural Authorities, the parents and other public and social agents.

A Greek professor of Pedagogy at the University of Ioannina (Georges Mavrogiorgos) reports that "all the administrative members of education and especially school managers need special training because their task is manifold and complex. Until now, our country has not set the formation of managerial personnel a national priority but it is

imperative that it follows the example of other countries of the European Union".

4. Recruiting and Educating of school managers

The basic law which set the objective and the form of training for educators is Law 1566/85 as modified by Article 7 of Law 1865/1989. The training of school leaders is on the historical trail of the training of educators. After the change of regime in the 1970s, educational training agents became the Instruction schools for Primary and Middle Education while in the decade 1980 the Training schools for Primary Education (SELDE) and for Secondary Education (SELME) emerged. These schools envisaged among others the functioning of short-term programs of training for principals of the Gymnasium and of the Lyceum. These programs, however, never materialized. In 1983, Presidential Decrees 177/83 and 178/83 initiated the training within SELDE and SELME of school leaders, of the heads of the Direction of Education and of the Offices of school advisors. Nevertheless, these programs did not function either, except for one which concerned the training of School Advisors in Athens SELDE in 1984.

From 1985, when the District Training Centres (PEK) entered legislation, until 1992, when their function was decreed by Law 1566/85, no advances were made towards the training of educational members. From 1992, when PEK began to function, until 1996, when the actions of EPEAEK took shape, programs regarding school direction begin to function periodically within the Instruction schools for Primary Education, the District Training Centers (PEK) and in a number of institutions deriving from Higher Educational Institutions (AEI), and from Technical Educational Institutions (TEI), PATES/SELETE.

It is mainly after 1996 that we observe an adequate number of efforts aiming to establish educational direction as an object of study. These efforts include the introduction of respective lessons in the undergraduate studies of future educators, the introduction of lessons in the programs of after-education (Instruction schools for Primary Education) for Primary education trainees and in the programs of training for

Secondary Education trainees; they also include the conducting of seminars in the District Training Centres (PEK) and in the school of Educational Functionaries for Vocational and Technical Education (SELETE), and finally the conducting of seminars for members of the education from the National Centre of Public Administration.

This training can be described as “the sum of activities and procedures that are linked with the concept, the planning and application of special programs that aim to stir up, improve, upgrade and further develop the academic– theoretical or practical, professional and personal interests, abilities, knowledge and skills of the educators during their term of office”. The need for training is brought forth by changes in the social, economic and technological sphere that reflect the need for change in the educational process.

According to Law 1566/85, the position of the school leader is equal to that of the rest of the teachers for most of the matters that concern the school unit, while for certain decisions the schoolmaster maintains the right for an extraordinary summon of the collective organs. The same Law established collective organs of a consultative, supportive as well as managing nature, as much on a centrally administrative level as on a local level of governance. Supplementary organs on the level of the School Unit, besides the Parents’ Association and the student societies, are the School Councils, which claim a consultative role, and the School Committee, which assumes a managing function. The School Council and the School Committee constitute the organs of popular attendance on the level of the School Unit, in which participate official parents’ representatives. In particular, in every Secondary school, but also in Primary schools, according to the above law, a School Council is operative, which consists of Parents’ and Guardians’ Association, a representative of the Local Government and three representatives of student societies (from Secondary schools) and has a supportive character. President of the School Council is the Schoolmaster.

The School Council meets regularly three times a year and extraordinarily when either the schoolmaster or at least two other participant agents require it. The meetings take place in the school

outside the hours of teaching. (Permanent Educational Code)

The School Council is an organ that conduces to the growth of a new type of administration and internal organization of the school that will render the school relatively flexible and autonomous, with respect to possible actions, to its contact with new sources and to the prospects of its opening to the local community. The other organs of popular attendance on the level of the School unit, which assumes a managing role and in which parents participate officially, is the School Committee.

Article 5 of Law 1894/90, recommends the formation of municipal or community legal entities under the registered name “School Committees”, regulated by presidential decree 323/1989. Every School Committee is occupied with matters of one or more public Secondary or Primary schools respective of the needs of the locality.

The leadership of the School Committees is made up of the headmasters of the respective schools, a representative of the respective Parents’ and Guardians’ Association and a representative of the student societies of Secondary Education. The task of the School Committee is the management of the budget available for covering the expenses of the respective schools, the wage of the cleaners, the implementation of projects for repair and maintenance, the supply of schools with furniture and equipment of general use and books for the school libraries, the management of the profits of the school canteen, and, at large, the adoption of measures that support the administrative function of the School Units. (Permanent Educational Code).

The Parents’ and Guardians’ Association of every school unit consists of parents of various social, economic and cultural backgrounds.

The schoolmaster of every School Unit, reelected every 4 years, is the person in charge of every institutional but also non-institutional communication between parents and school. The law assigns the power to the School leaders to convene a general assembly of parents in order to establish the Parents’ and Guardians’ Association. The headmaster is responsible, as president, for

the regular or extraordinary convening of the School Council and for its basic functioning.

5. Challenges, areas of innovation and underlying evidence

A comprehensive review of literature on educational administration revealed that many educational researchers have discussed the issue of shared leadership by giving emphasis mainly to the participation of educators in the decision-making process. For example, Harris has argued that: 'in hierarchical systems and structures, distributed leadership is characterized as a form of collective leadership in which teachers develop expertise by working together'. However, since distributed leadership is a way of managing an organization and less so a technique or practice, such collaboration can be put in a broader context. Within this frame, a collaborative culture is important for sharing a common vision; the balanced delegation of responsibilities; allowing people to adopt their own initiatives in response to the needs of the school unit; equal involvement in the decision-making process; instilling confidence and encouragement at all levels; and helping the organization to retain authority and discipline. Successful management demands the clarification of goals and implementation of collaborative solutions. Of course, the importance of networking and collaboration is not a new phenomenon in the educational process. 'They alone do not establish authority and accountability regarding performance but both are essential elements for sustained implementation'. Also, a key strategic point for educational leaders is the level of organization communication since organizational knowledge has been found to play a significant role in effective communication.

Over the last three decades, due to the increasing complexity of the public sector and the demand for effective administration, bureaucracy in Greece has grown considerably. A lack of attention to informal networks and open communications is the main reason why Greek public organizations are neither flexible nor fluid. The latter consideration suggests the need for a reorganization of the strongly centralized Greek civil service—a view being increasingly voiced. Since 1950 many attempts have been made by

policy makers to modernize the Greek administrative system. In response to the recent legislative reforms in Greek education, the efforts of the central administration towards the objective and unbiased devolution of power are evident. However, in practical terms the efficiency of these reforms is rather doubtful since the central administration did not allocate substantive activities to the school managerial bodies. As a result, they have not produced initiatives that take the school closer to the security of a dynamic leadership and hence in forming the school as an ongoing organization. Moreover, Greek educational reforms lack the coordination necessary to achieve long-term goals—they are not part of a national strategic management plan but rather the fruit of individual expectations, views and/or values. The sheer number of Laws governing education administration creates an enormous burden of work for the officials, and prevents the government from implementing efficient education planning and from modernizing the administrative system. However, there has to be a clear and consistent focus on achieving results both in the short and long term. Short-term results help success to breed success; long-term results are important in creating an enduring culture of continuous improvement in the education system. The two are connected, as Schmoker points out: 'current organizational habits that avoid focusing on short term measurable gains are the major obstacles impeding not only isolated improvements but also system-wide transformation. Palpable gains are the key to leveraging change in the system ...'

Education administration has a critical role for every country as it provides a competitive advantage and thus is viewed as a strong public benefit, essential to the broader public welfare. Education systems in all parts of the world remain dynamic. Efforts are being made (even in the most developed countries) to design new educational systems in ways that minimize and discourage ineffectiveness. There is a growing recognition in many countries, especially in those with heavily centralized administrations, that alternative forms of educational management are necessary to affect a positive change performance. The proposals below have been drafted in view of the Greek case studies previously discussed and aim to improve efficacy in education administration.

In this context, Greece is encouraged to aspire to the following. First, a strongly centralized administration is clearly not viable, not only in the Greek system but in any education system, since it creates difficulties in effective leadership. We are currently seeing a shift towards decentralized structures especially in countries that follow the strongly administrative model such as Greece and South Africa. Some consider the appropriateness of centralization or decentralization to be a matter of striking the right balance. 'A decentralized organisation should function as parts of whole rather than simply independent parts'. The rational devolution of power to regional or prefecture authorities would facilitate a more efficient and productive implementation of education policy and promote accountability through clearly defined responsibilities and more appropriately prescribed tasks. A strong intersystem of collaboration and alliances, a partnership between schools, prefectural authorities and the state based on mutual confidence and trust and collaborative initiatives are needed to make this sense of balance work in Greece and so move forward with policy development. The emphasis on administrative decentralization is based on the market-led assumption that local governments (and hence prefectures) know and understand their needs better than does central government and they help the public to overcome the physical inaccessibility of central government. 'Put positively, when local leaders do connect with larger system purposes they are much more effective within their own organisations and certainly across organisations when they step out'.

Second, the problem of striking a balance between hierarchical levels and controls remains acute for large systems such as education. Bureaucratic structure can contribute to persistent and effective operation only if it is professionally oriented bureaucracy in the sense that the State plays a recessive role where tangible problems need to be solved. Let us consider that (1) top heavy bureaucracy is inefficient and focuses on 'process' rather than on 'outcomes', (2) greater accountability interaction is the new dynamic in the school community

relations (3) 'the replacement of a bureau-professional organisational order in education by a managerial one is dangerous', and that (4) for the particular case of education in Greece, a burdensome administration is certainly a drawback of the system.

Then, educational planners could gradually change the Greek organizational culture by creating fewer hierarchical levels and a 'marginalized' bureaucracy within specific boundaries. The strong state bureaucracy could gradually be eliminated and automatically the negative outcomes would be reduced and the positives would be reinforced. The policy-making process for a less administrative bureaucracy would give emphasis to information channels and communication to facilitate decision-making policy. The principle 'promotion of good leadership in all levels of the system is certainly better for everyone' and 'what goes around comes around' applies to good things as well as bad.

Third, the proposition that too powerful administration in Greece has limited instrumentalities in educational organizations and restricts the abilities of resources, both human and material, is accepted. Any measure of improvement for administrative action "cannot come only with the passing of laws or signing decrees". Like most types of reform it is built rather than created. The implementation of the above proposals, though, would be problematic if the policy-makers could not specify clearly their objectives so as to build upon (instead of create) a proper educational administrative system. Many problems in implementation might be avoided if policy-makers strived to link policy and action through a strategic policy with clear, but most of all consistent, objectives and attitudes. The plethora of laws on education related to school affairs should be replaced by a new education reform introducing simpler administrative procedures that protect the system from inadequacies, strengthen the incentives and the capabilities of all groups involved in the education system, and thus ensure better working practices.

The education acts must endure for the long-term and certainly not be replaced as soon as there is a

change in political power. In terms of time frame, a system cannot be changed immediately but gradually. This is particularly true of a country like Greece, which has a tradition of bureaucracy. It is not going to be instantly responsive to a more fluid and distributed approach to leadership. The existing system must first develop itself – new roles learned, communication patterns reversed, planning procedure revised, and so forth.

An efficient school manager entertains a vision of his own with respect to the school that he leads. Through his attitude and action, he conveys his vision with enthusiasm to the educators and students of the school as well as to the rest of the members of the educational community, such as parents and local society.

An equally important trait of a school manager is the ability to create a positive climate, which promotes the effectiveness of the school. Providing an inviting and promising atmosphere, the school manager gives the school positive

social status. A positive climate is also prompted by the decision-making procedures that the school leader advocates. Effectual school leaders place their confidence on educators within the school and in a democratic manner give them the opportunity to participate in the decision-making that involves the educative work of the school.

The competent school leader is in a position to organize, coordinate and skilfully manage all states of affairs. He or she stresses the personal abilities of the educators, considers the individual needs of the students and seeks to develop a spirit of cooperation within the school, by adopting a common system of values, beliefs, behaviour, ways of thinking and expressions, setting common targets and objectives.

*University of Crete –
School of Education, Heraklion
Dr. Eleftheria Argyropoulou*

Appendix

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Spain

In Spain, the headship of educational centres is a temporary post without a different professional status. The evolution of school management in the last years follows the need to distribute leadership effectively among the members of a managing team. The managing team keeps their teaching function and must develop professional skills which harmonize management, participation and leadership.

The training of school heads starts from a conceptual and theoretical foundation and leads to the development of solid and appropriate skills to further develop their schools.

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| Area | 505,645 km ² |
| Population | 47,100,000 |
| Population density..... | 93/km ² |
| GDP (PPP) per capita | € 23,900 |
| EU accession | 1986 |
| Schools (2008/09) | 20,468 |
| Exp. (PPP) per student (non-tertiary) | € 7,100 |
| OECD average | € 5,700 |

1. Background – everyday reality versus political framework

The Organic Law of Education (LOE 2/2006, 3rd May, regulated by the Ministry of Education from the Central Government) establishes, together with the principles and objectives that the Spanish educational system must aim at, the process of selection and the competences of school headmasters.

In Spain, the management of educational centres is not, as it happens in most European countries, a professional management, but a temporary post without a professional status of its own.

Head teachers at educational centres are teachers who must have been teaching any of the subjects offered by the school for a period of at least five years and have at least a five-year experience as civil servants. They usually work in the school they want to manage and they are selected by a committee formed by representatives of the educational community and of the Administration by a contest of merits in which the managing project is an essential part.

The most remarkable duties of a head teacher can be summarised as follows:

They represent both the school and the educational administration in the school and inform the administration of the needs and demands of the educational community. The head teacher directs and coordinates the activities of the school, exercising the pedagogical management, promoting educational innovation and stimulating plans for

the attainment of the objectives set in the educational project of the centre.

In addition to this, s/he is responsible for the control of the whole staff assigned to the school and he must promote collaboration with the families, institutions, and organizations that facilitate the relationship of the centre with the environment.

As representative of the centre he will sign the official documents and certificates.

When the headmaster is absent, the head of studies will be the person in charge of his/her functions.

The main characteristics of the educational system

Any head teacher or school leader must necessarily take into account the characteristics of the Spanish educational system set in the Organic Law that regulates Education (LOE) regarding its structure (ATTACHED DOCUMENT I), the definition and concretion of the curriculum and the educational model and the principles and aims included in the following points:

- A quality education for the students in terms of equity and with a guarantee of effective equality of opportunities.
- The full development of the personality across the development of all the students' capacities and the acquisition of the basic competences that turn out to be necessary in the current society.

- The improvement of the educational levels in order to place them in a position according to European demands.
- A commitment with the educational aims established by the European Union for next years, regarding: the improvement of the educational success - up to reaching 85 % of graduates on having a certificate of Compulsory Education, the reduction of the rates of school drop outs, the improvement of the results of the evaluation diagnosis; the increase of the number of pupils who continue their studies after the completion of compulsory education and of the students in Vocational studies, the improvement of the knowledge of foreign languages, an increase of the mobility and the exchanges and reinforcement of the European cooperation.
- A commitment with the participation and the shared effort of all the groups of the educational community (pupils, parents, teachers, administration and society in general) to obtain quality and equity in education.
- Building on education in the respect of rights and essential freedom and in the exercise of tolerance, within the democratic principles of coexistence and of the prevention of conflicts and their pacific resolution.
- The conception of education as lifelong learning.

2. Context

National context

Education is an important political and social issue in Spain and, up to the moment, a problem without an answer, at least a clear one which can be widely accepted by the whole political and social class. There doesn't seem to be an agreement in the definition of the educational model among the different political and social forces or in the distribution of competences in educational matters between the nationalistic-regional parties and those of the state, that's why,

from the introduction of Democracy in Spain, there has been a series of different educational Laws: (LODE (1985), LOGSE (1990) LOPEGCE (1995), LOCFP (2002), LOCE (2002), LOE (2006).

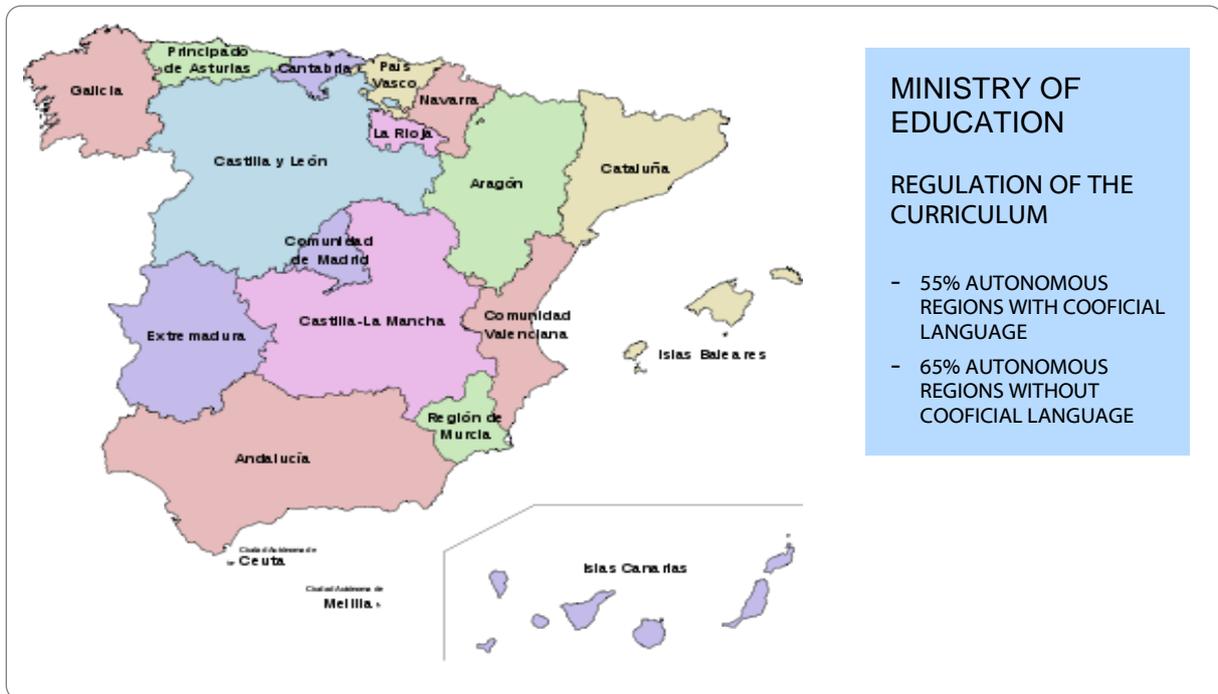
In spite of this fact, the country has 100 % of her school population, from three to sixteen, attending school, in a territory that is organized in 17 Autonomous Regions and two autonomous cities.

The educational competences in Spain are, basically, in the hands of the Autonomous Regions. It's only in the case of the autonomous cities of Ceuta and Melilla that the Ministry of Education holds full competences in education. This decentralized model of administration of the Spanish educational system, which distributes the competences between the State, the Autonomous Regions and the teaching institutions, is organized according to a model of a common educational system for the whole State, regarding its structure (levels, stages, degrees, cycles, and years), the basic aspects of the minimal teachings of the curriculum (55 % or 65 % of the school schedules depending on whether the Autonomous Regions have or not co-official language, and to the validity of the corresponding academic certificates.

It's a competence of the seventeen Autonomous Regions and of the different educational centres to establish and to develop the curriculum that the Law defines as *"the set of aims, basic competences, contents, pedagogical methods and criteria of evaluation of each of the teachings regulated in the present Law"*.

The percentage of dropouts and school failure (pupils who do not obtain the Graduate's certificate in Compulsory Secondary Education) overcomes 30 % in Spain, which seems to be a level which is still too far away from the target of 15 % for the year 2010 fixed by the European Commission on Lisbon 2000. Castile and León had, in 2007-08, an index of school failure of 21.2 %.





Regional context

The value given to education by society in the Autonomous Region of Castile and León has always been very high. The results obtained by the pupils of this region in the PISA Evaluation 2003 and 2006 give a clear evidence of it.

Given the unfavourable circumstances of the region, due to the shortage of working places and the difficulties of access to the labour market, both parents and young men are fully conscious of the fact that getting a good job in the future depends greatly on a good education, which means an extra bonus when it comes to making an effort.

The region Castile and León relies on a consolidated network of educational centres, well distributed and endowed. In Infant Education there are schools in some villages with only four pupils and the ratio teacher / pupil in the stages of Compulsory Secondary Education, Bachillerato and formative cycles of Vocational training are quite below those established by the Law. The reason is the great geographical dispersion and the shortage of young population in the region.

The teaching staff in Castile and León is composed of career civil servants in a percentage of 90%-95 %, which gives a major stability and continuity to the educational task in their centres. The mobility of teachers is carried out through a contest of merits, (state and regional in alternate years).

Teachers have two important Areas which support their educational practice: The **Area of Educational Inspection**, responsible for institutionalized education, with tasks of support, follow-up, control and evaluation, and the **Area of Educational Programmes**, with the mission to complement the processes of integral training of the students and to update and modernize the educational system, in agreement with the scientific and social needs in a world in constant progress, through the introduction, support, follow-up and evaluation of programmes, plans and educational actions.

In the autonomous region of Castile and León, the Area of Educational Programmes develops programmes and activities for the schools, the teachers, the students and the parents of the students

in issues like: the promotion of the reading, co-existence, improvement of the educational success, improvement of the quality of the education, permanent training of teachers, European programmes, the use of the new technologies of information and communication, getting to know vocational training studies, educational participation for parents and pupils, etc.

The problems of coexistence in the educational centres of Castile and León are neither great nor especially serious, compared to those happening in other parts of the country. All the centres must have a Plan of coexistence with the figures of the coordinator, who is a teacher of the school with a schedule of 2 to 5 school hours - dedicated to this purpose and that of the mediator, who is usually a pupil in secondary education and a teacher in Primary education

The Spanish educational system in general and, especially, the Autonomous Region of Castile and León have incorporated the internal and external evaluation as valuable instruments of assessment and follow-up of the educational processes and results and of the systems that sustain it. The Department of Education of the regional government, in agreement with the Plan of modernization and improvement of the public services:

- seeks as a target the constant improvement of quality in education, based on the perception of the citizen and defined by the clients, both internal and external: families, students, teachers and the educational administration
- considers internal and external evaluation as the strategic key for the improvement of the system and turns it into a valuable instrument of follow-up and valuation of the obtained results, and of improvement of the processes leading to obtaining them
- adopts as an internal model of self-evaluation a model based on that of the EFQM (European Foundation for Quality Management)
- is taking part in the following modalities of external evaluation: PISA 2009, the General Evaluation of Diagnosis, carried out by the Ministry of Education, and in the Evaluation of Diagnosis on the part of the Autonomous Region of Castilla and León. All the pupils in the fourth year of Primary education must undergo this process which evaluates the basic linguistic and mathematical competences.



3. School leadership – concepts and practice

As stated above, in Spain, the management of the educational centres is not professional, but a temporary post without a differentiated professional status. He/She is a teacher in the centre and it is the teaching staff of the centre that has the greatest influence in the process of the election of a manager.

The head teacher carries out the institutional and representative functions: s/he is the link between the school and the rest of the educational system and in addition to this he must be the leader. He/She also holds other functions like the management of the curriculum and of the human and material resources. The head teacher can select neither the teaching staff of the centre nor the non- educational personnel. He / She has no power to evaluate their performance. The posts as civil servants in the public educational function in Spain, are occupied by means of an examination. As far as the number of teachers for each school is concerned, it is up to the administration to decide. As manager of resources it is necessary to distinguish between the material resources of the centre, which are administered by the secretary, who is a member of the managing team, and the annual budget already decided by the Administration.

Conceptual framework

In agreement with the educational law in force in our country, the organization and functioning of the centres lies in the constitutional principle of

participation (it is the right of the teachers, the parents and the pupils to take part in the control and management of all the centres supported by public funds) and in that of the pedagogic autonomy and management established in the in-force legislation and in the LOE.

The government of schools and educational coordination

The managing team

The managing team is the executive organ of government in the state centres. It is formed by the head teacher, the head of studies, the secretary and all those determined by the educational Administration. They work together in coordination according to the instructions of the head-teacher and the legally established specific functions.

It is the head teacher who names and dismisses his/her team. They are all relieved of their duties at the end of the mandate of the head teacher.

The school board

The school board is composed of school community members, including parents, students, Administration and services staff and a representative of the municipality where the centre lies. The School head teacher will be its President.

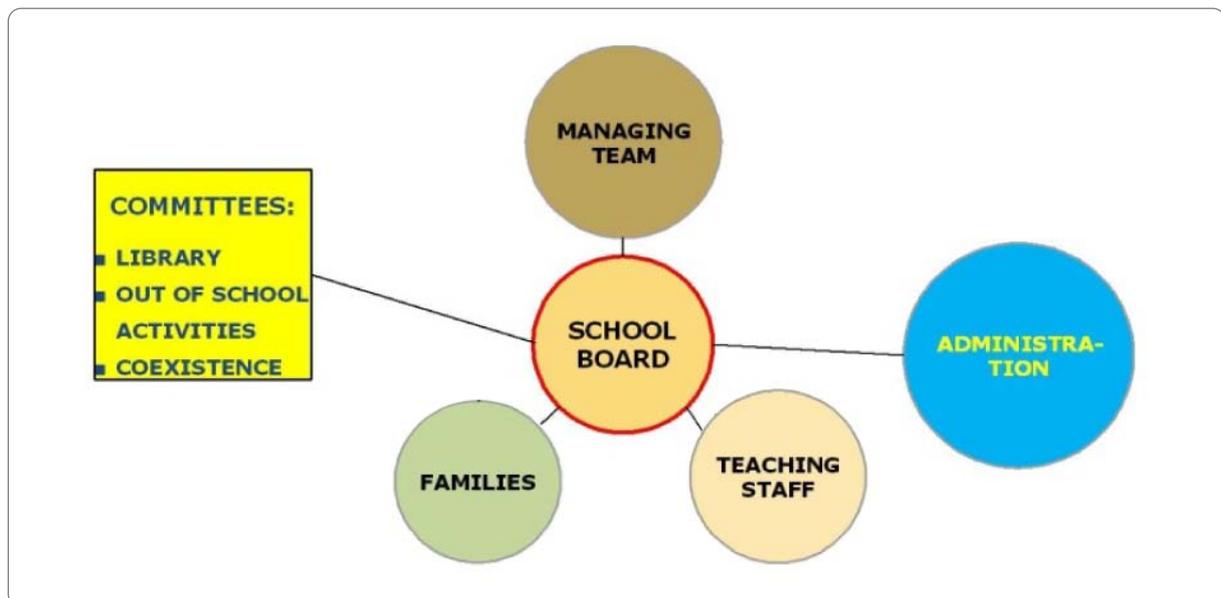
Among its powers the most noteworthy are:

- To evaluate and to approve the School Educational Project and the Annual General Programme.
- To participate in the selection of the head teacher, and , by agreement of a two-thirds majority, it may propose the revocation of the appointment of the head teacher, be a party to the resolution of disciplinary conflicts and ensure that they abide by current regulations and propose, where appropriate, accurate actions.
- To analyze and to evaluate the overall functioning of the centre, the evolution of school performance and the results of internal and external evaluations in which the centre takes part, with authority to prepare proposals and reports on the quality of the centre management.

The teaching staff

The teaching staff comprises all the teachers serving in the centre. Among other responsibilities there are the following:

- To make proposals to the School managing team and the School Board for the development of the School Project and the Annual General Programme



- To approve and to evaluate the implementation of the curriculum and all educational aspects of the projects and the Annual General Programme
- To establish criteria for the guidance, mentoring, assessment and recovery of the students.
- To analyze and to evaluate the overall functioning of the centre, the evolution of school performance and results of internal and external evaluations in which the school takes part.

The teaching and learning

Schools, according to the Organic Law of Education, have pedagogical, organizational and managing autonomy under the current legislation. They develop, approve and implement a management plan and its own rules of organization and functioning. The authorities encourage the autonomy of educational institutions so that their economic, material and human resources can adapt to the organization and working plans developed, once they are properly assessed and evaluated. The schools, in the exercise of their autonomy, can take up experimentation, working plans, forms of organization or extension of school hours in the terms established by the educational authorities, without, in any case, imposing contributions to the families or demands to the educational authorities. When this experimentation, working plans or forms of organization may affect the achievement of academic or professional qualifications, this must be expressly authorized by the government.

In Primary Schools the teaching coordination is established through Cycle- coordination meetings (6-8 years, 8-10 years and 10-12 years), chaired by the coordinator who meets the group of teachers who teach in the same cycle.

In High Schools (Secondary Education), Schools of Music and Language Schools there are coordinating teaching departments which are responsible for the organization and development of teaching materials or modules for which they are entrusted.

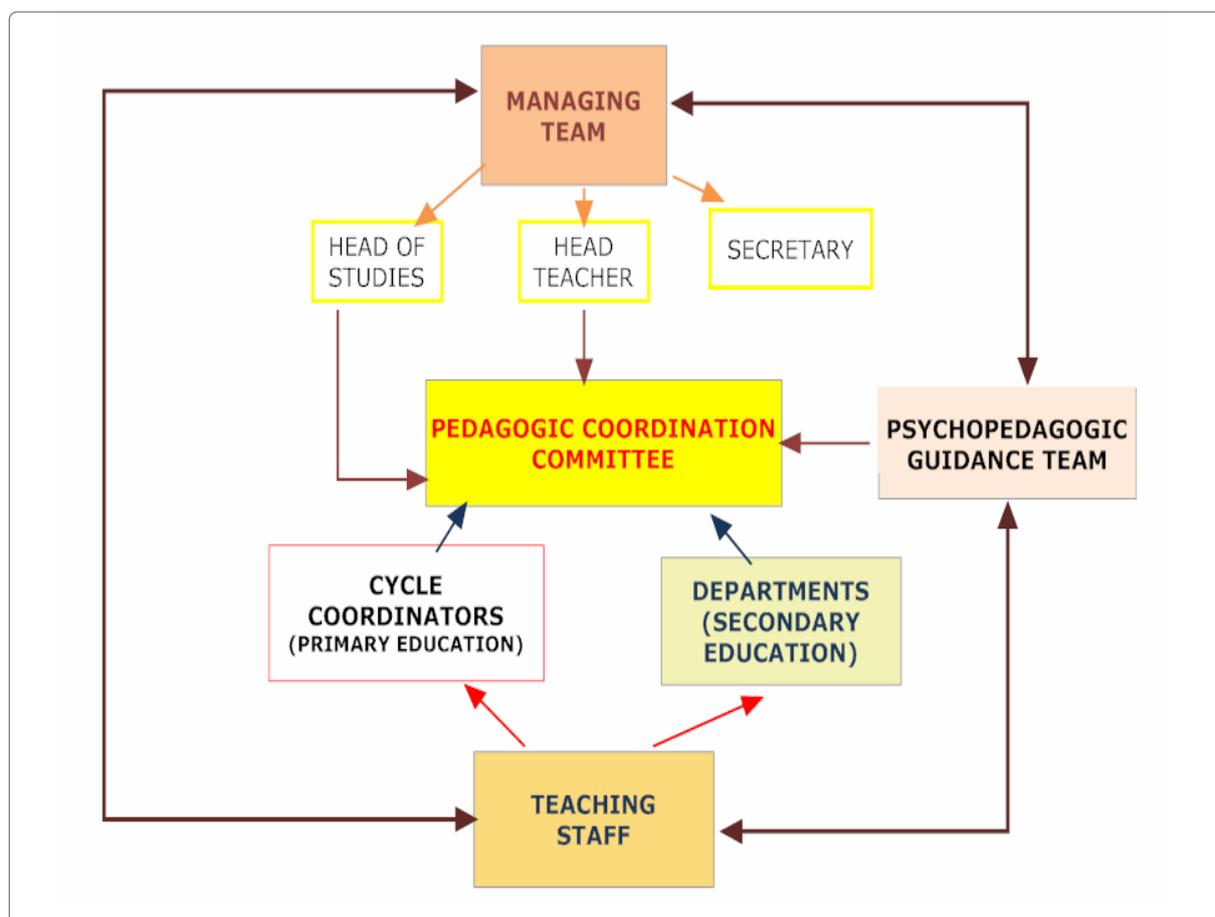
The heads of these departments form the Pedagogical Coordination Committee (PCC), together with the school head and the head of studies in order to coordinate the educational activities of the centre.

The teachers, organized in cycles (Primary Education) and Departments (Secondary Education and equivalents) are responsible for developing the Didactic Programmes that comprise the different areas, subjects and modules and the evaluation of the teaching-learning process, whose important elements are criteria and evaluation procedures and criteria for promotion and certification of students.

The School Educational Project, which is passed by the School Board, is the document that supports the management of the Head Teacher in order to exercise his or her leadership. It gathers, together with the implementation of the agreed curriculum tailored to the needs of the school, the values, objectives and priorities for educational action.

The Annual General Programme is the document that incorporates all aspects of the organization and functioning. Part of it are the didactic programmes, the Internal Rules of Procedure, and all projects and plans agreed upon and approved (Tutorial Action Plan, Coexistence Plan, Reading Support Plan, Improvement Plans, Educational Innovation Projects, Teacher Training Routes and Projects, etc.).

The educational system is evaluated by the Educational Inspection conducted on all elements and aspects of the educational system in order to ensure compliance with laws, the enforcement of rights and duties of those involved in the processes of teaching and learning, improving the educational system and the quality and equity of Education.



Restructuring of school organizations

The increased responsibilities are creating the need to distribute leadership. A Managing Team is more relevant than a head teacher. Sharing the leadership among individuals and different organizational structures can help to answer the difficulties faced by schools and to improve school efficiency.

In order to develop and adopt quality principles and its values the Management Teams are implementing the model of School self-assessment. A few years ago the Junta de Castile and León, concerned about the quality of education, adopted the EFQM self-assessment model as a framework on the establishment of educational quality.

Although there is no set model for leadership on issues upon which it is based, the principles of the Model are:

- Result orientation: Identifying interest groups, assessing their needs and matching their expectations.
- Customer orientation: Evaluating their satisfaction with services offered at school.
- Leadership and consistency with the objectives: Defining the mission, vision and principles at all levels of the organization.
- Management by processes and facts: Defining processes, using the obtained data and promoting improvements at school based on the definition of ambitious targets.

- Development and involvement of people: Delegating responsibilities, encouraging innovation and creativity and sharing knowledge and experiences.
- Learning, innovation and continuous improvement: Identifying and acting on improvement opportunities and extending and integrating successful innovation.
- Development of partnerships: Selecting and managing suppliers, identifying external partnerships and developing with all of them the plans and policies by sharing knowledge.
- The regulatory and legal requirements and, with an active involvement in society and acting on expectations that the school generates within its environment.

From the moment that the autonomous region of Castile and León assumed the responsibilities of Education and approved the Educational Quality Improvement Programme, they have published legislation that regulates the development of quality experiences, with the ultimate aim of improving the quality of teaching in schools supported with public funds and educational services of the Community of Castile and León. Managing teams, yearly and by resolution, may apply for participation in the development of one of the different types of established quality experiences. These experiences represent the next step that the head teachers give in response to the implantation of a Self-Assessment Model, a model that reflects those areas of improvement.

From the moment this application is sent, an improvement group is created in the school, consisting of a group of teachers and a Managing Team member at the head, who is responsible for the development and achievement of the improvement targets set.

The establishment of bases and negotiation of the direction of external expectations – Legitimation of the school before the local community

In Spain, the relationship of a school with the Educational Administration, usually through the provincial delegations, is direct and permanent as the dependence is very marked. There are meetings every term or whenever there is something that the administration wants them to know or put into practice.

In addition schools are part of the local community and a member of the school board is a municipal representative. Cooperation and exchange of information with other local bodies largely depends on the will, the human factor and the size of the school and its location, and are essential for the prevention and resolution of problems. As a general rule forms of coordination and practical cooperation are set by the school and the Administration, especially in topics about coexistence.

In small towns, cooperation between local authorities and the school is always much more personal and constant than in cities, where this exchange is more impersonal. In Primary Schools cooperation with local authorities is also greater, as the councils take over the running costs of these schools. Secondary Schools are generally more autonomous.

The external expectations of society are transferred to the managing team via meetings with the parents, with the administration or with the representatives of the municipality.

The leadership system and cooperation in networks

In Spain, there are no procedures that allow working and sharing experiences at a regional or national level, that is, there is not an association of head teachers to facilitate their work, although the different training modalities set in the Provincial Training Plans provide the teachers with the possibility of seminars and / or working groups to develop common themes of interest to school leaders.

The Department of Education at the regional level and the Provincial Directorates of Education in their area of management develop and carry out various activities (Conferences, Workshops, Congresses ...) in which good practice examples from other schools and/or other public and private organizations are shown to schools wishing to take part.

Examples of good practice

There are many examples of good practice in the exercise of school leadership, and each one of them must be assessed from the particular context of each school and from the achievements obtained by its head teacher or its

Managing Team. As good practice examples, we can note several schools that have been involved in quality experiences. Good leadership is entrenched in the belief in quality management, and by exercising a strong leadership, some managers have begun their work with the implantation of a Self-Assessment Model, which is the most appropriate choice for a good diagnosis of the situation of the school and on this basis be able to act through participation in Improvement Plans.

In order to achieve this aim, they have managed to motivate the participation of teachers, who work on these experiences led by a member of the Managing Team. They have achieved, as in the case of two high schools "Fuentesnuevas" in Ponferrada and "Álvaro Yañez" in Bembibre, an increase in the demand from students in these schools, an improvement of the institution image in the area where it lies - in some cases these schools were very discredited because of their results and the type of students they had-, an increase of the community participation in innovative educational programs that responds to society demands and a greater offer of quality education, which is evidenced by the observable results. Other schools have even achieved the European Seal of Excellence, which is for example the case of the Grouped Rural School Burgo Ranero.

4. Recruitment and qualification of school heads

Recruitment

In the Educational System in Spain there is so far no separate body of school head teachers. The current Educational Law (LOE), regulated by the Ministry of Education from the Central Government, establishes a new boost and recognition of the managing function in state schools, understanding it as the key in the organization and smooth running of schools. The direction that this law seems to point at, is the professionalization of the managing function, and therefore of the school leaders, but there is still a long way to go.

Each year there is a public selection process to elect those teachers who apply for the post. In the process we can observe the participation of both

the regional administration and the educational community.

Candidates, who would like to be elected as head teachers in a state school, can apply for a vacancy but must fulfil the following requirements:

- They must have, at least, a five-year experience as a civil servant in the corresponding teaching body.
- They must have been teaching, as a civil servant, any of the subjects offered by the school for a period of at least five years.
- They must be active in the civil service in a state school depending on the Education Department of the regional government. Their working experience in the school must be, at least, one academic year.
- They must hand in a managing project which includes: objectives, the planning of the lines and the evaluation of the project.

In those schools where there are special characteristics like a small number of units (less than eight groups of students), or other schools like Official schools of Language, Arts or schools for Adults with less than eight teachers, a candidate who does not meet the requirements stated in A) and B) can also participate in this process and therefore be appointed as head teachers.

To elect the most suitable candidate, the Delegate of the Regional Education Department in the province names a Committee formed by representatives of both the school and the administration, and there is one Committee for each educational centre that has a vacancy.

This Committee is composed of:

- A president who is usually an Inspector
- A teacher, who must be a civil servant belonging to any teaching body, named by the Provincial Delegate.
- Two representatives of the Teaching Staff of the school who must have been elected by their colleagues.
- A representative of the parents and another of the students who belong to the School Council.

This Committee must assess the candidate's CV and the managing project.

If they are elected, the Delegate of the Regional Education Department in the province names this person head teacher for a period of four years which can be renewed for two more periods of equal length if the evaluation of the work carried out is positive, making, on the whole, a twelve-year career as a head teacher. After this period the head teacher must take part again in the selection process.

When there are no candidates or the Committee does not select one, the Delegate in the province can choose a teacher who must be a civil servant, working in the school.

The attractiveness of being a school head

The system provides economic incentives to head teachers, reduced amount of teaching hours, scores that are valid for transfers, secondment and other processes of selection and partial consolidation of the head teacher supplementary pay for life. Yet most teachers do not feel too attracted by the leadership as it involves a great responsibility and many hours of work that are not always recognized by the educational community. No head teacher feels rewarded with his or her *extra* salary for the work performed. In January 2009 this extra salary of a head teacher for this position ranged from 68 € for a head teacher in a Grouped Rural School to 660 € for a head teacher in a High School, depending on its number of units. According to the view of most of the head teachers, the school leader is not well paid and it is not very likely that anyone applies for this post for economic reasons, but rather for personal satisfaction and secondly for the development of his or her career. Only the vocational Head Teacher has a special reward: "The personal satisfaction for doing a job that pleases him or her."

National pre-service structures, introductory courses and in-service education for school heads

Initial and in-service training

There is an initial training course at the beginning of their career and then, they only have their experience and their personal training to rely on. This course of Initial Training is regulated by the Regional Education Department and it consists of a theoretical and a practical part.

The Directorate General gives instructions to the nine provinces of our region. The Staff working in the Area of Educational Programmes is responsible for carrying out the course together with the Head of the Centre for Teacher Training and Innovative Education, who certifies both parts.

The theoretical part of the course usually begins in October and ends at the end of February or the beginning of March. It consists of a number of sessions, generally twelve, of six hours which the newly-elected head teachers must attend. The sessions take place in the same day of the week in the capital city of the province.

The theoretical part lasts for 70 hours and the practical part for 15 which altogether make 85 hours of training which are certified when they have been positively evaluated.

Theoretical stage

The theoretical stage is structured around five main topics, each comprising 14 hours of training. The topics and contents are the following:

1. Educational organization and regulation
2. Management of human resources in an educational centre
3. Management of material resources
4. Management of pedagogical and social resources
5. Improvement plans; towards the management of quality

Practical stage

The contents of the period of practical training will consist in the realisation of one or several practical cases or improvement plans applied to the centre managed by the trainee. These cases are proposed by the people coordinating the training process, who will evaluate the process. The report must be handed in at the end of the period, which is usually before the end of May. This practical stage also includes:

- Visits to centres of different educational levels, models of organization and management and with specific programmes like resolution of conflicts, attention to diversity, participation in European Programmes..., analysis of the models.

- Participation in virtual communities with debates.
- Collaboration with other head teachers of proved experience.
- Remaking of the managing project, which can be an instrument of evaluation to pass the process.

The people responsible for coordinating this stage are the Inspector of Education assigned to the school and the head of the Centre for Teacher Training and Educative Innovation.

Coaching and other forms of support

The Area of Educational Inspection, The Area of Educational Programmes and the Centres for Teacher Training and Innovative Education are the resources the Inspector of Education and the head of Centre have available for permanent training. They organise courses for teachers in general. The only course available so far for head teachers is the initial training course explained above.

5. Challenges, areas of innovation and underlying evidence

The regional government, the Junta de Castilla y León has bet on the constant improvement of our educational centres realising that they must aim at the satisfaction of the customers, including teachers, parents, students, the administration and society in general. They carry out a series of actions in the schools, for instance, most of the schools' managing teams have now passed a self-

evaluation process in order to detect the possible areas of improvement and to act consequently, involving the different people of the community. Some schools are even into the EFQM model, where leadership is one of the main criteria. Of course, we realise that a professional body of head teachers and managers of schools, as it happens in other countries, would be the ideal standard but this, and is not possible so far.

The people responsible for education policies have been working hard over these last years in the implementation of the culture of Quality in our schools, organising training courses and training teachers. As stated above, one of the main five topics when the headmasters are being trained deals with the culture of quality. To support the improvement plans carried out in the centres, the managing team can rely on the assessment team, formed by an inspector (the one assigned to the centre) and a teacher trainer. They are the external team and there is also a unit of people working on quality which provides support (The Area of Educational Programmes). This work is recognised by the administration with certificates, awards and publication of their experience.

In Castile and León, we are sure that there is only one path to follow and we are doing our best to make head teachers into leaders that can guide their schools towards Excellence.

Dirección General de Innovación Educativa y Formación del Profesorado de la Junta de Castilla y León, Valladolid

Appendix

Structure of the Spanish educational system

The educational system consists of the following stages and teachings:

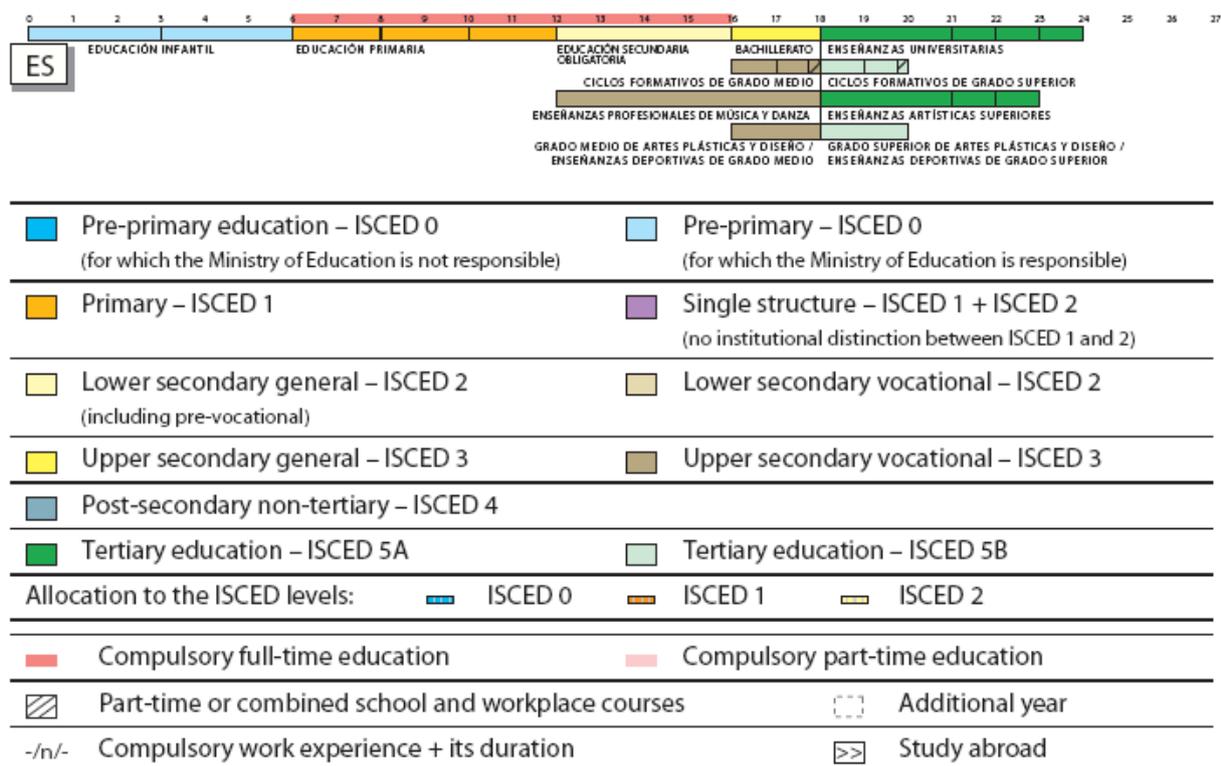
1. **Infant education** – it attends to children from birth to the age of six. It is of a voluntary nature and free of charge between the age of 3 and 6. The maximum number of children per class is 25
2. **Primary education**– It spans six years and normally takes place between the ages of six and twelve. It is of a compulsory nature and free of charge. Maximum ratio is 25 students. Minimum of 4 students to form a class.
3. **Compulsory secondary education** – It consists of the four years normally between the ages of twelve to sixteen. It is of compulsory nature and free of charge. Maximum ratio is 25 students. Certificate of Graduate in Compulsory Education
4. **Bachillerato** – Post-compulsory education for students who attain the Certificate of Graduate in Compulsory Education. It spans two years and it is free of charge in state schools. Maximum ratio is 35 students.
5. **Vocational training** – *Post-compulsory*. It consists of a range of formative cycles organised into modules of varying duration and with theoretical and practical contents relevant to the different professional fields.

The intermediate-level and higher-level formative cycles are free of charge in state schools.

Maximum ratio is 30 students. The certificates are: Technical qualification and Higher Technical qualification.

6. **Language studies** in Official Schools of Languages with three different levels: basic, intermediate and advanced, taking the Common European Framework of Reference for Languages as the model.
7. **Arts education:** comprising:
 - Elementary and professional levels of Music and Dance
 - Intermediate and higher levels of the Plastic Arts and Design
 - Higher arts education: which is similar to a university degree
8. **Sports education:**
 - Intermediate and higher levels.
9. **Adult education** – dealing with Basic and post-compulsory teachings.
10. **University education** – Degrees, Masters and Doctorates

Organisation of the education system in Spain, 2007/08



Source: Eurydice.



France

In France the centralised state is traditionally responsible for matters of education. In spite of its centralised structure and its claim to equality, the French education system can be characterised by extreme inequalities which mirror the demographic shift in French society. Examinations and teaching programmes are centralised and standardised. The current problems in the French educational system and leadership of schools in particular mirror a deep identity crisis. The change of the French educational institutions towards decentralisation is a task that cannot be managed by the former popular top-down logic by the central state.

| | |
|--|-------------------------|
| Area | 674,843 km ² |
| Population | 65,447,000 |
| Population density..... | 97/km ² |
| GDP (PPP) per capita | € 30,100 |
| EU accession | 1957 |
| Schools (2008/09) | 56,877 |
| Exp. (PPP) per student (non-tertiary) | € 6,700 |
| OECD average | € 5,700 |

1. Background

In France the centralised state is traditionally responsible for matters of education as well as for the guarantee of the exemption from fees and the non-denominational orientation of state schools. According to this mission, which is stated in the Constitution, the political authorities have to make sure that education is carried out nationwide according to the Republican values which form the understanding of nation and state in France. This close correlation between school and nation-building forms the French understanding of education to date.

In spite of its centralised structure and its claim to equality of opportunity, the French education system can be characterised by extreme inequalities which mirror the shift in French society, even enforce and partly produce them. In this context the number of repeaters (up to 40% of all 15-year-olds) and the number of dropouts (approx. 120,000 to 150,000 pupils leave school without a leaving certificate) is remarkable. Especially children and young persons with a migrant background are affected. Furthermore, there is considerable tension between mass and elite education. Practically all political powers share the idea of forming an elite for school achievement and see it as an essential responsibility of the educational system. The relationship between public and private schools (mostly Catholic sponsorship – about 20% of sixth formers) is still cause for conflict.

All schools are all-day schools, independent of their sponsorship. All matters concerning educa-

tion, administration, organisation and educational and non-educational staff in schools are centralised and standardised. Compulsory schooling starts at the age of 6 at primary school but more than 90 % of the children from the age of 3 onwards attend a public pre-school institution which is free of charge. This school type is subordinate to the Ministry of Education and the teaching staff has an equal status to that of primary schools. After primary school, pupils attend secondary school for four years and finish their compulsory schooling there. The 6th grade is divided into a general education, a vocational and a technological branch. All three grammar school types finish with A-levels after 3, resp. 4 years. It is also possible to finish the vocational branch after 2 years. The accreditation to the 6th grade is carried out in a complex procedure by the school and career services where the wishes of the parents and pupils and the admission criteria of the grammar schools have to be brought in line. The A-levels represent the first university diploma as the public universities are admission-free. Another characteristic of the French education system are the post-A-level classes at some grammar schools which prepare for the first courses at universities. Entry to the so-called "Grandes Ecoles" (elite universities) are part of this preparatory classes where especially gifted students are prepared for the entrance examination at a "Grande Ecole" in a highly selective and general-education oriented drill for 2 years. Other post-A-level classes offer a more job-related education like for higher technicians which qualify for entrance into working life but also offer the possibility of further studies at a university.

2. Context

National Context

The Ministry of Education is the biggest single budget of the state and therefore the most significant employer. With 1.3 million employees, thereof just under 1 million teaching staff, it represents a highly sensitive policy which mirrors the paradigm shift of governmental actions of the last 40 years. In the 1960s and 1970s, the educational reforms were formed by the perception of governmentally decreed unity as a prerequisite for equality of opportunity. In the 1980s, the idea of decentralising the administration and thereof the education system came to the fore. The 1990s focus on the comprehensive effort to modernise governmental administration through project-oriented actions. This is reflected e.g. in binding programmes to establish temporary competitive profiles at secondary schools and universities which are liable to evaluation. This does not only address administrative autonomy but also asks the question of a bigger range in pedagogical matters. Today school leadership no longer implies only taking orders from a higher authority but is defined as a self-contained task which calls for specialisation and professionalisation based on a conceptual and materialistic infrastructure. The first decade of the new second millennium shows an acceleration of the previously triggered developments as governmental actions are seen under the aspect of measurability of the quantitative and qualitative outcomes.

The school board members have to work on indicators for the measurement of a school's performance. Regional and local experiments should be carried out within a certain framework, the new version of the education structures law of 2005 codifies negotiations on the target agreements between secondary schools and school authority as a structural principle of steering leadership. The dependence of the official discourse on the school board members as well as their desired leadership skills is obvious in the management literature.

However, the educational political interest in governance questions has got its most prominent expression in the University Education Act on the

“liberties and responsibilities of the universities” of 2007. This law also mirrors the difficulties that go along with this development at all levels of the educational system. This is not only about more and more powerful corporate resistance of individual personnel categories to certain reforms, but it is about basic criticism of the deregulation of a core part of governmental acting, which subjected education to the laws of the national and international market, thus betraying Republican ideals of the creation of equality and equity, passionately held by a large part of the public. The decreasing controllability of a former powerful state administration in the achievement of the proclaimed educational targets as well as the contradictory expectations of the protagonists, the growing social and cultural differentiation of the French population, the discrepancy between proclaimed school and educational culture and the real experience of a growing number of children, teenagers and parents are shattering the French educational system much more than in countries where educational matters are institutionally less centralised and less exposed to the view of the world.

Local context

The integration of regional authorities or the local context in general regarding organisation and administration matters in schools is a consequence of the decentralisation movements which started in the 1980s. The communities continue to be responsible for building and financing primary schools, the 95 Départements will be responsible for the first secondary level schools and the 22 regions will be responsible for the upper secondary schools. Since 1985, all secondary schools – except primary schools – dispose of the status “*établissement public local d'enseignement*”, i.e. as legal entities they dispose of a certain autonomy in administrative, financial and partly educational matters. Additionally to the public resources (state and public authorities) the schools can and should raise further resources; they dispose of their own budget proposed by the head of school and approved by the school's administrative board. This budget fluctuates between € 300,000 per year for smaller secondary I schools and € 1.5 million per year for large-scale secondary schools.

The administrative board is staffed in a tripartite way: one third are representatives from the responsible local authority as well as external personages nominated by the head master, one third are representatives of the teaching and non-teaching staff and one third are elected spokesparents and students' representatives. The school board members (the headmaster and his deputy) are ex officio members of the administrative board.

The headmaster is chairman of the administrative board and representative of the school administration at the same time. Personnel matters (education and further education, recruiting, evaluation, payment and administration of the non-teaching personnel) remain subject to the ministry or the local school authority respectively. The budget of the individual secondary schools does not include personnel funding. Since the end of the 1990s, headmasters have had the opportunity to recruit support (non-teaching) personnel with fixed-term contracts. Recently, the state has tried to assign the payment of the non-teaching personnel (staff for canteen, break time supervision, library, cleaning, secretary, finance, nurse, counseling) to the responsible school boards.

3. School Leadership concepts and practices

Since 1988, in secondary schools the headmaster and his deputy have formed a personnel category of their own, i.e. they no longer have any teaching commitment. In fact, they are not even allowed to teach. The access to this function is not only open to secondary school teachers, but also to candidates from primary schools or personnel categories without teaching experience respectively, as well as to other public administrations and to the free economy. This change in status corresponds to the logic of the specialisation of the headmaster's function in secondary schools that has been practiced since the 19th century. It enhances the separation of competences between pedagogic matters, which are characteristic of French secondary schools, and for which the traditionally still numerous school supervisory boards are responsible, and administrative matters which the school board

members are responsible for. This separation goes to the extent that a pedagogic leader role of the school board members may be partially rejected by the teachers. The school board members' main tasks can be subsumed in four points:

Conceptual framework (What does a head teacher have to do?)

Education and upbringing serve educational success:

- Elaborating, formalising and working with the curriculum within the framework of the guidelines fixed by the ministry and the local school authority
- Presidency in the teachers' conference on the students' achievements
- Putting classes together
- Dividing of the global teaching load assigned to the school; drawing up and implementing schedules
- Providing teaching activities considering legal instructions according to the targets of the curriculum
- Developing supportive educational measures and individual support, especially for students with learning difficulties
- Regulating the modalities to check the students' efforts: Elaboration of a school-specific policy regarding the teachers' conference on students' achievements as well as the supervision of the students' efforts; co-operation with the education authorities in the evaluation of the teachers
- Elaborating a concept for counselling school careers and professional careers: Supporting the conditions for the student's individual development, implementing counselling measures (together with the administrative board) considering the guidelines from the ministry and the school authority, implementing these practices by consulting a school psychologist, controlling methods for measuring the professional integration
- Educational measures: supervision of attendance and punctuality, supporting the students' voice, creating free-time areas for students, organising and monitoring the school's health and social service, supporting and organising health care policies, supporting the school's own sports club
- Organising and maintaining the school - parents dialogue

Human resource development and management

- Guaranteeing a forward-looking human resource development policy, supporting new personnel and staff in dealing with their problems (contact to the school authorities and higher authorities), participating in the elaboration and evaluation of the further education programme, appreciating initiatives taken by the teaching and non-teaching personnel, identifying potentials, utilising the teachers' annual evaluation to exchange ideas to support and lead the temporary staff with contracts subject to notice
- Defining the basic duties for the entire personnel
- Ideally utilising the support personnel's potential
- Organising internal communication and guaranteeing its quality
- Organising and maintaining the dialogue with the staff representatives

Cross-linking with the local and regional environment

Participating in school networks: Conception for counselling the students' school career and professional career, concepts for the modification of the choice of school depending on the students' place of residence, exchange of educational innovations (such as new educational profiles or training courses), observing the local and regional job market development, designing and participating in the programmes for adult education – as far as they are offered by the secondary school for a territorially restricted area; Co-operating with other schools within the remit of the board for schools, co-operation of first level secondary schools with primary schools in their catchment area, for example, by organising visits of the elementary school final year students in the secondary school.

Expanding relations to the responsible local authority, organising and implementing the dialogue with the local parents' association, the local social partners, partners within the cultural and sports area, and protagonists from local industry (raising the educational tax in local companies) together with other governmental institutions (judiciary, police, gendarmerie...), with the local and regional media.

This co-operation usually happens within the framework of formalised agreements which the school board members contract with their extracurricular partners.

The school's administration

- Defining targets, delegating duties to personnel considering their expertise and duties
- Drawing up the budget, presenting it to the administrative board (in the capacity of an authorising officer)
- Guaranteeing regularity and safety for students, personnel and buildings
- Elaborating, writing and updating the house rules as well as guaranteeing their implementation
- Organising elections for the different committees, arranging and chairing meetings (especially those of the administrative board)
- Utilising appropriate instruments to analyse and document the school's function, preparing and presenting the annual report, estimating the school enrolment (and thus the need for teachers) for the coming school year

Learning and teaching

Defining the school board members' tasks shows that their competence in influencing classes and the teachers' work plus evaluation is restricted or indirect. Some of the headmasters demand the school board members' direct say in the employment of teachers but this has not yet been achieved. The school supervisory board is even criticized by some of the teachers for accompanying the headmaster to periodically visit the lessons. Since 2005, every secondary school has had to form a board as a place of school-specific educational reflection across disciplines. This new board is meant to be a forum for the headmaster where he can – more than before – get engaged with the basic questions of teaching at his school. An evaluation culture regarding the lessons and the students' competences as is intended in international comparative tests, could only be attempted so far since teachers, students and parents are still very much focused on school marks and how to compensate for them.

External evaluations, which are independent of the school supervisory board and follow defined

quality indicators, as practised in other countries, have not prevailed yet. Every year, school rankings, especially for upper secondary schools, are published by the print media, but they are usually one-sidedly based on the success rate of the country-wide centralised A-levels as every secondary school published its own results, and therefore hardly any assumptions can be made regarding equal opportunities and the quality of schools since the selection processes that have taken place in the three last years at the secondary school are either insufficiently or not depicted at all. Internal evaluation approaches, as written in the school development programme and its required elaboration by all protagonists involved in school life, are perceived only in an insufficient way as modernising factors by persons affected. The administrative board as an institutionalised dialogue place for all groups participating in school life is too often busy with financial and organisational questions exclusively, whereas educational questions and questions regarding the quality of instruction, school curriculum or school development in the narrower sense are hardly discussed.

4. Recruiting and educating school leaders

Until the mid 1980s, the candidates for the headmaster's post (upper and lower secondary school) were recruited from the circle of teachers. The candidates were invited for an interview by the school supervision officials and the results from this interview were forwarded to the head of the local school administration district with the aim of registering the candidate in a nationwide list of suitable candidates. For the purpose of an objective and rational approach to this procedure, a competition (*concours*) with three (partially written) exams was introduced.

In the following years the selection procedure was simplified: now there are two decentralised oral exams together with the submission of the extensive application form that is meant to display the candidate's motivation. The result of this first phase determines if the candidacy is supported or not. In the case of a positive reply,

educational and administrative direction, are the targets being aimed at. The qualification the candidate is invited to Paris in order to take part in a central selection interview where the selection committee can get an impression of the candidate's personality and his knowledge of the educational system.

Status and qualification measures

Until 1988, the headmaster had the status of a teacher (with restricted teaching load). The introduction of a school's own selection competition was accompanied by the creation of a status for school administration personnel which is uniform for all secondary schools. At the end of a reflection process, which started in 1990 and went on for ten years, in which the ministry had acknowledged the headmaster's basic role for the functionality and the modernisation of the educational system, but also after headmasters had been on strike throughout the country at the end of the 1990s, the ministry and the majority union of headmasters signed an agreement in 2000. The text of the agreement includes an extensive activity and functional description, it provides an increase of financial remuneration acknowledging the increase of responsibility and more transparency in the procedure in the transfer as well as a more precise evaluation procedure for headmasters.

In Poitiers a central academy for education and further education of all leaders from the secondary schools subject to the Ministry of Education, as well as for the administrative personnel of universities, was created in 2003. It has developed from the fusion of different previous situations. This institution, amongst other things, is responsible for the support and the education of the instructors from the school administration districts (usually experienced headmasters and school administration inspectors), for the annually 700 to 800 newly recruited headmasters of secondary schools, as well as for selective aspects of initial training and further education. With the help of common education modules for school administration personnel and school inspectors and creating an innovation and evaluation culture that both personnel categories have in common, as well as overcoming the historic separation between the

measures for headmasters have adapted to this development. According to the current procedure, straight after the appointed headmaster has successfully passed the selection competition, he receives a post as deputy for three years and during the first two years spends 70 days taking part in qualification measures. Participating is one of the official duties and is therefore free of charge.

In every school administration district there is a group of instructors – usually experienced headmasters – who compile and carry out qualification modules. During the education phase, every headmaster-to-be is assigned to an instructor as a direct contact in the concerning school administration district. The tutor is not identical to the headmaster of the educating school. This education is structured so that phases of individual learning and sequences of learning in small groups alternate. These can be case studies, e.g. which need to be worked out in order to use them in short guest visits in other administrations (e.g. other regional administrative bodies) or companies, to compile reports and evaluations. The strong individualisation of some of the qualification modules is aimed to take account of the new headmasters' different educational backgrounds or careers respectively.

This phase of learning by doing is quite labour-intensive since additionally to the deputy headmaster's routine every day work education modules need to be done as well. Towards the conclusion of the two-year education phase, an evaluation is carried out by the education authorities and by the tutor or the group of instructors. With the help of these evaluations, the head of the school administration district can recommend the definite acquisition of the candidate into the personnel category of school board members to the ministry. After his third year as deputy, the successful candidate can apply for his move to a director's post.

Career planning, evaluation, further education of headmasters and attractiveness of the profession headmaster

The measures of further education are determined by the school administration district, but have only very restricted budget funds. Since

2002, the school administration districts or the national management academy respectively have aimed at offering further education measures in a distance studies programme or e-learning in co-operation with their own universities and certifying these with a Master's degree. A possible career opportunity for the headmaster is to be moved to a bigger school. The salaries of the currently 13,000 headmasters depend on different factors, amongst others, on the position within the personnel category of the school administration (depending on the initial qualification, the years of service, the proven mobility and the evaluation) and on the size of the school. As a whole, four salary levels can be distinguished. School administration districts have made mandatory the evaluation of the headmasters if they are moved. In this case the school authority defines the duties for the new headmaster appointed for the free job for the time span of three years on the basis of an analysis of the status quo.

The accessibility to the headmaster's function for candidates without teaching experience, on the one hand, and the agreement between the majority union and the Ministry of Education made in 2000, on the other hand, are consequences of the recruitment shortages that have developed since the 1980s. It has become more difficult to recruit sufficiently qualified and motivated candidates from the teaching staff for this post since for most of the highly-qualified secondary school teachers (*agrégés*) it usually meant a decline in their material wellbeing, let alone the increasing mental demands that are only compensated by certain material benefits.

One of the benefits for example is an official residence that is given to each headmaster and which is usually located on the school grounds. There is a residence obligation for the headmaster to make sure he is able to fulfil his responsibility as supervisor. The development of the profile of the starting qualification shows that in the last 20 years there has, indeed, been a significant diversification. Whereas the proportion of *agrégés* remained constant, the proportion of candidates from the primary school sector, whose education is more general and for whom the capacity of a headmaster means a promotion, has significantly

risen. This post is also attractive for the personnel categories of the Ministry of Education without teaching experience (orientation counsellors, supervisory staff). The agrégé, however, whose professional identity is strongly oriented towards an academic subject, and who used to have the ideal-typical starting qualification, does not comply with the type that is favoured by the ministry today: a manager of human resources who thinks in a project-related way and acts pragmatically.

5. Challenges, areas of innovation and underlying evidence

The current problems in the French educational system in general and leadership of schools in particular mirror a deep identity crisis. If it is about school failure, violence in schools, the persisting inequality of opportunities, the change in the teacher's role or the still very sensitive issue of the relationship between public and private schools, the former virtually sacred transfiguration of the Republican school as a school for the Republic is not topical anymore.

In the view of the tendency towards individualisation within French society and students who are socially and culturally becoming more heterogeneous as well as the required strengthening of the administrative and educational autonomy of responsible persons in schools on-the-spot at the expense of the former

central state that disposed of uniformity as a guarantor for social equality and internal quality and the necessary integration of new partners out of school into the educational process – not least because of the growing competition of socialisation authorities out of school (e.g. new information and communication technologies), the idea of an educational system as a uniform integration and socialisation model for all children and young people is less evident.

The change of the French educational institutions towards locally or regionally distinguished and rooted institutions that are horizontally networked and are open to the outside world – also internationally – and within their internal principles of order orienting themselves towards democratic values, is a task that cannot be managed by the former popular top-down logic of a modernisation carried out by the central state.

To the extent that all protagonists are willing to accept change as a permanent challenge, the educational system will again be seen as an institution that can make a real contribution to the realisation of social equity.

*Centre d'information et de recherche sur l'Allemagne contemporaine (CIRAC),
Cergy-Pontoise
Dr. Werner Zettelmeier*

Appendix

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Hungary

In Hungary school heads are in quite difficult situation, because they have not been sufficiently trained to handle managerial and educational matters at the same time. Another problem is the decrease of the number of students. In some cases schools are being closed or merged. Moreover, traditional, information-centred teaching methods are still dominant. Despite the intention of educational policy and of the growing number of more progressive school models the breakthrough to effective school leadership is still to come.

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|---|------------------------|
| Area | 93,036 km ² |
| Population | 10,005,000 |
| Population density | 107.5/km ² |
| GDP (PPP) per capita | € 10,600 |
| EU accession | 2004 |
| Schools (2008/09) | 7,763 |
| Exp. (PPP) per student (non-tertiary) | € 4,000 |
| OECD average | € 5,700 |

1. Background – everyday reality versus political framework?

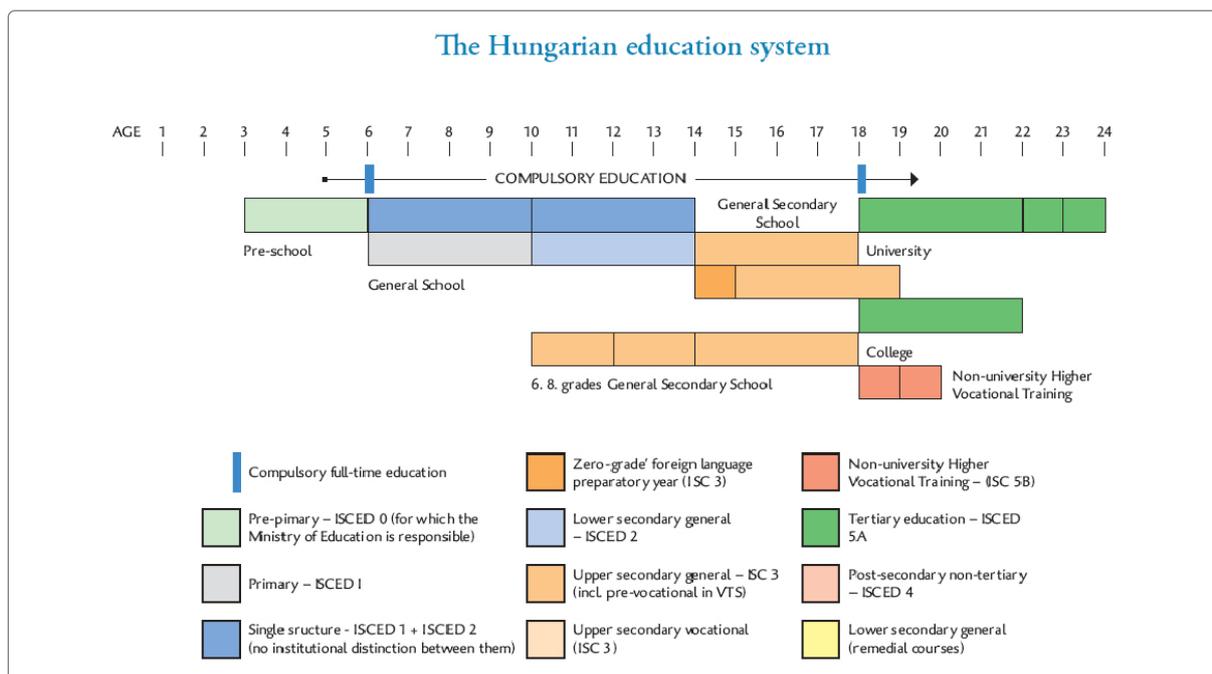
In the Hungarian educational system the situation of school directors is quite difficult, partly because in practice they are unprepared to deal with management and educational-professional matters at the same time.

Another problem is that due to the decrease of the number of students in Hungary, quite a few schools have been subject to cessation or in other cases two or more schools have been merged.

This made the situation of school leaders even harder. Some of them lost their position, and others' burdens, due to the merging, were duplicated.

Naturally the merged schools have raised new and unexpected problems as well, while creating an exigency in which all parties lose some of their former autonomy and numerous conflicts surface. To handle these most of the school directors do not have sufficient experience or knowledge. (For example, experience of participative leadership and conflict management.)

2. Context



National and local context

The normative grants are given by the state. The municipalities also render complementary grants to the schools, which help them to maintain themselves. Regional, county and local municipalities define the structure of education at their level, but do not interfere in the life of the institutions, except within local politics and in the person of the director.

The administration of Hungarian public education follows a decentralized model, integrated into the system of public administration. Consequently the anomalies of the administration of public education and those of public administration are basically identical. They both include a fragmented structure of self government at a local level. In public administration (and as aforesaid thus the administration of education as well) there are no intermediate levels. Thus a centralized level is facing the challenges of the new governance in the near future and in the absence of partnership. To meet these, both a reform of the public administration system as well as specific educational measures are needed. The most important tasks to be done by public education administration therefore are:

- the establishment of regional institutions,
- formal and informal strengthening of professional networking,
- the development of micro-regional associations,
- the elaboration of efficient and incentive professional tools with regional characteristics

Central administration

After the accession of Hungary to the European Union, the new measures in legislation and institutional development have played pivotal roles in the development of the central administration. At the beginning of the new parliamentary term, activities of administration on a national level were determined by three factors:

- implementation of measures affecting education formerly communicated in the government program for the first one hundred days
- to commence reforms which are intended to be introduced during the parliamentary term (for instance, amending the regulations on content)

- launching national target programs in certain priority areas (IT development, foreign language training). The new secondary school final exam has also been introduced during this period. From the middle of the parliamentary term, more emphasis was laid on conscious, strategy-oriented work in administration.

Educational administration at regional level

Responsibilities at a regional level are quite narrow in the system of Hungarian public education administration. There are two regional levels (NUTS II: region and NUTS III: county) with administrative competences. The two levels perform different tasks, with different legal status and in fairly different administrative environments. Since there is no regional decentralization in Hungary, at regional level, there are only the decentralized offices of the National Public Education Evaluation and Examination Centre (OKÉV), a central office overseen by the minister for education, performing regulatory and professional administrative tasks. The scope of activities of OKÉV is strictly limited to the education sector, and it has no professional relationship with any other decentralized organizations, nor any experience in cross-sector cooperation. County governments are established through local elections, they form part of the existing system of public administration within the framework of the self-governance, and they deal with public education among or alongside other public services. County governments are required to perform medium-term planning related to public education so they are expected to fulfil some coordinative tasks.

The future perspective of the county governments' role in regional administration is the most uncertain from the aspect of the regional administrative reform of public administration. The National Regional Development Concept (OTK), approved in 2005, sets out two potential paths as regards the future roles of counties. One describes the concept of service provider counties, in which counties deliver institutional and public services, strictly avoiding overlaps with regional functions. The other potential function is that of the role of development policy integrator, which would give

counties the opportunity to manage the use of structural funds, and they could act as professional contributors in micro-regional and/or regional programs. The future shape of education administration depends on which role is going to come into being.

Micro-regional level (NUTS IV)

The need to reorganize the (NUTS IV) level, situated between the levels of villages/towns and counties, and to furnish it with public administration competences emerged as part of the reform initiatives on public administration at the turn of the millennium. A micro-region is an intentionally organized framework supported by law, established for the professional and effective delivery of public tasks covering the region concerned, and for the promotion of economic development.

Local level

In Hungary's system of public education administration, the majority of decisions concerning public education are made by the institution maintainer³ local governments. In the period under review, cost efficiency problems arising from steadily falling child numbers were a priority among key challenges facing the local level of administration. Based on national and international surveys, the problem of effectiveness was linked to that issue. Further challenges included the tasks stemming from the amendment of the Public Education Act, the utilization of development opportunities included in the first National Development Plan, and adaptation to the new bidding system of the EU structural funds.

Maintainer local governments (municipalities) are required to control their institutions in terms of management, legal compliance and educational effectiveness. They are required to evaluate the implementation of tasks defined in the school's educational program and the effectiveness of the educational work. However – probably due to insufficient material and human resources – only a

few maintainer local governments built assessment-based local evaluation systems. Until 2005, local governments could secure funding necessary for external maintainer evaluation and institutional self assessment by way of bidding. In 2003 and 2004, the government provided new, normative per-capita grants to maintainers, earmarked to fund educational and pedagogical counseling tasks, including pedagogical evaluation. The law allowed these grants to be used in financing internal self assessment and external evaluation by the maintainer. No information is available as to the specific services that each local government and institution purchased using this resource. What is available, however, are the utilization rates of these budgets at national level (the utilization level was 89.3% in 2003, and 90.5% in 2004). Although normative per-capita grants earmarked for this task remained in the budget act of 2005 and 2006, it was re-classed from the category of targeted per-capita grants to non-targeted per-capita grants, and consequently, the rules limiting utilization were terminated. The drop in commissions for institutional evaluation and educational assessment implies that local governments used this resource mainly for other purposes.

3. School Leadership concepts and practices

Conceptual Framework

The legal status of the school directors and the school staff is regulated by the Law on Public Education and the Law on Labor. The school directors apply for their position either as an outsider or one of the teachers, thus already being part of the school staff. The application itself is a concept which has to be defended. The school staff is entitled to give an opinion, but the final decision is made by the municipality.

The director is in charge of the management of economic matters. He is also entitled to lay down the pedagogical program of the school, which is elaborated and implemented together with the school staff.

The law precisely regulates the working hours, rights and obligations of the director and the school staff. The regulation of the inner func-

³ **Maintainer:** In the context of Hungarian education system the maintainer is the founder and/or the supporter of the school that decides on and grants financial, material support to the institution, and often practises the rights of the employer over the leaders of the school. Regarding alternative schools it can be a legal entity (mostly a Foundation) or a natural person. Regarding traditional schools the maintainer is always the state or the municipality.

tioning of the schools is done on the basis of the local issues. The director is personally responsible for all the professional and economic matters.

The maintainer of the school is also the employer of the director. Therefore it appoints him/her, defines his/her salary, etc. The maintainer might be a foundation or also private persons.

Schools which are not maintained by the state also carry out public service, therefore they are also entitled to the state/municipal support for each student.

The director of the school is obliged to report to the maintainer. The report has to contain pedagogical, financial and personal elements.

The director selects the deputy directors, normally from the school staff. Generally this task is divided into two parts. For instance in the case of having 2 deputy directors one of them manages and supervises the pedagogical matters, while the other is responsible for the accounting (of extra hours) and deals with institutional-organizational tasks. The economic director is part of the school staff. Under the supervision of one of the deputy directors and the director, he/she is in charge for the effective managing of economic matters, and also deals with financial matters.

The focus on teaching and learning

It is obligatory for all schools to write a pedagogical program. This is a document which contains all those pedagogical principles, specialties, services which are rendered by the school. Besides it contains an equality plan and a quality development program which guarantees quality.

Furthermore the schools have a local curriculum, which has to be in line with the requirements of the National Basic Curricula (Nemzeti Alaptanterv). It has to contain all those standards, which are in the content of the National Basic Curricula. However the frameworks of the subjects and with what sort of contents these subjects are filled is defined by the local accredited framework curricula. Thus beyond the traditional subjects, like mathematics, literature, music etc. there are also subjects such as media reading, lifestyle history, human cognition.

Traditional schools

In the majority of the schools in Hungary teaching is conducted in 45 minutes long classes. The leader of the school is the director. Depending on the size of the institution normally there are 2 or 3 deputy directors. The division of labor among the deputy directors is various. At some schools they are responsible for pedagogy departments or classes, at others they divide tasks according to their nature. For example, one of them is responsible for the professional, the other for the organization tasks. The larger schools also have an economic director. State and municipal schools are accountable to an economic body which is maintained by the municipality.

In traditional schools the teachers of the same subjects form a team. Thus all the subjects and cultural activities have a professional team to look after them.

Depending on their age the students form classes and two or more classes constitute a school year. In one class there are about 20 - 40 students.

Non-traditional schools

Institutions different from the traditional schools and based on reform pedagogic are financed by foundations or by the private sphere. In the non-traditional schools the methods of teamwork, cooperative techniques and practical learning based on experience are the decisive elements of that particular education. The classes are 80 minutes long. Some institutions function in an epochal system, which means that most of the subjects are learned intensively and continuously for two weeks. Then there is a week off which is followed by the intensive teaching of another subject. The experiences of this system are very good, because in this way there is a better opportunity for more profound learning and contrary to the traditional schools the merely theoretical teaching is excluded. However, some of the subjects, such as physical education, foreign languages and the mother tongue are taught in the traditional way. Physical education and foreigner languages are taught daily.

These schools not only differ from the traditional schools in their practice of teaching and learning,

but also regarding their hierarchy structure. They are normally led by a manager director, but the professional conception is directed (together with the school teachers) by a so-called vocational director, who is normally the founder of the school. An economic director is also in the leadership of the institution.

The inner structure of these schools is very diverse. Being personal is the main point. Thus the number of students per class is lower (except in the Waldorf-schools). And instead of classes with one class teacher there is a so-called mentor system where 10 - 12 students belong to one mentor.

Contrary to the professional teams formed by teachers of the same subjects in the traditional schools, in the non-traditional system the teachers who teach the same group of students form a team. This enables them to solve the students' individual/common problems together. (In the traditional system it is more complicated because the teachers normally do not teach the same students.)

For years there have been numerous programs in Hungary, which are intended to be implemented by the educational policy through the financing of the European Union. One of these is the so-called competence-based education. There have been six areas (text comprehension, mathematics, career building, foreign languages, kindergarten pedagogy, lifestyle and social competencies) of which there have been program packages (curriculum, educational materials, and additional trainings) within the frameworks of the competence-based education.

The so-called Integration Programme, also belongs to the central programs. This program aims at the common education of the healthy, the disadvantaged and the multiply disadvantaged students.

The program which applies to the whole vocational education is the establishment of the so-called Regional Integration Centers (RIC) and the aforementioned modular education. The essence of the RIC is, in order to avoid the fragmentation of the resources and means, a central educational workshop with high-tech. This workshop is used by all the institutions which

belong to a certain center. Currently the RIC have many types. This institution is led by a strongly market-focused management. On professional matters they make decisions together with the member schools.

The centers have separate programs. For example in the less developed parts of the country there are centers which especially focus on the improvement of the abilities of children from a socially more disadvantaged environment.

To sum up, one can observe that in the construction of the school structure the leader/director plays an essential role. In the non-traditional schools the directors involve the teachers, the parents and also the more immediate social environment into the design of the conception of the school.

It is also notable that in these schools democracy plays a particularly important role. Therefore the director enquires the opinion of the relevant school body in all questions concerning the institution. Most of these bodies are formed according to the type of decision. Thus some of them are in charge of admission matters, some of professional matters and others have the function as school courts and authority to take disciplinary action against the students.

The director of the schools also teaches and takes over tasks as a mentor. Contrary to that, in schools maintained by the municipality, the director, other than teaching in a few classes, does not deal with teaching and mentoring tasks in general.

The plenary meeting of the school staff is led by the director and takes place each week on the same day. In these meetings the events of the current term are evaluated and decisions that concern the whole school staff are being made. It is an attribute of the non-state schools, that the whole school staff gives consent to personnel decisions. The director only endorses these.

Restructuring and re-culturing school organizations

Nowadays the leadership still consists of the director and of the deputy director(s). In dealing with the problems of the institutions, it is unavoidable to alter the leadership of the school while there is an ongoing reformation of the

organization structure as well. At this point the “manager” director emerges, who directs the school with a view that takes the market into consideration as well, therefore turning the school into an institution of “service”. At the same time the professional leader directs the inner development of the school and builds a professional team, while the operative director directs the daily work. The pace of the commencing reforms is very slow, and primarily, begins at the non-state institutions.

Concerning schools that are maintained by the municipalities and schools that are not maintained by the state or by the municipality there are differences between the roles and the division of the tasks. This is certainly not entirely unified in the private sphere. The functioning of some schools is more similar to the state schools, but the so-called alternative, reform pedagogic institutions differ considerably from the state/municipal institutions.

In both types of institution there are meetings for the whole school staff. These meetings in the municipal (state financed) schools are normally twice a year while smaller councils are weekly organized. In private schools meetings take place weekly. Apart from operative matters, current pedagogic matters are discussed in these meetings.

Whereas in state financed schools the working groups are formed by the teachers based on the subjects that they teach (professional working groups), in alternative schools teachers who teach the same students form a working group. Thus teachers teaching the same class, the same group (whatever the basic study unit is in the institution) form a working group. In the state financed schools the professional working groups mostly develop their own system of evaluation of the students and the common curricula together. Though in many institutions, their existence is merely formal. They rarely meet, usually once or twice every two months, or even less.

Institutions that follow a reform pedagogic mainstream discuss the development of the students and the issues that are to be dealt with weekly. These institutions reflect the individual centered approach even in the schedule and importance of their school meetings.

A few years ago the teachers in Hungarian schools were obliged to visit the families of the students. After the revolution, this obligation ceased to exist. Consequently teachers were hindered in getting to know the personal circumstances of their students. The parental meetings (for each class) led by the head of the class have remained. These take place once in every half year. Besides, the teachers of the subjects hold consulting hours in each month. Here the parents can question the teacher more personally. In special cases the meetings need to be personal. Parents who have no interest in being in touch with the school (normally also caring less for the education of their children) can mean difficulties in this regard.

In private schools (excluding those that are especially rendering services to disabled children) to keep in touch with the parents is easier, because even the choice of the school has been a result of a consciously-made decision of the parents.

The directors and the deputy directors also have consulting hours, so if necessary they can also be contacted personally from time to time.

Establishing and negotiating the direction of the school development

Primarily legal expectations and the expectations of their maintainer are considered the most important external demands of the schools. These expectations are generally conveyed as directives to the school staff. In some cases smaller ad hoc groups are entrusted to execute these.

There are less professional expectations of alternative schools. Here primarily the parents have certain demands, which are evaluated, then accepted or rejected by the school staff or by a group of teachers. Naturally these schools are also bound by most of the legal regulations that are explained by the director or by an official. The necessary changes are implemented after a common decision.

System leadership and cooperation in networks

Network building is only starting in the national education system.

Generally speaking the schools have been very closed towards their external environment until

now. They are not keen to be in contact even with each other. Practically they do not have social relations. Perhaps the smaller local communities still expect the organization of some events from the school.

Unfortunately there are no developing relationships among the institutions. Only a few, more open schools recognize the need of it at all.

Vocational schools however stand as positive exceptions to the general situation. In the regions and in the districts there are bodies that according to the situation on the labor market define for instance the professions that can be taught by the institutions of vocational trainings. The vocational schools have regular contact with them. Civil organizations also help to solve the problems of the schools, though most of them are poor and the number of them is less than it should be.

Nevertheless, it is perceivable that those institutions that join in the common work are more effective. In these schools the development is more dynamic and changes emerge sooner. This is primarily due to the European Union tenders.

An example of good practice **Alternative Secondary School of Economics (AKG)**

The AKG is originally not a professional, pedagogical institution, but an organization and modernization program. The school places the individual at the focus of its curricula and this defines its organization structure as well.

In a free school only free people live - Basic principles

An organization for pedagogic tasks can only be organized within its limits. Therefore the friendly, transparent and personal daily practice of the micro-schools⁴ co-exists with the high standards of educational, personnel and organizational conditions of the school.

The criteria of efficiency of the school are the support of the optimal development of its students, and the contentment of the users of the school. All other criteria are inferior to this.

⁴ **Micro-schools** are the basic organizational unit of the school, providing an opportunity to merge the interests of individual students with that of the larger, student-centered entity

The AKG is the school of the teachers. Whereas decisions concerning a student can only be made together with the student and his/her family, individual and strategical decisions concerning the entire school or some parts of it are professional tasks.

The base of self-governance is the decision-making mechanism. Within the school staff, in order to carry out the different professional tasks, independent bodies are organized. Considering that right decisions can only be made by possessing the right information, all questions concerning the entire school are made available for all the school users and the employees. This is called "the principle of total publicity." The decision-making system of the AKG has no hierarchy. The employees that carry out the tasks are elected by the community concerned. Hierarchy is replaced by functional responsibility, which is based on "the principal of trust". The person/persons in charge of a certain task bear full responsibility even if he/she/they disagree with the decision. This is "the principle of common decision and personal responsibility."

Conferences

The professional, pedagogical, economic conciliatory, decision-making, informational, and coordination forum of the AKG is the teachers' conference. The conferences (excluding personnel matters) are open to the public.

Pedagogical workshops: The micro schools.

The micro schools are the most important organization units of the school. They are independent educational workshops, which ensure the personal, daily cooperation among teachers teaching the same students and their students.

Professional workshops

They are organization units that carry out certain tasks of training in different cultural fields.

Plenary conference of the patrons⁵

Professional coordination forum of pedagogical tasks beyond individuals.

⁵ **Patron** is a professional teacher selected by a small group of students to assist and represent them throughout their time in the school. Fulfilling the role of "parent" in a school context, it is the responsibility of a patron to keep students informed and support them in their successes and failures. Similar role to the head of the class in traditional schools, but with a wider range of responsibility and tasks towards his/her students.

Educational leader

Professional leader, who is elected each year by the school staff. He/She puts the educational program together and makes sure it is carried out.

Managing director

The managing director is a member of the Pedagogical Council and is the leader and coordinator of the operative matters of the school. He/she is elected each year by the school staff. He has the right of the employer over the economic director.

Corporate secretary

He or she is a member of the Pedagogical Council and bears responsibility for the functioning of the school staff and also for the legal work – professional and mental hygiene status of the teachers.

He/She is also responsible for the development of the working schedule, the pay structure and interests. He/She also deals with conflicts within the teaching staff.

The control of the users of the schools

The Advisory Board has the rights of the maintainer. It has to secure the professional and economic autonomy of the school. It also has to carry out the tasks of the maintainer and the School Court.

System of feedback and self-correction

The self-governed school staff considers transparent functioning particularly important. The AKG publishes its educational programs, curriculums, working schedules, events and decisions of the school staff as an independent publication and also on its webpage. For the whole period of education it publishes all the demands of the subjects and every student receives the annual AKG program as a publication.

The AKG regularly orders a total auditing of the institution and publishes its results. In the last 17 years the school has been a subject of three total audits.

The School Court

The Advisory Board has the only veto on decisions of the School Court. In this case the final decision is made by an external person or legal entity elected on a common ground. The members of

the School Court are: two students of the micro-schools, two parents elected by the parental conference of the micro-school, seven teachers of the school and those members of the Advisory Board who are not teachers, parents or students.

Tasks of the teachers

The educational program of the AKG expects significantly more from its teachers than is legally demanded. The basic demand of personal pedagogy is the regular, almost continuous coexistence of teachers and students, because personal interaction is one of the most important attributes of the AKG.

4. Recruiting and educating school leaders

Recruitment and retention of leaders

The preconditions of the appointment to school leader in Hungary are defined by the Law on Education. According to this, the following legal conditions must be fulfilled to be appointed school leader:

- qualification in higher education and a professional qualification in education as well as vocational pedagogic qualification
- in the event of a second or further appointment an institutional leadership qualification in the framework of pedagogic qualifications
- at least 5 years of practice
- employment at the institution for a period of time

Around the revolution in 1989 mostly middle-aged persons who were formerly school teachers became directors. Currently in Hungary in practice almost completely inexperienced but as teachers quite mature and older professionals are taking their place as school directors. The average age of school directors is the lowest among the leaders of grammar schools and it is the highest among the directors of the vocational schools.

Normally in the selection of the applicants, the maintainer or the group of teachers who give their opinion on the appointment considers a higher age as a positive sign. This applies to a situation where in the selection procedure there are more applicants (normally in Budapest or the

bigger county towns). Where the number of applicants is rather low (small or disadvantaged towns), the maintainer gives priority to the abilities of the applicant.

Despite the profession being womanized among the school leaders there are more men than women. The reason is that in this profession only the leading position can guarantee the higher status and higher salary. Society in Hungary is still man-centered, besides this leading profession has additional burdens that are incompatible with the role of women in the family.

Attractiveness of school leadership

Considering the income of school leaders, directors of grammar and secondary schools have the lowest and the leaders of vocational schools receive the highest salary. Beyond the basic salary the main regular complementary income of school leaders is the extra payment. As a survey indicates, the 94.9% of those questioned receive some extra payment or some kind of leader allowance. However, it is surprising that not all of the leaders do because the appointed director is entitled to receive extra allowance, but in certain cases the maintainer, referring to scant financial circumstances, does not pay it out. Besides the payments for overtime working hours are also substantial in the case of school leaders.

In Hungary the status of a school leader is attractive, because it is basically the highest career position in an educational institution. Thus its prestige is high. However, only a few people venture to apply to be a school leader, because there are more burdens than advantages of this position. This is due to the recognition that a successful school should be functioning according to the rules of the market, whereas most of the institutions are faced with pre-market circumstances. The frequent alterations of the legal demands and the financial problems often mean almost impossible expectations of the directors. Thus the school leaders have to fulfil many demands and need to be always ready to make compromises. Therefore they face mental pressure as well.

National structures of pre-service, induction and in-service education of school leaders

Training of school directors

In Hungary the training of school directors is traditionally well developed regarding both the institutional system as well as the participation in the training courses. The rate of participation in the training courses has grown especially since 2005, when the attainment of a post graduate degree of leadership in public education became a precondition for becoming a director or deputy director of a school.

The content of the training courses includes all the scopes that are needed for planning and decision making. The students attain knowledge of the legal environment that surrounds them and also of economic matters. Having subjects such as social and learning psychology, structure development, and conflict management they learn about leading more profoundly.

The participation of school leaders in the trainings is optional. The training courses take place in the frameworks of different events, assemblies, conferences organized by state organs or private firms.

Training of teachers

The school leader is responsible for the in-service training courses of the teachers, because he delegates his/her colleagues to the training courses which are in line with the program of the school.

According to the rules of the central in-service training courses system, 120 hours per 7 years in-service training are obligatory.

The in-service training courses primarily contain methodology, psychology, special education needs and informatics.

Coaching and other forms of support

In the grammar schools 1/3 and in the secondary schools only 1/5 of the teachers are involved in the elaboration of the division of the school

subjects. At the same time the involvement of the leaders of work teams is more significant in the secondary schools. About 75% of the directors involve the whole school staff in the selection of the curricula. This rate is lower in the secondary schools (56%). The responsibility of the leaders of the work teams is more substantial in the secondary schools than in the grammar schools. The evaluation of the teachers is done by smaller bodies (director, deputy director, leader of work team). Here the involvement of the staff is 8-10 %. The leadership of the school bears the responsibility for the admission of new students. A substantial part of complaints of the parents and problems of students' attitude is subject to the authority of the head of the class. Beyond a certain point attitude problems most likely belong to state child protection matters, or to the teacher involved in the issue.

School leadership and school staff

In 1/3 of the schools there is no regular monthly assembly of the teachers. In more than half of them there is an assembly every month and 12 % of the schools hold some sort of meeting. Grammar schools have a meeting usually each month and 26% of the secondary schools summon their staff almost every week. In the vocational institutions meetings are rarer.

According to the opinions of the 75 % of the directors, if the parents are not satisfied with the teachers they will consider the problems at the staff meetings and at the same time will start to evaluate the work of the teachers regularly. However, the evaluations of the teachers based on a transparent reliable system occur only in a few schools. Moreover in the evaluations there are many subjective elements and casualties.

The sources on which the evaluations are based are similar in grammar and secondary schools. The directors normally give priority to their personal experience (mostly based on their class visits). The participation and the efficiency of the teachers in performing common professional tasks and the results of students in competitions are also decisive elements. The extra aid for students with shortcomings, the satisfaction of the parents, the opinion of other colleagues and the results of different surveys are less significant than the evaluations. The students' opinion is considered more in secondary schools.

5. Challenges, areas of innovation and underlying evidence

Today in Hungary school leadership is "floating". Unfortunately there are only very few leaders with a certain concept who are also able to exploit the opportunities and to direct pedagogical work in an appropriate way while at the same time creating the financial circumstances and building the external relationship of his/her school. The so-called manager director types are in vocational education. It is not accidental, because the area of vocational education has the most direct connection with the market.

Since the revolution, the functions of school leadership have changed to a great degree. In Hungary the schools have gained considerable autonomy. This affects their program, the inner structure of the school, the methods of teaching, the evaluation system, quality assurance etc.. Furthermore foundation and private schools have emerged also and there are more and more schools based on reform pedagogy. The National Basic Curricula was also issued. Its requirements are obligatory for all institutions. Six and eight year long classes are also novelties of the last decade, and the whole of vocational education has been through essential changes. In the past five years the whole of public education was imbued with competency based program developing. This entailed the appearance of some new subjects (such as text comprehension, career making, and the areas of social work and lifestyle) and gave a new approach to the traditional ones (mathematics, foreign languages, literature, music etc.) as well. The means of education such as the curricula, the different school resources, teachers' guides and training courses have also changed.

The biggest change has happened in the school structure of vocational education. Regional integral centers have been created, partly due to professional intentions, partly for the better allocation of resources. The register of the vocational qualifications acknowledged by the state has also been modified. Education has become modular.

Problems

The major problem is that still the traditional, information-centered methods of education

dominate. Despite the intention of educational policy and of the growing number of more progressive school models the breakthrough is still to come. School management has a double function and thus often needs to satisfy confronting expectations. For instance, it is responsible for the implementation of professional innovations, which often at the same time contradict the deficit of the budget and management based on marketing.

The directors do have some representative organizations, but they are not very effective. The above mentioned facts result in the financial problems hindering the tendency for investments.

Another problem is that the leadership training of the directors is not practical. There are very few trainers who have sufficient experience, thus their range to help the directors in their work effectively are quite limited.

To sum up, leadership and the profession of pedagogy must be professionalized. We are committed to this objective.

*Független Pedagógiai Intézet (FÜPI), Budapest
Ildikó Juhász, Agi Papp*

Appendix

Legal situation

- Law on Public Education Act no. 79. 1993
- Law on Labor Act no. 22. 1992
- Regulation of the Educational Ministry no. 46/1999 (13. December) on The Corporation of In- service Trainings of Pedagogues
- Regulation no.11/1999 (8. June) on the Functioning of Educational Institutions
- Regulation of the government no.243/2003 on the Edition, Introduction and Application of the National Curricula

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Ireland

As the Irish Education system is suffering severely from the present economic crises, school leaders have a pivotal role in this changing social reality to improve the quality of education and provide for the holistic development of all students. A recent innovation in relation to quality assurance has been the introduction of whole school evaluation. The network of Teacher Education institutions is being reworked to include elements of leadership training in the curriculum of future teachers. This is one way to attract candidates to school leadership positions.

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| Area | 70,182 km ² |
| Population | 4,456,000 |
| Population density..... | 60/km ² |
| GDP (PPP) per capita | € 40,500 |
| EU accession | 1973 |
| Schools (2008/09) | 3,654 |
| Exp. (PPP) per student (non-tertiary) | € 6,800 |
| OECD average | € 5,700 |

1. Background to the Report



The Education Environment in Ireland – the reality in 2009

The education environment within which school leaders and teachers work in Ireland is changing rapidly. Much change can be attributed to systemic factors in the field of education relating to legislation, school patronage, policies and curricula (www.education.gov.ie).

However, the recent economic downturn has had a critical impact on schools. At the time of writing, the number of teaching posts in schools is to be reduced, bringing the pupil-teacher ratio back to that of 2006-2007. This is just one of the many significant areas of education to be targeted for cuts by the government. Most teachers, members of the public service, have permanent employment and are seen by their private sector colleagues as being well placed to ride out the recession. Therefore when the government announced a levy on public service pensions – up to 9% increase in real terms – there was very little sympathy expressed in the media. The social unrest generated by the recession will have repercussions on the work of all school leaders.

The proposed cut of 20% in capitation grant to primary schools means that Boards of Management (the management body of each school) will not have sufficient funds to discharge day to day costs and will seriously affect the ability of Boards of Management to run primary schools. The report, by Dr. Colm McCarthy, on the financial situation in the country and the cuts in spending needed in every department of State, does not seem to have taken into account the contribution of the 20,000 volunteers (*i.e. members of Board of Management*) who have managed and run the primary system over several decades up to the present at no cost to the state. Primary education has always been underfunded even during recent times of plenty. Boards have the statutory responsibility for managing schools but they cannot continue do so without adequate funding from the state.

The proposed increase in class size means that the individual child's education will be seriously affected and also targets those most in need. The proposal to close small schools will have a negative impact on the social fabric of local communities and will mean that small children will have to travel longer distances with resultant lengthening of their school day. Increased transport costs and additional costs to parents will also result. Many of the proposed cuts target the most vulnerable *i.e.* the ban on recruitment to National Educational Psychological Service, reduction in the number of Special Needs Assistants, reduction of numbers of teachers of English as an Additional Language etc. See www.cpsma.ie for further background to the present situation.

The Irish National Teacher's Union (INTO) said the report from the Central Statistics Office shows that Ireland's primary classrooms are among the most crowded in Europe. The union said the CSO publication made a mockery of the McCarthy report which last month proposed further increasing class sizes in primary schools. The general secretary of the INTO, John Carr said the report provided clear evidence that Irish classes are overcrowded. It reported that the average class size in Ireland for primary education was 24.5 which was the joint highest along with Britain among reporting EU 27 countries.

The President of the Principals and Deputy Principal's Association (PDA) Kevin Whyte said:

"Using any objective criteria there will be very considerably less teachers in schools in at the start of the school year. Principals are now trying to finalise timetables for the academic year 2009/2010 which is proving very difficult if not impossible within the guidelines and recommendations set down by the Department of Education and Science."

"The net result will be less subject choice for students and the possible removal of programmes such as the Leaving Certificate Applied that help greatly with student retention beyond the junior cycle.

"The Department has claimed that current teacher numbers will not be finalised until later in the year, but all students must be catered for in every school from the first day of term, not in November or December.

"We urge that the worst of the cutbacks – including cuts to the book grant - be reversed and that education be insulated from further attacks going forward."

2. Context – School Governance

Ireland has a long and prestigious tradition in education, dating back to the middle ages when it held the position of one of the principal education providers to the western world.

Overall responsibility for education in Ireland lies with the Minister for Education who is a member of the Irish Government and responsible to the National Parliament.

National and local context – Overview of the Governance of Irish Schools

The Minister for Education and Science

The principal functions of the Department are outlined in its Mission Statement.

"The mission of the Department of Education and Science is to provide high-quality education, which will:

- Enable individuals to achieve their full potential and to participate fully as members of society, and
- Contribute to Ireland's social, cultural and economic development."

Inspectorate

Some of the key tasks of the Inspectorate set out in the *Education Act* include:

- To support and advise recognised schools, teachers and boards of management on matters relating to the provision of education, through evaluation of the organisation and operation of schools and the quality of education provided therein
- To evaluate the quality and effectiveness of the provision of education
- To conduct research into education and to support policy formulation
- To evaluate the effectiveness of the teaching, development, promotion and use of Irish in schools, and
- To advise on any matter relating to education policy and provision, including curriculum, assessment and teaching methods

The system is at once highly centralised and decentralised with no intermediate structures between individual schools, each with its own Board of Management (BoM) and the national Ministry of Education and Science (DES). Very recent legislation has created a Teaching Council, and this resonates with similar structures in Scotland, Australia and Canada. However, despite

these structural advances in recent years, the legacy of the evolution of the Irish education with its origins firmly rooted in nineteenth century politics continues to cast long shadows in the present.

There are 3200 primary schools in the system, the vast majority of which are owned by the dominant Catholic Church, a small number of Church of Ireland Schools, a small, but expanding multi-denominational sector of 19 schools with plans to double this number within 5 years, and a larger Irish language medium sector with more than 135 schools; both of these sectors having their respective umbrella organisations – Educate Together and Gaelscoileanna. As indicated, each school has its own BoM, with parent, community and teacher representation, with the principal as a member, typically a secretary, but without voting rights. While it is no longer axiomatic that the chairperson of the board be the local clergyman, this continues to be the case in the majority of schools. Teachers' salaries are paid by the state, but all teachers, including principals, are employed by the boards of individual schools and this has significant consequences for teacher mobility, particularly in a system that is small to begin with and in a career with little opportunity for advancement. More recently, in 1998, as part of a national wage agreement, a new system of middle-management for schools was created. There has been considerable success in the appointment of skilled and experienced teachers to these positions. They are responsible for leading learning and teaching initiatives in the school, making the term 'distributed leadership' a reality.

Second Level Education in Ireland

The second-level education sector comprises secondary, vocational, community and comprehensive schools. Secondary schools are privately owned and managed. The trustees of the majority of these schools are religious communities or Boards of Governors. Vocational schools are administered by Vocational Education Committees while community and comprehensive schools are managed by Boards of Management of differing compositions.

Building on the foundation of primary education, second-level education aims to provide a comprehensive, high-quality learning environment which enables all students to live full lives, appropriate to their stage of development, and to realise their potential as individuals and as citizens.

It aims to prepare students for adult life and to help them proceed to further education or directly to employment.

Second-level education consists of a three-year junior cycle followed by a two or three-year senior cycle. The Junior Certificate examination is taken on completion of a Junior Certificate course of three years duration. The Junior Cycle covers a vital period in young people's lives when they encounter significant changes in their educational experience. The principal objective of the Junior Cycle is for students to complete broad, balanced and coherent courses of study in a variety of curricular areas relevant to their own personal development and to allow them to achieve a level of competence in these courses which will enable them to proceed to senior cycle education.

A three-year Senior Cycle has been introduced as an option for second-level schools. The programmes now available at Senior Cycle include:

- Transition Year
- Established Leaving Certificate
- Leaving Certificate Applied
- Leaving Certificate Vocational Programme

One of the aims of the restructured Senior Cycle is to encourage students to continue in full-time education after the compulsory school leaving age by providing a range of programmes suited to their abilities, aptitudes and interests.

An important overall objective of the restructuring of the Senior Cycle is to provide for the holistic development of all students and to foster a sense of self-esteem, self-reliance and innovation to help them to be involved actively in the social and economic future of society.

3. School leadership concepts and practices

Conceptual framework

The work of the National Council for Curriculum and Assessment (www.ncca.ie)

The NCCA was established in November 1987 as a successor to the Curriculum and Examinations Board and was reconstituted as a statutory body in July 2001.

The brief of the statutory Council as outlined in the Education Act, 1998 is to advise the Minister for Education and Science on matters relating to "... the curriculum for early childhood education, primary and post-primary schools and the assessment procedures employed in schools and examinations on subjects which are part of the curriculum." (41.1 a, b)

The NCCA is committed to improving the quality of education through continuous review of curriculum and assessment provision.

The work involves five types of activity:

- *planning* curriculum and assessment initiatives
- *consulting* with all key partner organisations
- *supporting* the change process in schools
- *reviewing* the experiences of the implementation of curriculum and assessment change
- *informing* about developments in curriculum and assessment.

Funding for the NCCA is by way of a grant from the Department of Education and Science. Additional project specific funding is sourced from a range of organisations and agencies.

The work of the NCCA is carried out by a small executive staff. To progress and support its work, Council has a range of sub-committees. These committees are made up of representatives of the Department of Education and Science and State Examinations Commission, teacher unions and school managerial bodies, parent organisations, subject associations and higher education interests including universities and other colleges.

Curriculum

The curriculum for Ireland's primary and post-primary schools is determined by the Minister for Education and Science who is advised by the National Council for Curriculum and Assessment. The curriculum sets out not only what is to be taught, but how, and how learning in the particular subject area is to be assessed.

While Ireland has a centrally devised curriculum, there is a strong emphasis on school and classroom planning. At school level, the particular character of the school makes a vital contribution to shaping the curriculum in classrooms. Adaptation of the curriculum to suit the individual school is achieved through the preparation and continuous updating of a school plan. The selection of text books and classroom resources to support the implementation of the curriculum is made by schools, rather than by the Department of Education and Science or the National Council for Curriculum and Assessment.

Assessment

Assessment is that part of the learning process where the learner and the teacher can evaluate progress or achievement in the development of a particular skill, or in the understanding of a particular area of knowledge. In the early years, such assessment is generally informal based on observation by a parent/guardian or early learning practitioner.

In primary school, this informal observation is supplemented by a range of assessment tools including teacher-designed tests and tasks, project work and portfolios across the curriculum. Standardised tests in reading and mathematics are also widely used in primary schools. In post-primary schools the state examinations - the Junior Certificate and Leaving Certificate examinations - are also used to evaluate achievement across the curriculum.

Assessment generates important information about how a learner is progressing. This information can be shared with the learner in the form of feedback which should help the learner to become more aware of their own strengths and weaknesses, and identify next steps and strategies

for improvement. The information is also important for teacher planning. Assessment information can help a teacher to choose the right resource materials for a learner or for a class, and to plan and structure the learning to meet the different needs of different learners. Assessment information is also important for parents, and is reported to them as part of all schools' reporting process.

Another type of assessment – screening or diagnostic assessment – is also useful, especially in the early years of primary school. If a parent or teacher suspects that a child may have a specific difficulty, or if the child is not progressing as well as their peers, the learning support or class teacher may use a special test or series of tests that provide more details.

There are three teachers' unions in the setting, one that includes the vast majority of primary teachers, including principals, while the other two have membership in the post-primary sector. In recent years, all have become committed and active in the provision of learning opportunities for membership, with the primary teachers' union (INTO) particularly active in this regard (see Sugrue & Uí Thuama, 1997). Consequently, an increasing amount of provision consists of teachers (often seconded from classrooms) working with teachers, sharing 'craft knowledge'. <http://dx.doi.org/10.1080/13674580200200185>

Focus on Teaching and Learning

"School leadership is a key factor in raising educational achievement and is second only to teacher quality in terms of its impact on pupil attainment" (Leithwood et al., 2006). There's a growing awareness in Ireland that school leaders must focus their attention on how best to support and put in place procedures and practices that help teachers effect improvement in teaching and learning. Key support agencies for this focus include:

Leadership Development for School (LDS)

(www.lids21.ie)

Second Level Support Service (SLSS)

(www.slss.ie)

School Development Planning Initiative (SDPI)

(www.sdpi.ie)

Curriculum Development Unit

(www.curriculum.ie)

Transition Year Support Service

(www.ty.slss.ie)

School Development Planning Support (SDPS)
(www.sdps.ie)

Primary curriculum Support Programme
(www.pcsp.ie)

Special Education Support Service (www.sess.ie)

Behaviour Support Service (www.bss.ie)

The above support services form part of the process of implementation of policy development and change within the education system. For example, "curriculum change developed by the NCCA is implemented in schools with the support at primary level from the primary Curriculum Support Programme and at post-primary level from the Second Level Support Service. School Development Planning Support Service works with all schools to review, design, implement and evaluate their planning process" to fulfil the requirements of the Education Act (1998). Department of Education and Science (DES) organizes professional development in schools and facilitators from the above support services work with staffs both in and outside school time. In addition, accredited programmes are offered to teachers during non-school contact time. Increasingly, personnel from the support services are available to work with teachers and teaching teams in school to facilitate school planning and curriculum review. Facilitators may be invited in consultation with the staff.

Restructuring and Re-culturing School Organisations

School Leadership

Three phases in the evolution of school leadership can be categorized as follows:

- Prior to 1971, predominantly administrative
- 1971-1989, predominantly managerial
- 1990 to date a growing emphasis on leadership in addition to the tasks of administration and management (Sugrue, 2003).

Quality Assurance – Whole School Evaluation

In Ireland there is a growing recognition that the quality in schools is best achieved when a range of measures work together to improve teaching and learning and where everyone involved in the system is focused on improvement? Schools themselves are responsible for some of these measures while others are centrally organized by

the DES and other agencies. A recent innovation in relation to quality assurance has been the introduction of whole school evaluation (WSE). The evaluation process involves interrogation of the school system and individual school response in terms of:

- Quality of school management
- Quality of school planning
- Quality of curriculum provision
- Quality of learning and teaching in subjects
- Quality of support for teachers.

The evaluation process involves preparatory preparation and submission of documentation a weeklong school visit and post evaluation reports in the form of verbal and written reports. Final reports from these inspections and evaluations are posted on the DES website and are accessible to the public (www.education.ie).

Establishing and negotiating the direction of school development

Our Partners / Our Critical Friends



All schools are pivotal in the life of their local communities. Their position is enshrined in education legislation under the following:

Education Act '98, Part V, Section 22. (1) The principal of a recognized school and the teachers in a recognized school, under the direction of the principal, shall have responsibility, in accordance with this Act, for the instruction provided to the students in the school and shall contribute, generally, to the education and personal development of students in that school. Collectively promote cooperation between the school and the community it serves.

“Looking At Our Schools: an aid to self-evaluation for primary and post-primary schools, 2003,” suggests that the relationships between the school and the wider community should form one of the self evaluation criteria for schools.

Key points in school evaluation reports refer to:

- The quality of partnership with parents
- Their involvement of parents and the quality of the flow of information between school and home
- The frequency of meetings
- Their access to school records and awareness of procedures
- Facilitated and effective collaboration between school and outside agencies, local organizations, employers, health boards and second or third-level institutions
- Facilitate induction, progression and transfer of pupils
- Engage in regular review, on a partnership basis of its relationship with parents and the wider community

(Circ Letter Post-primary M18/05 and Primary 16/05: The Sharing of School Facilities with the Community, www.education.ie)



System leadership and cooperation in networks

Distributed Leadership / Teacher Professional Development

Our in-school management arrangements agreed for all schools in 1998 and reviewed for primary schools in 2003, recognize the need to share

leadership managerial and administrative duties among members of the teaching staff. "The principal, deputy principal and holders of posts of responsibility together form the in-school management team for the school." (DES Circular 4/'98)

Within this model teachers take leadership roles in curricular and organizational areas. In recent years Leadership Development for Schools (LDS), a support service for Principals and Deputy Principals, has devised and delivered training programmes for Middle Leaders. Examples of the work undertaken by participants on the programmes can be found at www.lds21.ie. The programmes stress an action research methodology which requires reflection on current practice, research, planning and implementation of improved teaching practices in the classroom and the school. For further reading on action research in schools please see www.jeanmcniff.com.

Principals of primary and post-primary schools recognize the value of teamwork in their schools. School projects such as the Green School's Project give opportunities for school staffs to work together using a common theme, environmental awareness, to forge strong ties and promote collegiality and shared commitment.

The Home/School/Community/Liaison scheme was begun in 1990. The purpose of the scheme was to build strong relations between school and home. One teacher was freed from class teaching duties in order to visit parents, encourage their participation in their children's education and to further their own educational aims. The scheme stresses the critical role of parents in the education process and aims to respect their role in the education of their children.

Universities such as the National University of Ireland, Maynooth, support the work of schools through their leadership of and facilitation of curricular and school based projects. A compelling account of such initiatives is written up under the title, **TL21 -Teaching and Learning for the 21st century**. Please see www.nuim.ie/TL21 to read the final report of the research and development project, LEARNING ANEW.

Principals and senior school leaders are encouraged by their Trustees, Management bodies and

their professional associations to distribute leadership across the school and are facilitated through workshops, seminars and on-going support (newsletters, web discussions etc) in the methodologies most appropriate for their contexts.

Examples of good practice

The following are accounts of the work done in Action Learning Networks in post primary schools in Ireland. The accounts stress the leadership role taken by staff in schools to improve the learning environment for students through changes in the curriculum or in methodologies.

The Donegal ALN was facilitated by Tom Moore and was the collaborative work of four Vocational Education Committee (VEC) colleges in Co. Donegal, **Mulroy College**, Milford, **Finn Valley College**, Stranorlar, **Magh Ene College** Bundoran and **Gairmscoil Mhic Diarmada**, Aranmore Island), who met together as a network. Our focus was on raising academic standards and we decided that the specific area for our project would be **Assessment for Learning (AfL)**.

As a springboard to our action learning project, each individual college undertook a wide range of in-school initiatives to introduce the staff to the concept of AfL and also to incorporate AfL into teaching and learning in each college. Some examples of these initiatives are as follows:

- In-house presentation by teachers on AfL
- Whole staff development day with SDPI facilitator(s)
- Senior Management team meeting
- AfL on agenda of all Subject Department meetings
- Questionnaire to find out what AfL practices are already being used by teachers.

At our ALN network meetings that were very well attended and facilitated by Tom Moore (LDS), we discussed the action plans of our respective colleges and also decided on an ambitious plan to bring all the teachers from the four colleges together to receive further training in the practical implementation of AfL in the classroom and also to share ideas and resources in the various subject departments.

The staff of Oaklands Community College identified SEN as an area to be addressed as part of school development planning 07/08. Our Principal gave a presentation to staff on recent legislative changes regarding SEN provision. Staff also completed an audit of this area and highlighted areas that needed to be addressed. In October 2007 Katherine Bates, (Special Education Support Services) gave a seminar to all staff entitled "Inclusion of Special Education Needs Students in Mainstream – A Whole School Approach". All subject departments subsequently met to discuss differentiated teaching strategies in their respective subject areas. The SDP coordinator met with personnel in the SEN department and a statement of current practice was formulated. The school steering committee subsequently discussed areas for attention as highlighted during the audit by staff and a draft policy which incorporated new initiatives in the SEN department was drawn up. These initiatives addressed inadequacies as highlighted by staff in SEN provision. Following consultation with all the educational partners the draft policy was ratified by our Board of Management. We found the cluster group meeting organised by The Action Learning Network with Mr Padraig Moran, Senior Special Education Needs Officer to be extremely helpful when processing applications for Special Education Needs Students in our school.

4. Recruiting and Educating School Leaders

The leadership style of the principal teacher/school leader has a profound effect on the capacity of their colleagues to deliver high-quality teaching to the students in their care.

The selection of candidates to the position of principal is of central importance to the life of the school and to the development of future leaders within the school community. In common with findings from other European countries, fewer candidates are putting themselves forward for the position. The reasons have been well documented; lack of preparation for the job, responsibilities of the position, legislative demands, workload, lack of administrative help, pressure of inadequate funding and sometimes

poorly maintained buildings. The context within which school leaders operate is one of increasing parental and societal expectation of schools and the growing complexity of schools as organizations. These expectations have developed in response to the social and economic demands facing school pupils. Young people who are growing up at a time of rapid social change must also contend with the reality of an economy where employment is increasingly found at the upper end of the value chain and where less opportunities exist for low or un-skilled labour. Internationally, schools are exhorted to move beyond serving only those with the most powerful advocates to a real commitment to providing a high-quality effective education to all.



Over recent decades several groups and institutions have endeavoured to provide management and leadership development for school leaders in Irish schools. Management bodies, trustees, universities and trade unions have all contributed to progress in the field of leadership development. The establishment of professional association for school leaders in the past decade has added impetus and an increased degree of professionalism to the practice of school leadership (www.into.ie, www.ipn.ie, www.asti.ie, www.tui.ie). Many of these programmes have offered support for leadership development, sometimes with a managerial focus addressing the legal or contractual responsibilities of the management and trustees. Education Centres, unions and professional bodies have tended to

provide shorter weekly courses or evening sessions. Increasingly, postgraduate courses leading to diplomas and master's degrees in school leadership and management are being provided by the universities.

includes instructional inputs, sharing of knowledge and experience, reflection and school-based action and research.

What the system is doing to recruit leaders.

In 2008, LDS with the National University of Ireland Maynooth (NUIM), and supported financially by the DES, instigated the first accredited programme for aspirant school leaders, *Tóraíocht* (A Journey).



This course, run over the course of a school year, leads to a post-graduate diploma in Educational Leadership. The modules address areas of key importance to a school principal.

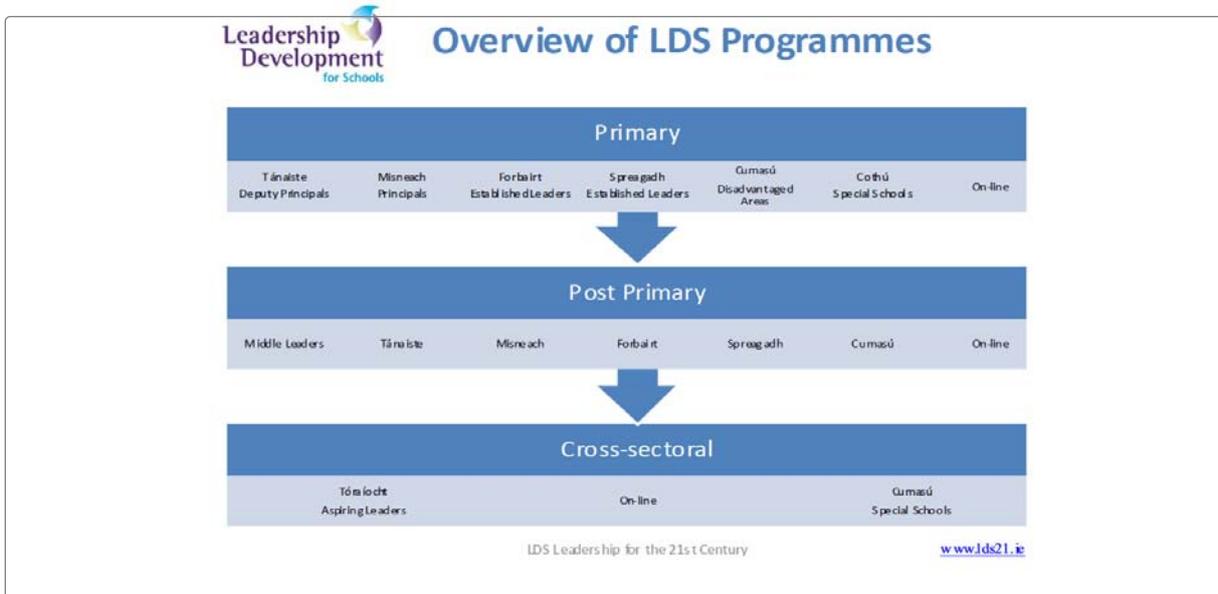
In 2002 the Leadership Development for Schools (LDS) team was set up by the Department of Education and Science (DES) to provide a systematic nationally supported programme of professional development for school leaders. The team consists of full-time members seconded from leadership positions in schools, and associates – practising school leaders who commit time to LDS each year.

NUIM and other universities offer post graduate courses up to and including doctoral lever to teachers in order to prepare them for school leadership positions.

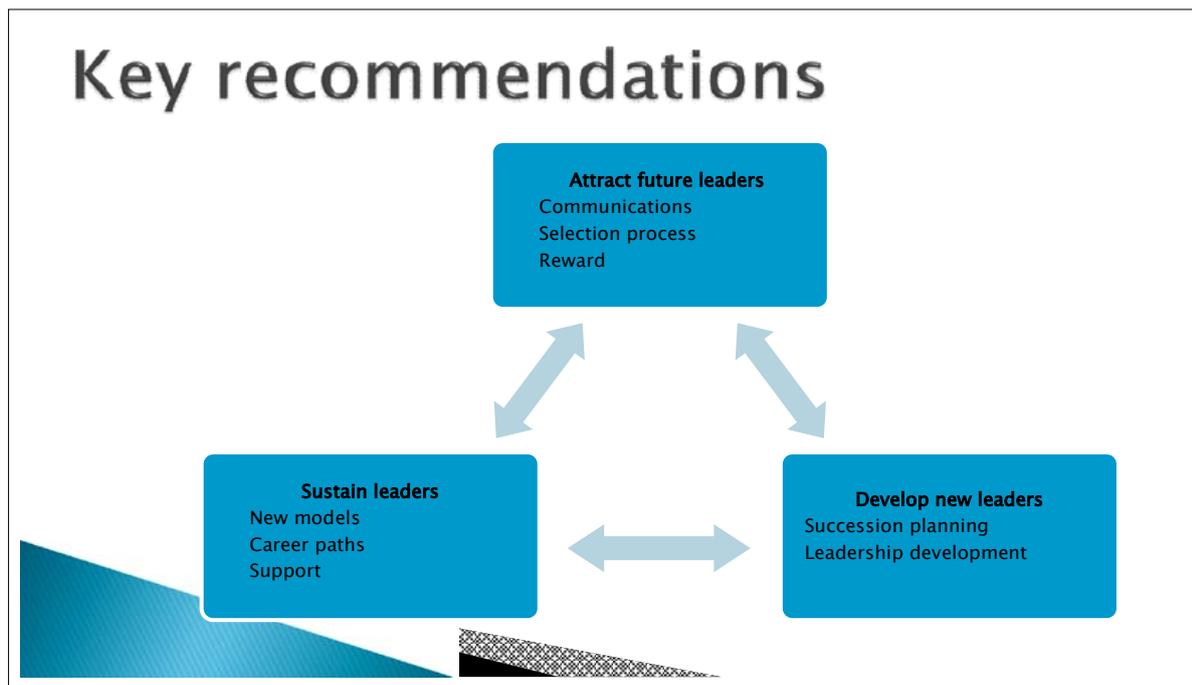
Attractiveness of school leadership

Ireland is experiencing a challenge in attracting candidates to school leadership positions. Recent research suggests that these challenges arise from a range of issues, including a wide variety of challenges associated with the role, difficulties in succession planning, concerns related to the selection process and insufficient professional development opportunities. It is recommended that action is needed to address these issues in order to attract talented and effective leaders for the future.

LDS aims to develop the capacity of school leaders through the enhancement of knowledge, skills and competencies, attitudes and values, and behaviours. A multi-model approach to delivery



National structures of pre-service, induction and in-service education of school leaders Teacher Training in Ireland / Colleges of Education



In Ireland the system of teacher training differs between primary and secondary level school teachers and is the responsibility of the Department of Education and Science. Typically second level teachers complete a primary degree at university and then follow up with the Postgraduate Diploma in Education / Higher Diploma in Education (secondary) / again at university.

Teachers of Religion are trained at the Mater Dei Institute of Education, Clonliffe road, Dublin 3. This college provides a full-time four-year course leading to a Bachelor of Religious Education degree (B. Rel. Ed.). The Bachelor of Religious Education degree programme comprises Religious Studies, Education and an Arts subject (English, History or Music). Graduates of this course are recognised by the Department of Education and Science for appointment as fully qualified teachers of Religion and the Arts subject.

Primary school teachers complete a three year programme, leading to a Bachelor of Education (B.Ed.) degree, at one of the five teacher training colleges.

Coaching and other supports

LDS personnel are actively pursuing the possibility of training for **coaching** with the National College for School Leadership (NCSL) London (www.ncsl.com), and other colleges in England. The team actively support the development of Action Learning Networks amongst principals with a view to having a supportive environment in which they can unburden themselves of the problematic in their situations. There are obvious skills to be learned for the successful application of those particular resources. It is hoped they can be operational in the coming year. However, the present economic downturn seriously affects the roll-out of this service.

5. Challenges, areas of innovation and underlying evidence

- The plight of the teaching principal with dual responsibility for full-time teaching and school leadership
- Increasing accountability and legislation compliance at school level
- Under funding of schools leading to higher pupil-teacher ratio, increasingly more apparent in the recession
- The drive to disperse leadership throughout the school without any effective planning or preparation
- The open -ended nature of the role of principal, with a lack of specific contracts and conditions of employment for school principals

The future of school leadership

While provision of professional development is not confined solely to the LDS team, their efforts to provide systematic courses for school leaders and especially through their collaboration with NUIM will enhance the capacity of school principals in their work in the coming years.

Despite recent gloomy economic forecasts it is heartening to report that almost 140 teachers have enrolled in the post-graduate diploma course for future school leaders. This course commences on September 4th 2009.

*Professional Development
Service for Teachers (PDST), Ennis
Carmel Lillis*

Appendix

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Iceland

In recent years the work of school heads has been overshadowed by retrenchments of all kinds, such as enlargement of classes, reduction in middle management, reduction in support staff due to the economic crisis. Otherwise, considerable growth has characterised the operation of state schools, during the last decade. In most schools development projects have been undertaken, making change and improvement an integral part of daily life in schools.

During the last few years immigration to Iceland has risen considerably, thus creating new challenges for school heads.

| | |
|--|-------------------------|
| Area | 103,125 km ² |
| Population | 318,200 |
| Population density..... | 3.1/km ² |
| GDP (PPP) per capita | € 32,300 |
| EU accession | / |
| Schools (2008/09) | 165 |
| Exp. (PPP) per student (non-tertiary) | € 8,100 |
| OECD average | € 5,700 |

1. Background –The Educational Environment in Iceland – the Reality in 2009

The school year 2000-2009 can't be labelled a typical school-year in Iceland, due the economic crisis in the country. In all schools, at all levels, uncertainty in many areas affects their operation and management.

In basic schools (compulsory education is offered in basic schools; age of students 6-16) the work of principals has focused on retrenchment of all kinds, such as enlargement of classes, reduction in middle management, reduction in support staff, amalgamation of schools, and so forth. It is not an overstatement to say that the world wide economic crisis has affected Iceland more than most countries, including the educational system.

Most public school teachers are employees of municipalities and belong to The Teachers Association. The Teachers Association negotiates contracts on the behalf of all their members with the municipalities, now being re-negotiated, due to the economic crisis. Generally, there will be a considerable reduction in disposable income for most people in Iceland, including teachers and principals.

The above picture is not typical. Considerable growth has characterized the operation of public schools, during the last decade. Previously, there was a shortage of certified teachers, but during the last few years that has not been a significant problem. In most schools, development projects have been undertaken, making change and improvement an integral part of daily life in schools.

2. Context: School governance

The educational system in Iceland is divided into four major levels: The pre-school level (age: 0-6), basic school level (primary and lower secondary) (age: 6-16), upper secondary school level (age: 16-20), university level (age: 20→). The governance and organization of schools is determined by laws and regulations. Most laws and regulations were reviewed during 1993-2006, putting an emphasis on autonomy, flexibility, self-evaluation and accountability.

Pre-school level

Pre-schools became a part of the educational system in Iceland in 1994, as the first school level, with the overall governance of the minister of education. Pre-schools are established and run by municipal authorities. There are a few charter pre-schools in the country. Every pre-school must be managed by a principal. Each municipality must establish a pre-school committee to administer pre-school affairs.

According to the Pre-School Law, co-operation between pre-schools and basic schools is emphasized, mandating strategic attempts to co-ordinate the curriculum between pre-schools and the first grades in basic schools. There were about 270 pre-schools in operation in Iceland during 2008. The majority of children in the country attend pre-schools. In 2008 there were more than 18000 children that attended pre-schools.

Basic school level

Basic schools offer compulsory education for all students at the age of 6-16. The term basic school underlines the compulsory nature of these schools. Basic schools in Iceland are similar in na-

ture as their counterparts in other Nordic countries, i.e. their elementary and lower-secondary parts are organized as a comprehensive whole.

With the 1995 Basic School Law, the governance of basic school was changed from state to municipal control. Before, basic schools were governed by the state, and the country was divided into eight educational regions. Each region was managed by a regional superintendent who was an employee of the Ministry of Education.

Basic schools are now established and run by municipal authorities. Each municipality must establish a basic school committee to administer pre-school affairs and must provide basic schools with support services. Every basic school must be managed by a principal.

In 2008, there were 174 basic schools in operation in Iceland, with the enrolment of about 43500 students. Basic schools are distributed all over the country, with the largest schools in the greater capital area. There are between 600 - 750 students in eight of the largest basic schools and there are less than 50 students in 32 of them. About 9 of these 174 basic schools are defined as private or charter schools.

Generally, the transfer of basic schools from state to municipal control has been seen as a success. The municipalities have allocated increasingly more money to their operation and teachers' salaries have increased considerably since 1995. Research indicates that principals and teachers are generally pleased with the transfer of basic schools to municipal control (See e.g. Börkur Hansen, Ólafur H. Jóhannsson and Steinunn Helga Lárusdóttir, 2002).

Upper secondary school level

The Upper Secondary School Law stipulates that anyone who has successfully completed the basic school has the right to enter a course of study at the upper secondary school level. The Upper Secondary School Law stipulates four major branches of study: academic branches of study leading to matriculation, vocational branches of study, fine arts branches of study and a short general branch of study. Some upper secondary schools are comprehensive in nature, offering programs in most of these branches. Generally, students are at the age of 16 when they enter

upper secondary schools and at the age of twenty when they graduate.

In 2008 there were 30 upper secondary schools in operation, with the enrolment of about 28000 students. Out of these 30 schools, 21 are comprehensive upper secondary schools and 9 grammar schools. Upper secondary schools are distributed all over the country, with the largest schools in the greater capital area and at Akureyri in the northern part of Iceland. In addition to these schools, there are a number of specialized schools at the upper secondary school level, offering programs in specific areas.

Comprehensive upper secondary schools and grammar schools are public schools with their central office within the Ministry of Education. In every school is a board that governs its operation and management. The minister of education appoints upper secondary school principals, based on recommendations from the school board governing individual schools. Money is allocated of the state's budget to upper secondary schools by the Ministry of Education.

University level

There are 7 university institutions in Iceland. The University of Iceland is far the largest, a multi-faculty institution with the enrolment of approximately 15 thousand students. The University of Reykjavík and the University of Akureyri are also organized as multi-faculty institutions, but they are considerably smaller in size. Then there are 4 single or dual-faculty institutions: the Agricultural College at Hvanneyri, the Bifröst business University, Hólar University College, and the Iceland Academy of Arts.

The Iceland University of Education was an independent university institution until 2008 when it was amalgamated with the University of Iceland. There are more amalgamations of university institutions in preparation, such as the amalgamation of the Agricultural College at Hvanneyri with the University of Iceland.

All the university institutions in Iceland are state institutions except for the University of Reykjavík and the Bifröst business University who are defined as private institutions. Private university institutions in Iceland receive the same amount of money per student as state university institutions.

Quality assurance

Quality assurance is advocated in educational laws for all school levels. Schools are mandated at all levels to engage in quality management practices and establish quality systems. Each school must engage in self-evaluation practices. The Ministry of Education and municipal authorities, accredit on a regular basis the quality systems and practices of all schools at all levels. The Ministry of Education participates in various international research programs concerning all school levels.

Curriculum guides

The Ministry of Education publishes national curriculum guides for schools at all levels except the university level. Schools are mandated to adapt these main guides according to their context and produce individual curriculum guides for their schools.

3. School leadership concepts and practices

Conceptual framework

Basic school principals are responsible for the operation and management of their schools. The Basic School Law stipulates that they must run their schools professionally and in co-operation with their teachers. Pedagogic leadership and teamwork is emphasized in most governmental and municipal education policies.

Focus on teaching and learning

The Basic School Law stipulates that the main task of principals is to provide professional educational leadership for all aspects of school work. Many municipal authorities emphasize specific teaching methods or other practices for schools in their school policy frameworks. Individualized instruction practices are often emphasized in these frameworks. Municipal policy frameworks are usually developed by municipal leaders in collaboration with principals and teachers in their schools.

Restructuring and re-culturing school organizations

In many middle size and larger basic schools, it is common that principals hire 2 - 3 teachers as middle managers. This is done in order to

distribute power and create management teams with principals as the main leaders. Middle managers are often responsible for different age levels in basic schools, e.g. the elementary level, the middle level and the lower secondary level. Middle managers may also be in charge of specific areas, such as ITC, special education, reading, and so forth.

Municipal authorities are mandated by law to provide support services for their schools, including in-service for teachers. Good relations with parents are emphasized in the Basic School Law and parents are represented in each school council.

4. Recruiting and education of school leaders

Municipal authorities (school boards) hire principals and teachers to their schools. Teachers and principals must be certified, i.e. hold a valid teaching certificate. Formal education for basic school principals in school management is not mandated in laws and regulations. Accordingly, any teacher who holds a valid teaching certificate can apply for positions of principals. In practice, however, education in school administration or related areas is frequently requested in advertisements, but formal education opportunities in school administration have been offered in Iceland since 1988.

Positions of school principals must be officially advertised. Most official advertisements appear in national and/or local newspapers. The advertisements usually request general and specific qualifications and skills. In larger municipalities, the process of selecting applicants for the position of principals is becoming increasingly professional, i.e. based on strategic data collection and analysis of applicants by expert hiring teams. Generally, school boards are searching for individuals with good communication skills that can provide strong educational leadership for their schools. Usually there are a number of applicants for positions of principals in basic schools. There is, however, a growing concern that good candidates are hesitant to apply, due to increasing strain and demand put on principals.

The salaries of principals are negotiated with municipal authorities and are considerably higher than the salaries of regular teachers. The salaries of principals are to some extent dependent upon the size of schools.

Training of school principals

A formal program in school administration and leadership was established at the Iceland University of Education (now the School of Education at the University of Iceland) in 1988. This was a 15 credit program (30 ECT) organized for practicing principals via campus based seminars and distance learning. In 1994, this program was reorganized into a M.Ed. program. Today this program, along with programs in entrepreneurship and educational evaluation, are being offered in the department of Educational Administration and Evaluation at the School of Education, University of Iceland. A large number of teachers and principals have graduated from this program with a diploma or a master's degree. Due to the popularity of the program, there has not been any pressure from the School of Education (previously the Iceland University of Education) to make the program mandatory for school principals – most of them hold a degree in school administration or related areas. Similar programs are also offered at other universities, such as the University of Akureyri and the Bifröst business University.

In addition, there are extensive education opportunities for principals and teachers at many of the universities as well as by private companies and municipal central offices. In-service is also provided in a variety of areas at the department of Continuing Education at the University of Iceland. It is common that individual schools negotiate in-service according to their needs. Municipal authorities, teacher and principal organizations, curriculum organizations also organize all kinds of seminars, conferences and in-service for their members.

5. Challenges, areas of innovation and underlying evidence

Previously, the biggest challenge for school leaders was to hire certified teachers, but due to poor salaries, educated teachers sought for job opportunities outside the school system. Due to

better teacher contracts, this has changed and during the last decade most teachers hold a valid teaching certificate. In 1994 the Iceland University of Education was permitted to offer academic programs at the master's and doctorate level. Several programs were established. At the time, most teachers in basic schools held a B.Ed. degree, and strived for extensive studies in school administration, curriculum, special education, information technology and teaching methods, to mention a few areas that were offered. Increased academic capital of teachers in these and related areas influenced and accelerated school development in many ways. Today, the discourse of teachers and principals is becoming increasingly professional, creating school cultures that are progressive and critical. Despite this positive development, change is often slow, requiring additional professional skills, cohesiveness and endurance on the behalf principals and teachers.

During the last few years, immigration to Iceland has been considerable. There are examples of schools with up to half of their student body of foreign origin, but a few years there were no foreign students in many of these schools. This has created challenges and problems. At the School of Education, this has been met with education opportunities in multicultural education for principals and teachers, and at the municipal level, support of other kind has been provided.

Due to the strange situation in Iceland resulting from the economic crisis, it is difficult to predict what happens in school development in the near future. Despite the situation, the expectations towards the schools are high, requiring growth and progress. Many skilled teachers that had left the profession during the economic growth period are returning, making the soil for progress more affluent. International comparisons (PISA, etc) provide benchmarks that affect the politics of schooling, enhancing change and development. Accordingly, it is likely that schools will continue to develop, despite limitations in resources and support, due to retrenchment in all sectors.

*University of Iceland –
School of Education, Reykjavik
Olafur Johansson*



Italy (Autonomous Region Alto Adige)

In South Tyrol, Leadership in Education was at one and the same time promoted, but also challenged due to the establishment of school clusters. These clusters comprise different schools at different levels, all trying to gradually approach each other from a pedagogical point of view and to grant, as much as possible, a "smooth" continuation in students' school careers.

Although a certain amount of autonomy in the schools offers perspectives, administrative options, didactic choices, organisation and research openings, school development and pilot projects in administration and financial management, there is no possibility of influence in the probably decisive, even basic questions concerning human resources.

| | |
|--|-------------------------|
| Area | 301,338 km ² |
| Population | 60,626,400 |
| Population density | 201.2/km ² |
| GDP (PPP) per capita | € 26,200 |
| EU accession | 1957 |
| Schools (2008/09) | 28,323 |
| Exp. (PPP) per student (non-tertiary) | € 6,800 |
| OECD average | € 5,700 |

1. Background

School leadership is increasingly moving away from the pure work of a school principal in past decades and years, in as much as hierarchical top-down implementation of instructions by centralised authorities are being replaced by autonomously organised schools with the goal of an autonomous and formative development of each individual school. In this regard, it should be stated that the most important findings of research in the school sector show that quality in schools cannot be prescribed centrally, but has to be developed locally, in each individual classroom as a result of the collaboration between teaching personnel and students.

The school leader encounters new challenges. Creating school instead of (only) administrating requires management skills as well as system competence in highly complex situations and "change management".

Furthermore, an ability of balance is requested to keep the balance within the pendulum movement of the system between the stimulus of autonomy and the regularly upcoming central guidelines. It has not always been like this.

From its beginnings up to the end of the last century, even up to the turn of the millennium, the Italian school system was traditionally organised centralistically in contrast to these current views and findings, especially after the reform of the school system by Mussolini's first education secretary Giovanni Gentile.

For many decades teachers could become principals after holding civil servant status for five years and having had no complaints filed in that period. The selection process also included a written essay and an oral exam in front of a commission. Having passed these exams the principals to be were entered in a ranking, according to which they could choose their place of work. School leadership by the principal was defined in articles 10 and 11 of the Royal Decree No. 965 of April 30th, 1924⁶ as follows (excerpt translated freely):

The principal monitors good didactical, education progress and the good administration of his school ... He implements and instructs the implementation of legal guidelines, rules and regulations by the superior authorities ... He corresponds with the Ministry through the head of the education authority ... keeps in contact with the families and supervises the teachers in the correct fulfilment of their duties, informed by visiting their classes.

In the 1970s the political climate changed: Teachers were given "collegial decision power" in various areas (e. g. grading/evaluation) and basically any determining influence was taken from the position of the "principal staff" (this was the new term for principals - until then only the male grammatical form had been used) and organisational and coordinating duties were given instead. Article 3 of the Presidential Decree No. 416 of 31 May 1974⁷ states as follows (excerpt translated freely):

⁶ <http://guide.supereva.it/diritto/interventi/2001/11/75978.shtml>
http://www.italgiure.giustizia.it/nir/lexs/1924/lexs_61238.html

⁷ http://www.edscuola.it/archivio/norme/decreti/dpr416_74.html

"The principal staff promotes and coordinates the activities of the school (...) makes sure the decisions of the collegial bodies⁸ are implemented ... carries out administrative tasks, except those regarding accounting.

In more detail: The principal staff represents the school externally, chairs the meetings of the teaching staff, the disciplinary council for students and the teachers' evaluation committee, class councils as well as the group that prepares the meetings of the school council. (...) Other tasks include the formation of classes, the assignment of teachers to the classes [said teachers have chosen the school they work at themselves, the school has not chosen them] and creates the curriculum according to the criteria determined by the co-determining bodies (...) Within the framework of academic freedom the principal staff promotes and coordinates the didactic activities, projects and trials in collaboration with the teaching staff (...) Should a teacher not adhere to or violate his/her duties, the principal staff takes the adequate measures or suggests such measures be taken (...) keeps in contact with the central and local school authorities as well as official authorities, specialists in the medical and socio-psycho-pedagogical fields and makes sure that legal and administrative standards regarding students and teachers are followed."

2. Context

Following a national law (No. 59/1997)⁹ for increasing the efficiency of public administration (Up until then Schools were regulated by approx. 20,000 laws, regulations and provisions ...) schools were consolidated to a minimum number

of 500 students, and in a rather surprising educational-political turnaround the central government decreed them to be "autonomous" in the following areas: "in the areas of didactics, organisation, research, school development, school trials, administration and finance" (however, without any organisational freedom with regard to staffing ...).

This law, that schools are still trying to breathe life into, was taken over by the province of Bolzano-South Tyrol on June 29th, 2000 in the form of the provincial law No. 12¹⁰ and further amended.

The principal of this new, highly complex organisational body, which is also a legal entity (and might combine six, seven, eight or even nine schools in different locations and of varying levels) and now lacks a hierarchical superstructure, is meant to be supported by authorities and other official entities and was given the new title of "school leader" by the quoted law. The school leader has been given the following tasks and duties, however, without adjusting the rules and regulations regarding the co-determining bodies and without giving the school leader concrete decision possibilities or power. Excerpts from the quoted law:

13. (Position and competences of a school leader)

(1) Simultaneously with the individual schools' attainment of a legal personality and autonomy the respective principals, who have completed the legally designated training course, are categorised as executives, so called school leaders. (...)

(2) The principal ensures a consistent management of the school and is its legal representative. (...)

(3) The principal takes measures to secure the quality of educational processes and to optimise the general conditions influencing learning. He / She promotes the co-operation of cultural, vocational, social and economic offerings at the school and its environment, as well as the exercise of the students' right of education, the right of academic freedom, which is also understood as the freedom of research and methodical and didactical innovation and the primary right of education of the families.

⁸ The following three examples serve to better explain the term "collegial bodies":

- In the School Council, that is chaired by a parent governor and consists of 6 teachers, 6 parent governors, the principal and the head of the secretariat, the principal is one out of 14.
- With regard to the topic teachers' training, the principal can put this as an item on the agenda of the teachers' council but it is up to the council to determine the needs of the teaching staff, develop a training plan and determine the quality of target achievement, if such objectives are implemented.
- The teacher evaluation committee consists of three members with equal voting power: the principal and two teachers elected by the teaching staff.

⁹ http://www.fps.cisl.it/leggi/lex99/11_99.htm

¹⁰ http://www.provinz.bz.it/schulamtschulrecht/388.asp?redas=yes&389_cate_id=9235

(4) While respecting the competences of the collegial bodies of the school, the principal has autonomous management and co-ordination competences as well as the task to deploy the staff resources of the school in an optimal way. In accordance with the school's programme, the pertinent laws and regulations as well as the principles and criteria determined in the collective treaty the principal assigns the school staff their duties.

(5) Based on the general criteria determined by the school council the principal determines the duty roster of the school, opening hours to the public and the allocation of the working hours for the school staff corresponding to the collective treaty and the needs of the school and local community.

(6) The principal organises the activities of the school following the criteria of efficient and effective education. He/she is responsible for the achieved results, which are evaluated considering the complexity and character of the tasks involved.

(7) The principal takes on administrative and accounting duties (...).

(8) The principal is responsible for authorising the use of school premises for extracurricular purposes (...).

Leadership in current times means that a large part of the working time of a school executive is spent on the enormous challenge of combining personal ideas of "school" in an increasingly pluralistic world and the representation of many parties (approx. 60 to 120 teachers, 500 to 900 students and their respective parents/guardians) into a mission statement and then to develop a school programme and organisational schedule that can be implemented in a way that, at least with regard to basics, provides a common line of action so that a sense of community can develop, with the ultimate goal of achieving and securing a level of functional and educational quality, that meets greatly varying, partly predetermined standards.

In December 2008 the national evaluation institute INVALSI¹¹ published a notable suggestion for

¹¹ Istituto nazionale per la valutazione del sistema educativo di istruzione e di formazione – <http://www.invalsi.it/invalsi/index.php>

a "system for measuring student performance and for the evaluation of schools: objectives and methodological aspects"¹², in which (among other reasons due to the low ranking of Italy in the Programme for International Student Assessment – PISA) a standardised quality system for the improvement and elevation of teaching performance (advertised as the "best programme presently available in international comparison" ...) was presented to the Ministry of Education. Teachers (of which more than a few, despite modern views and reformatory targets, still declare:

"Faccio come mi pare, gli studenti sono miei" ("I do as I please, the students are mine.") and school leaders would need to get the appropriate "instruments" and "adequate material and human resources" in order to achieve precisely defined goals¹³. The reaching or not-reaching of said goals should be (financially) remunerated or be "punished" even with "removal from the workplace".

This suggestion has not yet been discussed with teachers' trade unions. However, in a large representative poll¹⁴ on February 6th, 2009 66% (a surprising majority) of all polled teachers expressed clearly that they could imagine/would wish for a performance-based, salary-effective career model for their profession. The current substantial governing majority could easily and quickly decide on such a fundamental change in legislation.

One can observe the change from the basis (autonomous school) to the political control of the system. It is certainly more noticeable at the intersection of the one time centrally organized schools: the school leaders and the school board. Instead of controlling, one can find a service point and one speaks about advice more often. In the province of Bolzano three school boards interact with their structures (the administration, still

¹² http://www.scuolaefuturo.it/docu/Invalsi_proposta_valutazione.pdf

¹³ Approximately 97% of the Italian national school budgets are spent on – the rather low – remuneration for teachers. This means that there is practically nothing left for innovation, training, etc. But politically it was long – too long – the tactic to rather give little to many, actually too many, teachers (voters ...) and in turn, partly masked as academic freedom, to ask for little performance without proper quality control.

¹⁴ http://www.anp.it/usr/news/detail.bfr?rec_id=898&HP=&dataDa=&dataA=&word=®ione

responsible for central fields like personnel management together with public officials, experts and inspectors) in a not always clearly defined space between administration/controlling and service/advice.

Head of these institutions are school board leaders whose not always easy tasks consist in finding an orientation between the local (autonomous) legislation and hectic, sometimes contradictory central laws and therefore setting the autonomous schools a course.

A further challenge in the autonomous Province of Bolzano consists in taking decisions in school politics for the (three) different linguistic groups – whose needs and necessities are somewhat different. So there is a possibility that Italy and South Tyrol is moving towards times of enormous change in its school system, if a clear educational-political line is followed and maintained for a number of years and not changed, newly assessed or diverted into a new – or old – direction due to a change in political power.

As we know from years of practical experience, the big ocean-liner we call school traditionally reacts slowly, sceptically observant, reluctantly and delayed to new guidelines and requirements. What ultimately counts for school leaders is summarised in the following sentence: "I can only take responsibility to the extent that I can have a formative and decisive influence on my area of responsibility."

3. School Leadership concepts and practices

The fields of activity in modern school leadership are organisational, staff and educational development, where the latter undoubtedly takes a central role. The reality of South Tyrolean (and Italian) school leadership, however, looks quite different. Most of the leadership energy is still taken up by administrative tasks. This does not mean that administration is a minor matter, however, often it obstructs the view on the core business of schools: learning and teaching.

The Focus on Teaching and Learning

The ability of school leaders to influence these core matters, however, is not only constantly inhibited by excessive administrative tasks but also by the sheer size and complexity of school structures that significantly hamper targeted staff and organisational development. Many school structures (especially in the primary and secondary levels), in which a hundred or more teachers are working, are spread over a number of buildings often many kilometres apart. In order to provide for a smoother transition between levels (and also in order to save on staff) the merger of primary and secondary levels has up to now basically only happened on paper and only in a very limited way in the pedagogical and didactical areas. The reality of the two levels differs significantly and the school leader needs competence in two levels. As a result it is common in South Tyrol that the school principal works mainly on one level and the vice principal is "left" with the other. If there are a number of locations (especially small and very small schools on primary level with about 20 to 50 students and approximately three to seven teachers), they are often lead by so-called location leads. This background makes it clear that human resources management, especially in the form of an organic concept of visits to the class room, assessment- and evaluation discussions, is very difficult and time consuming. The contact between school leaders, who in Italy, due to their higher-ranking function, are not teaching, and teachers is often, for extended periods of time, limited to written communications. This way "Managing by wandering around" becomes "managing by driving around".

Another big obstacle for school leaders to actively get involved in teaching development is, and not to a small extent, their own insecurity in the wide field of the art of didactics. Due to the fact, that school leaders are not actively teaching, many school leaders in South Tyrol/Italy have very little if any direct contact to what is happening in the class rooms. In addition, sometimes the school leaders' knowledge about teaching quality, class management and tuition evaluation is rather poor. Even though school executives are critically pointing their fingers at the burdens of

bureaucracy and administration, one could often get the impression that ministerial mailings and decrees of any kind are sometimes taken as a welcome opportunity to avoid the difficult and challenging discussion and argument about tuition problems in the teachers' council. An example is the current, rather controversial discussion about scholastic "standards" that have been introduced by the provincial law Nr. 5 of July, 16th, 2008 "General educational targets and organisation of kindergartens and primary levels".¹⁵ dealing with questions like: "What does tuition geared towards competences look like and what role does the school executive take." However, the fact that school executives in Italy do not teach is rather disadvantageous in this case. The frequently brought forward indication, even accusation is: "We preside over the class, not you" is a pointer to the lack of willingness by some teachers to accept tuition development initiatives from the school leader.

Another indicator for the reluctance of school executives to decidedly approach tuition topics is the still low number of internal evaluations, from self evaluations (legally required since the year 2000 for quality assurance) to questions about teaching organisation and teaching effectiveness. Within the internal evaluations there is a clear tendency to avoid topics relating to teaching.

The obligatory document, in which every school puts down its objectives in writing, is called the school programme (article 4 of the quoted provincial decree 12/2000):

"Every school creates its school programme including all components of the school community. This essential document reflects the cultural identity and profile of the school. The programme includes curricular, extracurricular, educational and organisational planning, which is determined by the individual schools in the framework of their autonomous competences. The school programme corresponds (...) to the predetermined educational goals (...) and considers the needs of the cultural, social and economic environment. (...) The school

programme is devised by the teaching staff according to the guidelines decreed by the school council and after hearing the suggestions of the parents meeting. The school programme is approved by the school council and is binding."

However, the concrete realisation of the programme and the process of creating are as variable as the multifaceted topics, contents and working areas that each school faces. Many school programmes consist of a host of meticulous and comprehensive rules that are often developed by a few of the schools' staff and then agreed by the majority. They are well intentioned, but obviously ignored by numerous teachers. When it comes to questions of instructional design, the field is often left to the so-called "academic freedom". In concrete terms that means the topics are mostly not dealt with. The creation of a school programme that is organised in a way to have an actual influence on instruction and promote (active, innovative) instructional development is a rare exception.

Restructuring and Re-culturing School Organisations

However, the reasons for this rather critical assessment of the effectiveness of school leadership and school programmes with regard to learning and teaching are not only rooted in the size of schools and the self-conception of school executives. Another big problem is also posed by the lack of a "middle management", which undoubtedly represents an indispensable resource for school development.

It has already been mentioned, that the vice principal often has to take responsibility for either the primary or the secondary level, depending on where the competence of the principal is lower, which is usually rooted in the fact that the school leader him/herself has not previously worked on both levels. Still the deputy of the principal is a privileged point of contact for the principal which represents an opportunity for an exchange of information and ideas in general as well as with regard to specific cases. It depends on the school leader's competence to delegate, how much he/she is prepared to hand over and trust. There are also organisational "models" in which the

¹⁵ http://www.provinz.bz.it/schulamt/schulrecht/388.asp?redas=yes&389_cate_id=9235

teaching staff elect a vice principal who is meant to fulfil a "monitoring" rather than a supporting and helping function. In principle it is up to the school leader to appoint the vice principal.

If a school is made up of multiple levels and has more than one location it is often the case that the school leader with the help of the secretariat manages from one location and in the other locations the so-called location leads take on acting and supporting managing functions. They inform and replace absent teachers in unexpected and urgent cases, initiate urgent measures in emergencies and decide and carry out activities that have been delegated to them by the school executive.

Another very heterogeneous potential for participative support of leadership are the so-called "coordinators" (e. g. for school programmes). Their operational areas are regulated by article 13 of the provincial collective treaty¹⁶. It states generally that coordinators are meant to support the implementation of the school programme. This rather unspecific formulation (it is just as general as the description of the document itself, whose implementation they are meant to support) leads to greatly varying interpretations of the occupational field of coordinators. In some schools they are actually fulfilling a role in school development, in others they are "used" to cover secondary tasks such as road safety training, IT work etc. It is intended that there is an official application even "candidacy" for this function, but that only happens in the minority of schools. In many cases no teacher applies, since effort and remuneration do not correspond adequately. This makes it difficult for school leaders to find someone willing to fulfil this important role. As a result it happens quite often, that schools resort to the resource "steering group". If the working areas are clearly defined and the school programmes give clear objectives to achieve, these groups are a very useful resource for school development and greatly facilitate the work of school leaders.

¹⁶ <http://www.provinz.bz.it/verhandlungsaagentur/333.asp>

4. Recruiting and educating school leaders

Recruiting of leaders

The recruitment of school leaders takes place in the form of official competitions. Depending on the manpower requirements the competition is set on a national level. In the autonomous province of Bolzano-South Tyrol the national competition is followed by a provincial one that follows the general rules and specifications. This process poses two potential issues. Firstly admission standards are set in a way, that normally only senior teachers can participate in the competition. As a result the average age of Italian school leaders is correspondingly high and the readiness for innovation is correspondingly fairly low.

Secondly the competition procedures are very complicated, often take years and lead to appeals and recourses and finally to a lot of insecurity amongst participants. In spring 2009, a new kind of competition was introduced in South Tyrol¹⁷. Admission requirements were changed in an effort to also give more junior (younger) teachers a chance, to participate in the strict and selective process that is geared to exactly meet demands. The new procedure consists of two written exams and an oral exam as well as an evaluation of the so-called "titles" (years of service, work as vice principal, military service ...). The winners of the competition can then already choose their place of work and start by September 1st, 2009. While already on the job, they are receiving training for their new tasks. The requirement profile for applicants becomes clear when looking at the topics for the selection process. Candidates have to prove their knowledge in these areas in the written exams and after passing these in the oral exam.

1st written exam:

- the current status of innovation processes in the school and education systems in South Tyrol, Italy and Europe

¹⁷ http://www.provinz.bz.it/schulamt/aktuelles/319.asp?redas=yes&369_year=2009

- Educational planning in the light of political, economic, scientific, technological, cultural and social developments in South Tyrol, Italy and Europe
- Quality evaluation of educational offerings: self evaluation and external evaluation
- Special statute for the region Trentino-South Tyrol, national and provincial legislation in the fields of school and education. Public sector employment law for teaching and administrative staff of public schools.

2nd written exam:

- The second written exam consists of the concrete solution of a problem with regard to school leadership with special reference to leadership strategies and their concrete implementation in the school environment.
- The oral exam consists of an interdisciplinary colloquium about the topics of the written exams. In addition the candidate's knowledge of IT and communications technologies and conversational abilities with regard to educational topics are examined either in French, English or Spanish (as chosen by the candidate). The knowledge of the Italian language is proven by the certificate of bilingualism (...).

The competition is followed by on-the-job training. The training and internship, completed by the winners of the competition, take approximately four months and comprise 100 hours of training.

The aim is to strengthen the competences of the new school leaders in the following areas:

- Analysis of the school environment
- Educational planning
- Relationships between school leaders and internal and external school partners including legal, financial and information technological aspects.

During this time the new school leaders are supported by a tutor appointed by the supervisory school authority, who fulfils a supporting and consulting function during the first working year of the new school leader. This "year of training" concludes with a report to the head of the supervisory school authority.

Attractiveness of school leadership

A school leader manages the school, does not teach (this can be an advantage as well as a disadvantage) and is largely free to organise his/her own working time. In article 16/1 of the collective treaty for school leaders¹⁸ it is merely stated, that *the average working time for didactic activities comprises a minimum of 38 hours*". Meaning: In the end of the day, or a school year, the work has to be done and the objectives agreed upon with the supervisory school authority (see below) have to be achieved to a high quality.

The statements of school leaders with regard to work effort vary drastically and range between 40 and 60 or more actual working hours per week during the school year (with didactic activities). This is without the almost never ending mental work that comes with the job.

At this stage it is important to mention that in South Tyrol/Italy the closest co-workers of the school leader are the members of administrative staff. The number of administrative employees (usually between three and six) depends on the size of the school. These secretariat employees assume a large part of the administrative activities, e. g. budget, teacher's contracts, student transportation, cafeteria, inventory and many more. On a national level in Italy the so called "direttore amministrativo" (administration executive with academic education) assumes a very important role alongside with the pedagogical leader "dirigente" (principal). Final responsibility for all decisions and reporting before the auditors, however, stays with the school leader.

Like in most other countries, school as an organisational structure in Italy has a very flat hierarchy consisting of two groups: 1) teachers and 2) school leader. Despite many announcements and promises with regard to creating a "middle management" (which would be sorely needed due to the complexity of the local school structures), nothing has happened in a concrete way.

¹⁸ <http://www.provinz.bz.it/verhandlungsagentur/333.asp>
<http://www.provinz.bz.it/verhandlungsagentur/service/vertraege.asp>

On the other hand school leadership of course possesses a certain "basic attractiveness" in terms of career advancement.

The financial component of school leadership can hardly be described in a few words. Representing an exception in the field of European civil service salary law, the remuneration of a school executive consists of three salary elements: 1st) the largest part is the base salary based mostly on seniority 2nd) a "complexity supplement" based on the size and characteristics of the school and 3rd) a salary based on "results", meaning this portion is paid – at the moment only in a small part – staggered according to the evaluation of the achievement of the targets agreed on with the head of the school authority. The combination of these three variables determines the total income of a school leader. Simplified this means that more senior school executives who lead large schools are paid well (approximately up to 30 - 50% more than teachers with the same degree of seniority), while younger school executives in smaller schools are getting a distinctly less favourable deal. South Tyrolean school leaders earn more than their colleagues in the rest of Italy due to their provincial collective treaty.

Other factors influencing the attractiveness of this occupational profile result from the normative part of said treaty. In this context it must be stated that overall the provisions, e. g. the current regulation about parental leave are not very favourable especially for young women. Other elements of the treaty that are less favourable in comparison with the regulations for teachers are the regulation about sick leave and the possibility of taking a sabbatical. However, the fact that working times can be managed flexibly must be emphasised as a plus.

National (and local) structures of pre-service, induction and in-service education of school leaders

Except for temporary single initiatives with clearly positive effects, in principle for many years there was no national or local educational offering for school leaders. For decades there was no training at all and in the past few years "training" happened more in the form of on-the-job training in connection with the competition (see earlier). Only recently a training offering for school leaders has been created through collaboration between

universities, ANP¹⁹ (the most important and biggest trade union for Italian school leaders) and CRUI²⁰ („Conferenza dei Rettori delle Università italiane“= conference of university principals). This offering called MUNDIS²¹ in short (= Master Universitario Nazionale per la Dirigenza degli Istituti Scolastici = National Master for school leadership) is meant to close this gap and serve as an advantage in competitions.

The focus is set to training offerings organised at various universities covering the topics “Management“ and “Educational Leadership“²². To what extent school executives are going to take advantage of the offering cannot be estimated yet. Locally people are making due with on-the-job training offerings, which are mostly²³ one- or two-day-courses or the so-called principal meetings (see below).

Support and Coaching

School executives in the autonomous school are largely operating independently... at least that is what is required by law. The often mentioned paradigm shift from top-down steering to "live autonomy" has only partly happened. In reality leadership of South Tyrolean principals is characterised by a very inconsistent attitude. Some are actually striving to use the legal scope of action autonomously in collaboration with their co-workers, while others are still stuck in the old "administrative mentality".

The legal background defining the sphere of action for school leaders is highly complex and marked by a plurality of national and local provisions that ultimately make every day activities unclear. In addition there is an annually increasing (political) innovation pressure in the field of school that often leads to a frenzy of new school regulations. Within these time and again chaotic -national- conditions, which occasionally seem to be almost insurmountable, even for the school authority, leadership really becomes an

19 <http://www.anp.it/usr/index.bfr>

20 <http://www.cruai.it/>

21 <http://www.fondazionecruai.it/mundis/>
http://www.unicam.it/laureati/formazione/master/master_2008_2009/Mundis/bando.pdf

22 <http://www.fondazionecruai.it/mundis/HomePage.aspx?ref=1616>

23 Contents of the course offering for school executives in the school year 2008/09: Working with Outlook and Palm, Power Point for school executives, Coaching, English for heads, legal basis for executives, and time tables with Da Vinci.

enormous challenge and the prevailing mood uniting all school executives in South Tyrol is dominated by a high sense of insecurity. With this in mind, a support system for school leaders gains even more importance.

In this context the school authority has a central role, since by its own definition it wants to act as a "service point". However, the dialogue between school authority and school executives tends to be difficult, since on one hand the school authority has not fully implemented the change from an "instructing, superior instance" to a consulting service for autonomous schools and on the other hand, the attitude of the school executives is, as mentioned before, quite ambivalent. While some insistently call for specific instructions from "above" like they were used to, others feel that any remark from the school authority represents a limitation of their own "autonomy". Help and support in this difficult situation is provided by institutions which facilitate communication and dialogue.

In this context, the following two should be mentioned:

- "Principal meetings": These sessions usually last three days and take place twice a year. They are organised jointly by the school authority and a group of principals.
- "District principal meetings": They take place on a monthly basis or on demand. All the principals of the district meet.

These two meetings provide room for exchange and mutual support and are of great importance for school leaders, who otherwise are mostly left "alone" in their schools. Another important factor are various work groups, mostly built in part by principals and in part by representatives of the school authority, which are doing a lot of preparatory work.

Along with the possibilities for dialogue, that fulfil a crucial function within the system, there are a few more supporting entities for school leaders. Among these are:

- The SDV/ANP/LDL²⁴ (South Tyrolean) Principal's Association: This is the representative body as well as the trade union of the school

leaders. Membership is free and the majority (approx. 90%) of all German, Italian and Ladin speaking school leaders in South Tyrol (and Italy) are represented here. The association follows rules of professional conduct, offers support in legal matters and is a contractual partner as well as a sought-after point of contact in matters of school and educational politics.

- The Council of School Leaders: It unites all school leaders of the German schools in South Tyrol and provides orientation through the collectively developed mission statement.
- ASSA (Association of Autonomous Schools in South Tyrol): It unites (most of) the autonomous schools in South Tyrol and represents their interest in dialogue with politics and institutions.
- Finally, for some years there is an offering in further training and coaching for South Tyrolean school leaders, that can be used individually and in groups and represents a valuable help in difficult situations²⁵.

5. Challenges, areas of innovation and underlying evidence

The legitimisation and greatest challenge for the actions of school leaders in the future are represented by their own professionalization. Through a clear vision of an autonomous school aimed at combining a national/European educational concept with the local requirements, the tools necessary for the upcoming challenges and tasks must be found.

The guiding principles for the professional identity of school leaders are/will be:

- Professionalism (continuous education and further training as well as self-reflection)
- Action instead of reaction (Show initiative, take responsibility)
- Professional ethics (clear ideas about school and its duties)
- Reporting (Willingness and co-operation for a culture of evaluation)

²⁴ <http://www.anp.bz.it>

²⁵ Examples, records for further training offers can be found at: http://www.schule.suedtirol.it/pi/downloads/FBB_2009_2010_web.pdf

With this in mind school leaders will start a dialogue with stakeholders and those responsible in the political area, in order to realise their ideas about school in the future. Most colleagues agree that the following points are the cornerstones necessary for change:

- Consolidation of the school's autonomy: Only the objectives should be determined (only a few, clear standards of education) not the ways and means of how to reach them. These should be decided upon by the autonomous schools. The continuous zigzagging between "promises of autonomy" and political and institutional readjustment or steering measures must come to an end.
- "Lean system": The "jungle of regulations" (and the resulting conflicts, into which school leaders are getting more and more entangled), overly dense curricular specifications and the amount of compulsory hours must be reduced.
- A school committed to reporting. The "school system" in its many facets is already being examined internally and externally. Especially school executives in South Tyrol/Italy are being regularly evaluated and reviewed. What is distinctively missing is the reporting duty of that component of the school system, which (rightly so) claims to be the main player in the field of education: the teachers.
- This leads us to the next point: The "downward" levelling (result of the agreements of politics and trade unions in the 1970s) in

Italy (and partly in South Tyrol) has led to a "professional attitude" among teachers that is defined by a hard, determined defence of any (even the smallest) professional privileges. A clear consequence of this is a frequent open (or hidden) attitude, aimed at personal welfare rather than the needs and welfare of students. A self-pitying, discontent and demanding mindset that often leaves little room for teaching professionalism (and its recognition). The system is not aimed at excellence and this has to change. Schools need an intermediary level, a middle management that is recognised (also financially) for performance and professionalism.

- Adequate (school) leadership tools: School leaders must be given a certain space, within the framework of rules, in which they can act, and take the decisions for which legally and factually in everyday school life they already bear responsibility. The collegial bodies (co-determining bodies) have to be urgently reformed and a (regulated) autonomy with regard to staff matters has to be established, so that the so-called "autonomous" school can become a factual autonomous reality.

*Pädagogisches Institut für die deutsche Sprachgruppe (PI), Bozen
Dr. Helmuth von Dellemann, Dr. Helmuth Mathà*



Principality of Liechtenstein

The survey is based on a concept of leadership which is not limited to the school head, but concerns all levels of school, puts teaching at the centre of all efforts and generates changes in school (e.g. through establishing structures). The data refer to kindergarten and compulsory schooling (years 1 to 9, but excluding grammar school). For this approach a high measure of communication has to be successfully organised among the staff, not only on an everyday, but also middle-term and longer-term basis. A head teacher needs to be qualified in administrative and educational leadership, but nevertheless be a close colleague of staff members.

| | |
|--|-------------------------|
| Area | 160,475 km ² |
| Population | 36,160 |
| Population density..... | 224/km ² |
| GDP (PPP) per capita | € 97,300 |
| EU accession | / |
| Schools (2008/09) | 24 |
| Exp. (PPP) per student (non-tertiary) | € 7,200 |
| OECD average | € 5,700 |

1. Background

Liechtenstein is a small principality (on a constitutional basis with government and parliament) situated between Switzerland and Austria, related to both countries' cultural background. It is part of the Swiss economic system using Swiss francs.

Liechtenstein's school system currently undergoes a period of transition partly combined with uncertainty of the future. This transition focused on two developments:

1. Restructuring the system's secondary level (including grammar school) which is divided by three achievement sectors (streaming). This effort failed politically like in all German speaking countries.
2. Improvement of the countrywide administration and the organisation of the individual school, strengthening school leadership and responsibility on school level (obligatory schools). Leadership with a professionalised school organisation means for Liechtenstein a redefinition of its traditional school culture comparable with the efforts of the Swiss schools' (organisational) development.
3. There are always complaints on the professional level about political discontinuity. However, the new focus on school leadership is still on the political administrative agenda and supports the ongoing organisational development which is related to the quest for school quality (competencies and educational standards).

2. Context

National context

There is a general assumption about the responsibility of the individual school ("autonomy") to meet the current challenges. Therefore Liechtenstein started to *decentralise* competencies and is going to reinforce the role of school leaders. Since 2008 the school authorities have discussed and presented the increase of school leader's competencies. This process is also backed by Liechtenstein's government and parliament (legislation, finance). In the frame of the national budget the government – and no longer the parliament – allows the employment plan (teachers and head teachers) and decides upon the overall financial resources of schools. In future the staff generally is to be allocated in relation to student numbers. This permits schools and head teachers to deal with the teaching and learning organisation in a flexible way.

Conceptual and planning work for the new development (e. g. for a new Education Act and other regulations) is done respectively prepared by the "School Authority" (Schulamts) in two sections (administration and inspectorate).

At the same time this office is responsible for the head teacher's workplace and job description, preparing the employment of head teachers and visiting teaching and learning in classes (inspects teachers). This is perceived to be supportive by the schools.

An overall review of the schools is done by the inspectorate (part of the office) every seven years. In the near future the school office will evaluate the educational performance of the obligatory school, especially the achievement of standards.

| Schulbezeichnung | Anzahl Schulen | Anzahl Klassen | Anzahl Schüler | | | Schüler je Klasse |
|--|----------------|----------------|----------------|-------------|-------------|-------------------|
| | | | m | w | gesamt | |
| Kindergärten im Oberland | | 30 | 238 | 198 | 436 | 14.53 |
| Kindergärten im Unterland | | 19 | 135 | 156 | 291 | 15.32 |
| Total Kindergärten | | 49.0 | 373 | 354 | 727 | 14.84 |
| Primarschulen im Oberland (inkl. Einführungsklassen) | 7 | 72.0 | 637 | 599 | 1236 | 17.17 |
| Primarschulen im Unterland (inkl. Vorschule) | 7 | 49.0 | 374 | 368 | 742 | 15.14 |
| Total Primarschulen | 14 | 121.0 | 1011 | 967 | 1978 | 16.35 |
| Oberschule Triesen | 1 | 11.0 | 68 | 66 | 134 | 12.18 |
| Oberschule Vaduz | 1 | 9.0 | 55 | 53 | 108 | 12.00 |
| Oberschule Eschen | 1 | 12.0 | 80 | 66 | 146 | 12.17 |
| Total Oberschulen | 3 | 32.0 | 203 | 185 | 388 | 12.13 |
| Realschule Balzers | 1 | 6.0 | 58 | 47 | 105 | 17.50 |
| Realschule Triesen | 1 | 8.0 | 64 | 82 | 146 | 18.25 |
| Realschule Vaduz | 1 | 8.0 | 59 | 65 | 124 | 15.50 |
| Realschule Schaan | 1 | 8.0 | 83 | 50 | 133 | 16.63 |
| Realschule Eschen | 1 | 13.0 | 136 | 104 | 240 | 18.46 |
| Total Realschulen | 5 | 43.0 | 400 | 348 | 748 | 17.40 |
| Liecht. Gymnasium, 1.-4. Kl. | | 22.0 | 206 | 237 | 443 | 20.14 |
| Liecht. Gymnasium, 5.-7. Kl. | | 18.0 | 112 | 165 | 277 | 15.39 |
| Liechtensteinisches Gymnasium Total | 1 | 40.0 | 318 | 402 | 720 | 18.00 |
| Frw. 10. Schuljahr | 1 | 5.0 | 30 | 43 | 73 | 14.60 |
| Total Sekundarschulen | 10 | 120.0 | 951 | 978 | 1929 | 16.08 |
| Intensivkurs Deutsch als Zweitsprache | | 1.0 | 6 | 7 | 13 | 13.00 |
| Gesamttotal | 24 | 291.0 | 2341 | 2306 | 4647 | 15.97 |
| Berufsmittelschule | 1 | 6.0 | 89 | 48 | 137 | 22.83 |
| Total Sekundarstufe I (OS, RS, US LG) | 8 | 97.0 | 809 | 770 | 1579 | 16.28 |
| Total öffentliche Pflichtschulen (PS, SS1, IK DaZ) | | 219.0 | 1826 | 1744 | 3570 | 16.30 |

| Anzahl Lehrpersonen Schuljahr 2009/2010 | |
|--|------------|
| Schulstufe | Anzahl |
| Kindergarten | 77 |
| Primarschule | 253 |
| Oberschule | 85 |
| Realschule | 104 |
| 10. Schuljahr | 14 |
| Gymnasium | 88 |
| Berufsmittelschule | 14 |
| Time-out Schule | 3 |
| Sprachassistenten | 13 |
| Praktikanten | 4 |
| Total | 655 |

Number of teachers per school type in 2009/10

Schools

A school as such has no competencies. However, there is a policy to establish a leadership structure for each school where the head teacher is the highest in rank.

3. School Leadership Concepts and Practices

Conceptual framework

Summarising the leadership structure (leadership model, resp. governance model):

1. *Political leadership (national and local)* by parliament, government, school office and local schools council:
2. Legitimization, financing, general personnel matters (staffing, employment), inspection of teachers and head teachers, evaluation
3. *Administrative leadership* by head teacher and administration:
4. Personnel (staff planning etc.), organisation of school (timetable, composition of classes, etc.), participation in political decision making

5. *Educational leadership* by head teacher and teacher conference:
6. School development planning, teaching and learning matters

Liechtenstein's leadership concept on school level concentrates on the administrative function because educational leadership is divided and must fit into the political situation. The head teacher's position could be viewed as one of an administrative director (maybe in the sense of a school manager).

The main leadership competence of the head teacher refers to the assessment of the teachers in respect to teamwork, project involvement and cooperation. The head teacher asks for assessment interviews with staff members in order to propose further in-service-training. However, the evaluation of teaching and learning remains to the inspectorate (School Office), including the teacher's flexible salary contingent. Consequences for in-service-training are decided upon by inspectorate and head teacher together.

The leadership concept for a school refers mainly to head teachers but recommends the head teachers to organise other leadership roles, which depends on the size of the school unit. A larger unit with a primary school and a kindergarten e.g. consists of a head teacher and a deputy head, each for the primary and kindergarten level.

Focus on teaching and learning

Looking from the perspective of an individual school, the focus on teaching and learning is divided between the teachers and the inspectorate. The teachers perform and the inspectors evaluate. The head teacher's competence for the teaching and learning programme is also limited because it is settled at the school conference (mainly the teaching staff).

To influence teaching and learning the following measures exist:

- Programme and planning of the school year, composition of the classes
- Guidance of the teachers by visits of the inspectorate and the following in-service-trainings. Further education has a frequently mentioned significance.

- School conference to stimulate a development of teaching and learning (e.g. establishing a project group)

Obstacles to prevent learning-centred leadership

Establishing school leadership is a work in progress. New roles have to be developed on all levels of the system. The division of labour between head teachers and inspectorate concerning teaching and learning on the one hand and school organisation on the other, should be evaluated to know the effects of this structure. It could lower the importance of the head teacher's role as well as the effects of restructuring and reculturing if disconnected from teaching and learning.

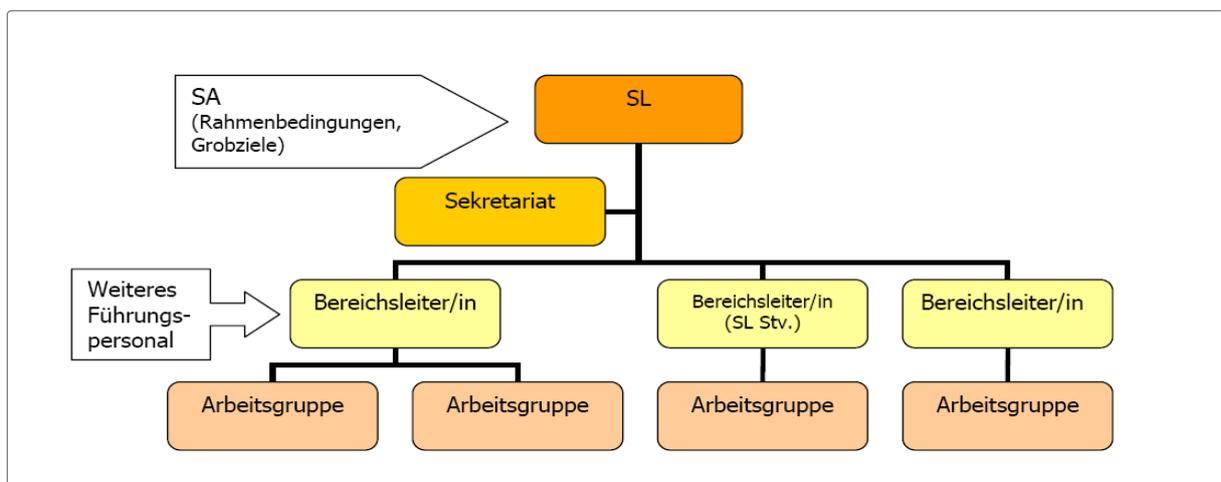
Restructuring and re-culturing school organisation

The process of strengthening school leadership, especially the role of head teachers, is not yet finished. It started with guidelines and principles of leadership and developed organisation models for the individual school. This occurred in relation to the redistribution of competencies concerning the different governance levels as described above.

- The guidelines refer to social, personal, organisational, educational and developmental abilities. These guidelines partly led to areas of competencies like education, administration/organisation, communication, quality development.
- The principles of guiding a school consider the new situation giving the school more responsibility for enhancing the quality of teaching and learning which, on the other side, requires accountability. The head teacher has to organise and support these processes and has the position to do so. The head teacher must show several characteristics of behaviour like motivating, convincing, encouraging the staff and taking action. Therefore leadership is considered a corporate task to set and reach the goals of the school.
- School organisation models of Liechtenstein take into account the size and the situation of the school. The models proposed refer to schools' internal organisation and combined school units.

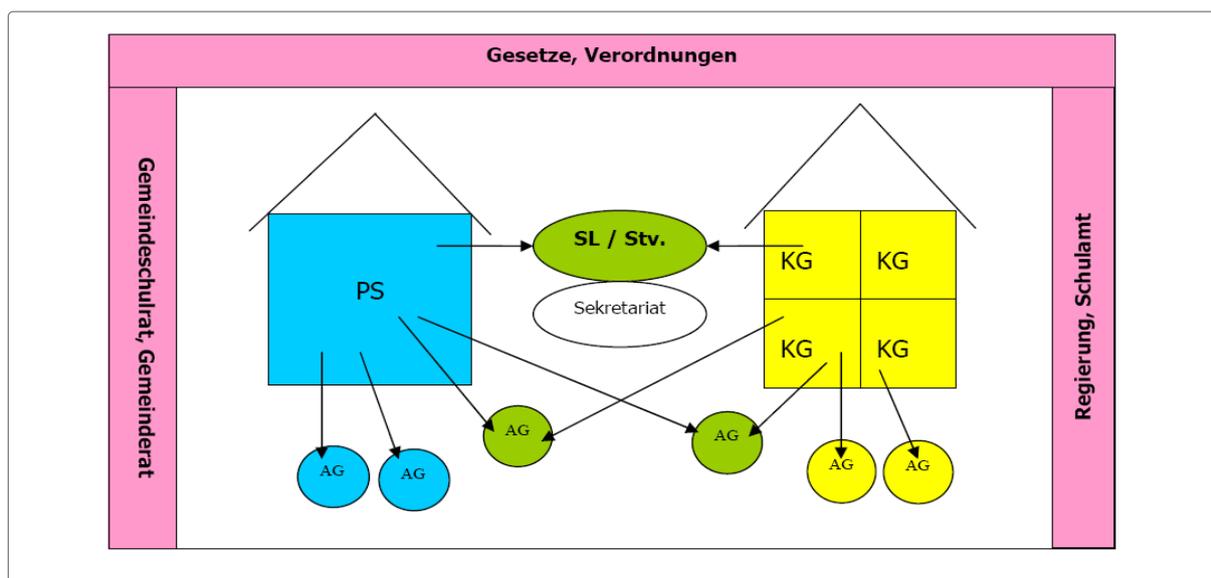
(1) *Internal Organisation*: class conference, teacher conference, working groups, special functions, secretariat, head teacher

Example for middle-sized and large schools



(Graph, p. 12, Concept Paper Liechtenstein)

The (2) *combined model* becomes more and more important because of the foundation or basic level when kindergarten and primary classes go together.



(Graph, p. 13 Concept Paper Liechtenstein)

Shared values can be developed and quality fostered by two input processes: To propose measures including working groups to tackle an *educational* topic and getting a commitment of the school conference. The performance of a decided upon programme can be assessed by the head teachers interview with teachers and by the visit of the inspectorate. A collaboration of head teachers and inspector is necessary. Additionally, in-service-training can be organised to support a programme or individual abilities. Also in respect to school development, working groups can be established, then the teacher's involvement is due to the assessment by the head teacher. In both input cases the head teacher is part of the evaluation.

Establishing and negotiating the direction of school development

Actually the school development is a process with many players on three levels, national, local and school. The best instrument of the head teacher to be informed and to define/to negotiate for the

direction of his/her school is the school head's conference. This conference is constantly in contact with the School Office.

At all school sites a parents' association was founded trying to influence school matters. These associations form a national organisation (www.dev.li).

System leadership

System leadership is organised by the government's School Office and concerns the head teachers' conference. The chair is taken by one member of the Office and the assembly takes place every three weeks during the school year. This conference allows a top down strategy by the authorities as well as a bottom up input into the national planning of school development.

Good practice / success stories

The combination of kindergarten and primary school (basic level), organised as a day care school, leads to a functional leadership structure, according to the above mentioned model 2.

4. Recruiting and educating school leaders

Recruiting and retention

In Liechtenstein teachers can become head teachers. The teacher team of a school proposes a candidate to apply for the head teacher position. The employment is formally done by the government but prepared and executed by the School Office.

Attractiveness

Traditionally the head teachers' function was a part time occupation, depending on the size of the school. For middle sized and larger schools the aim is full employment of the head teachers (100%). They get the salary of a teacher (basis), plus an extra pay for the leadership function.

(National) structures of education (pre- and in-service, induction)

Liechtenstein cooperates with Swiss Teacher Training Institutes for school head training on the job, if they offer education management courses. Out of 14 head teachers on primary school level, for example, only two have finished the training, the others are on their way.

Coaching and other forms of support

Support is available by a contract with the Teacher Training Institute of the Canton Zurich, Switzerland. In that respect coaching is used.

5. Challenges, areas of innovation and underlying evidence

From the observers point of view two aspects seem to be crucial:

1. The division of work between the inspectorate and the head teachers with respect to teaching and learning. To influence the core competence of the teachers the head teacher needs external support of inspectors, reducing the school leader to a manager (at least to a certain extent). There is not yet any evidence whether this model is successful.
2. Although the head teacher is responsible for quality development it does not contain teaching and learning and it is not clear whether self-evaluation has any significance. A move towards self-evaluation which includes teaching and learning would strengthen the head teacher's competencies for quality development.

*Dr. Lutz Oertel, Zürich
Philipp Dünser, Schaan*

Appendix

Literature

- Konzept „Schulleitung im Fürstentum Lichtenstein“, 14. November 2008 (SA/bog, 25.11.2008)



Lithuania

The restoration of statehood in 1991 brought about a fundamental change in society at large. Education was declared a priority by the new democratic government. A general concept of education was developed in 1992 as the foundation for necessary reforms.

Current tendencies in the development of the education system are reflected in those actions taken in response to the long-term challenge to develop a modern, knowledge-driven economy. The quality of leadership is seen as a prerequisite to master the changes in the education system.

| | |
|--|------------------------|
| Area | 65,300 km ² |
| Population | 3,300,000 |
| Population density..... | 51/km ² |
| GDP (PPP) per capita | € 8,300 |
| EU accession | 2004 |
| Schools (2008/09) | 2,342 |
| Exp. (PPP) per student (non-tertiary) | € 2,800 |
| OECD average | € 5,700 |

1. Background

Restoration of statehood in Lithuania on 11 March 1990 and the historic shift in national development demanded a change in the mental climate of society.

On 25 June 1991, the Seimas of the Lithuanian Republic passed the Law on Education, which established the structure of the Lithuanian educational system and the basis for the activities and governance/management of the educational institutions, including management of schools.

Education was declared a priority supported by the state, the field in which the Lithuanian Republic manifests its activity. In this context, the General Concept of Education in Lithuania was developed in 1992. It laid the foundation for the overall framework of the educational system in Lithuania, for required reforms and future development.

In 2002, the Seimas of the Republic of Lithuania adopted a resolution on the approval of the Long-term Development Strategy of the State and proposed establishing the system of strategic analysis and monitoring with the involvement of state and scientific institutions in it. Projecting the development of Lithuania as a future member of the European Union, the strategy places a special emphasis on education.

In 2003, the Seimas of the Republic of Lithuania adopted a resolution approving the key Provisions of the National Education Strategy 2003–2012. The provisions of that strategy compliment the Long-term Development Strategy of the State and describe the goals of developing the Lithuanian educational system

and the means of achieving them. The National Education Strategy started a new stage in the educational reform of Lithuania.

The same year, the Seimas passed a new version of the Law on Education that specifies the goals of education in the Republic of Lithuania, the basic principles of its educational system, the general foundations of the structure, activities and governing of the educational system of the Republic of Lithuania and the obligations of the state in the sphere of education.

The last version of the Law on Education adopted by the Seimas (Parliament of the Republic of Lithuania) on 4 July 2007 provides for the goals of education, which reflect the principal characteristics to be developed in a person aiming at becoming a true leader in the education community and the functions of the principal of the school.

With the aim to implement the education and science reform, the Action Programme of 9th December 2008 by the Seimas of the Republic of Lithuania defines the strategic policies in the field of education and raises objectives of the education system.

2. Context

The national context

Responsibilities with regard to the administration and organisation of the education system are assumed by the central government, regional or local education authorities and the administrative bodies of the establishments involved, depending on their institutional category.

The Ministry of Education and Science of the Republic of Lithuania (**MoES**) formulates and executes the national policy in the areas of education, science and studies, drafts strategic education plans, annual programmes, submits proposals and resolutions to the Government, organises **matura** examinations, approves the general content of teaching, training and studies under the framework of formal education programmes as well as teaching, training and study plans, national standards for attained education levels (except for higher education), standards for vocational training, guidelines for study areas in higher education, accreditation criteria applicable to curricula and the order of accreditation, etc. MoES is the founder of state-funded vocational schools and schools of general education that accept children from all over the country, and it is responsible for appointing principles for the post in the mentioned schools.

The school founder ensures the execution of the national education policy, as well as the execution within the school of relevant laws and other legislation providing for school activities, etc. The County Governor's Administration implements the national education policy in the county, approves strategic education plans for the county, supervises the activity of subordinate education providers, forms the network of special schools and, together with municipal institutions, ensures the teaching of learners with special needs in accordance with programmes of compulsory and general education, etc.

The structure of the county includes the County Educational Authorities at the Departments of Social Affairs and Education. The Governor of the County carries out the state policy on education in the county, approves the county strategic plan for education development and annual education programmes, analyses the general state of education in the county, supervises the activities of providers of education under the jurisdiction of the county; upon agreement with the Ministry of Education and Science, the Governor appoints heads of Educational Authorities, shapes the network of special educational establishments, sets up institutions providing assistance to pupils, teachers and schools, etc. The functions of the County Governor are defined by the Law on Education.

The Action Programme contains the commitment to implement the reform of counties and to lay foundations for the future administrative institution of Lithuanian regions to be launched as of 2011–2013. Once the regions are established and the functions of counties transferred to the municipalities, counties will be abolished. As a result the functions of local governments will be expanded by introducing the reform of counties.

The local (regional or municipal) context

Municipality level

Municipalities execute the national education policy in the municipality, approve strategic education plans for the municipality as well as the general plan for restructuring of the school network, form the network of pre-schools, pre-primary schools, primary, basic and secondary schools, ensure the environment necessary to provide compulsory education to children, initiate the formation of the network of vocational training and adult education providers in line with the needs of the population, independently form the network of non-formal education providers, etc. Municipalities usually play the role of the founder of schools of general education (primary, basic, secondary, youth schools and gymnasiums) and are responsible for appointing principles for the post in the mentioned schools; however, non-governmental, confessional organisations as well as private individuals may also be the founders of such schools.

The municipality is comprised of the Town Council and Committees, including the Committee of Culture, Education, Sports and Youth. The municipality has various departments, including the Department of Culture and Education. The Local Educational Authority is an administrative structural unit of the local government, established and dissolved by the municipality council.

The Local Educational Authority deals with all issues related to the activities and work of general education schools, including youth and adult, music, fine arts and sports schools and also other educational institutions for extra-curricular activities, children and youth clubs within the jurisdiction of the municipality. It also deals with all issues related to their establishment,

reorganization and closing down. The Local Educational Authority also supervises non-state educational institutions.

The scope of authority of municipal institutions in the field of education is defined by the Law on Education and the Law on Local Self-Governance. At school level, the Law on Education stipulates the scope of authorities delegated to the founder of the school.

The founder of the school

- ensures that schools implement the state policy in education and also Government resolutions, orders of the Minister of Education and Science and other legal acts regulating school activities,
- takes decisions regarding submission of educational programmes,
- establishes the beginning and duration of the school year in institutions of non-formal education and non-public schools,
- sets up, reorganizes, closes and restructures schools,
- approves the school statute and its amendments,
- ensures the functioning of the school and its democratic management,
- approves the strategic plan for education development and annual educational programmes of schools (except for higher schools),
- approves the description of functions performed by school principals (except for higher schools) and the list of the school's pedagogical staff,
- appoints and dismisses the principal of the school,
- performs evaluation of principals in state and municipality maintained schools subject to the procedure established by the Ministry of Education and Science,
- organizes provision of information, psychological, socio-pedagogical, specialized pedagogical assistance and health care to pupils and also provision of information, in-service training, consultancy and other assistance to schools and the teaching staff,
- organizes in-service training for principals and teaching staff of schools (except for higher schools) and the process of their evaluation,
- supervises the school activities,
- arranges provision of meals and accommodation services for pupils and also transportation services for children with special needs, etc.

The Seimas, the Government, municipality councils or persons that have signed an agreement on setting up a school may delegate part of the school founder's functions to be performed by some other institution.

3. School Management concepts and practices

Conceptual framework

In the light of the challenges faced by society today, as well as taking into account that the knowledge society, the security of the people and a competitive economy are defined as priorities in the Long-Term Development Strategy of the State, the mission of education is set, while the Strategic Provisions outline the vision of implementing the above mission.

By joining their efforts, the State and society shall seek to achieve the following key aims of developing education in 2003–2012:

1. to develop an efficient and consistent education system which is based on the responsible management, targeted funding and rational use of resources;
2. to develop an accessible system of continuing education that guarantees life-long learning and social justice in education;
3. to ensure a quality of education which is in line with the needs of an individual living in an open civil society under market economy conditions, and the universal needs of society of the modern world.

Article 5 of the Law on Education of the Republic of Lithuania No I-1489 adopted on 25 June 1991 (as last amended on 4 July 2007 – No X-1266) institutes the above Aim 1 as a principle of the education system thus spotlighting the importance of successful management.

The National Education Strategy 2003–2012 includes measures for implementation of the key aims set in the document:

“To ensure efficiency and sustainability of the education development, the following shall be done:

- introduction of a responsible management system based on periodic status analysis of all levels of an education, education improvement-oriented management culture, information and participation of the society at large. For this purpose:
- functions, powers, obligations, responsibility and accountability of the state, municipalities and schools shall be redistributed and clearly defined, and the procedure of co-operation between the schools shall be described;
- management shall be decentralised and de-concentrated according to the principle of subsidiarity; [...]
- the independence of schools – learning communities – shall be reinforced, and transparency of their activity shall be ensured. Schools shall conclude contracts with pupils and/or their parents and undertake responsibility for the quality of education of each and every pupil; [...]
- strategic planning shall be introduced on all levels of education. The education information system shall be developed, capable of timely provision of information that is necessary for education managers of different levels and social partners. [...] A contemporary self-evaluation and assessment culture shall be introduced at all levels of education;
- the influence of society on education shall be strengthened: political and administrative decisions in the area of education shall be made through consultations and co-ordination with the social partners of education and other stakeholders. Efficient mechanisms of accountability to society shall be introduced in the field of education and its management institutions.”

The Law on Education of the Republic of Lithuania adopted on 25 June 1991 (as last amended on 4 July 2007) provides for powers and the appointment procedure of the school principal/headmaster.

The School Principal is in charge of general education school: primary, basic, secondary, gymnasium or youth school. School principals are appointed by the founders of state and

municipality schools for the period of five years according to the qualification requirements for the candidates approved by the MoES and following an open competition procedure.

The School Principal is responsible for the implementation of educational objectives in the school, concentrates the efforts of the school community on the implementation of the educational policy objectives and school curricula, organises basic and secondary school leaving examinations, represents the school in different institutions, is responsible for the results of school activities, develops an annual estimate of the school's costs and income, prepares an annual account of school activities (Annual Report) and performs functions provided in the Regulations of the Lithuanian School of General Education.

The Deputy Principal for Education organises implementation of the teaching plan, general curricula, prepares timetables of regular lessons and extra-curricular education, supervises the observation of documents regulating the school activities, observes the educational process and evaluates its performance, etc.

The Deputy Principal for Administration and Economy takes care of the school material resources, organises the work of support and site staff, etc.

The Action Programme of the Fifteenth Government of the Republic of Lithuania sets the objectives of the education system in the field of fostering independent schools.

With the aim to free the school heads and teachers from bureaucratic work, on the initiative and by orders signed by the current Minister of Science and Education, a special work group has been already formed, which has developed proposals on how to reduce paperwork at schools. <http://www.smm.lt/pmm/index.htm>

The focus on teaching and learning of managers

It is apparent to all those involved in education at national, municipal and school level that the quality of management is critical to bringing about the changes required to implement the reform agenda.

In this context, the Centre for Educational Leadership at the University of Manchester was approached jointly by the British Council, Lithuania and the MoES to conduct a scoping exercise into education leadership development in Lithuania. The National leadership and school improvement scoping exercise executed in 2006 and delivered in the form of a report for the British Council, Vilnius, Lithuania, looked at the role of leadership development in delivering the Lithuanian reform agenda within the National Education Strategy 2003–2012.

During the exercise, it was revealed that the quality of leadership is a prerequisite for inducing the changes required to put through the reform agenda. The key issues that emerged from the analysis were incorporated into a development of the standard SWOT analysis adapted for this process: school leadership development in Lithuania. The report drew on that analysis, took these issues further and suggested some of the factors that should be incorporated in a national leadership development programme and the structural changes.

In summary, the challenges are around the leadership and management of change and how to work with government, school staff and the community to achieve the changes needed. The agenda for change is set out in the “The National Education Strategy 2003–2012” with clear aims, objectives and success criteria. A command of the policy would enable school leaders to better understand their role and their role in systems leadership.

The Education Improvement Project (2002–2006) was an initiative that sought to implement key aspects of the reform agenda. Two of its four components are directly relevant to leadership development:

- improvements of teaching and learning at basic schools; and
- the creation of the system of education quality management.

Creating a system of education quality management has led to the development of the Education Management Information System (EMIS) and the School Improvement External Audit (SIEA) process. A number of issues were raised by the National Agency for School

Improvement relevant to the development of school leadership. However, it is apparent that there is no common understanding of what leadership looks like across the system.

It is clear that schools and municipalities need a national school leadership framework that advises on recruitment and selection, structures, pay and conditions and leadership development focused on the task of delivering the national strategy.

There are a number of processes and practices that should be built on or developed as part of the process of introducing a National School Leadership Development Programme across Lithuania, the purpose of which is to provide leaders with the skills and capabilities, knowledge and understanding to implement the national strategy in their school to improve the quality of education.

<http://www.lyderiulaikas.smm.lt/l/en/index.php/p/repairation.html>

Restructuring and re-culturing school organisations

The Law on Education of the Republic of Lithuania lays down provisions regarding the self-governance of a school. The self-governance of a school is founded upon education goals, the education programs implemented in the school and the traditions existing in that school.

- **Self-governance bodies** of the school collectively discuss issues of school activity and funding and, within the scope of their competency as defined in the by-laws (statute) of the school, adopt decisions and influence decisions of the Principal; also they perform public supervision of the school's management. The variety and competency of self-governance bodies and the principles of their establishment are defined in the by-laws (statute) of the school.
- **The School Council** is the school's highest self-governance body, representing the students, the teachers, the parents (guardians, curators) and the local community. The School council accounts for its activity to the members of the school community who have elected the School council.
- **The Teachers' Council** is a standing school self-governance body dealing with teachers'

professional and overall education issues (except in schools of higher education and non-formal education). It consists of the school administration, all the teachers working at that school, healthcare personnel, psychologists, social pedagogues, special pedagogues, librarians and other persons directly involved in the education process.

- **Other school self-governance bodies** (learners'/pupils', parents'/guardians'/curators') may also take on a function at school.

School self-governing institutions collegially discuss various issues concerning school activities and financing and, within the scope of their competence defined by the school regulations (statute), take decisions influencing the decision making process by the school head and also perform public supervision of the school management. Various types of school self-governing institutions, their competences and principles of formation are provided in the school regulations (statute).

Any member of the school community may participate in the management of education by joining any association, organisation or union composed of various groups (pupils, students, teachers, parents, schools or leaders at different education management levels) sharing similar interests to perform different tasks and functions in the field of educational, cultural or scientific development, as defined by their members and stipulated in the regulations (statute) of such associations, organisations or unions.

Teachers' associations, societies and unions take part in forming the contents of the subjects taught and address matters relating to teachers' in-service training pursuant to the Law on Non-governmental Organisations and the Law on Associations.

Establishing and negotiating the direction of the school development

Schools can co-operate with legal and physical persons (educational, health, cultural, sports, juridical, protection of children's rights, research and study institutions, etc.) which influence their activities. Schools can co-operate with higher educational institutions (conclude co-operation agreements) and representatives of employers.

Various councils, associations and unions that participate in the solution of education-related problems include the Lithuanian Primary Education Association (LPUPA), a public organisation uniting teachers in primary education from both urban and rural areas of Lithuania, whose goal is to develop the ideas of the reform in primary education and disseminate non-traditional methods and forms of work; the Lithuanian Language and Literature Teachers' Union of the Republic of Lithuania, a public, professionally orientated non-political organisation addressing the problems of the Lithuanian language as a subject taught; the Lithuanian Association of Social Pedagogues, the Lithuanian Pupils' Association, the Lithuanian Pupils' Union, etc.

To promote the involvement of the county (municipality) communities into the process of developing the county (municipality) policy on education and foster its implementation, county (municipality) councils for education, vocational education, special education and other types of education are set up. Such county (municipality) councils are composed of representatives of pupils, teachers, parents, social partners, providers of education and/or their associations. The statute of the county education council is approved by the county governor and that of the municipality education council by the municipality council. The county (municipality) council analyses how the general education policy is pursued, approves the strategic education plans, annual programmes for the development of education activities and concentrates the efforts of the community on implementing them.

Society can participate in the management of education by forming organisations, societies of common interests and various associations such as associations of pupils, students, teachers, parents, foster parents, schools, heads of schools, etc. Educational institutions can cooperate with other institutions in the country and abroad, with various associations, NGOs, international organisations, they can participate in national and international projects.

The European School Heads Association (ESHA) was founded in November 1988. In 1992 the school heads of Lithuania decided to follow the

example of their European colleagues and established the Lithuanian School Heads Association (LSHA). The LSHA registered its articles of association and became a public voluntary organisation aiming at the improvement of managerial skills and competencies of the heads and deputy heads of schools of all types that are members of the Association. In 1994, the LSHA became member of the European School Heads Association (ESHA). <http://www.lmva.eu>

System leadership and cooperation in networks

One of the examples of cooperation in networks, including also principals of schools, is the national project “Networks of Learning Schools” (2009–2013) that will contribute to the implementation of a number of programme and regulatory documents.

The following Project goals are set: to provide conditions for the schools that have joined the networks of learning schools (NLS) to enhance the ability of their communities to solve the problems that occur in relation to the changes in the education process; to improve the quality of teaching and learning; to help solve the problems faced when organising the process of education, planning the content of education, dealing with the lack of motivation to learn, meeting the needs of students, etc. The key goal of the project “Networks of Learning Schools” is to provide conditions for the cooperating schools to enhance the ability of their communities to solve the problems that occur in relation to the changes in the education process and to improve the quality of teaching and learning; to help solve the problems faced when organising the process of education, planning the content of education, dealing with the lack of motivation to learn, meeting the needs of students, and others. Target groups include the following: teachers, administrative staff of the life-long learning system (school heads and their deputies, county and municipal education specialists, specialists from teacher training centres, staff of expert institutions), education support specialists, lecturers from the establishments of higher education. The project will be implemented in the following two stages: 2009–2012 and 2012–2013.

The main idea behind the Clubs of Quality Seeking Schools (Lith. acronym *KSM*) is the acknowledgement and implementation of self-assessment as a form of improvement of school activities. There are 11 such clubs in Lithuania. In 2009, the clubs formed an association called the Quality Seeking Schools Club. The aim of the association is to bring schools of general education, individual members, other legal entities as well as private individuals related to the operations of educational institutions together for the sake of quality assurance and improvement of formal education. In 2009, the portal *emokykla* was supplemented with a section on the Clubs of Quality Seeking Schools. <http://portalas.emokykla.lt/ksm/default.aspx>

Examples of good practice / success stories

Project “Time for Leaders”

Educators in Lithuania are in the process of development of the national leadership promotion project “Time for Leaders” (hereinafter – the Project), which is aimed at encouraging the independence of schools is a constituent part of the School Improvement Program plus (hereinafter – the Program) and implements the goals of the Program. The Program was approved by a decree of the Minister of Education and Science and is scheduled for the period 2008–2013.

The Project is divided into two stages: stage one – 2009–2011 and stage two – 2011–2013. The Project is financed with European Union Structural Funds and national co-funding allocated for the 2007–2013 Human Resource Development Action Program, Priority 2 “Lifelong learning” Objective 1: “To improve and strengthen the institutional system for lifelong learning” which involves decentralization of management, expansion of the autonomy and independence of educational institutions, enhancement of internal management and personnel motivation systems, strengthen managerial capacities, etc.

The main idea of the project is not just to train people, but to establish a safe risk environment for leaders to assume responsibility, use external help and become a support for others leaders. The main components of such incentive surroundings

could be possibilities of studying leadership as well as leadership consultancy, virtual environment for leaders, publications, promotional career system, new models of school organizational structure, supportive supervision, etc.

The following key concepts are used for the purpose of the Project: leadership and leading mean an independent obligation to ensure the improvement of an organization. Leadership in education is a systematic community process, rather than an individual undertaking, which includes the following nine principles of activity:

1. working in large groups and involving the entire system,
2. involving all types of schools and different levels of the education system,
3. networking,
4. improving an individual and the system,
5. developing the attitude of permanent change,
6. training of system developers,
7. analysing and linking,
8. maintaining relationship between leadership, learning, and improvement, and
9. using energy for dissemination of leadership competence.

Leader means a community (a person bringing the community together) that is committed to and acts with the view of permanent improvement in order to exceed the standards set or achieved in an organisation. The positive leadership culture inside every single school and education system is seen as one of the main factors of lifelong learning success. Website: www.lyderiulaikas.smm.lt > English

School Structure Improvement Programme 2006–2009

One of the goals for the development of state education for the period 2003–2012 is to ensure the quality of education. In addition to other factors, the quality of education can also be ensured by an efficient school structure.

In order to create a basis for efficient school activities, the School Structure Improvement Programme 2006–2009 was started. 258 schools from 29 municipal areas sought to participate in the Programme.

Professional consultants were engaged to implement the Programme measures. They helped schools participating in the Programme to improve the internal structure of the school. New legislation as well as amendments and supplements to existing laws were drafted that would create premises for schools and school founders to enable them to implement new school structure management models. To ensure more efficient work of teachers and principals at schools, additional administrative positions were established. Internal school documentation and filing software was developed (or old software adapted) and tested. School representatives participating in the Programme had an opportunity to improve their managerial skills and PC literacy. Teams from schools that participated in the Programme are ready to liaise with representatives of those schools that did not participate in the Programme.

Experience of the Education Division of Utena District Municipal Government Administration

The Education Division of Utena District Municipal Government Administration implements the following programme: a workgroup of district employees in the field of education puts together a list of various topics that are relevant and important to the management of schools. Subsequently, schools select a topic from the list that they will explore and present to their colleagues. Time for preparation is set. The topic must be substantiated theoretically. When preparing the presentations, schools search for best practice examples of their own, from Lithuania and from colleagues in other countries. Therefore, within two years schools will be able to speak on a topic relevant to all schools. Presentations are placed on the website of the municipal government. Such shared training is also organised separately for principals and deputy principals of education. This approach has multiple benefits – no training costs are involved, people are given autonomy, they are able to demonstrate their skills, and many good ideas are collected for schools to implement. This year the programme has been extended to the Education centre of Utena District which will prepare a universal programme for professional development of school principals.

Experience of the Education Division of Kaunas Municipal Administration

It organizes seminars for school principals on the following basis: – national or local priorities (for instance, “Implementation of the strategy for the development, implementation, assessment, and renewal of the general education curriculum”, “Preparation for work according to renewed curricula”, etc). Meetings are attended by representatives of the Ministry of Education and Science, the State Education Supervision Agency of Kaunas County Governor’s Administration, etc; – summarized results of school revisions (specialists of the Division conduct revisions. They encourage others to share their experience on what is considered to be good); – relevant areas of education.

Seminars and courses, according to national or local priorities, information on teachers’ and principals’ needs, etc. are organized by Kaunas Teacher Training Centre.

Experience of the Education Division of Rokiškis District Municipal Administration

Rokiškis Division of the Lithuanian School Heads Association is involved in solving various school-related issues: the association represents school heads in work groups that prepare proposals for school financing, staffing of schools, optimisation of the school network, etc; it discusses and makes proposals for the improvement of legal acts; it keeps in contact with managers of other municipal institutions and exchanges delegations with them. Urgent issues are dealt with at the working meetings of school principals.

Experience of the Education Division of Klaipėda Municipal Administration

The methodological group of management of schools was established long ago to discuss various managerial issues, organize mutual relevant seminars, where lecturers are invited from universities or other institutions, or principals of schools become lecturers themselves to share good experience in solving various problems.

Experience of the Education Division of Panevėžys District Municipal Administration

Special seminars for school principals are organised in Panevėžys District. Some of the seminars are of a general informative nature and

3-4 of them are organised as theme seminars in schools.

Experience of the Education Division of Kelmė District Municipal Administration

For the last three years meetings of school principals and their deputies from Kelmė District are held regularly. Recently a seminar titled “Implementation of General Curricula in Schools. The First Steps” was held in one of the schools of Kelmė District. Topics for the said seminars are chosen by considering the acute problems, suggestions given by the specialists working at the Municipal Education Division, and the priorities voiced by school heads. Theory and practice, presentations by the specialists of the Municipal Education Division and school heads, and various ways to present the good practice became the inseparable components of the seminars.

In 2006, at the request of the Teacher Competence Centre of the Ministry of Education and Science “A Study on the Expression of Leadership of a School Principal” was carried out. Participants of the study were 53 primary schools, secondary schools, and gymnasiums and 10 counties of Lithuania. Respondents of the study were 935 teachers, 818 pupils of Grades 11–12, 503 parents of the pupils, 93 deputy principals of schools, and 53 school principals (total: 2.402 respondents). They provided answers to the questions of the questionnaire on the identification of leadership characteristics of principals. On the basis of the study results, specific characteristics of the expression of leadership of principals of general education schools in Lithuania were defined.
<http://www.lyderiulaikas.smm.lt/lt/index.php/ne-projekto.html>

4. Recruiting and educating school leaders

Pursuant to the written consent given by the Ministry of Education, the Ministry of Education, county governors and municipal governments may establish, reorganise or close down any primary, basic or secondary schools of general education and appoint or remove their principals from office.

Appointment of school principals is regulated by Decree No. 1192 of 3 August 2001 of the Minister of Education that approves procedures for appointing principals of state and municipal education institutions (except for higher schools). This decree was supplemented in 2002 and 2003. http://www.smm.lt/teisine_baze/docs/isakymai/01-08-03-1192.htm

The qualification training of school principals is regulated by Decree No. ISAK-556 of 29 March 2007 of the Minister of Education of the Republic of Lithuania that approves provisions for the qualification training of principals, deputy principals of education, heads of education organisation divisions, teachers, and pupil assistants of state and municipal schools. These provisions regulate the aims, objectives, means, types of qualification training of principals, deputy principals of education, heads of education organisation divisions, teachers, and pupil assistants of state and municipal schools as well as the organisation and financing of qualification training. <http://www.smm.lt/prtm/mkt/index.htm>

Evaluation of school principals is regulated by Decree No. ISAK-1521 of 21 July 2005 of the Minister of Education of the Republic of Lithuania that approves provisions for the certification of principals, deputy principals of education, and heads of education organisation divisions of state and municipal schools. These provisions were amended by Decree ISAK-95(1) of 16 January 2009. They regulate the aims and principles, content and assessment criteria for certification of school principals, activities of certification commissions and management experts, and the procedure for awarding the categories of management qualification and investigation of appeals. http://www.smm.lt/teisine_baze/docs/isakymai/05-07-21-ISAK-1521.htm

The accreditation procedure for the qualification training programmes of school principals is regulated by Decree No. ISAK-2275 of 23 November 2007 of the Minister of Education that approves a Description of the Accreditation Procedure for the Qualification Training Programmes of School Principals; requirements for the programmes; requirements for education

consultants (experts assessing the programmes) and their training; procedure for filing and investigating appeals; and funding of the accreditation programme. [http://www.smm.lt/teisine_baze/docs/isakymai/2007-11-23-ISAK-2275\(1\).doc](http://www.smm.lt/teisine_baze/docs/isakymai/2007-11-23-ISAK-2275(1).doc)

In 2008, at the request of Panevėžys Regional Teacher Training Centre, the Lithuanian Association of Social Teachers carried out research on the "Application of Contemporary Managerial Functions in Organising School Activities". The aim of the research was to reveal the peculiarities of applying managerial functions in organising school activities. The subject of the research was application of managerial functions in school governance.

Recruitment and retention of leaders

The requirements for competences and professional skills of school principals are regulated by Decree No. ISAK-55 of 15 January 2007 of the Minister of Education, which approves the description of the competences of school principals. The aim of the description is to establish uniform criteria for the professional training of school principals.

The following competences for school principals should be highlighted: awareness of education policy, strategy development, preparation and implementation of strategic plans, management of the education process, human resource management, and management of school assets and budget.

General competences, such as learning how to learn, communication competence, information management, and management of change are also regulated. <http://www.mkc.lt/mkc-2/index.php?option=content&task=view&id=75&Itemid=116>.

The Action Programme of the Fifteenth Government of the Republic of Lithuania raises the following objectives of the education system in the field of professional management: The head of school will be selected for a time-limited period by means of a competition taking account of the results of management test and psychological eligibility test. In case the results of school activity are negative, there will be a

possibility to depose the head of school prior to the fixed period. The school board will have the right to initiate such a procedure.

The Government of the Republic of Lithuania aims at strengthening the quality of schools' management (government of schools): the model for quality management system at school will be established, a new system for appointment of heads and evaluation that assesses necessary abilities more precisely will be prepared, heads of education institutions will be motivated to improve their skills in the fields of management and strategic planning, advanced methodologies of informal, informal alternative education. The quality of teacher's work will be evaluated according to the evaluation of schoolchildren's competence and motivation advancement, ratings by schoolchildren and colleagues as well as other criteria established by the school community. By means of a simplified system the current attestation of teachers and heads will be withdrawn.

Attractiveness of school leadership

Salaries of school principals are regulated by Resolution No. 511 of 8 July 1993 of the Government of the Republic of Lithuania which establishes that the work of employees of budgetary institutions and organisations is paid for by applying tariffs that serve as the basic monthly salary approved by the Government of the Republic of Lithuania.

http://www3.lrs.lt/pls/inter3/dokpaieska.showdoc_l?p_id=11249

The report on the national leadership and school improvement contains the conclusions that there is no formal leadership structure below directors and their deputies although there are a number of leadership roles but in a variety of forms. Often these are heads of methodological circles (pedagogical leaders) but there is no formal career path or financial incentive to encourage teachers to take on a middle leader role. This leaves a gap at middle leader level making sustainable whole school change very difficult. Also, since there are no formal intermediary leadership and management roles between the teacher and the head teacher, there are no opportunities to progressively develop leadership and management skills. There are no genuine consultants in Lithuania capable of developing

the kind of leadership and management system and development programme that will enable school leaders to deliver the required changes. Therefore, the country needs to tap into international expertise. At another level, schools also need external consultancy to support them in implementing the change process. And finally, improvements in the quality of leadership will need to allow for management time and reward leaders for improving the quality of education and not for the amount of time they spend in the classroom.

National structures of pre-service, induction and in-service education of school leaders

Until 2009 the Teacher Professional Development Centre (TPDC) was a budgetary adult education institution, which was directly subordinated to MoES and which provided a specific service package: to ensure re-qualification of teachers, diverse professional development of teachers, educators, specialists, heads of the educational institutions and an effective functioning of certification mechanism. School principals were offered a list of various topics relevant for their activities at school, and they could choose any programme which was paid from the "pupil's basket".

Starting with 2009 TPDC as well as two other institutions affiliated with the Ministry were reorganized into the Education Development Centre. The Centre will not deal with in-service of school principals.

However, in-service training is also organised and delivered by various qualification training institutions (universities, education centres, institutes of continuing education, etc.), and teacher trainers who are entitled to deliver training programmes. Some universities offer a course in leadership, while the Institute of Educology of Kaunas University of Technology offers education management studies with an opportunity to attain a respective Master's degree.

Several national programmes have prepared or are developing in-service training programmes for school principal training on relevant topics, e.g. the Programme for School Improvement, 2002-2005, Programme for School Structure

Improvement, 2006–2009, Programme for School Improvement, 2007–2013, which include the project “Time for Leaders”:
www.lyderiulaikas.smm.lt

The Division of Teacher Pre-Service and In-service Training at the MoES intends to:

- modernise teacher training and teaching and learning practices;
- introduce integrated and coherent processes for evaluating the efficiency and effectiveness of teacher development programmes;
- develop an integrated quality assurance system for assessing and developing the quality of teaching and teachers;
- develop an agreed set of standards for teacher training;
- create a clear and visible career path for teachers to improve morale and reduce the exodus of good people from the system; and
- use international expertise as part of the development process.

A paper on the modernisation of teacher training is about to be submitted to the Cabinet. It includes proposals for leadership and management development.

There are 57 regional education centres which provide a range of professional development activities for teachers. Many have been refurbished through structural funding. Vilnius is the largest and conducts training the trainers for other teacher centres. The dominant model is one of transmission through a cascading process. None of the courses offered by regional education centres are currently accredited at degree level although there are moves to change this. Nor are there distance learning or online elements in the current programmes. However, teachers can come out of school five days a year to train at an external centre and trainers go into schools to deliver whole school training.

<http://www.lyderiulaikas.smm.lt/l/en/index.php/p-reparation.html>

It is expected that the project “Time for Leaders” www.lyderiulaikas.smm. It will create carrier possibilities for anybody who will join school and will have ambitions to become a leader in the future.

Coaching and other forms of support

The report on the national leadership and school improvement comes to a conclusion that no support structure is available for directing, instructing and training of school heads.

Nevertheless, the development of leadership teams increases the probability that new ways of working will be implemented effectively and will have maximum impact, provided that they are successfully incorporated in any development programme.

Consideration should also be given to the development of local consultants, school improvement officers who can support leaders and their teams implement change.

As a starting point the process of educating key staff about leadership development processes and practices, concepts of professional and organisation development, the qualities of effective facilitation of learning etc. would inform the production of a well founded functional specification and illuminate the recruitment and selection of a cadre of skilled trainers and consultants.

<http://www.lyderiulaikas.smm.lt/l/en/index.php/p-reparation.html>

In 2007, Doc. Dr. Regina Kontautienė from the Department of Social Pedagogy, Faculty of Pedagogy of Klaipėda University, and her Assistant Julija Melnikova, who is doing her research work at Šiauliai University, conducted a study “Approaches to School Heads Professional Training: Connecting Theory to Practice”. The results of the study were presented in the form of an article (published in 2008) summarising their findings and providing conclusions on relevant issues. The article is available at: <http://su.lt/filemanager/download/6356/Kontautiene.pdf>

5. Challenges, areas of innovation and underlying evidence

Current tendencies in Lithuania’s education system development are reflected in actions taken in response to the ultimate challenge:

to develop a modern, knowledge-driven economy by means of implementation of three major objectives set in the current educational strategy:

1. to establish an effective and sound educational system based on responsible management, accurate financing and expedient use of resources
2. to develop a continuous socially well-balanced system of education providing life-long learning available to every member of society
3. to ensure the quality of education catering for the needs of a civic-minded individual living in conditions of an open society and market economy.

Challenges faced in the area of education are addressed by a number of projects developed and implemented in recent years and those underway or forthcoming: MTP (Programme for School Improvement, 2002-2005), MSTP (Programme for School Structure Improvement, 2006-2009), MTP plus (Programme for School Improvement plus, 2007-2013) with its components, "Time for Leaders" included, aim at implementation of the goals set within the framework of the Operational Programme "Human Resources Development

2007–2013" and the Operational Programme for Promotion of Cohesion 2007–2013.

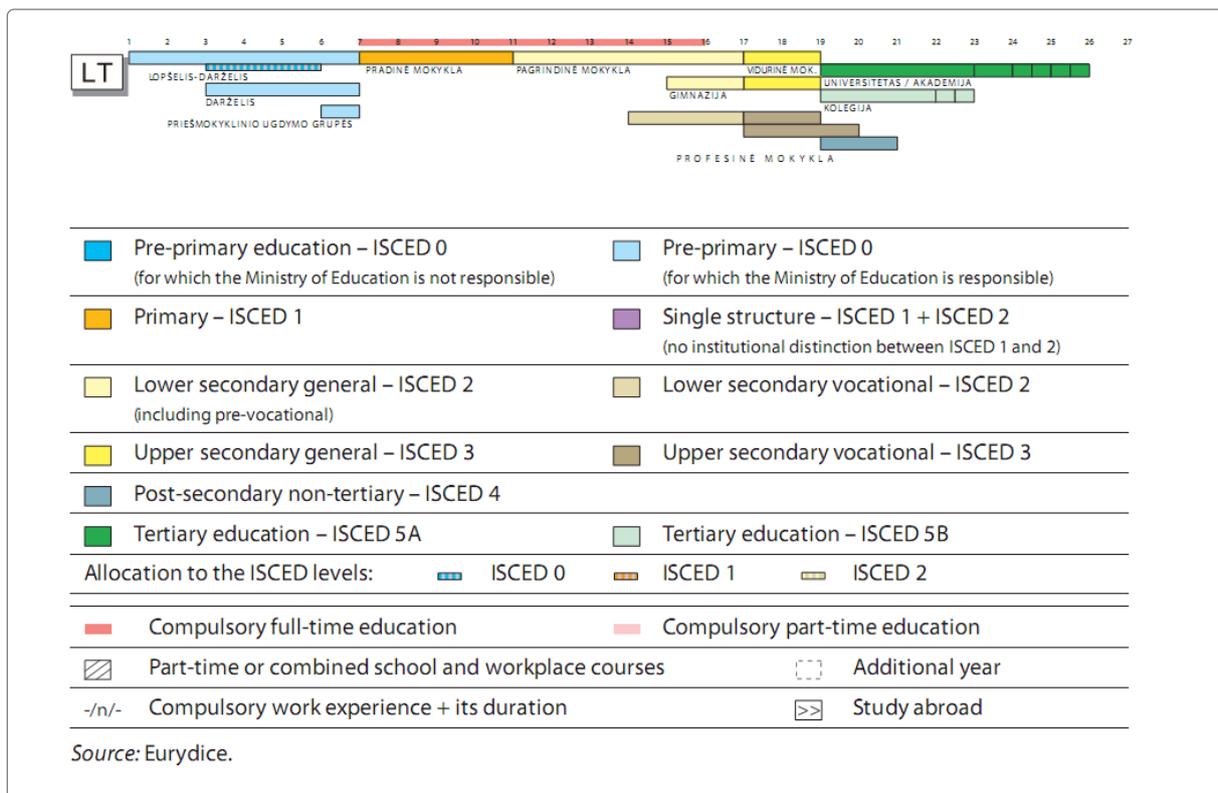
The programme component "Time for Leaders" has been developed to plan the employment of the EU Structural Funds and co-financing allocations for implementation of activities relating to management decentralization, autonomy enhancement of education establishments, improvement of internal management and personnel motivation systems as well as enhancement of managerial capacities etc. covered by Task 1 "To Improve and Consolidate the Institutional System of Life-long Learning" under Priority 2 of the Operational Programme "Human Resources Development 2007–2013". The aim is to build the support infrastructure for independent leaders, which would develop managerial competences of specialists, render consultancy services during the period of independent management and would open new possibilities for career building.

*Education Supply Centre, Vilnius
Rasa Šnipienė*

Appendix

The Lithuanian Education System

Organisation of the Education System in Lithuania 2008/09. Eurydice. National Education System Descriptions, p. 36



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Luxembourg

There are about 31 secondary, technical and vocational schools in Luxembourg. The heads and their deputies are nominated by the government. The Luxembourg school system is centralised, but leaves a certain liberty of action to school heads.

Close relationships among school heads facilitate regular exchanges of opinion and information and contribute to improving teachers' professionalism and pupils' learning opportunities.

| | |
|---|-----------------------|
| Area | 2,586 km ² |
| Population | 500,000 |
| Population density..... | 196/km ² |
| GDP (PPP) per capita | € 82,100 |
| EU accession | 1957 |
| Schools (2008/09) | 440 |
| Exp. (PPP) per student(non-tertiary) | € 14,000 |
| OECD average | € 5,700 |

1. Background – everyday reality versus political framework?

Most secondary schools in Luxembourg are public schools, financed by the government. Schools benefit from a reasonable financial aid for ordinary, teaching-related equipment and building-upkeep. Larger repair works are paid for by the government.

There are about 31 secondary, technical and vocational schools in Luxembourg. The heads and one or two assistant heads per school are nominated by the government.

2. Context

The national context (i.e. the actual focus in educational policies and in governance of schools)

The Ministry of Education determines the framework of the educational policy, lays down the structure of the school syllabus which is elaborated on a national basis by subject-bound teacher conferences, leaving room for choices of school books etc.

The Luxemburg school system is centralised leaving a certain liberty of action to school heads with the approval of the Ministry

The local (regional or municipal) context

School heads depend directly on the Minister of Education.

3. School Leadership concepts and practices

Conceptual framework

The headmaster is the hierarchical head of all the people working in his school. He is responsible for organizing the work of teachers and administrative and technical staff; for the pedagogical development and for the follow-up of school syllabi. He puts together the school budget. He is nominated by the Grand Duke and represents the school. The assistant headmaster assists the head in all the domains given to him and replaces the head in case of absence. He is also nominated by the Grand Duke. Teachers are nominated by the Minister of Education and attached to one school.

The focus on teaching and learning

A special focus lies on structures that change behaviour, e.g. forms of learning like teamwork, projects, integrated learning; rituals for meetings/conferences, in-service training, cooperation with parents, external institutions.

At the moment the head has few instruments of learning-centered leadership:

- school syllabi are worked out by national teacher conferences, they only fall into the competence of the school for optional subjects.
- heads can organize “think-days” for the teachers to better organize their contribution on a pedagogical, creative, and administrative level.

- heads can encourage teachers to take part in national and European learning programmes organized by (SCRIPT: Ministry of Education) and by ANEFORÉ: Comenius, Arion, language-assistantship etc.
- heads can encourage and arrange special times during the week for teachers of one or different subjects to meet regularly to organize, develop and plan, for in-service training, conferences, competence development etc.

Restructuring and re-culturing school organisations

School-heads can rely on a middle leadership group of up to eight people as well as on steering groups for different pedagogical and organizational aspects of the management of the school.

Establishing and negotiating the direction of school development

- By law the school head is encouraged to keep up a serious relationship with the parents', the teachers' and the pupils' committees which exist in every secondary, technical and vocational school.
- School authorities (staff of the Ministry of Education, sometimes the Minister herself) are met regularly at the board of the national heads and assistant heads (about once a month)
- Four times a year the head invites all the teachers to a general meeting (compulsory) or more often if necessary to submit information from the Ministry of Education and inform them about external expectations.
- If the head is not politically interested, there is rather little common ground with the local community.
- He may open the sports facilities of his school to local sports associations.

System leadership and cooperation in networks

Close relationships with other public schools' heads in and near our town facilitate regular exchanges between heads and contribute to improve teachers' and pupils' learning possibilities.

Examples of good practice

Good practice exists in:

- shared leadership between secondary schools of the town
- life-long learning in collaboration with ESHA – Luxembourg
- permanent consultation via Board of heads and ADEPPL as well as with political decision-makers.

4. Recruiting and educating school leaders

Recruitment and retention of leaders

- Normally the applicant is a teacher much involved in activities in many fields, pedagogical and organizational, of the school.
- the Association of heads and assistant heads of Luxembourg (ADEPPL), also member of ESHA, has convinced the Minister of Education to finance learning in management and further qualification either abroad or in Luxembourg.
- ADEPPL has submitted an official paper concerning the qualification of heads and assistant-heads to the Minister of Education.
- When the post of head or assistant head is vacant, the Minister of Education advertises this vacancy in all the public schools in Luxembourg so that all the teachers can apply for the post in question:
 - typical C.V. of head of school
 - teacher (any subject)
 - assistant head
 - head

Attractiveness of school leadership

Generally speaking, salaries are adequate and the social status is satisfactory. However, salaries of heads are only between eight and ten percent higher than those of teachers. Assistant heads' salaries range between those of heads and those of teachers.

National structures of pre-service, induction and in-service education of school leaders

The Minister of Education is responsible for teacher-training. An in-service training education of school leaders hinges on both educational and administrative objectives and is being introduced.

Coaching and other forms of support

ADEPPL on a national level, ESHA together with COMENIUS STUDY VISITS (formerly ARION) on a European level offer valuable help and are all effectively used.

5. Challenges, areas of innovation and underlying evidence

The paper ADEPPL submitted to the Minister of Education lists the demands of the school on the heads and their assistants such as:

- job description and volume of work
- job requirements
- complexity of the job
- degree of responsibility
- social and human competences
- administrative competences
- organizational competences
- communicative competences
- integrational competences

*Lycée Classique et Technique
de Diekirch (LCD), Diekirch
Robert Bohnert*

Appendix

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Latvia

The education system in Latvia is administered at three levels: national, municipal and institutional. Head teachers are responsible for staff development in their schools. The majority of them see themselves primarily as teachers, secondly as managers and only some see themselves as leaders.

The greatest challenge in the education system is a dramatic decrease of students in schools and in financial resources. This entails a decrease in the number of staff, too. Knowledge of crisis management and change management could help in a situation like this.

| | |
|--|------------------------|
| Area | 64,590 km ² |
| Population | 2,200,000 |
| Population density..... | 35/km ² |
| GDP (PPP) per capita | € 8,000 |
| EU accession | 2004 |
| Schools (2008/09) | 508 |
| Exp. (PPP) per student(non-tertiary) | € 2,900 |
| OECD average | € 5,700 |

1. Background – everyday reality versus political framework

Most management theories identify four particular functions which need managing in any organisation: marketing, financial, personnel and ‘production’ management. Everybody can imagine that the first three are directly connected with the school but what about ‘production management’? Bennet et al (1992) argue that ‘production’ management is used as the omnibus term to describe whatever the organisation does as its primary activity. Schools and colleges ‘produce’ education. So it turns out that all four management functions refer to schools, too. In business structures or companies these functions are managed by managers who are specially trained for it.

The situation in Latvian schools differs from the one in the business world. People working in schools are firstly trained as teachers. Education Act (1998) states that a person is allowed to work as an educator if she/he has a pedagogical qualification or she/he studies in any of the higher pedagogical institutions. There is no difference whether a person works as a teacher, a deputy head or a head teacher – the rules are similar for everybody. Hughes (1985) has described two main sub-roles of headship – leading professional and chief executive. To lead the school on a high level means that head teachers should develop both the educator sub-role and the manager sub-

role effectively. The reality shows that in Latvia the role of the head teacher is rarely well-defined, certainly not in official documents. Usually head teachers do not consider that in their work both of their roles – leading professional and chief executive – should be in balance. The case study done in 2005 showed that the majority of head teachers are interested in developing the educator sub-role rather than the manager sub-role.

In order to provide a better picture of working conditions of head teachers, a brief description of the system of general education in Latvia is provided.

The preparation of five- and six-year-old children for the acquisition of basic education, the acquisition of basic education or continuation of the acquisition of basic education until the age of 18, is compulsory. Unfortunately due to financial problems it is being discussed that preparation of five- year- old children could be stopped for several years.

Fees for the acquisition of pre-school, basic and secondary education at an institution established by the state or local governments are covered by the state budget or local government budgets in accordance with the procedures prescribed by the Cabinet. A private education institution may determine the fees for the acquisition of education.

Pre-school education programmes are acquired by children up to the age of seven, but preparation of five- and six-year-old children for the acquisition of basic education is compulsory.

The acquisition of **basic education** is compulsory; it starts in the calendar year when a child turns seven. The compulsory basic education programme content is determined by the state basic education standard. Upon the acquisition of the general basic education programme, young people receive a certificate attesting general basic education, and a list of school results.

Anyone, without any age limits, has the right to acquire **secondary education** programmes, if he/she has a certificate attesting basic education. There are four-direction general secondary education programmes: comprehensive; humanities and social sciences; mathematics, natural sciences and technology; and profession-oriented ones. The compulsory general secondary education programme content is determined by the state general secondary education standard. Upon the acquisition of the general secondary education programme, young people receive a certificate attesting general secondary education, and a list of school results.

A school year is usually 35 weeks long – from 1 September to 31 May (except for pupils of grades 9 and 12). Criteria and procedures for the evaluation of the acquired education are set in the state education standards. Each general education institution can implement one or more licensed education programmes, including education programmes for ethnic minorities. Education can be acquired in several forms, usually by attending full-time schools (day and evening shift), but there are also extramural education programmes. An individual can also choose to become an external student.

In the school year 2007/2008 Latvia's comprehensive day schools were attended by 250,941 Latvian, Russian, Ukrainian, Romany, Jewish, Estonian, Lithuanian, Polish, German and other nationalities children and youth.

Special types of general education are: special education, social correction and pedagogical correction.

2. Context

The national context

The education system is administered at three levels - national, municipal and institutional. The Parliament (*Saeima*), the Cabinet of Ministers and the Ministry of Education and Science are the main decision-making bodies at a national level. The Ministry of Education and Science is the education policy-making institution that also issues the licenses for opening comprehensive education institutions and sets educational standards along with the teacher training content and procedures.

Gradual implementation of basic education curriculum reform was started on September 1, 2005 and is ongoing. It covers changes in curriculum, the introduction of new subjects and the increase of learning load. A number of new subject standards were developed in order to ensure a logical link between the subjects and acquiring basic skills instead of overloading pupils with the factual material. Gradually, all pupils of basic education were involved within three years thus completing implementation of this reform in the school year 2007/08.

On 2nd September, 2008 the Cabinet of Ministers approved the 'Regulations on National Standards for General Secondary Education and Secondary Education Subject Standards'. The regulations foresee both a gradual transition to a modernized curriculum, and changes in criteria for assessment of pupil study achievements at general secondary education level, beginning with school year 2008/09 and providing a succession of basic education content changes at general secondary education level. New subject standards for Physics, Chemistry, Biology, Natural Science, Mathematics, Sports and Foreign languages have been in force since 2008/09; the standards of the remaining subjects will enter into force in 2009/10.

The regional/local context

The year 2009 in Latvia was characterised by major changes and reforms in all spheres. After 11 years of effort the Local Government Reform (LGR) has been finished. Management of education services has been affected very much. Regarding

the general organization and administration of the education system the aim of the reform is to create counties, which ensure competitive education and are able to attract qualified teachers and develop a better resource base.

Until July 1, 2009 there were 525 municipalities in total but education services were provided by 36 amalgamated municipalities. After the LGR was implemented on July 1, 2009 the total number of local municipalities has decreased to 112. This means that smaller municipalities have joined together and now the education services should be provided by each municipality now called a county because the regional level does not exist any more.

Therefore the number of education service institutions will increase and the organization of work and cooperation with the Ministry of Education and Science should be changed as well as the system of transfer of financial resources. Moreover, the reform and possible models are still subjects of discussion. Currently the Ministry of Education and Science, its subordinate institutions and representatives of education boards are developing a model of the network of several education boards. It is planned that the new model of education boards shall come into force in the school year 2009/2010.

Despite the LGR the functions of local governments regarding education stay the same: they provide children with the possibility to acquire basic education at the school which is the closest to the place of the residence, provides youth with the opportunity to acquire secondary education, as well as providing possibilities to realize informal education, supports extracurricular work and camps for children, establishes, reorganises and closes schools in co-ordination with Ministry of Education and Science (MoES), employs and dismisses the heads of institutions under its supervision, distributes and allocates the financial means from the state and municipal budget and controls the rationality of expenditure.

3. School leadership concepts and practices

The institutional context

Further education of school heads

At school level the head teacher is responsible for the organisation of the teaching and learning process, learning outcomes, appointing teachers and technical staff, compiling the detailed budget in co-operation with local municipality.

Head teachers in large schools (with students round 800) have more than one deputy head. Deputy heads usually share their responsibilities: deputy head responsible for teaching and learning process, deputy head responsible for ICT, deputy head responsible for out-of-class activities. The head teacher together with the deputy heads forms the leadership team. It is up to the head teacher if other staff is included in the leadership team. The best practice shows that subject group leaders could be included there, too. Subject groups are compulsory in Latvian schools. In smaller schools usually two groups are formed – the humanities and the sciences. In larger schools there is a subject group for each subject e.g. Mathematics, Foreign languages, etc.

Duties and responsibilities of school head teachers

The majority of head teachers in Latvia see themselves firstly as teachers, secondly as managers but only some can identify themselves as leaders. Besides the administrative work head teachers can teach no more than 12 lessons per week. Most head teachers do it, motivating their choice not to lose their pedagogical experience and earn additional money. If head teachers teach 12 lessons per week, it means that one third of their working load is devoted to teaching.

Head teachers overall are responsible for staff development in their schools. It is stated by Cabinet regulation that each teacher has to join in-service training courses and has to cover 36 hours in the three years' period. Usually teachers choose shorter programmes up to 12 hours and this means that joining in-service courses should be planned very carefully not to disturb the teaching process at school. In-service training of teachers is financed by the state and partly by the

local municipality, sometimes teachers pay themselves if they wish. In-service courses are organised unitarily. This means that schools do not receive money for teachers' in-service training directly. In this case the head teacher's responsibility is to accept the plan of in-service training needs and send it to the local municipality. The local municipality collects all applications from all schools and is responsible for forming groups.

Despite many responsibilities head teachers cannot be absolutely free in their decision making procedures because they are restricted financially. Schools are financed by state, local municipality and private organisations or individuals. The total budget depends on the number of students at school. Teachers' salaries are fixed by the government, but salaries of technical staff by the local municipality and head teachers cannot use this money for other purposes.

Head teachers are responsible for the pedagogical quality, too, but more on the administrative level. Head teachers are not obliged to visit teachers' lessons but they can do it if they wish. Usually deputy heads visit other teachers' lessons. All schools go through the accreditation process. The schools are assessed by external experts. The schools are accredited from four to six years. It is very important for schools to get six years of accreditation. Good accreditation results mean that a school works well.

Cooperation with the staff

A school like very many other organizations could be described in two ways: it has a formally instituted pattern of authority and different kinds of rules and procedures which are intended to aid the achievement of goals. However, besides the formal aspect there are networks of informal relationships and unofficial norms which arise from the interaction of individuals and groups working together. An average city or town school is usually a large educational establishment where about one hundred people are employed. There are teachers but also a head teacher, several deputy heads, support staff, technical personnel. All of them have a different background of understanding how things should be done. The head teacher's task is to manage the whole staff despite diversity occurring there. One way to cope with it is introducing teamwork as a part of school management. If the organization tends to work effectively, forming groups of individuals, building effective teams, it can lead to the main purpose of the organization – balance between working towards the goals and individual satisfaction.

The situation concerning the cooperation within the school differs from school to school and in most cases it depends on the personality of the head teacher. A good example of effective teamwork in the secondary school in Latvia shows the following (Neimane, 2005):

| Team type | Team staff | What do they do? |
|--------------------------|---|---|
| Leadership team | Head teacher, 4 Deputy Heads | <ul style="list-style-type: none"> • Setting goals and tasks • Analysing results • Implementing changes (global) in set tasks |
| Operational teams | <ul style="list-style-type: none"> • Subject teachers' team • Year teachers' team • Class teachers' team | <ul style="list-style-type: none"> • Solving specific tasks • Gathering specific information • Guiding the work of support teams |
| Support teams | <ul style="list-style-type: none"> • Project teams • Parents' teams | <ul style="list-style-type: none"> • Concentrating on one particular task |

The head teacher described the successful model as follows:

“Teamwork has given impulse to seek for new ideas – firstly individually, secondly as a team. The school microclimate has been changed because teachers started to evaluate their own work as well as one done by their colleagues. The school is anymore not a place where only individuals work. The teachers work co-operatively and it is the greatest success.”

But not all head teachers introduce teamwork in their schools. There are many cases where schools are governed top-down, using autocratic leading style.

Management analyses

Deputy Head

As was stressed in the previous chapters, a head teacher can have one or more deputy heads according to the number of students in the school. A deputy head is the so-called right hand of a head teacher and the right choice can serve as a basis for effective teamwork in the school leading process. A deputy head is usually chosen by the head teacher in a simple way – with the help of an interview. But there are more complex situations when a newly appointed head teacher has to start to work together with a deputy head who has worked at school for years. In this case high skills of co-operation are needed from both sides to lead the school successfully.

There are no strict regulations for deputy heads’ in-service training. But usually new deputy heads, as well as experienced ones, actively participate in seminars and workshops provided by local education services of municipalities, as well by the Ministry of Education and Science. Education officers give additional support to newly-appointed deputy heads but there is no special support system at the state level.

Quality management – school as a learning organisation

The one constant factor in contemporary society is the exponential increase in the rate of change, so, tomorrow will be different to what we expect today and before we are used to this, it will change anyway! To respond successfully to rapidly changing environments, schools need to

learn at least as quickly as the prevailing rate of change, otherwise they are forever playing catch-up. Schools learn via the individual teachers within an institution and their interactions with colleagues both internal and external to the organisation. To make the concept work – a school as a learning organisation – every school has its own plan of development for three years and more. It is worked out by the leadership team with the help of all the staff and the students’ council. Different activities are organised within the school and/or outside the setting to promote individual as well as collective learning. The most popular activities are:

- Visiting lessons led by colleagues working in the same school and/or visiting lessons led by colleagues working in other schools
- Master classes (a new type of activity in Latvia, introduced only in 2008 and it means that a teacher gives a lesson for other teachers who participate in the lesson as students. Master classes are usually prepared by experienced teachers who have worked out a new teaching method or give a lesson on how to teach some new content of the subject)
- Round tables and discussions
- Field trips
- Experience exchanges
- Conferences
- Projects

Financial management

The school head teacher (together with economists) is responsible for budget planning. The head teacher is responsible for reasonable use of money. In Latvia head teachers are not free to use money which comes from the state or local municipality as they want because it is for a special aim (salaries, books etc.). Head teachers can allocate money from private persons or companies but there is a strict system of reporting twice a year to contributors how money is spent.

Networks

Co-operation with other schools, universities and other institutions depends on the school’s value system – either it is open or closed. Open schools usually have open-minded and active head teachers who are ready not only to gain experience from others but, firstly, share his/her school experience, new ideas with colleagues from other institutions. It is not a secret that open schools are more successful.

4. Recruiting school leaders

Recruitment and retention of leaders

Any person with an appropriate education and professional qualification may work as head of an education institution. In the case of basic and general secondary education institutions, one must have higher pedagogical education, or higher and pedagogical education. It is also possible to have higher education and be still acquiring pedagogical education (Education Act, 1998). The open recruitment procedure is used in Latvia. Recruitment, also firing, of school heads is the responsibility of the municipality. As there are no other requirements to become a head teacher stated in the Education Act, municipalities can work out their own regulations with additional requirements, e.g., at least three years' experience in an administrative position, good knowledge of English etc.

Head teachers have to apply for attestation in which their professional qualification and suitability for the post is assessed. The newly-appointed head teachers should send their application asking for attestation not earlier than after one year of work but not later than three years of work in the position. Besides the application head teachers should send a certificate that they have completed the further education program "Management of General Education" consisting of 72 hours. This is the only one program head teachers are obliged to cover. Head teachers are attested only once in their working life. There is no limit how long a person can be in the head teacher's position because the local municipality according to the Labour Law must sign permanent contracts with head teachers.

Attractiveness of School Leadership

Salaries for head teachers as well as for teachers are paid on a monthly basis and the number of salaries payable per year is 12. Salaries are fixed for the whole country but they depend on the number of students in the school. As salaries of pedagogues and head teachers are rather low compared with other sectors, sometimes local municipalities try to support them financially and allocate certain sums of money as an additional payment for a good quality of work. Compared with teachers, a head teacher's position is more

attractive because it is better paid and it is chosen by educators who would like changes, a career and new challenges. Advertisements for the head teacher's position are put in local newspapers, homepages. It means that people who are interested in applying for the head teacher's position can do so. Usually there are more than three applications.

5. Challenges, areas of innovation and underlying evidence

The greatest challenge in the whole education system now is twofold:

- Local government reform. The question to be answered – how the Local government reform affects educational management and leadership?
- A dramatic decrease of students in schools compared with 2000 and a dramatic decrease of finances in education in 2009. This causes a decrease of teachers, too.

In this difficult situation head teachers will have to solve many problems, the major one being how to lead the school with restricted finances. The knowledge of crisis management and change management could help. But as it was said previously, there are no special in-service training programs for head teachers except one - "Management of General Education". So there is a challenge for the Ministry of Education and Science to work out a support system of professional development for head teachers.

"School Leadership Project"(2006 – 2008) organised by the British Council, Centre for Curriculum Development and Examination and Department of Education, Youth and Sports of Riga City Council is an example of good practice how head teachers, deputy heads and subject group leaders can be trained together to develop leadership skills in all management and leadership levels in schools. During the project "Guidelines for the development of leaders and leadership in education in Latvia" were worked out. The Guidelines are for the use by people new to any leadership role in schools, and those that may work with them as mentors or critical friends. It will also be of interest to teacher educators and those who are being trained to be teachers. The

Guidelines are rooted in theory and practice. They draw upon some 'big ideas' in leadership practice and development, but more important, the guidelines arise from comparisons between 23 individual action research projects undertaken by a group of heads, deputy heads and subject group leaders in schools across Latvia.

Here are two examples of the guidelines provided:

- It is essential that leaders develop a good understanding of the difference between the concepts 'management' and 'leadership'. At its simplest, *management* refers to the decisions and actions surrounding the use of resources to achieve a task. *Leadership* refers to the

setting of goals, directions and priorities and the creation and maintenance of a culture and ethos to enable the realisation of these things.

- Good leaders should also see themselves as 'unfinished', and as continuing to learn. They should expect difficulties and disappointments and some failures, but see these *primarily* as opportunities to learn and as signals for how to do things differently.

*Centre for Curriculum Development
and Examination, Riga
Inta Baranovska*

Appendix

Legislation

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Malta

One of the main aims of Maltese education is to empower students to be able to move on through the education system successfully.

The college system is a major innovation that has happened over the last year. It has drawn schools together and given a new impetus to the empowerment of all staff. More investment is being made in human resources to support schools and give all the necessary help to every student.

Networking takes place at a number of different levels, among school leaders and staff members. The aim is to share ideas, good practice and learn from each other.

| | |
|---|-----------------------|
| Area | 315.6 km ² |
| Population | 400,000 |
| Population density..... | 1,326/km ² |
| GDP (PPP) per capita | € 15,000 |
| EU accession | 2004 |
| Schools (2008/09) | 92 |
| Exp. (PPP) per student(non-tertiary) | € 2,600 |
| OECD average | € 5,700 |

1. Background

In line with a holistic view of education much discussion has been going on throughout the years in order to set up an educational system which raises standards, respects diversity, provides the country with the required manpower and expertise as well as it empowers students to be able to move on from one field of study to another. This could only be achieved through spontaneity and freshness which needed to be the hallmark of all quality education. In line with this philosophy The National Minimum Curriculum (1999) provided an educational vision for all schools in Malta and Gozo and tried to set the scene for effective teaching and learning.

Discussions and ideas continued to flow and last year the bold and important decision to network state primary and secondary schools into Colleges came to fruition on 1st February 2008. Ten Colleges were set up each hosting a network of schools comprising a selection of Primary and Secondary schools coming from a geographically chosen area. Each College is headed by a College Principal – of whom I am one – with the sole aim of raising the standards necessary and together with the said schools, introduce innovative notions of school leadership.

The system is intended to move away from the isolation of schools and a competitive frame of mind to more sharing of ideas, good practice and a joint effort to look at education as pertaining to all. In line with this train of thought on 18th November 2008, the Hon. Minister of Education, Culture, Youth and Sport launched an ambitious

plan to move away from the 11+ exam and reform the transition from primary to secondary schooling in Malta. An extensive and intensive consultative period was taken on to inform and get feedback in a bid to win all – parents, teachers, institutions and the general public through ownership of the proposed reform. The proposal found good ground because the Church in Malta also embraced the move and pledged to abolish the Common Entrance Examination – a Church run examination for entrance into Church Secondary schools. The full extent of the reform will take place in 2011.

This is a reform looked at as a socially friendly reform which takes into consideration the need for quality education for all, respects diversity and inclusion. It proposes mixed ability classes as opposed to streaming. The purpose of examinations will now be to report on the achievement of each learner and not to stream or select pupils. There will be the introduction of oral-aural assessment in English and Maltese and all assessments will be recorded as levels of achievements.

With immediate effect and coupled with this reform we have witnessed the launching of the National Policy and Strategy for the Attainment of Core Competences in the Primary Education which ensures that by the end of the primary cycle of compulsory educational experience in Malta, all learners would have mastered the required Core Competences in fulfilment of their potential. What is more at the moment a national strategy is being formulated to encompass all the necessary measures for quality education together with the necessary manpower needed to see it through. It is the aim of the government and

educational leaders to have an educational system which brings absenteeism from school to a minimum so that, as much as possible, dropouts will be few and far between.

The drive to upgrade schools both physically and academically has long been going on but with the setting up of Colleges this has been accentuated and we are seeing tangible results. Added to this, is the careful choice of personnel for leadership positions since this plays a major role in the proper management of the schools.

2. Context

The international context

Under the leadership of the Permanent Secretary Dr. Christopher Bezzina who works closely with the Ministry of Education, Culture, Youth and Sport, there exist two Directorates - Directorate for Educational Services under the Director General Ms. Micheline Sciberras and Directorate for Quality and Standards under the Director General Dr. Grace Grima. The two directorates are served by five Directors and ten College Principals. The latter head a network of primary and secondary schools.

Education is compulsory between the ages of five and sixteen and in both State and Church schools it is free. The latter, apart from the subsidies which they receive from the government, usually ask for a donation from the parents to be able to run the schools. Independent and Private schools are at a fee.

Preschool Education starts between the ages of 3 and 5 and it is co-educational. Each primary school in Malta has a kindergarten centre usually attached to the school and on a full time basis provides educational activities aimed at developing the child's language and communication skills as well as develop their social attitudes towards others in the classroom.

It is worth noting as well that in certain schools **Child Centres** for children under the age of three are being opened where mothers can leave their children in the hands of well trained personnel till the mother can pick them up again later in the morning. These are also play centres for children.

Primary Education starts between the ages of 5 to 10+ and it is also co-educational. Classes start from Year 1 up to Year 6 and cannot host more than 30 pupils. Each class is usually taught by one teacher and special needs students in class are supported by a Learning Support Assistant-LSA. It is to be noted that where there is a LSA in class the class number cannot exceed 26 pupils.

Secondary Education starts at ages usually between 11+ and 16. These classes are all single sex classes in State and Church schools. Students who sit for the 11+ exam go to Junior Lyceum schools- which are selective schools while the others go to Secondary schools. All this will be changed in two years time when there will only be secondary schools hosting all students when the 11+ examination will be abolished.

Post Secondary Education is usually between 16 and 18. Students either – after sitting for their 'O' levels join the Junior College, which falls under The University of Malta or else The Malta College of Arts, Science and Technology (MCAST). Tertiary Education is open to anyone obtaining the required grades after having attended Junior College or other Church or Private Sixth Form. The University of Malta offers a variety of courses leading to a recognised Masters or Doctorate. Church schools and Independent schools also form an integral part of education in Malta and are recognised as a valid educational contribution to the country.

The local context: school governance

The College Principal regularly meets the Council of Heads - all Heads of School within the College - once a month where an agenda is discussed and action taken upon. The College Principal is a very close link between the school and higher authorities. Besides, every month all College Principals meet with both Director Generals and all five Directors to discuss strategies and a way forward in all areas that effect in one way or another the smooth running of the schools both at the physical and the academic level.

What is more each school within every College has the support of various Assistant Directors, Service Managers and Educational Officers who work closely with the schools. Other support services include that of the Precincts Officer, College Support Officer, Psycho-social Services,

medical staff and customer care which also offers counselling where needed. Where extensive maintenance or building works are needed, there exists the Foundation For Tomorrow Schools which takes care of any major structural works at school.

The schools themselves have various support structures which are in place to help out in teaching and learning. Regular weekly meetings are in place among the Heads of School and the Assistant Heads in the School to monitor continuously what is happening at school level. The Senior Management Team is expected to be a point of reference to the teachers and act as mentor. This team also has the faculty of appraising professional and non-professional staff. In fact a system is in place for the Senior Management Team to visit classes and give all the help and advice necessary for academic achievement. All teachers have to fill in the Performance Management Programme and this is monitored during the year either by an Assistant Head of School or by the Head of School. Teachers are encouraged to work as a team and various meetings are held in this regard. It has become part of the teachers' job description to meet for one and a half hours each week in a team to discuss and plan strategic ways as to how teaching and learning can be more effective. Such sessions can also be used to develop one's knowledge as a teacher through the input of external personnel from the Directorates. Teaching aids are continually being introduced in schools and each teacher has also been provided with a laptop to be used as a tool in the classroom. Various courses are being organised from time to time to keep teachers abreast with new teaching strategies and assist them to always be creative and make the classroom a hub of learning through innovative ways which captivate the students' interests in an individual and collective way.

3. School Leadership concepts and practices

Conceptual framework

The *Education Act (Cap 327)* Act No. XIII of 2006 further set the scene for the devolution of authority through the system of networks. The Head of School is regarded as the Head of the

institution embracing legal rights. Heads of School have authority given by law to be vision implementers, of course with the full cooperation of the management team and staff. They are expected to engage in open discussions and take the necessary actions as deemed fit by all. Added to this, Heads of School have the faculty to handle school and public funds in accordance with standard procedures and financial regulations while at the same time have full autonomy as to how such funds may be spent. The school under the direction of the Head of School can also enter into contracts with outer agencies as well as hire the school premises to third parties wishing to make use of the school, especially during afternoon or evening time. Schools are adopting an open door policy in line with lifelong learning. The Senior Management Team also has the right to set up boards to recruit certain personnel especially when it comes to part-time clerks or part-time minor staff. The School Council which is made up of teachers and parents also has legal rights and thus authority to handle funds and organise activities as the Council deems fit to the benefit of the school.

The focus on teaching and learning

Teaching and learning is considered as the core of all that takes place at school. Empowerment and ownership through distributed leadership is basic to all educational success. Each school within a College is free to organise its own educational programmes in the light of the grand educational standards in the country. Heads of School are to see and make sure that teachers understand their role and the importance of their input in whatever takes place at school level. Teachers are asked to take a very proactive role in what goes on at school and to share good practice and ideas with the rest of the staff. "... *innovation is the implementation of new ideas. Two important types of innovations are product innovation (new things) and process innovation (new ways of doing things). Innovation is the key to survival, growth, and performance.*" (Lussier, 2003: 210). Various pockets of getting together as teams are taken advantage of; such as the one and a half hour sessions per week for every teacher at school, the once a term half day sessions for Staff Development Sessions and the once a term two hour Professional Development sessions. Besides, during the year, the staff can meet for a day to work on the School Development Plan for the coming year.

Project work through team work is not new in our schools and in fact all schools seem to make good use of the expertise that exists at school level.

Team teaching is also found in certain schools and the idea is catching on especially regarding mixed ability classes. Various meetings and conferences are organised for teachers throughout the year and in order to keep everyone up to date and in touch with today's realities. Twelve hour in-service courses take place during the year where teachers from various colleges meet together to learn from each other and share their good practice.

Parents are becoming very much part and parcel of schools. Practically all schools in Malta have some kind of active parent group which helps out in the different activities that take place at school level. What is more, others are called upon by the schools to offer their expertise where necessary. There were instances where parents gave talks to fellow parents or even to school staff. It is left to the management of the school as to what level parents are to be involved in the schooling of their children. But all in all school-home links are very good.

Tapping external institutions has also proved to be another beneficial source to the school. Schools work closely for instance with Local Councils and NGOs. The banking sector usually gives much needed support to the schools not only financially but also through the donation of educational material.

Restructuring and re-culturing school organisations

Different schools adopt different methods of distributed leadership. Practically all schools have teachers involved in one team or another. At times teachers group themselves through common topics of interest and then come up with projects which they develop with their students. At primary level teachers group themselves by year group while at secondary level teachers team up by subject. Both at primary and secondary level there is the subject coordinator who has a special role in seeing that team work is in fact adopted and working properly. When it comes to school evaluation of teaching strategies and policies adopted, the teachers work in different

teams and tackle different issues. The Senior Management Team is always involved in some way or another with the different teams set up at school level and they serve as reference points if not endorsement of the various projects that crop up.

"Traditional definitions focused on the administrative processes and functions... effective [head teachers], for example, are responsible for planning, organising, leading, and controlling... Gradually, lists of tasks and roles have given way to lists of competencies and proficiencies." (Sergiovanni, 2006: 24).

The Heads of School and the Assistant Heads of School often form part of a team, either within the school or across their particular College schools. Focus groups are also set up to deal with issues or activities to raise the standards and project the right ethos of their school. Leadership is also handed down to the students through the Student's Council. They too are given a voice. *"The key to collaboration within a learning organisation is to promote norms of both collaboration and continuous improvement while respecting the individuality of pupils and teachers."* (Stoll, L. & Fink, D. 2003: 151). We have witnessed many a good idea being forwarded by the students themselves in order to better themselves or the environment they live in.

Schools also make it a point to adopt and introduce school policies and procedures after careful consideration and as wide a consultation as possible with staff, students and parents alike. Once the policies are adopted by all, then the values which are held dear by the school will be on the road to success because they would have been owned by all.

School evaluation, classroom evaluation and self-evaluation can be witnessed in certain schools. Unfortunately not all teachers see the great benefits of such evaluations and thus the practice is still being accepted slowly, although I would say surely. Many fear criticism because they think that exposing weaknesses show that they are not professional. On the contrary those who welcomed objective criticism felt that they had become better teachers and better administrators.

Establishing and negotiating the direction of school development

School leaders are autonomous when it comes to taking various decisions regarding direction of school development. Yet, they are very responsive and attentive to directions given by the Ministry of Education or by the Directorates. At the same time they are more than aware that they are given the empowerment to be proactive and respond to the constant and different demands on their school in a bid to raise standards in education. In line with the College vision of State Schools, the Heads of School are expected to meet on a regular basis with the College Principal to keep constantly adjourned with the current educational reforms taking place and hence have a clearer vision for their schools. Since the College system has been put in place various meetings are held among the Senior Management Teams of schools to come up with ideas and set direction after consultation with staff.

Networking takes place on a number of different levels and among various leaders. The aim is always to share ideas, good practice and learn from each other. Teachers from different schools within the College meet to build up projects together, visit each others' schools, exchange expertise and involve students in joint activities to further develop the College feel.

Each school has set meetings for Professional Development and school matters to raise standards. The Assistant Heads of School in particular are encouraged to carry the vision and liaison with teachers and other staff. The School Council which is formed of parents and teachers alike many a time serve as a tangible sounding board to the needs and educational direction the schools need to set in motion. Various healthy discussions are carried out among the interested parties and understandings and expectations are taken on board.

Heads of School together with their Senior Management Teams and the staff are expected to keep up to date with current educational issues as well as come up with ideas and initiatives that motivate and widen the students' vistas. The School's Development Plan plays a major role in helping the Head of School give direction as to what is expected of the school from within and the outer community as well. Documents have

been at hand re School Development Planning which presents a structure for teachers to come together and plan the school's way forward. Many of the expectations find themselves entrenched in this document and will form part of the year's plan of action.

Teachers in particular are encouraged to work in teams and contribute to the overall vision of the school. The College Principal is also duty bound to see that clear direction is given at all times and help out where necessary.

Financially, schools are supported by the Central Government but school leaders are free to organise activities or enter into contracts with entities which provide financial help to their schools. Although curricular subjects are centrally set and decided upon by the Education authorities, schools can still choose to buy certain books according to the needs of their particular school to match and upgrade student standards. The leaders' role is becoming more and more an active role where they are constantly feeling the pulse, giving advice as necessary and alerting the authorities about the needs that one has to see to in order to be always ahead of the times so as to give optimum service to all students.

To this effect in-service training can be organised by the school leaders who wish to address particular issues pertaining to their schools in line with the philosophy of lifelong learning and holistic education which is very much advocated in all schools.

System leadership and cooperation in networks

School leaders are in constant networking with outside agencies especially when it comes to psycho-social services as well as to medical attention. Much cooperation goes on and in fact the service does bear fruit to the benefit of all but especially the students.

There exists a healthy relationship with the local and the wider community, since both are very supportive of the school and the various educational and cultural activities that the school organises. On the other hand schools do their best to maintain this healthy relationship since both are complementary to each other. Schools are more often than not used by the local and

wider community especially in the evenings when there is no school, yet many schools offer their premises even in the mornings as long as there are no disruptions to schooling. Sponsorships are also on board to schools from the local and wider community especially where literacy is involved.

Schools also enter into partnerships with the wider community for placements of students. This is for a short period of time to help students acquire skills which are difficult to develop at school especially when it comes to industrial fields. Most entities are ready to offer hands on experiences to students. Voluntary organisations also network with schools and are more than ready to give talks to students and parents alike.

Examples of good practice / success stories

One of the best examples to illustrate successful leadership is the on-going meetings at Educators Leaders Council (ELC) meetings. These are open discussion meetings where the top hierarchy of educators meet to discuss and draw up strategies. During these meetings there are always present the Director Generals,

Directors and College Principals. Many a time they form themselves into small teams to work on a particular area. Finally, and after much discussion, a comprehensive strategy which would have had the approval of all is presented at Ministerial level. Added to this, one may also mention the Council of Heads meetings held every month with the College Principal. Much discussion goes on during such meetings and the sharing of ideas as well as suggestions to better the educational set up at schools. Such meetings are helping leaders to be proactive and give professional input into the system.

4. Recruiting and educating school leaders

Recruitment and retention of leaders

The recruiting process has long moved away from the promotion of people according to years in service because this has rendered a disservice to the system in that unfortunately, people were being promoted not on the merit of their capabilities but because the number of years in service dictated so. A good teacher does not

necessarily mean an effective leader. Nowadays headship posts have to be applied for and a rigorous interview is set in motion. Heads of School are employed by the government after a call for applications. (*Please see appendix C*). Persons applying to the post must have a proven record of achievement, be proactive and have the necessary skills to handle the new job. They also need to embrace accountability and be loyal to both superiors and the post they have applied for. It is only through the choice of the best leaders possible that one can put education on a sound footing. A leader has to have good communicative skills, is a good listener, able to delegate and share leadership as well as believes in empowering those around him/her without fear of losing his /her position or authority. Anyone aspiring to be a Head of School must have undergone a Diploma in Educational Administration and Management. This is not sponsored but paid out of the applicant's pockets. Heads of School are expected to always empower their staff and offer all opportunities for improvement. The Head of School is also expected to invest in the Assistant Heads under his/her care and make sure that throughout their four years of assistant headship they would have gained experience in every area of administration as well as been an on-going inspiration to the staff under their charge. Heads of School are always encouraged to further their studies and invest in knowledge through the different courses that are advertised from time to time. They are also always granted leave with pay to attend such courses.

Attractiveness of school leadership

Applying for a headship position in a school is not regarded as carrying a high social status although Heads of School are respected for their position. But many apply because they feel the need to share their knowledge of management and also feel that they can make a difference at the said school. The daily schedule for a Head of School is becoming too loaded and this is discouraging many to apply for the job. What is more, unfortunately, the salaries do not match the responsibilities held by the post and we are finding ourselves in a position where we are losing potentially very good leaders because of pay attraction in other jobs. A teacher's pay on maximum scale this year (2009) is approximately Euro 19,839 per annum while that of a Head of School on maximum scale this year (2009) is approximately that of Euro

22,867 per annum. This means that the Head of School who is responsible for a whole school, with a staff list sometimes topping 120 or even more, only gets Euro 3028 more than a teacher. This effectively translates into a percentage rise of just 15.5% than that of a teacher who is practically only responsible for his/her own classroom.

National structures of pre-service, induction and in-service education of school leaders

Basically it is the responsibility of the University of Malta to see that student teachers are given all the training and skills necessary to manage classrooms and motivate the students through a diversity of teaching strategies according to the different abilities in each class. It is also the responsibility of the University of Malta to work hand in hand with the Directorate for Quality and Standards to be able to fully understand the realities that schools are facing and equip the student teachers with the necessary tools for today's classroom needs. Realities in the classroom are fast changing and the needs are different from what we have been experiencing for the past years. Teachers need to be computer literate, able to teach mixed ability classes, be aware of the social and emotional problems some students come to school with, able to communicate effectively with parents who perhaps, due to their career, or home situation, are unable to give the right support to their children, realise diversity in students and be innovative and creative in a world which is continually changing and offering different challenging environments to our students.

Continuous teacher training on a national level is taken on by the Directorate for Quality and Standards which organises the in-service courses for teachers and exposes the teachers from time to time to other courses in Malta or abroad to further their knowledge. At the moment all primary school teachers are undergoing a comprehensive six week in-service course through which they are being exposed to effective teaching strategies. Besides, Heads of School and now the College Principals are expected to come up with ideas and new ways through which the teachers can be encouraged to develop into better professionals.

At university level before the students graduate as teachers they are exposed to a broad range of experience both at theory level and hands on experiences in schools. Usually during the first year at university the students visit the schools as observers of the system and they have a full year of tutorials about teaching in general and the different strategies and rational behind the systems used. During the next three years at university they will have a six-week teaching practice period at a school every year. Once the teacher is in service, all newly appointed teachers need to attend an induction course about the system, they are monitored during the year by the Head of School or Assistant Head of school, given confirmation of appointment after the first year and expected to attend compulsory in-service courses. Fortunately enough most teachers also attend voluntary courses which are usually held in summer.

Coaching and other forms of support

Regular in- service courses are in place to further help the teacher upgrade his/her knowledge to better serve the students entrusted to him/her. What is more, the Directorate always brings any courses, seminars or talks to the knowledge of teachers who are interested in furthering their educational know-how. In fact teachers are given permission to attend such courses even during the year and the Directorate is duty bound to offer all the support even through replacement personnel for the duration of the course. Education Officers in the subject area or general areas – both at secondary and primary level – are in contact with schools and they give all the help and advice necessary. They also visit schools and watch the delivery of lessons. Heads of School as well as Assistant Heads of School also monitor what goes on in the classroom. When it comes to the Senior Management Team they are constantly being informed by the Directorate as well as the College Principal about the various initiatives that are put in place from time to time and many a time they are called to attend seminars to further their knowledge of the system, engage in discussions with Directors and update themselves re new practices. They are also constantly encouraged to voice their concerns during the Council of Heads – which concerns will be put forward by the College Principal during the Educational Leadership Council.

5. Challenges, areas of innovation and underlying evidence

The College system is a major innovation that has happened over the last year. It has drawn schools together and given a breadth of fresh air where it came to empowerment of all staff. It is also worth noting the openness and support that the Heads of School feel during the Council of Heads which is resulting in more enthusiasm and an air of collegiality. The sharing of resources both human and academic is bearing fruition. Colleges are taking it upon themselves to collaborate more and involve the schools in projects both within the same College as well as with other Colleges. More schools are also being refurbished and upgraded to meet the demands of today. More investment is being made in human resources to support the schools and give all the necessary help to every student no matter the need.

The Permanent Secretary and both Director Generals are very close to the College Principals. A monthly meeting is held among the ten College Principals and the five Directors headed by both Director Generals. What is more when it comes to the development of an educational strategic plan for the country, this is developed in consultation and active participation of the whole Educational Leadership Council. Monthly meetings are also held with the Heads of School and they are also given all the empowerment to share in the decision making processes. The Ministry of Education is also supportive of our decision making and our views are given a lot of weight before decisions are taken and implemented.

The major challenge that school leaders face today is the fact that while on the one hand they wish to manage the school through distributed leadership, have time to monitor what is going on in the classes, upgrade the physical environment of the school, engage in discussions with all staff and stakeholders re better strategies for the school's overall improvement; on the other hand, time is very limited and they find themselves doing odd jobs and attending to demands from parents or dealing with behavioural problems at school. Nevertheless, school leadership is certainly heading more and more towards a distributed kind of leadership in an atmosphere of trust, respect towards each other while accepting

diversity, various levels of support and the active engagement in decision making at all levels. Leaders in our country are becoming more and more aware that there are other realities which need attending to. In fact in-depth discussion of educational issues are very often carried out with the sole intention of coming up with new ideas as to how one can develop the person as a whole while providing all opportunities for improvement and learning.

The media, for instance, is an important medium to tap carefully and fully because it offers an important platform through which much educational analysis can be brought to public scrutiny. This will in turn generate the much needed discussion which will result in educational reflection and help educators establish policies while taking the necessary decisions to improve education for all and offer a bright future to the young generation.

Leaders are also becoming conscious of the importance that external audits need to be part and parcel of the school's strategy to improve and raise standards. Leadership is certainly taking a new direction at all levels.

We firmly believe that the road of distributed leadership which we have adopted will give positive results. Much discussion is being held before decisions are taken and the input of Directors and College Principals, who in turn voice the concerns of Heads of Schools and teachers, is being taken seriously on board. Empowerment and ownership are being advocated at all levels.

A better atmosphere of openness between students and teachers is slowly but certainly helping in setting the scene for more student interaction which will help them learn how to learn, ask questions, discuss and solve problems. Classes need to be a place where effective experimentation takes place leading to proper learning of concepts through thorough questioning techniques which empower the student for life.

*Maria Regina College, Sta. Venera
Prof. Christopher Bezzina, Mario Testa M.ED*

Appendix

Legal situation

- http://www.gov.mt/frame.asp?l=1&url=http://www.education.gov.mt/resources/edu_act.htm

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Norway

Characteristic for the education system in Norway is the long tradition of broad local freedom for school heads. Some are given a great amount of power and responsibilities such as hiring or firing school staff. Due to the vastness of the country there are a lot of small school units which are “inclusive” schools, thus allowing all pupils to attend a nearby school. At the moment, the focus of political discourse is to improve the results in international surveys and to diminish the high percentage of dropouts.

| | |
|--|-------------------------|
| Area | 385,200 km ² |
| Population | 4,900,000 |
| Population density..... | 13/km ² |
| GDP (PPP) per capita | € 63,800 |
| EU accession | / |
| Schools (2008/09) | 2,841 |
| Exp. (PPP) per student(non-tertiary) | € 9,500 |
| OECD average | € 5,700 |

1. Background – the contrast between everyday reality and the political framework

“The aim of education is to expand the individual's capacity to perceive and to participate, to experience, to empathize and to excel.” (Core Curriculum)



Leadership in education has become more demanding and complex. You have to deal with decentralization, accountability, implementation of new reforms and new approaches to learning. This new role also requires improved analytical and pedagogical competence, the ability to manage the contradictions and conflicts of interest, the ability to communicate well with the many different actors, both internally and externally. It requires an understanding of the academic and educational tasks.

In times of delegation of responsibility, teacher and school leader unions and school administrators at different levels have expressed concern about what might be called a “draining of

school-based competence” at local school management and local authority level.

The political discourse in Norway for the time being is mainly focusing on how to improve the results in international surveys. We use more resources on schools than most other countries in the world, and the effects measured by e.g. PISA and PIRLS are not as good as expected compared to the resources spent. The answers to this fact are varying, depending on who you ask.

The right wing political parties ask for more focus on the “main topics”, more tests, more discipline, dividing students into skill based groups and giving marks even in the primary school (today students don't have marks until they start their 8th year).

Left-wing politicians (who are governing for the moment) also want more focus on language and maths. They keep up the practice that the right-wing parties established in 2002, with national tests in mother tongue language, maths and English language. Student evaluation for learning and documentation of skills are focused topics in the political framework now (2009).

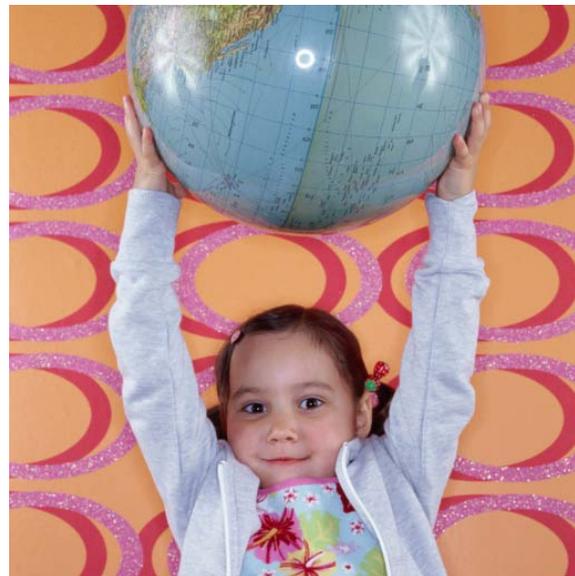
Many Norwegian teachers feel squeezed by national and local expectations that are followed up by tests and public assessments. Some say that they can't use as much time as they believe is right on subjects that are not a part of the national assessment system. Things that can be easily measured have become more important and are given more time and value.

More generally, it's important to say that the Norwegian school system is based on the value of equality of every human being – despite his or her

background. It's an aim for the Norwegian school system to reduce differences between students that are due to their home conditions. And almost all students attend their own local school, even if they have any disabilities. We have an inclusive school system and very few special schools.

Our main challenge, in addition to improve our results, is the drop out in upper secondary school. As much as 20 - 50 % of the students within certain studies drop out during the 3-4 years they are supposed to attend these schools.

The upper secondary is not compulsory, but every girl and boy has a right to attend these schools, and it's free. The reason why so many drop out is not clear, but the fact that there is a heavy focus on academic subjects even in the more practically oriented studies might be one answer.



2. Context: School governance

- In the early 2000 Norway was governed by the right wing parties. They focused on results compared to resources spent and made a new national curriculum that was built up around specific learning goals that should be reached at different age levels. This was followed up by a national test system, to ensure that the communities and teachers followed up, and to have data that could tell if we did improve or not.
- This policy was said to give local freedom to decide how to reach the goals. At the same time the freedom is reduced by running all the schools and students through the same test system. This policy make school leaders and teachers focus harder on what is going to be tested, which might give less room for local priorities.

“Education must be based on the view that all persons are created equal and that human dignity is inviolable. It should confirm the belief that everyone is unique, that each can nourish his own growth and that individual distinctions enrich and enliven our world.” (Core Curriculum)

The national context

The Norwegian Directorate for Education and Training is responsible for the development of primary and secondary education, and they are the executive agency for the Ministry of Education and Research. The Directorate was established in 2004, and they are responsible for:

- Curriculum planning
- Examinations and tests
- Knowledge development
- International comparisons

The local context

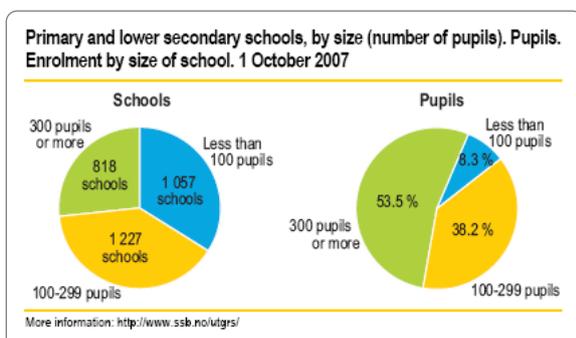
In Norway each school has a head teacher who is the authority responsible for the pupils in school, acting on behalf of the parents. The principal's authority is delegated by the school owner, which in political terms means the mayor, on behalf of the politically elected assembly in counties or municipalities, or the chairman of the board in a private school. Administratively the exercising of authority is assigned to the chief municipal executive in each county authority and municipality, who in turn either delegates the power to a person with school-based competence, the chief municipal education officer, sector manager or person with a similar title, or directly to a head teacher.

Compulsory school

In Norway basic education lasts for thirteen years. Pupils start school the year they turn six. The first ten years of primary and lower secondary education are compulsory.

- Primary school (grades 1–7)
- Lower secondary (grades 8-10)

Norway has a scattered population, and the relatively large number of quite small school units in remote and sparsely populated areas is a typical feature:



Upper secondary school

Upper secondary school (grade 11-13) is the responsibility of the 19 Norwegian counties. Nearly all students leaving lower secondary school enter upper secondary education. Around half choose one of three general academic programmes, the other half follow one of nine vocational programmes.

Vocational education and training (Vet) face a big challenge. Drop out. One-third of VET students in the general third year do not complete it.



The Knowledge Promotion (The name of the national curriculum)

In the autumn of 2006 the school reform called The Knowledge Promotion was introduced. The objectives and quality framework for primary and secondary education and training are laid down in The National Curriculum for the Knowledge Promotion which applies to all levels of primary and secondary education and training and comprises:

- The Core Curriculum
- Quality Framework
- Subject Curricula
- Distribution of teaching hours per subject
- Individual Assessment

Five basic skills are integrated in the subject curricula. The five basic skills are adapted to each subject. These skills are being able to:

- read
- express oneself orally
- express oneself in writing
- develop numeracy
- use digital tools

3. School Leadership concepts and practices

Peter F. Drucker: "Management is doing things right; leadership is doing the right things."

Conceptual framework

In Norway there is a long tradition of wide local freedom for school leadership. Due to very different frameworks and conditions throughout the country, the schools have developed in their own directions, emphasizing different ways to reach the goals in the national curriculum. Even though there is a national curriculum and the legal basis is the same throughout the whole country, the politicians in every municipality are free to make some choices about what they want the schools to focus on, especially, e.g. subjects or ways of teaching. This means that both school leaders and their staff have to work within the framework that is built up both on a national and local level. This may be changed from time to time due to political changes at both levels.

During recent years the expectations for school leaders to be more professional leaders and less “leading teacher” are getting more and more obvious. Today’s head teachers have to deal a lot with economic and staff-related matters, which make some school leaders feel forced to give less priority to pedagogical leadership. But at the same time, the demands for following up assessment results are increasing, and there is a discussion about how to release and develop the school leader’s resources to emphasize more on pedagogical matters.

Norwegian head teachers are usually employed for a lifelong position, which means they might hold their positions for 20-30 years. During such a long period there are a lot of changes within the whole society and they have to deal with changing curriculums and political signals. They who stay at the same school for such long periods have a huge influence both on the school’s development and the local society they work within. Normally school leaders in Norway hire and fire their own teachers, which mean they have great power and responsibility.

Head teachers in Norway have various conditions for their leadership, depending on the politicians and leadership in each and every municipality. Some give very specific directions and expect school leaders and teachers to follow up their instructions, while others give lots of freedom to their schools to find their own way to reach the goals. These different directions of leadership understanding influence the school leader’s possibilities to execute their leadership. And it might in the next step influence the way teachers are led.

Many school leaders claim that they are squeezed between increasing expectations from both the political and bureaucratic level, in addition to a continuously growing load of tasks that the schools are asked to follow up on behalf of society. This situation leads to a demand for school leaders who are both educated and strong enough to deal with all the expectations and be able to make decisions about what are the most important issues to emphasize from time to time at their specific schools.

“Leadership is the capacity to translate vision into reality.” Warren G. Bennis

Internal organising within schools

The most common model in Norway is to have an own head teacher in every school, regardless of the size of the school. In small schools the head teachers will have to do some teaching, but in schools bigger than approx. 200 students, head teachers will not have to teach in addition to their leadership tasks.

Then the head teacher usually has a deputy head, who normally has to combine teaching and leadership. Bigger schools may have two deputies. Every school has a secretary, but here too there are various amounts of resources, depending on the size of the school and local priorities.

Since 1991 all Norwegian schools are obliged to organize a before and after school offer, and usually these leisure activities are run by an own staff, with an own leader. This leader might be a member of the school’s leadership team.

Teachers very often are organized in teams, who spend some time every week to plan and assess their teaching together. These teams might have a team leader who is a member of the school’s leadership team – still depending on the school size and local conditions. Generally speaking, Norwegian schools are pretty free to decide how they organize their work.

The focus on teaching and learning

Teachers in Norway have a part of their total year of work dedicated to keep themselves updated on matters that are important to be a good teacher. They are supposed to work 43 hours a week for 39 weeks. One of these weeks is used for developing their competence, and it is up to the head teacher to decide (in cooperation with the local teachers’ union) the content of this week. Then every teacher has got 10 hours a week for preparing and following up their teaching tasks, and to keep up with what’s going on according to the subjects they teach. Then teachers have several hours every week to meet and cooperate with colleagues, and most schools also have a weekly meeting for all the teachers, organized by the head teacher and his or her leadership team.

Every municipality organize some kind of education for their teachers, on topics that are

essential to follow up, due to national or local expectations for school or teacher development. Many schools form cooperating networks to help each other in such processes.

This year (2009) there is a new national programme for teachers who want to improve their skills in some chosen subjects. The state covers 40% of the expenses, the local municipality also 40% and then the teacher is responsible for the last 20 % (and might work at their schools to make up for that part).

During the last 40 years there has been a growing tendency to organize schools in ways that make it possible – and necessary - for teachers to work in teams and to cooperate while teaching.

Open space school buildings are getting more and more usual in many places. Teachers have a special responsibility to follow up a certain group of students (up to 30, but more likely 15-20), and then they are in a team with other teachers who teach the same grade.

Teachers are responsible for organizing meetings with students and parents, to keep them informed, and to give and take feedback that contributes to even better learning processes and results.

Head teachers are supposed to have personal meetings with every teacher once a year, to evaluate, set goals and share opinions on things going on in their school. Then the head teacher has a basis for leading the teacher, both for support and demands.

Restructuring and re-culturing school organizations

School leadership is usually distributed to a steering group, containing an assistant head teacher and team leaders. There is a local freedom to find the most convenient organizing of leadership within every school. In Norway there are schools with less than 10 students (!) and others with more than 1000 students, so it's impossible to decide what's right for everyone.

It is very common to organize groups of teachers and leaders to work on special matters, e.g school development. They might lead a process to develop shared values and norms, following up

matters that are essential to increase the school quality. But all such processes are supposed to involve the entire staff, students and parents before they are made the school's property.

Establishing and negotiating the direction of school development

Norwegian teachers, as well as students and parents, have a democratic right to influence the way a school is organized and run. Teachers are organized in unions, while students and parents have their own boards and meetings within every school. They all have a right to be informed and to share their opinion on pedagogical, economic and environmental matters. And school leaders are responsible for organizing meetings where these groups have the possibility to discuss matters that have an influence on their working conditions. This dialogue gives the school leader a solid basis for his or her leadership and decision making.

System leadership and cooperation in networks

Nowadays school leaders have great possibilities to keep in contact with other leaders thanks to new media and communication channels. Compared to the situation some ten years ago, the insight into other schools has grown and contributed to both inspiration and a positive pressure to keep up with other schools to achieve their goals.

This situation might lead to developing better school leaders and schools. And it might also make people more insecure on their own foundation – other schools seem to achieve so much, and they work in other ways than we do ...

As mentioned earlier it's common to establish networks of school leaders within every municipality. But there are rural municipalities in Norway that have only one school, and then it might be difficult for the school leader to find colleagues to network with.

Anyway, there are different ways to cooperate and to meet with other school leaders. The unions for school leaders have their own web sites and one also distributes a weekly magazine about teaching and school leadership. And there are conferences around the country, held by the high

schools and universities responsible for teacher education. And by companies that produce books and materials for schools. Many schools are also part of the teacher education system, giving the teacher students practical training during their studies.

Examples of good practice / success stories

In Trondheim (and probably most other Norwegian communities) all the head teachers meet once a month with their director to be informed and to discuss common matters for the schools in the municipality, following up the politicians' demands and our own goals and ambitions. The head teachers are also organized in networks that meet once a month to discuss the same matters more thoroughly, but also to support, inspire and challenge each other as colleagues. We share our competence and experience, and we solve problems together.

Once a year we do a study tour. We visit different schools within our own country, but also in other European countries. Some have even visited schools in Australia and New Zealand.

The network has developed into a very important arena for developing school leadership. Head teachers within this network feel so connected that they find it difficult to move to other jobs because they don't want to lose the connection with their colleagues. Leaders might feel alone from time to time, and that's why the network helps – both professionally and socially.

4. Recruiting and qualification of school heads

Until 2004, there was a regulation demanding three years of work experience as a teacher with formal education to become a principle. Until now there has been no requirement for formal leadership.

NSLF (The Union of School leaders in Norway) did an informal inquiry about recruiting school leaders for positions in Norway. The inquiry showed that there is a shortage of applicants for head teacher positions.

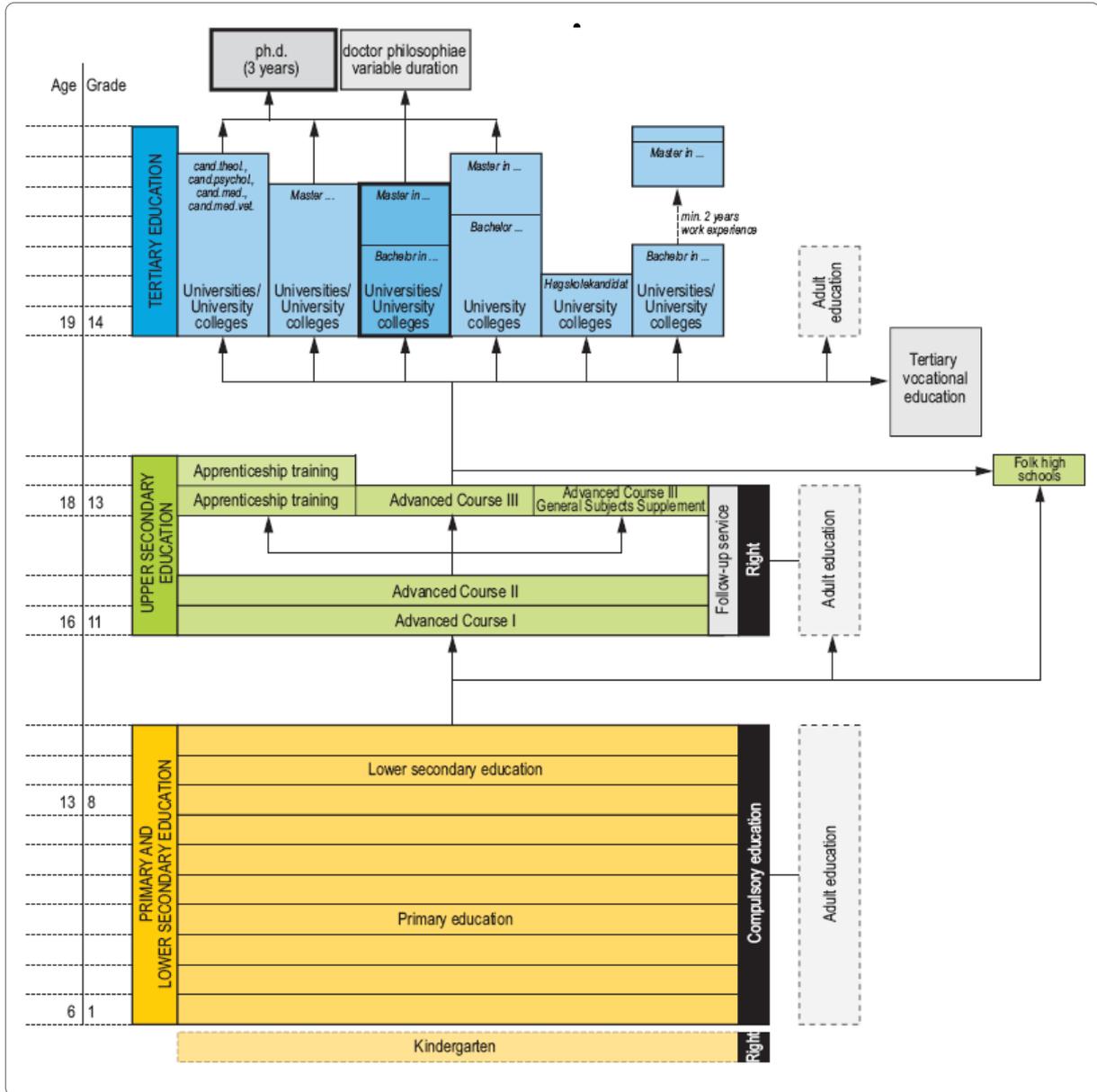


School leadership was examined by researchers at the University of Oslo in a survey conducted in 2006. It was found that 40% of school leaders had no formal education in management or organisational skills. As schools today have more open processes with regard to learning and learning outcomes, leadership is being assigned greater importance and the role of school leaders is changing in Norway.

A master in school management was introduced in 2003, but this is a voluntary offer. In White Paper no 31 (2007-2008) *Quality in school*, the Ministry notified that an educational programme for newly employed principals and other principals that lack formal leadership education should be created. Now (2009) this programme has been established, to make it possible for all newly employed principals to get a formal education, either before starting the job or combining the job and the studies.

*Nyborg Skole, Trondheim
Kåre Moum, Gunn Troan, Anne Berit Emstad*

The Norwegian education system 2009



Appendix

Literature

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- Common core subjects in primary and lower secondary education:
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Poland

This report describes the changes in the socio-political and educational system since 1989. The excessive centralism and control mechanisms of the Socialist era, the so-called school inspectorates, have been eliminated. Education was liberated from top-down structures and centralised directives.

Now Polish school heads combine many functions: they are managers, employers, chairs of the teachers' pedagogical councils and supervisors of their work.

| | |
|---|-------------------------|
| Area | 312,685 km ² |
| Population | 38,200,000 |
| Population density..... | 122/km ² |
| GDP (PPP) per capita | € 9,300 |
| EU accession | 2004 |
| Schools (2008/09) | 19,866 |
| Exp. (PPP) per student(non-tertiary) | € 3,300 |
| OECD average | € 5,700 |

1. Background – everyday reality versus political framework?

Alongside the system transformation, which brought about a drastic change in the then existing social-political system in Poland (1989), reforms of the education system were initiated. Reform-oriented activities aimed at dismantling the socialist education system, creating non-state schools (private, civic and religious), departing from the centrally built and formulated directives for the educational policy. Intensive work was carried out to eliminate both political and ideological indoctrination from all school programs. Teachers' salaries were significantly increased.

The excessive centralism and control (inspection) organs, the so-called school inspectorates, were eliminated. The process of education was liberated from the imposed top-down teaching programs and methodological directives. The innovative teachers were given a chance and permission to introduce into schools and classes innovations as well as pedagogical experiments, original programs and classes. A clear concept of balance and complementation of three basic dimensions of education was introduced: teaching, skills development and bringing up (taking care of pupils).

Within the framework of the above reforms the fact of creating civic schools and incorporating them into the education system was legalized in 1991. It was done by introducing the right to create school councils (public education institutions), regional education councils, as well as the state education council.

The school head's position was strengthened. He was now elected for five years in a competition and was appointed, among others, an employer and made responsible for a part of tasks of the pedagogical supervision.

The possibility of carrying out the school duty outside school which was permitted on the basis of the legally enforceable Education System Act from 1991 was an innovation.

The pace of the described program and structural changes depended on both determination and involvement of the ministers of the successive governments responsible for both education and bringing up children.

In the newly-created educational system the following are considered: kindergartens, primary schools, gymnasia (lower secondary general), upper secondary general and vocational, post-secondary non-tertiary, art colleges and others.

Higher education is not included in the educational system in Poland, which itself constitutes a separate section of the governmental administration and has its autonomy guaranteed by the Constitution. In agreement with the Polish Constitution, the right for education is provided to every citizen.

Education is compulsory from the age of 7 till 18, but two levels of schools: primary and gymnasium (lower secondary) have the status of compulsory institutions.

Education at Polish state schools is free

The reform of the education system in Poland came into existence on 1 September, 1999.

The Act on the Education System dated 7 September 1991 (frequently amended since then) is the basic document, constituting the education system in Poland.

It defines the functions and responsibilities of schools and educational institutions of all types, as well as principles of their financing.

The matters connected with teachers' work are defined by the Act Karta Nauczyciela (Teachers' Charter) and the directive issued on its basis.

2. Context

The national context

Competences to take decisions in governance of schools and institutions have been clearly defined.

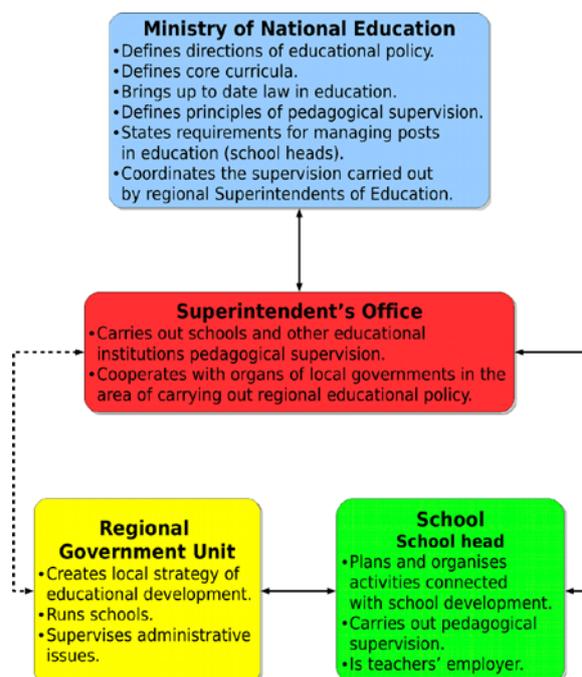
Minister of Education – defines the core curricula, outline of school statutes and curricula, general health and safety regulations, manner of documenting the course of education, principles of conducting innovative and experimental activity. He supervises and coordinates the execution of pedagogical supervision by educational superintendents, rules for assessing and promoting pupils, as well as conducting tests and examinations. **He defines requirements which should be met by the person occupying the managing post in education.**

Education superintendent – cooperates with the organs of self-government units to create and realise the regional educational policy. He carries out pedagogical supervision over schools. He supervises schools' statutes in the light of their agreement with law. He carries out tasks set by the Ministry of National Education. **Education superintendents**, who are elected during a competition, have been carrying out since 1998 pedagogical supervision over schools on behalf of the Voivode (governor), and not the minister of education. The competences of **the superintendents** were also strengthened by granting them the right to apply to the organ running a school with a motion to dismiss its head from the post, if he/she does not carry out the recommendations of pedagogical supervision.

The **Education supervisor** takes part in competitions organised to select schools and other educational institutions' heads and may also put forward a motion to dismiss a head from his post with the prime mover.

Unit of **regional government** – creates a strategy of education development in the region. It provides new schools and institutions with statutes. Approves of schools and other educational institutions organisations, and creates units of economic-administrative services to meet their needs. It takes care of both financial and administrative supervision, may appeal to the school head or superintendent in pedagogical matters, entrusts the school head with the post and may prolong it for a further period.

The school head undertakes decisions connected with the school program, teaching curricula, school work schedules and timetables, organisation of both pedagogical supervision and school work quality investigation, as well as interior control organisation. He schedules and organises activities connected with school development. He writes organisational and program documents. Teachers are responsible for carrying out the realisation of the core curricula.



Governance of education at all levels considers and is determined by directions of educational policy.

The most important aspects connected both with the construction of education and educational programs are mentioned below:

- Strengthening of the supervision and limiting school bureaucracy defining a clear distribution of tasks between regional government units and superintendents' offices.
- Increasing efficiency of both state and non-state schools' financing system.
- Handing over small schools to both natural and legal persons.
- Providing for a possibility to create international classes at schools.
- Providing for a real time management of teachers' work (hourly distribution); it should be done by defining (generally) the number of hours meant for realisation of the programs.
- Enabling the directors to efficiently manage the knowledge and teachers' skills; this can be carried out by obliging teachers to work with pupils after compulsory classes/lessons within the 40-hour-working week.
- Lowering the age of the beginning of education from 7 to 6 years.
- Making pre-school education common.
- Integration of immigrants' children into the school environment and consequently into society.
- Improving the quality of education by introducing new core curricula.
- Building a precise definition of disability, especially multiple disability and adjusting educational demands to it.
- Popularising access to computing techniques simultaneously with undertaking protective measures against accessing to undesired contents by the Internet users (pupils).

3. School Leadership concepts and practices

Conceptual framework

School is a very specific body – it represents a meaningful dominance of the human factor over technological and material-technical ones. Simultaneously every school has its original specificity with its characteristic human structure, with accepted principles, procedures and course of action, as well as organised places of activity. The **core curriculum** is realised at school.

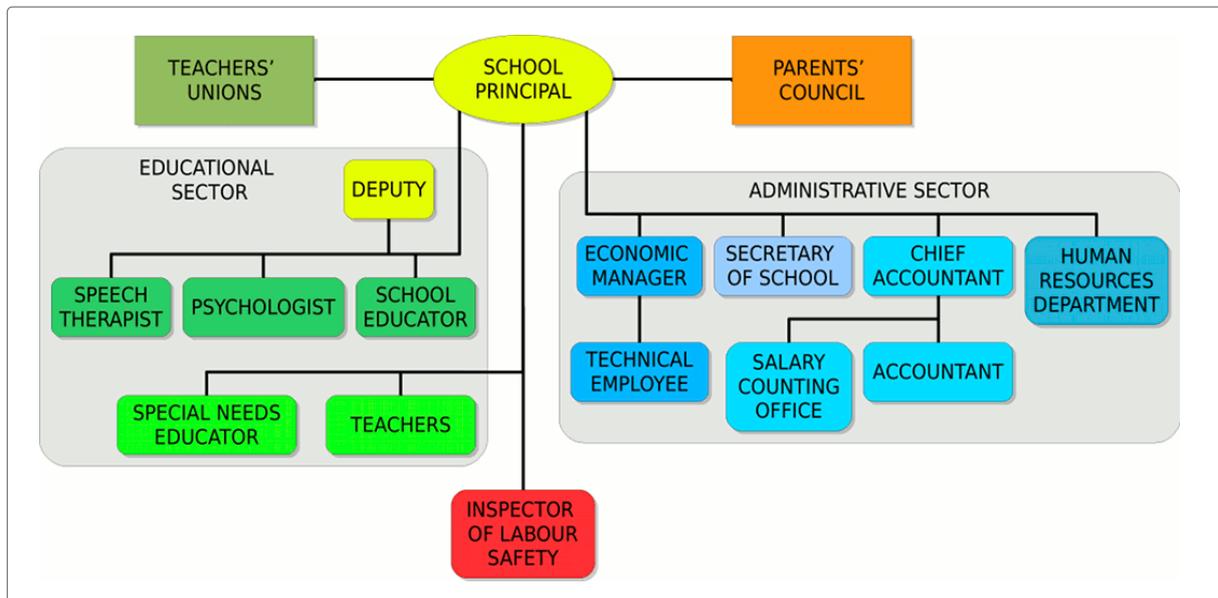
The core curriculum is a compulsory set of teaching content and skills at a given stage in the Polish educational law which must be respected in the teaching program; it also provides for building the criteria for school marks and examination demands.

The Polish school head combines many functions: he is a manager, employer, member and chairman of the teachers' pedagogical council, and the person performing the pedagogical supervision.

He is also the chief organiser of teachers' activity. He carries out the pedagogical supervision over the teachers, plans school year organisation annually, and establishes interior school year organisation. He is responsible for proper utilization of financial means.

He leads the pedagogical council, which passes the program focusing on taking care of pupils, other programs and the program of school development.

The school head defines the manner of carrying out tasks taking into consideration optimum pupil development. He also sets the principles and forms of cooperation with parents. He also organises school work quality assessment. Below is a school management organisational diagram with presentation of subordination principles.



The focus on teaching and learning

To create conditions for effective work of the whole school staff, i.e. its both teaching and non-teaching members, the head must possess deep knowledge concerning the persons (it is assumed that all the persons creating the staff influence the process of broadly meant education of children and young people; every person met influences us, either intentionally or not).

The head must analyse the staff's competences meant as knowledge, skills and eagerness to carry out given tasks. It facilitates accepting adequate acting strategies to achieve the expected outputs.

Additionally, the head needs to possess some knowledge on changes: specificity of the process of change, human behaviour in the situation of change, planning and leading his school in the situation of change. Organisational and managing efficiency is also very significant. While directing people, the head must perform as a leader, mediator, facilitator, as well as a manager.

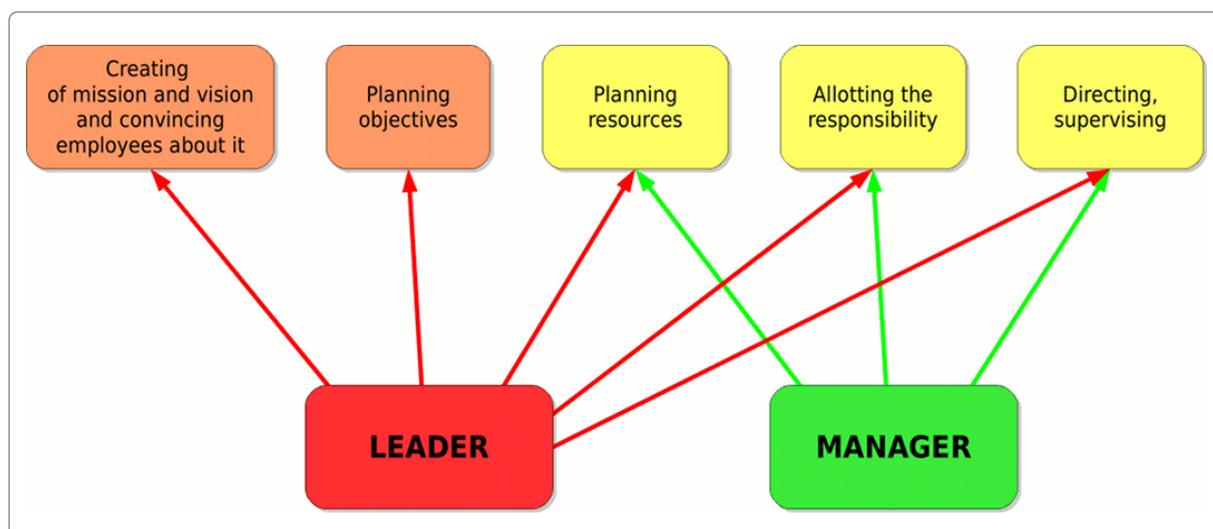
The head, being the person directing activities of the teachers' council, should both know and apply

the techniques activating his team, motivating and releasing both the ideas and creativity of the team and of an individual teacher.

Presently the idea of "educational manager" has become very popular in educational circles. It is used to describe the school head who is capable of creating favourable conditions for a proper course of pedagogical activity, alongside efficient planning and sharing responsibility among his workers.

He is also expected to know how to properly utilize human, financial and material resources at his disposal. He efficiently promotes school among the local community members.

It is simultaneously stressed that the school head should be a master in the area of pedagogy, and didactics, as well as be able to define the mission of school and possess his own vision to bring it to life. The director thus described supports professional development of teachers, is their best advisor, and offers his advice to pupils/students and their parents. The head with such a personality is described as "a leader".



The knowledge mentioned is provided during a course of studies in the field of organisation and management, which must be completed by a candidate for the post of a director.

Development of school calls for a team activity of teachers.

The manner of the organisation (types of teams, tasks, mutual and self-education of teachers, exchange of experiences and principles accepted) will influence their work outputs, and, as a result, the level of the graduates' education.

Restructuring and re-culturing school organisations

A significant ability is selecting team leaders. An exemplary structure of a teachers' council is as follows:

Teachers conducting lessons at one level build a team, whose task is especially:

- selecting a set of teaching curricula as well as textbooks for a given age group, and modifying it according to the needs,
- correlating curricula content, working out plans for realisation of program paths,
- communicating in the area of program demands, control organisation and pupils' progress measurement, and adjusting the demands to pupils' abilities,

- undertaking activities to organise the pedagogical process e.g. planning and realisation of various celebrations, events and thematic modules, problem solving, working out and introducing of plans meant to improve the quality of work in a given area or working out and introducing individual educational programs / plans for highly able children or children with **difficulties**.

Teachers of related subjects form subject teams, whose tasks are:

- undertaking all tasks connected with in-service training of teachers and its development,
- selection of textbooks, broadening the teacher's techniques,
- working out tools for pedagogical measurement,
- conducting in-school knowledge and skills evaluation, analysis, drawing conclusions and forwarding them to the council,
- planning and organising actions aiming at improvement of the quality of **school work**.

Within the framework of the pedagogical council there are task-oriented teams e.g.:

- teams involved in defining techniques and ways of taking proper care of pupils both at primary and lower secondary levels, composed of class tutors, school pedagogical advisor, and deputies. The task of the teams in focus is

undertaking activities connected both with taking care of pupils and preventive ones alongside with an evaluation of programs devoted to the two areas

- teams built to assess results of education (including conducting trial tests and exams), comprising deputies and class tutors (of the selected classes)
- school enrolment teams etc.

Some other managing posts may be created at schools. The head defines the scope of authorization, tasks and principles of responsibility.

Presently there is an observable differentiation as far as school managing skills are concerned. Some school heads are very efficient in their managing practices.

Numerous schools have been already certified in the area of management system in agreement with the ISO 9000:2000 standard and the process is continuing.

The heads passing authorization are leaders well capable of involving the whole community into the process of development. They seek for optimum solutions to educational issues. However, many heads are insufficiently trained in the area, especially in small towns.

A significant meaning for the development of school is expected from the help and attitude of a school inspector from the superintendent's office, as well as those of the running body.

If their knowledge connected with managing is updated and based on their own activity, they will be able to add to increasing the managing efficiency, simultaneously improving the standard of school work and its results. The present recruitment of the officers supervising schools does not verify their managing competence.

Establishing and negotiating the direction of the school development

In the model of school under construction in Poland, there is a constant process of learning going on, where everybody is important and it is assumed everybody is equipped with a talent; and the school head is a moral and social leader. There are still supporters of the bureaucratic system with the head assessing everybody in every area of activity. On the other hand, there are

concepts of schools without teachers, where the teaching process is carried out via the Internet; the head being the net specialist and teachers are absent.

The political system transformation which changed society influenced the Polish school too; the school changes, though, which are taking place are significantly slower and more problematic.

The 'heritage' of the former system i.e. the centrally managed schools, directive system of the management of education, perceiving the education system as a way of social indoctrination are the obstacles in the process of democratic changes taking place both at schools and local communities.

The decentralisation of school managing planned in the reform of education, calls for a different attitude towards managing functions. The head has received a wide range of entitlements, and the span of his responsibility has been broadened, too; not only towards the educational authorities, but especially the local community and parents. Apart from the tasks precisely defined in the Polish educational law, the head plays various significant roles. They are:

- **Interpersonal role** – the head represents the school, takes care of good relations and communication inside school, inspires people to undertake the previously planned tasks.
- **Informing role** – he is responsible for the proper school information flow system.
- **Decision-making role** - each activity of the head is connected with undertaking specific decisions. The quality of decision-related roles is different but they are always connected with given situations, and are related to defined results and persons and processes taking place at school.

That is why assistance to heads in fulfilling the roles is especially indispensable, as well as building the support system to assist the educational managing staff.

System leadership and cooperation in networks

The problem of school functioning in a local community is varied to a high degree. It depends on the region, tradition, local cultural habits and,

last but not least, on all the people responsible for school at the local level.

The image of the school that is presented by Polish mass media is not favourable for the institution. In the majority of cases the content of the publications questions the rationale of all the suggested changes within education.

Professionalism of the staff is usually doubted, alongside the assumed process of introduction of changes, costs of the undertaking and its usefulness. Poles are aware of the significance of education in human life, and social development, yet it does not translate into trust towards people responsible for the field; and this is a common attitude. Hence any changes within the scope of education (at every level and all areas departing from educational contents and corresponding to system changes) are viewed with unwillingness and as a rule do not find social support.

People eagerly gather to defend themselves against innovations rather than activities supporting changes. The process is observed also among teachers and managing staff.

In a commonly present schematic concept, school is a place of directives, restrictions, hard work and boredom, frequently also unpleasant experiences. The process is strengthened by the media, which very willingly discuss the problem of social pathologies, which appear at schools just the same as they may appear in any other area of life.

The fact that there is no logical comment to the problem leaves in the mind of an average Pole a strong conviction that school and teachers are a necessary evil.

This unfavourable image of school is changed if a child going to a given school meets people who understand the exceptional significance of work within a given local community.

Schools as a rule have not worked out programs of cooperation with a local community, they do not build a conscious image, do not undertake promotional measures which might effectively influence the perception of school and its role in the society. They do not communicate with the society.

School heads are, in the majority of cases, teachers who are almost totally unprepared to carry out such tasks. Teacher training centres organise the courses devoted to these problems infrequently, and people usually do not enrol and that is how it goes on. Examples of good practice result most frequently from a higher level of social awareness of successive people, their personal experiences, transmitted later on to the members of a group, and individual leadership capabilities.

Schools very well-established in local communities, cooperating with the communities and creating the situation of positive feedback are usually small schools, non-state, run by associations or private owners.

The process of creating a state school begins from the moment the school authority decides to close down the place and people decide to defend and keep it. It is then that social eagerness may transform the model of school building into a new model of school management, and alter its social perception. Then the school becomes 'our matter' and is most frequently strongly rooted in the local community.

In each of the cases, supervision is perceived as a form of inspection or control. It is seldom thought to be an inspiration for changes and almost never as a body providing assistance in work or construction of an image of education system in general.

The issue of school participation in the social life is a serious challenge to a school head.

Basically, the head is given freedom to act. Alongside numerous fixed principles of acting in other areas of school life, it most probably proves a certain lack of worked out principles of cooperation with the communities, rather than leaving freedom of choice.

A prospective school head is expected to know the educational law articles but nobody expects him to be familiar with the law controlling social life. Leadership competences of candidates for the post of school heads, their team work abilities, team constructing capabilities, communicative skills, and skills to create a school's image etc. and support the development of both people and the institution are not verified.

The Teachers' Charter is a serious limitation to school heads' competences. In practice this makes it impossible for him/her to dismiss a poor teacher who continuously commits substantial errors, as well as mistakes in communication with the local community (pupils, parents, social environment).

If the local community is well-informed about the quality of work of teacher X and the head does nothing about it, it is natural that the opinion concerning the school and its results will be negative. Both sides give up any authentic dialogue.

In a majority of cases schools do not take up any conscious activities to build a social image, promote school, people and their achievements.

They do not oppose the above mentioned fixed opinion describing school as an institution presenting a low quality standard of work in general and especially in particular.

Examples of good practice / success stories

The state of affairs is reinforced by the lack of any social campaign presenting successes of schools (Attention: in common understanding a real success of school are the average high external examination results).

School head seldom bring into existence the social council to cooperate with it in the field of improving the quality of school work and school's perception in the society. These are most frequently formal reasons and not real needs to constitute the body.

However, more and more frequently schools undertake cooperation with higher and lower level institutions. Such solutions are dictated by practical reasons; e.g. the desire to attract pupils in the next enrolment.

The activity of the Civic Education Foundation Centre in Warsaw is worth mentioning here. It builds programs serving schools' development and activating both school and local community.

An example of such activities is the program entitled "Self-learning school" run since 2000 by the Foundation and Polish-American Liberty

Foundation. Schools participating in the program jointly define the standards of a good and creative school, as well as support each other in the process of raising the quality of work. Within the framework of the program there are teacher and head training courses organised in two paths: "Improving the work of self-learning school", and "Improving teaching and evaluating methods".

"Formative assessment" is another program which is aimed at teachers seeking new methods of both teaching and evaluating which will assist and motivate pupils for work.

The "Young Citizen" program – assists local governments with involving young people to act for the good of the local community, and additionally facilitates lower secondaries and teachers carrying out the process of education in agreement with the new core general education curricula (basis).

The principal goal of the program "Naturally Active" is protection and promotion of natural resources, as well as tourist values of "small homelands" which is realised in the form of pupils' projects. The focus of the project are young people, who, supported by adults, will involve themselves into their local natural resources protection and learn how to effectively and responsibly act for the environment and sustainable development. A good example is marking out original eco-tourist paths.

Within the framework of the project "The young vote" pupils of lower and higher secondaries prepare and conduct educational activities concerning the principles and significance of participation in democratic elections. The activities are carried out in the period preceding elections.

Thousands of Polish schools take part in the above described projects. They obtain certificates of quality and improve their work style, becoming open to the outside world, building local support networks, improving teaching methods at the same time.

It is of significance in the context of the analysis of research results of Polish pupils carried out e.g. by

PISA. Polish pupils are good in the area of simple tasks skills such as information recall (reconstructing). The situation is less favourable as far as problem-solving, defining conclusions and opinions, critical, creative or scientific thinking are concerned.

The programs offered by CEC (Civic Education Centre) popularize ways of obtaining these skills both attractively and effectively.

The idea of participation in such programs is fully supported by the Ministry of Education. Similar programs are suggested and offered by NGOs (including our association "Together for Education"). The examples of good practice are becoming more and more common.

4. Recruiting and educating school leaders

Recruitment and retention of leaders

In agreement with the current educational law, the post of the head may be entrusted to an applicant who is pedagogically prepared and possesses proper qualifications to occupy the post of a teacher in a given school and meets the following requirements:

- He completed higher education or post-graduate studies or management qualification course,
- He possesses at least a five-year-long pedagogical serving period as a teacher or as an academic teacher,
- In the period of five years directly before the head post he obtained at least a good assessment, or in the case of an academic teacher a year directly before the competition, he obtained a positive evaluation of his professional achievements,
- He possesses a medical certificate stating the absence of health barriers to perform work at managing post,

- There was no disciplinary punishment and there are no disciplinary proceedings against him,
- He was not punished for a crime committed purposefully and there are no criminal proceedings against him.

The above mentioned criteria are general and the candidate's competence depends to a high degree on his/her attitude and involvement. The indicated post-graduate studies enrolment criteria or education management qualification course contain in their curriculum knowledge compendium and skills indispensable in the school head's work but do not exhaust the needs in the field.

The newly nominated school heads can choose from an offer of courses, seminars and training courses organised by various institutions both public and non-public. Additionally the school head obtains financial support which can be utilized on training or completing or getting new qualifications.

The present legal regulation entrusts the evaluation of the school head's work to the body of pedagogic supervision (Superintendent's Office) in cooperation with the school running body (self-governmental unit).

Carrying out the evaluation of the school head's work, demands consulting the school teachers' unions.

The process of the school head's work evaluation is very complex. The substantial element is the evaluation of tasks resulting from occupying the managerial post by the teacher.

An example of good practice by defining a school head's work evaluation standards.

Standards and indications considered while evaluating school head's work (based on tasks and indications included in Warsaw Superintendent's Office Bulletin No2, 2001).

| Standard | Indications |
|--|--|
| <p>School head is responsible for didactics and bringing up level of the institution. He organises the teacher's tasks.</p> | <ul style="list-style-type: none"> - He diagnoses the pupils' community. - He plans and organises pedagogical work. - He works out the school developmental program of improvement if the necessity occurs. - He plans, organises and carries out the interior school work quality measurement. - He analyses the results: promoting, classifying and correction of examinations, tests and interior examinations. - He monitors pupils' achievements (e.g. Olympics, competitions), their marks and realisation of the assumptions by the teaching staff. - He monitors the process of taking care of pupils at school. - He works out and organises cooperation between pupils' parents and graduates. - Provides for training key competences: foreign languages, IT and others. |
| <p>The head creates conditions of both independent and self-controlled pupils' work.</p> | <ul style="list-style-type: none"> - He creates conditions for pupils' independent planning of educational activities. - He creates conditions for pupil's self-evaluation by means of responsible teacher's didactic work. - He enables talented children to develop their scientific, artistic, or sports skills organising extra classes for them. - He supports pupils with learning difficulties (e.g. cooperation with specialist centres) psychological and pedagogical assistance organised at school. - He introduces SEN pupils into the mainstream tutelary and didactic process. - He observes that the rights of the pupils' self-government are respected. |
| <p>The school head provides teachers with support both in carrying out their tasks and training.</p> | <ul style="list-style-type: none"> - He investigates the needs of teachers as far as training is concerned. - He creates an interior system of teacher training. - He motivates and creates conditions for teachers to participate in both interior and exterior forms of training. - He provides trainee teachers with assistance (trainee support). - He observes the course of the traineeship is correct. - He builds an effective system of information flow. - He works out standards, indications and criteria of teachers' work evaluation. - He creates conditions for a pedagogical innovation process. - He employs teachers according to their qualifications. |
| <p>The school head puts the pedagogical council's and school council's resolutions into effect; passes within their competences.</p> | <ul style="list-style-type: none"> - He plans and organises the pedagogical council's meetings. - He keeps a register of resolutions and inspects their realisation. - He observes the law and executes it. - He overrules unlawful resolutions. - He provides a background for team work. |

| Standard | Indications |
|---|---|
| The head leads the school's work. | <ul style="list-style-type: none"> - He organises the school work in agreement with the statute. - He keeps pedagogical documentation in agreement with the regulations of educational law. - He observes an efficient circulation of the documentation; and information system. - He provides for conditions to cooperate and take decisions in teams. |
| The school head exercises the pedagogical supervision. | <ul style="list-style-type: none"> - He worked out a quality assessment system (measurement of schoolwork, defining the manner of carrying it out, documenting and results utilization). - He worked out a timetable and areas of class assessment inspections. - He verifies the achievements of pupils, and next the results are utilized at school to modify work of both teachers and pupils. - He consults both pupils and parents on their expectations towards school. - He gathers information about teachers' work. |
| The school head takes care of pupils and provides background for their harmonious psychological and physical development through various pro-health activities. | <ul style="list-style-type: none"> - He provides for both pedagogical and psychological assistance. - He defines / assesses the pupils' community in the aspect of addictions. - He creates safe conditions for pupils while at school. - He provides substantial help for children in difficult financial situation. |
| He performs other tasks. | <ul style="list-style-type: none"> - They depend on the specificity of a given school. |

It is a difficult task to define objective indications of school head's work evaluation.

The evaluation itself, apart from its motivational function, has no definite influence on the person's work; providing it is not negative (then the head is dismissed from his post).

It must be remembered though, that the head's term lasts for five years (or less – in justified cases), and after the period the running body is not obliged to prolong the term of the head in office; it may announce a competition for the post, to select a new candidate.

Attractiveness of school leadership

The material status of the Polish school head is varied. It depends to a high degree on the remuneration regulations, which also describe the level of the executive and motivational bonus, as well as the system of awards for school heads. The accepted system of executive bonuses depends on the number of classes and so if there are big schools their heads will get a high salary.

In smaller and poorer districts there are cases when no candidate applies for the advertised school head's post since the difference between the teacher's and headmaster's salary in

insignificant. Yet, still the social standing of the school head is high and the local community usually trusts and respects him/her.

National structures of pre-service, induction and in-service education of school leaders

New institutions were formed in the education system involved in teacher and educational managing staff training.

The institutions are run and financed from the national budget and they carry out statute tasks which comprise preparation and realisation of developmental programs of the managing staff.

Training skills are team teachers' and school head's obligation – placed in the Act but in practice the state-organised training system does not function too efficiently.

The training offer prepared by the institutions is insufficient and outdated, and institutions not properly equipped with electronic tools lose in the competition with private training institutions since those utilize the human and material means more economically. The quality of work of the two types of institutions is continuously being discussed.

Coaching and other forms of support

Educational management staff creates its own unions and associations.

Exchange of experiences and good practice, as well as broadening the theoretical knowledge, not only from pedagogical and psychological areas, but also from the field of management theory, theoretical involvement in the introduction of ISO procedures-facilitating work organisation in educational units, are challenges which are undertaken by school heads during annual meetings and conferences.

These are the organisations which define the directions of staff training.

The most numerous organisation of this type is Ogólnopolskie Stowarzyszenie Kadry Kierowniczej Oświaty (Polish Association of Education

Managing Staff, approx. 3400 members). It carries out the tasks regarded by its members as most important for the educational community, improving the functioning of the education system, it also consults on projects of legal acts handed over by the Ministry of National Education.

5. Challenges, areas of innovation and underlying evidence

The directions of changes and ways of education management presented in the material, point to a strong determination at every level of its management to aim at autonomy and socialising. There is yet a lot to be done.

PISA tests showed an unsatisfactory level of results our pupils obtain; the same was recorded in the results of the national system of external examinations. It still reaches the teachers' minds with difficulty that the old model of school making pupils memorise loads of knowledge is exhausted.

It is much easier to follow certain directives rather than undertake decisions and be responsible for them. A conservative attitude towards management is represented by Teachers' Unions; they treat school as a workplace for teachers. That is why the discussions about the Polish schools sometimes become a battlefield against changes. Moreover, they seem to aim at keeping the old order of things. Politicians are weakly engaged in promoting educational changes, they prefer spectacular successes, and these are long way away in the field of education.

The present educational authorities in Poland more and more frequently turn to the functioning non-governmental organisation working in the field of education. The organisations are very often involved in school, or kindergarten running often in the cases in which otherwise it was not profitable. They are involved in building pro-education coalitions, popularising new methods of work and obtaining money to finance educational projects for local communities.

They promote the principles of the UN, along with popularising the idea of the society of citizens. The Minister of National Education introducing the new core curriculum starting September 1, 2009, incorporated the organisations to promote it. It proves the determination of the ministry to introduce changes.

Discussion forums on management in education pay attention to the still existing:

- Excessive centralisation – pupils and parents, local communities, and employers influence the Polish education to an insignificant degree. It gives an impression that the system works first of all for the benefit of its participants i.e. first of all teachers.
- Inequalities between towns and rural areas – results of teaching achieved in rural schools are generally worse and the possibilities of selecting an educational path are narrower for the young from those areas.
- Evaluation and supervision – not much has been done in Poland to create standards of criteria of evaluation, and the pedagogical supervision still fulfils its inspecting / control functions, and to a lesser degree adds to stimulating innovation and passing knowledge to teachers.

The belief that it is worth engaging oneself in school matters and introducing changes step by step and year by year, is a significant factor in both school heads' and school leaders' development. The changes will bear fruit in the form of the civic society, citizens knowing their

rights, having educational inspirations, being responsible and wise.

Both courage and leadership talent are needed to carry out the task, alongside proper conditions created by all participants of the school managing process. Our organisation is involved in the activities.

Razem dla Edukacji, Poznan
Aleksandra Golebiewska, Janina M. Kapuscinska

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Portugal

Education in Portugal lies within the direct competence of two ministries: the Ministry of Education and the Ministry of Science, Technology and Higher Education, which also manages University Education. The Ministry of Education provides the schools with a degree of autonomy that allows them to make strategic, pedagogical, administrative, financial and organisational decisions. The main challenges are, above all, the construction of new schools, extracurricular activities, improved management and organisation at school, early detection of school failure, etc.

| | |
|---|------------------------|
| Area | 92,345 km ² |
| Population | 10,700,000 |
| Population density..... | 116/km ² |
| GDP (PPP) per capita | € 16,200 |
| EU accession | 1986 |
| Schools (2008/09) | 10,384 |
| Exp. (PPP) per student(non-tertiary) | € 5,200 |
| OECD average | € 5,700 |

1. Background

Bases

- Portuguese Constitution
- General Education Law of 14th October 1986, which stipulates the overall framework of the educative system
- Decree Law No 115-A/98 of 4th May approves the autonomy, administration and school leadership
- Decree Law No. 7 / 03 of 15th January regulates the responsibilities, constitution and management of Boards of Education and the design, adoption and impact of the Charter of Education

Educational principles

- Generalization of education.
- Collaboration among all actors involved in the process.
- Comprehensive development of students, including job training and life in society.
- Democratization of education through the promotion of educational equality and access opportunities.
- Academic Freedom.

Objectives

- To improve the level of qualifications and skills of the population, priorities which fit the framework defined by the Lisbon strategy, making upper secondary education (15 to 17 years) the minimum qualifications of the

population, through the expansion and diversification of Vocational Training.

- To improve skill levels of the adult population through the recognition, validation and certification of competencies.
- To guide the education service through the principles of fairness and equal opportunity, and responsibility of students regarding the learning process.

Current Situation

- Need to improve educational outcomes
- Need to expand investment in education
- Need to correct the failure and dropout rates. At this time it is above the average of EU countries.

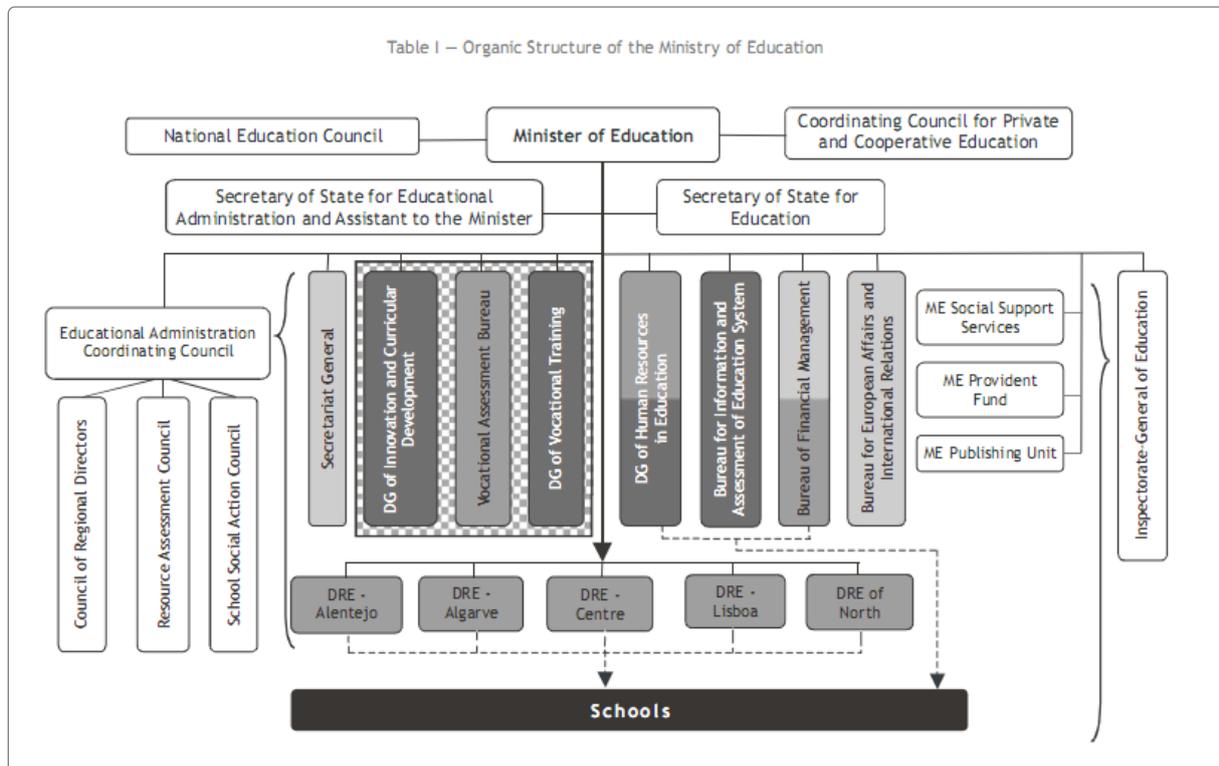
2. Context

National context

Education in Portugal is a direct competence of two Ministries: the Ministry of Education, which manages Primary Education (Ensino Básico) and Secondary Education (Ensino Secundário) and the Ministry of Science, Technology and Higher Education, which manages University Education.

The Ministry of Education sets overall education policy for the whole country. Its powers are the usual ones of a strongly centralized Department.

The Ministry's organizational structure is reflected in the following chart:



The Ministry also has a variety of services distributed at central, regional and local levels which guarantee the decentralization of powers in favour of local authorities and the autonomy of schools.

The autonomy of schools is enhanced during 2008/09 with the participation of families and school communities in school life and taking among others the following measures:

- Transfer of the management of non-teaching staff to municipalities
- School Social Action: implementation of social and educative support measures as management of the school canteens, student insurances...
- Construction, maintenance and furnishing of school buildings
- School Transport
- Pre-School Education: acquisition of teaching materials, non-teaching personnel management...
- Curriculum enrichment activities: activities to be performed outside school hours and teaching music, foreign languages...

- Residences for students: this includes the transfer of the patrimony and staff of these residences

Regional context

In Portugal, the system has established an intermediate level of management education policy establishing five Regional Education Directorates (DRE):

- Lisbon and Tagus Valley
- North (around Oporto)
- Centre (around Coimbra)
- Alentejo (Évora area)
- Algarve (around Faro)

The DRE are decentralized services, that is, regional bodies which carry out departmental policies, providing guidelines, coordinating and supporting all schools, except the third-level ones, which are autonomous institutions themselves. In the autonomous regions of Madeira and the Azores, the administration of education is the responsibility of regional governments through the Secretariats of Education.

3. Concepts and practice of school leadership

Conceptual framework

Since 2004 leadership in schools is a relevant aspect and taken into account when considering the training of the candidates to management. Additionally, leadership is one of the basic criteria for external evaluation of schools. The aim is strengthening the leadership in order to transform schools into more efficient educative centres.

In each educative institution there is a head with the necessary authority to develop the educational project of the school and to run the educational measures of the Ministry, supported in his or her management by an assistant manager and as many adjuncts as it is considered according to the number of students and the type of school. The position of head teacher is a personal management individual and not a collegiate one. Its functions include the administration and financing and the pedagogical council presidency, which is why it must be a qualified teacher for the exercise of these functions, either for his or her training or for his or her experience in administrative and school management. The head teacher appoints the heads of the curriculum departments, which are the main coordination and pedagogical supervision structures.

Teaching and learning

The Ministry of Education provides the schools with a degree of autonomy that allows them to make strategic, pedagogical, administrative, financial and organizational decisions. The teaching and learning process is regulated by the following **institutional documents**:

The Educative Project defines the educative orientation of the school and is designed and approved by its administrative bodies every three years. It sets out the principles, values, objectives and strategies with which to develop the school educational action.

The Internal Regime Regulations defines the system of rules that govern school life, the administrative management and leadership

bodies and how to choose them, the educational guidance and the services and structures to support that educational action along with the rights and duties of the members of the community. This Regulation may be changed the year after it has been approved in accordance with the needs that may arise.

Restructuring of school organizations

The law that regulates the autonomy, administration and management of schools establishes the following bodies of administrative and pedagogical management:

The School Assembly is the body responsible for defining the guidelines of school activities.

The educational community is represented in it (parents, teachers, students, non-teaching staff and representatives of different institutions and organizations or of economic, cultural, scientific and social activities...). The School Assembly passes the regulations of internal regime, the strategic decisions and the planning (The Educational Project and the General Annual Plan). It has competencies to elect and dismiss the head teacher who must present before the School Assembly the results of his management of the school.

The Executive Management which is made up of an executive board or just a head teacher. It is a collegiate or single-person body, which has management responsibility for either a school or group of schools, as it is defined in the Internal Regulations. The Head Teacher will have a number of deputy head teachers depending on the number of students.

Among its powers the most noteworthy are:

- to represent the educational centre
- to coordinate the activities of the executive team
- to evaluate the results of the teaching and non-teaching staff
- to exercise his/her authority mainly when it comes to discipline problems with students, teaching and non-teaching staff.

The Pedagogical Council, the body coordinating and providing the educational direction of the school in the teaching and didactic areas, guiding

and accompanying students, as well as overseeing initial and continuous training of teaching and non-teaching staff.

The Administrative Board, the body that discusses and takes decisions on administrative and financial matters.

Besides these bodies of management there are others like:

- **The teaching departments** where the teachers of the different areas are coordinated by the head of the department. They exist in the 2nd and 3rd cycles of basic and secondary education
- The teaching staff
- **The Classroom Council** formed by the teachers and the students' representative of a class.

The mission of the General Inspectorate of Education is to supervise the educational system in order to enable it to reach the essential objectives to assure the quality of teaching and to defend the interests of the groups involved.

Establishing and negotiating the direction of school development

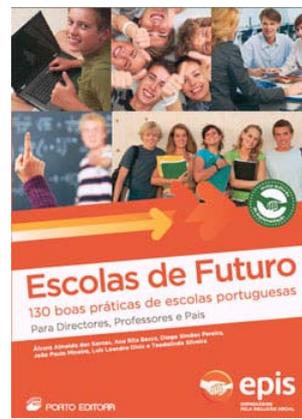
Decree-Law No. 7/03, of January 15th, regulated the responsibilities, make-up and management of the municipal education boards and the drawing up, approval and effects of the Education Chart, which aims to bring citizens and the education system closer together and outline their mutual responsibilities.

The Municipal Education Board coordinates policy at municipal level, coordinating the work of education professionals and stakeholders and proposes action to promote greater efficiency and effectiveness in the educational system.

At municipal level, **the Education Chart** is the instrument used for the planning and organisation of the educational network, with the aim of improving education, teaching, training and culture, encouraging the process of school grouping in a context of decentralised administration, a strengthening of management models and the value of the role of educational communities and projects in schools.

The leadership system and cooperation in networks

In Portugal there is a national network of Training Centres for School Associations (CFAE). These centres are the responsible for the continuous training of teachers. The network is available on the electronic pages of the Regional Directorates.



Examples of good practice

There are some studies on the good practices that several managing teams have carried out. The most outstanding examples of good practices experienced in several schools can be seen on the internet page:

<http://www.epis.pt/epis/homepage.php>

4. Recruitment and qualification of school heads

Recruitment

The head teacher is elected by the School Assembly.

He/she must be a teacher with experience, at least five years, and must have training in administrative management, especially in areas of educational administration. They must hand in a managing project and a CV and they can be teachers of the same or of a different school. A head teacher from a private school who has been pedagogical head teacher can also stand for the post in a state school. A training course is required for the qualification unless they have been head teachers or deputy head teachers for at least a year.

When the decision must be taken, the most important aspect is the project presented by the candidate, and he/she can be called for an interview.

It is the elected candidate who distributes the responsibilities and appoints the heads of the different departments and the coordinators of the teams. The school leader must present the results of his administration before the school assembly, which is the body that supervises his/her managing function and can propose his/her dismissal.

Attractiveness of being a school head

In general school head teachers feel economically rewarded. Teachers who take on the managing function have a bonus which depends on the number of students in the school, as it can be seen in the numbers of following table (amount received monthly):

| Monetary bonus | | |
|------------------------------|---------------|--------------|
| Schools or groups of schools | Head teachers | Deputy heads |
| More than 1200 students | 750 € | 400 € |
| From 801 to 1200 students | 650 € | 355 € |
| Less than 801 students | 600 € | 310 € |

As far as teaching time is concerned we may observe that the head teacher and the deputy head are exempt from teaching time, unless they want to teach the subject they are qualified for. The rest of the managing team must teach at least one class of students. If the deputy head teachers belong to pre-school or to the first cycle of primary education, they must have five hours of teaching time.

National pre-service structures, introductory courses and in-service education for school heads

The training of teachers who carry out an administrative and managing function in a school is established in the Education Bill. The qualification required for the post is a post graduation course in School Management and Administration, which can be obtained at University or technical Schools following a course which lasts for two semesters and whose plan of studies are acknowledged by the Scientific Council of Continuous Training.

There are specific courses for people who have these posts and which prepare them to carry out their functions and duties as pedagogic and administrative managers.

Coaching and other forms of support

The continuous training of head teachers and teachers is ensured by the different organs of the Ministry of education through the different training courses and training centres.

5. Challenges, areas of innovation and underlying evidence

The main challenges and areas of innovation that the Ministry of Education is working on can be summarised in the following:

- Reorganization of the network of first-cycle schools in collaboration with local authorities
- Construction of new schools
- Provision of the extended hours for extracurricular activities such as English classes, study skills, sports, music ...
- Improved management and organization at school, in order to optimize the conditions for teaching and learning and to combat school failure through the following measures:
 - total use of instructional time of students, ensuring they can participate in other activities if they have no class
 - early detection of academic difficulties together with the introduction of appropriate measures as recovery plans or alternative learning pathways
 - action plans for improving performance in mathematics and the national plan to promote reading, which involves the creation of new habits to guide students in improving their skills in reading and writing
 - concretion of the Technological Plan for education and the program of modernization of school buildings
 - revision of the work of school management teams, and implementation of external evaluation of schools
 - restructuring of the teaching profession into two categories, giving the teachers who have more experience and competence increased accountability
 - enhancement of the autonomy of schools

In accordance with the Education Act, Law No. 46/86 of October 14th, compulsory education is universal, and lasts for 9 years. It is obligatory for all children from 6 to 15 years of age and can be taught in state, private or cooperative schools.

Compulsory Education is divided in three cycles:

- First cycle: from six to ten. It is the longest cycle lasting for 4 years.
- Second cycle: a two - year cycle, from ten to twelve.
- Third cycle: lasting for three years, it starts at the age of 12 and moves on to the age of fifteen.

The first cycle in Compulsory Education is taught in primary schools, the second and third cycles are taught in preparatory or secondary schools. This last cycle corresponds to secondary education at a basic level. Children who are six before the fifteenth of September can start the first cycle.

Students who pass their global evaluation of the third cycle get a certificate of Basic Education issued by the administrative organ of the school they have attended, without taking any final exams.

Once they have finished Compulsory education, they are offered two different types of studies in Secondary education:

A. Studies in Secondary Schools

(They last for three years (from the age of 15 to the age of 18) and they are organised in just one cycle of studies which comprises the tenth, eleventh and twelfth year of schooling)

These studies are divided into two types:

- Secondary studies oriented towards the continuation of the studies (CSPOPE in Portuguese)
- Technological studies (CT in Portuguese) mainly oriented towards professional life.

Every school must offer the two types of studies although one type can have a priority over the other. Students can also change from one type to the other.

B. Studies in Vocational Schools

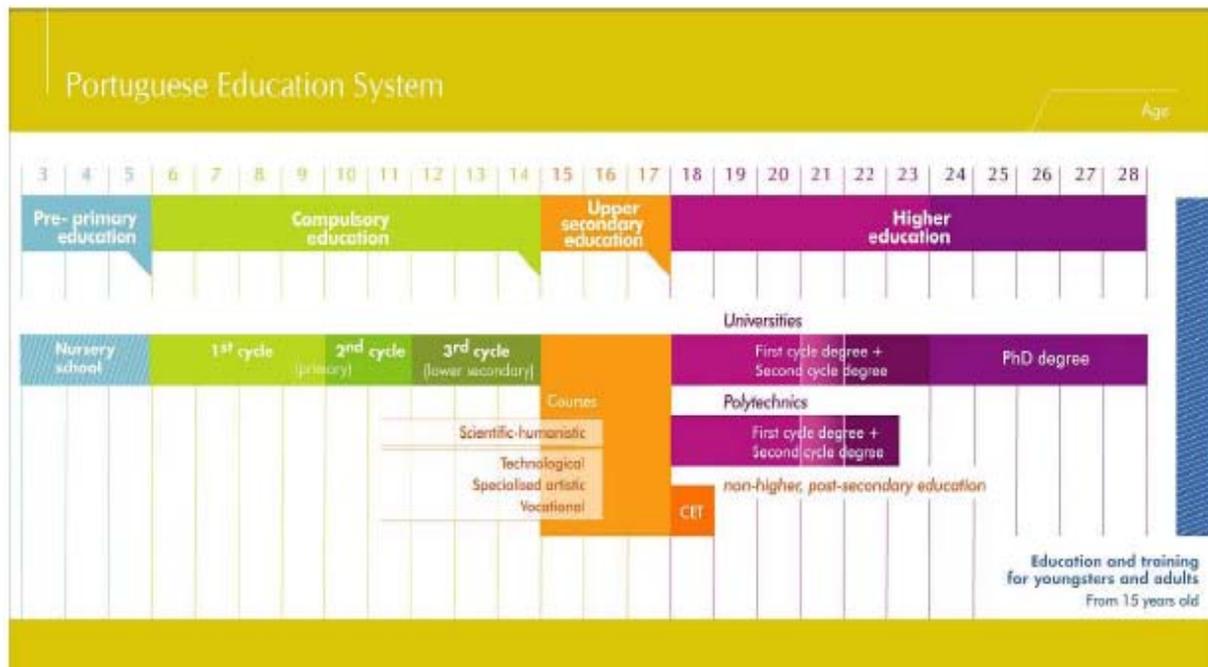
Vocational schools, whose students get a Certificate of Technical Studies at mid grade, offer an alternative to the traditional system of education. Students who have completed the nine years of schooling have access to the different types of studies of Secondary Education but they must be at least 14 years old.

*Direcção Regional de Educação do Norte, Porto
Direcção Regional de Educação do Centro,
Coimbra*

Appendix

Portugal (2006/07)

ORGANISATION OF THE EDUCATION SYSTEM IN PORTUGAL, 2006/07





Romania

Since the downfall of communism Romania has been facing changes in its educational structures, striving towards decentralisation. Still, there is a dominance of the school inspectorates and of legal regulations. But on its way to full school autonomy the country is making a great effort to meet the standards of the European Union.

The school head's responsibilities comprise school organisation, human resources management, financial administration and compliance with national standards.

| | |
|---|-------------------------|
| Area | 238,390 km ² |
| Population | 21,500,000 |
| Population density..... | 90/km ² |
| GDP (PPP) per capita | € 5,700 |
| EU accession | 2007 |
| Schools (2008/09) | 9,275 |
| Exp. (PPP) per student(non-tertiary) | € 1,500 |
| OECD average | € 5,700 |

1. Background – everyday reality versus political framework

The daily problems a school leader faces refer to material, human and curricular resources, such as:

- insufficiency of financial funds
- insufficient didactic resources to support the educational process
- poor access to education of disadvantaged groups (causing dropouts)
- lack of attractiveness of the teaching profession causes shortages of teachers, especially in the rural area (for instance the shortage of teachers of English and computer science)
- young people's lack of motivation and interest in schooling
- some categories of parents' lack of interest (disadvantaged groups) in their children's school careers
- decreasing of school population due to decreasing of birth rate
- lack of correlation between the educational offer and the needs/expectations of the labour market.
- a curriculum that is too academic and too much loaded and which does not value the students' life experience and the environment they live in.

Analysing the existent situation in the context of the objectives agreed upon at the European level, the following strategic priorities for the development of pre-university education up to 2010 have been identified:

- Ensuring access to and improving quality of education for everyone. Priority domains:
- Education in rural areas
- Access to education for disadvantaged groups

- Developing human resources for the knowledge society. Priority domains:
- Development and implementation of the e-Learning initiative
- Reform of compulsory education
- Enhancing access to and improving responsiveness of TVET to the labour market needs, in order to ensure economic and social cohesion.

2. Context

The national context

General administration and management of education and the training system is ensured at the national level by the Ministry of Education, Research and Innovation, a part of the central public administration. In exercising its specific attributions, the Ministry cooperates at the central level with other ministries and institutional structures subordinated to the Government.

The national educational policy is established by the Ministry, based on consultations with other involved institutions and ministries. Public pre-university education is part of the local decentralised public services and is subordinated to the Ministry through the County School Inspectorates. These inspectorates ensure at the local level observance of legislation and evaluation of the education system and process as well as implementation of the educational policy established by the Ministry.

The public pre-university education network is organised and approved by the Ministry in cooperation and with the support of local public administration, according to the demographic evolution and the training requirements.

The human resources policy in education is established by the Ministry, according to the provisions of the Education Law (Law 84/1995) and the Teaching Staff Statute (Law 128/1997) and based on consultations with teachers' unions. The management of the human resources in pre-university education is the responsibility of the Ministry and is performed at local level through the County School Inspectorates. The methodology for the teachers' mobility (recruitment, selection, appointment and permanent or temporary transfer) is established every year through Ministerial Order, within the limits set by law. Furthermore, the Ministry coordinates and supervises, through the County School Inspectorates, all the activities concerning the mobility of teachers.

The Ministry is responsible for the elaboration of the national curriculum for pre-university education: frame-curricula, syllabi and textbooks. Schools, in cooperation with the County School Inspectorates and local community representatives, establish the school based curriculum (local development curriculum for T/VET).

Decentralisation of the administration and financing system for pre-university education has been a major objective since the promulgation of the Education Law (Law 84/1995). Government Ordinance 32/2001 (amended in 2001 and 2002), Government Decision 538/2001 (amended through Government Decision 174/2003), as well as the Law 195/2006, have contributed to the decentralisation of financing system – determining a decentralised allocation of funds and the execution of budgets through the local public authorities. The local councils received attributions regarding the projection and execution of budgets, including the task of ensuring from their own funds the current material costs, subventions for boarding and schools canteens, investments and major repairs.

The local (regional and municipal) context

From an administrative-territorial point of view, Romania is organised in 41 counties. The capital city Bucharest counts as the 42 administrative-territorial unit.

Pre-university education, including schools of all levels, extra-school activities and auxiliary units, is

subordinated to the Ministry of Education, Research and Innovation through the County School Inspectorates acting as regional level decentralised specialised bodies with the following attributions:

- To supervise the organisation and functioning of the pre-university educational network in accordance with national educational policy;
- To ensure implementation and observance of legislation in organising, managing and deploying the educational process;
- To ensure quality of education and observance of the national standards through the school inspection;
- To establish, based on the Ministry endorsement, public schools: kindergartens , primary, gymnasium and VET schools;
- To propose to the Ministry the pupils' enrolment quotas for each education level, career, profile and specialisation at the county level – based on prognosis studies and following consultations with schools, local public administration authorities, economic agents and interested social partners;
- To ensure, together with the local public administration authorities, schooling of the pupils during compulsory education;
- To coordinate teachers' recruitment, according to the provisions of the Teaching Staff Statute (Law 128/1997);
- To organise and guide the in-service teachers' training as well as academic research and other complementary activities in pre-university education;
- To coordinate, together with the local public administration authorities, the use, development and preservation of the didactic material bases of schools;
- To coordinate schools admission and graduation exams as well as the educational competitions;
- To control the activities and the pre-university educational services provided by the economic agents, foundations, associations, religious cults and other bodies within the county; to ascertain observance of legislation and to take the legal measures as required;
- To coordinate the activity of the libraries in the pre-university education subordinated units;
- To coordinate and control the Casa Corpului Didactic – resource centre for in-service teachers' training.

The County School Inspectorates design and implement their own budgets and are financed by state through the Ministry budget. The County School Inspectorates have specific attributions in financing certain educational institutions and activities, as established by law.

The structure of the County School Inspectorates is established through Ministerial Order. The administration council of the County School Inspectorate comprises 9-11 members: the General School Inspector, the Deputy General School Inspectors, the head of the Casa Corpului Didactic, the technical-administrative director, the chief accountant, the legal advisor and school inspectors. The General School Inspector is the chair of the administration council. The County School Inspectorates periodically organise county level conferences of the teaching staff for consultative, participative and didactic reasons.

The management of the County School Inspectorate is ensured by the administration council of the County School Inspectorate and comprises 9-11 members: the General School Inspector, the Deputy General School Inspectors, the head of the Casa Corpului Didactic, the technical-administrative director, the chief accountant, the legal advisor and school inspectors. The General School Inspector is the chair of the administration council. The County School Inspectorates periodically organise county level conferences of the teaching staff for consultative, participative and didactic reasons.

Each County School Inspectorate annually evaluates the education system at the county level and, based on this evaluation and the national educational policy, establishes the management plan for the next school year: detailing objectives, activities, resources and responsibilities. The management plan is discussed with the consultative bodies. After being approved by the administration council of the County School Inspectorate, the management plan becomes compulsory for all the managerial structures of the education system at the county level.

According to the in-force legislation, all the public schools buildings are the property of the local public domains and public pre-university education is financed from the local budgets (town, commune; county – only for special

education). However, certain costs are supported from the state-budget through the County School Inspectorates budgets.

Part of the Local Councils (town, commune) has established school service units as institutional structures of the local public administration authorities, acting independently from the County School Inspectorates. The main functions of the Local Council school service are to ensure maintenance of the buildings and to support schools in establishing and executing the yearly budget, according to specific financing rules and the needs of schools and local community.

3. School leadership concepts and practices

Conceptual framework – School Leadership and Organisation

School management is ensured by head teachers (directors) and, depending on the number of students/classes, by deputy head teachers (deputy directors). The directors and deputy directors of pre-school units, primary and gymnasium level schools and arts and trades schools as well as the deputy directors of lyceums and post-secondary schools are appointed by the general inspector. The directors of lyceums and post-secondary schools are appointed by the minister of education upon the proposal of the general inspector. The directors and deputy directors of schools are appointed for a four-year term of office, as a rule, from nominations made by the school teachers' councils on professional and management expertise criteria. The appointment methodology is established through ministerial order and it usually involves a presentation of a managerial offer, detailing the medium term institutional development project of the given school and an interview on legislation in educational area.

In discharging their managerial duties, directors rely on two councils established in schools: the teachers' council and the administrative council.

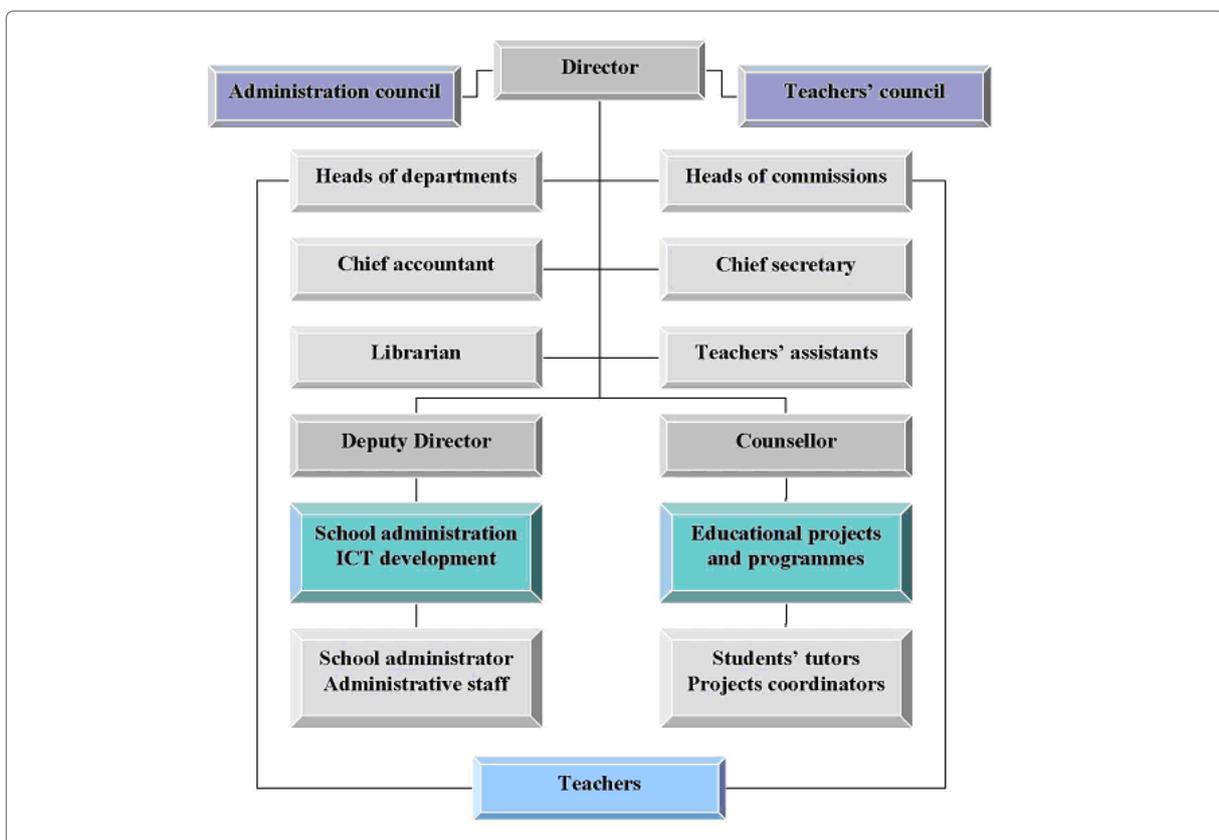
The teachers' council includes all the teaching staff of school and is chaired by the director of school. It has decision competencies in the educational area and functions according to rules established through ministerial order.

The administration council has 5 to 11 members and comprises the director and the deputy director(s), the counselor for educational projects and programmes, the chief accountant, teachers elected by the teachers' council, representatives of local public administration and representatives of the students' parents. If school co-operates with certain local enterprises in order to ensure students' vocational education and training, the administration council also includes representatives of these enterprises. At secondary education level, the administration council includes a representative of the students – nominated by the Students' Consultative Council. The director of school is by law the president of the administration council. The administration council has decision competencies in administrative area and functions according to rules established through ministerial order.

Every school year, the teachers' council elects out of the teachers of school a counselor for educational projects and programmes. The

educational counselor is the commission head of the students' tutors and has specific responsibilities in planning, organising and coordinating educational projects and programmes for students, both in school and out of school. Probably the most important role of the counselor is to coordinate the school European projects (e.g. within Socrates programmes).

The teaching staff of the same or related subjects is organised in departments. The heads of departments are nominated by the director based on the teachers' proposal and have specific responsibilities in the educational area (planning the teaching activities within the department, methodology of evaluation and assessment of students, information and training activities, class assistance etc.). The work of the heads of departments is currently not remunerated. However, depending on the quality of the activity and the actual involvement in the school problems, the heads of departments have a certain priority for specific incentives.



In order to ensure the school management, the director can propose settling of various commissions and working groups with specific responsibilities to the administration council. Upon approval, the members and the responsibilities of the commissions and working groups are stated through directorial decisions. The director usually relies on the heads of these commissions and working groups in order to ensure communication with the teaching staff and to deal with management issues in specific areas of competencies. The organisational chart of school is established in the administration council based on the legal provisions, the educational level, the size of school and the actual school needs. For example, in a medium size school (400 to 800 students), a basic organisational chart might look as above.

Functions

The director of school is subordinated to the general inspector. The job description and the evaluation criteria for the director's activity are elaborated by the Ministry. The director benefits from a salary incentive and has a reduced teaching load – according to the school size and concrete conditions. The director has the legal right to guide and control the activity of all the school personnel and chairs the administration council and the teachers' council.

The director's responsibilities are established through ministerial order and can be divided in the following main categories:

1. To plan, organise, coordinate, monitor and evaluate the entire educational process in school and the institutional development of school. Under this category the in-force legislation provides a total of 21 specific activities – from elaborating school reports and medium term development plans to students' enrolment and repartition in classes etc.
2. To manage the human resources of school. Regarding the teaching staff, the director has limited competencies – as the teaching staff mobility is entirely managed by the Ministry through the County School Inspectorate. However, beside organising and coordinating teams, the director:
 - a) acts as an employer for the non-teaching staff of school;
 - b) monitors and evaluates the performances of the entire personnel of school;
 - c) applies – based on the administration council and/or teacher's council decisions – the legal provisions regarding recom-penses and sanctions of the personnel;
 - d) guides and assists the professional development of the teaching and non-teaching staff.
3. To manage the financial resources of school. The director elaborates the school budget project and monitors the execution of the approved budget.
4. To administrate school. The director is responsible for the utilization, conservation and development of the material resources of school and has to ensure that the educational conditions provided by school comply with the national standards.

The main papers that a director has to elaborate during a school year are as follows:

1. The medium term institutional development project of school, covering the usual four-year appointment period;
2. The semester and annual evaluation reports on the school's entire activities;
3. The annual management plan of school and the semester programmes to implement the management plan;
4. The financial and material resources development projects;
5. The annual budget project of school.

The deputy director is subordinated to the director. The job description is elaborated by the director of school, usually as a result of a negotiation process in establishing the work division in the school management. As a consequence, the responsibilities of the deputy director may considerably vary from one school to another.

The focus on teaching and learning

According to the provisions of the Education Law (Law 84/1995), the in-service training of the teachers in pre-university education is a right.

At the same time, the Teaching Staff Statute (Law 128/1997) stipulates that teachers and management, guiding and controlling personnel in pre-university education participate in an in-service training programme once every five years, according to the methodology established by the Ministry. The condition is considered fulfilled for the teachers obtaining the "on-the-job-confirmation" or any didactic grade in the considered period.

According to the Ministerial Order 4796/2001 the periodic in-service teachers' training is structured in modules quantified in professional transferable credits. The minimum standard for the periodic in-service teachers' training is of 90 credits distributed among the following compulsory modules:

- Speciality subject (the training can be provided only in higher education institutions – centres for in-service teachers' training) – 23 credits;
- Didactics of speciality – 23 credits;
- Psycho-pedagogy subjects (the training can be provided only in higher education institutions – centres for in-service teachers' training) – 23 credits;
- Complementary subjects:
- Complementary compulsory (ICT assisted education) – 9 credits;
- Complementary optional (at the disposal of the trainees) – 8 credits

The in-service teachers' training is accomplished through various forms and programmes, according to the exigencies of education and the evolution of different subjects, educational cycles and profiles, as well as depending on the needs and interests of the teaching staff. Teachers may independently choose the training programme that better fits their needs. However, in certain situations, teachers may be guided by the educational authorities towards specific training programmes. This situation has occurred rather frequently in the recent years when national training programmes financed from the state budget were provided on specific high-interest topics:

- Applying the new competence-based curriculum in the classroom;
- Designing the school-based curriculum and syllabi for optional subjects;
- Using new methods and instruments in pupils' evaluation;
- Standardising pupils' evaluation;

- Deciding on appropriate textbooks;
- Developing multi-cultural educational environments (under the access to education for disadvantaged groups initiative);
- Use of ICT in teaching various subjects (under the e-Learning initiative).

The County School Inspectorate and the Casa Corpului Didactic, together with the above mentioned institutions ensure organisation and accomplishment of the in-service training, according to the methodology established by the Ministry.

The main forms to organise in-service training are as follows:

- Scientific-methodological and psycho-pedagogical activities organised at the level of the pre-university education institution or by groups of pre-university education institutions (methodological commissions and pedagogical groups);
- Scientific-methodological and psycho-pedagogical communication sessions, symposiums, experience exchange on specialty and psycho-pedagogy topics;
- Periodic information stages in the subject-area and in the area of the sciences of education.

The teachers' professional development in pre-university education is a two-stage process – each involving continuous and final evaluations and being attested through a professional-degree certificate. The professional-degrees that can be obtained by teachers after promoting the "on-the-job-confirmation exam" are, in this order, the didactic grade II and the didactic grade I.

Both the didactic grade II and didactic grade I lead to higher salaries on the salary scale for pre-university teachers. Admission to the competitions organised for management, guiding and control positions is conditioned by the didactic grades.

Restructuring and re-culturing school organisations

The management of the pre-university educational institutions is ensured by heads of schools assisted, according to the concrete conditions and the provisions of the law, by deputy heads of schools. When exercising their managerial duties, the heads of schools rely on

the teachers' council and the administrative council. Organisation and functioning of these bodies as well as the specific attributions of the heads of schools and of the deputy heads of schools are established through the Education Law (Law 84/1995), the Teaching Staff Statute (Law 128/1997) and the Regulation for Organisation and Functioning of the Pre-University Education Institutions (Ministerial Order 4925/2005).

The teachers' council of school comprises all the teaching staff of school, regardless of their specific employment status (permanent or substitute teachers), and is chaired by the head of school. The auxiliary teaching staff (support personnel; teachers' assistants) can participate in the teachers' council meetings when issues regarding their activity are discussed. Subject to the topics of the meetings, the head of school can also invite representatives of the parents, of the pupils' consultative council, of the local public administration authorities, etc. Participation of the teachers to the meetings of the teachers' council is compulsory. The teachers' council has the following attributions:

- To debate and approve the medium-term development plan of school;
- To debate and approve the activity reports, the semester activity programmes and the annual activity plan;
- To elect the teachers for the administration council;
- To propose to the head of school the members of the schools commissions and departments;
- To validate the semester and annual reports on the academic situation of the pupils;
- To analyse and decide on the sanctioning of the teachers and teachers' assistants failing to respect the provisions of law or of the internal regulation of school;
- To decide on the disciplinary sanctioning of the pupils;
- To decide the rewards to be granted to pupils, teachers and teachers' assistants, according to the provisions of law;
- To validate the pupils' behaviour marks lower than 7 (on a 1 to 10 marking scale);
- To establish the optional subjects provided within the school-based curriculum;
- To approve the project for the enrolment quota;

- To approve curricular projects developed in school;
- To elaborate synthetic appreciations on the activity of the teachers requesting the merit salary or the merit grade (forms of salary incentives to promote quality teaching);
- To approve in extraordinary meeting, in the presence of all the school personnel, the internal regulation of school, elaborated with the representatives of the teachers' unions.

The administration council of school, with decision role in the administrative area, comprises 5 to 11 members and is chaired by the head of school. According to the provisions of law, the members of the administration council are as follows: the head of school, the deputy head(s) of school, the chief accountant, elected representatives of the teachers, the representative of the parents and of the local public administration authority (town, commune). The representative of the teachers' union participates as an observer to the administration council meetings. The administration council also includes representatives of the economic agents that ensure practical training of the pupils. The high schools and post-high schools administration councils include representatives of the pupils/students. The kindergartens or primary schools that do not have legal personality and are affiliated to another school, nominate 1 or 2 teachers in the administration council of the coordinating school.

The administration council has the following attributions:

- To ensure observance of the Education Law (Law 84/1995), the Teaching Staff Statute (Law 128/1997), legislative acts issued by the Ministry and decisions of the General School Inspector;
- To elaborate the short-term educational strategy of school;
- To elaborate in cooperation with the representatives of the teachers' unions the internal regulation of school;
- To elaborate in cooperation with the teachers' unions the job descriptions for the non-teaching staff of school, as well as the evaluation criteria for their professional performance;
- To annually evaluate the individual professional performance and to establish the

corresponding annual ratings for all the school personnel, based on the propositions of the chairs of the school commissions/departments;

- To approve, according to the provisions of law and following the proposition of the head of school, granting of the merit salary for the school personnel;
- To establish the monthly bonuses to be awarded to the school personnel;
- To establish, following teachers' unions consultation, the leave periods for the school personnel, based on individual written requests and the propositions of the head of school;
- To establish the members and the attributions of the operational commissions of school;
- To periodically control the accomplishment of syllabi and the rhythmic evaluation and assessment of the pupils, based on the synthetic reports of the chairs of the schools commissions/departments;
- To approve granting of scholarships, according to the provisions of law;
- To analyse and propose the approval of the annual budget project;
- To establish the strategy for attracting and use of the extra-budgetary funds, according to the provisions of law.

Members of the administration council coordinate and assume responsibilities for various domains, as a result of the delegation of managerial responsibilities by the school heads. They make proposals to the administration council concerning various commissions and working groups with specific responsibilities in schools.

Establishing and negotiating the direction of school development

The Education Law (Law 84/1995), the Teaching Staff Statute (Law 128/1997), the Regulation for Organisation and Functioning of Pre-University Education Institutions (Ministerial Order 4925/2005) and the University Charter of each higher education institution specifically establish the organisation (including composition) and functioning of the management structures at different education levels.

According to these legislative acts, participation to the decision-making process of the pupils/ students, teaching staff, representatives of the

social partners (teachers' unions, professional associations, students' unions etc.) and players in society at large (parents, local public administration authorities, economic agents, religious cults etc.) is guaranteed at all education levels of the system. The legislation also establishes the organisation and functioning of various external consultative bodies, stating the domains in which consultation is mandatory. In various administrative matters the documents issued by the administrative bodies produce the envisaged legal effects only if endorsed by the representatives of the external consultative bodies established by law.

At the school level, internal consultation process and participation of the pupils and teaching staff to the decision-making process is ensured through the pupils' consultative council, the teachers' council and the administration council.

The pupils' consultative council comprises all prefects of the classes and is organised and functions according to the internal regulation of school. The prefect is designated by the tutor-teacher of the class based on consultations with the pupils. The pupils' consultative council elects a chair and the representative of the pupils in the administration council of school (usually the chair) among its members. Meetings are held at the initiative of the chair or of the head of school and focus on matters concerning pupils' activity in school: educational conditions, discipline, cultural and social activities, teacher-pupil relations, participation in various school projects etc. Following decisions taken in the meetings, the chair of the pupils' consultative council presents to the head of school or to the administration council concrete propositions regarding improvement of the school activity. The decision to implement or reject the propositions is taken either by the head of school or by the administration council – depending on the exact area concerned.

The teachers' council of school, which has a decision-making role in the instruction and education areas, comprises all the teaching staff of school, regardless of their specific employment status (permanent or substitute teacher), and is chaired by the head of school. The auxiliary teaching staff (support personnel; teachers' assistants) can participate in the teachers' council meetings when issues regarding their activity are

discussed. Subject to the topics of the meetings, the head of school can also invite representatives of the parents, of the pupils' consultative council, of the local public administration authorities or of the social partners. Participation of the teachers at the meetings of the teachers' council is compulsory. The teachers' council meets at the beginning and at the end of each semester and whenever the head of school considers it to be necessary. The teachers' council can also meet in extraordinary session upon the request of a minimum of one third of its members. Decisions are taken by vote and are binding for the entire personnel of school. According to the Regulation for Organisation and Functioning of Pre-University Education Institutions (Ministerial Order 4925/2005), the teachers' council has specific attributions in evaluating and planning the educational activity, in deciding on the school-based curriculum, pupils' enrolment quota, awards and sanctions etc.

The administration council of school, which has a decision-making role in the administrative area, comprises 5 to 11 members and is chaired by the head of school. According to the provisions of law, the members of the administration council are as follows: the head of school, the deputy head(s) of school, the chief accountant, elected representatives of the teachers, the representative of the parents and of the local public administration authority (town, commune). The representative of the teachers' union participates as an observer to the administration council meetings. The administration council also includes representatives of the economic agents that ensure practical training of the pupils. The high schools and post-high schools administration councils include representatives of the students. The pre-schools or primary schools that do not have legal personality and are affiliated to another school, nominate 1 or 2 teachers in the administration council of the coordinating school.

The administration council meetings are held monthly or whenever the head of school or one third of its members consider it to be necessary. Decisions are taken by vote and are binding for the entire personnel of school. According to the Regulation for Organisation and Functioning of Pre-University Education Institutions (Ministerial Order 4925/2005), the administration council has specific attributions in ensuring observance of legislation in school, evaluating and planning the

administrative activity, human resource development and management, monitoring the personnel's activity etc.

At the school level, the parents' support and consultation is ensured through the council of parents' representatives, whilst the parents' participation to the decision-making process is ensured through the administration council.

The class parents' committee is elected every year in the general assembly of all pupils' parents in that class and comprises: a chair, a member and a treasurer. The class parents' committee represents the interests of the parents in the general school parents' assembly, the council of parents' representatives and the teachers' council. The communication between the class parents' committee and the school is ensured by the tutor-teacher.

The general school parents' assembly comprises all the chairs of the class parents' committees in school and every 2 - 3 years elects the council of parents' representatives and the censors' commission. The council of parents' representatives comprises 5 to 7 members: a chair, a vice-chair and members with specific attributions. The communication between the school and the council of parents' representatives is ensured by the head of school. The chair of the council of parents' representatives is a voting-member of the administration council and represents the parents' interests within this management structure. According to the Regulation for Organisation and Functioning of Pre-University Education Institutions (Ministerial Order 4925/2005), the council of parents' representatives has specific attributions in supporting the school management regarding the improvement of educational conditions, attracting and use of extra-budgetary funds, educational and vocational guidance and counselling, support and direct involvement in school projects and extra-school activities etc. All the funds created from or with the help of the parents are entirely administrated by the council of parents' representatives, under the supervision of the censors' commission.

The local public administration authorities (town, commune and, only for special education, county level) are responsible for financing most of the

schools activities and for the maintenance of the buildings. In order to have a clear understanding of the schools' problems and to directly contribute to the management of school, the local public administration authorities designate a representative (voting-member) in each school administration council. However, the school-community relationship is not restricted to this framework and specific relations, more informal, develop in order to respond to various needs of the school and of the community respectively. Some of the main needs to which the school-community relationship actually responds are as follows:

- Information needs. Generally, the exchange of information is accomplished at the class level and implies, from the school's point of view, the pupils, the tutor-teachers and, more rarely, the teachers. From the community side, the parents may be involved as well as the representatives of various institutions (educational, cultural, health and hygiene, police etc.). In most cases the information flux is oriented towards the pupils. In this category is, for example, the tutoring of classes on specific issues.
- Training needs. These can be localised both at the level of the pupils and of the community members. In the case of the pupils target-group training can signify practical training at various economic agents (on a contract basis) as well as education in non-formal environments: participation to cultural and artistic manifestations, museum visits, trips etc.
- On the other hand, the role of school as a provider of education and training services becomes more and more important. Within the legal framework established by law on organisation and functioning of the continuing education system through educational institutions (Law 133/2000) schools can provide education and training for adults for professional (re)qualification, development of key competences (e.g. ICT competences) etc.
- Financial needs. In various occasions schools may attract sponsors from the community members – in order to support specific development projects or extra-curricular and extra-school activities. The parents' involvement in finding sponsors is very important and the school management usually turns for

support to the council of parents' representatives in this matter.

- Humanitarian and social needs. Various reports outline the fact that the pupils have organised themselves on a voluntary basis in order to offer support to disadvantaged persons – such as the elderly people living in retirement homes or children in orphanages. This form of support can include small presents, regular visits etc. and are generally encouraged by both the school management as part of the civic education and by the community. At the same time, the community members provide financial help for pupils with social problems, supplementary to the state support in some cases.
- Educational and vocational guidance and counselling needs. The community support in this area can be achieved through various forms – from simple debates organised in school with different professionals to study visits, open-days events etc.

System leadership and cooperation in networks

Participation of the community in the decision-making process at the county level is ensured through the consultative councils of the County School Inspectorates and the Local Committees for Social Partnership in VET Development. The consultative council of the County School Inspectorate comprises heads of schools, highly estimated teachers and professors, representatives of the parents, of the local public administration authorities, of the economic agents and of other social partners. The chair of the consultative council is elected from its members through secret suffrage. Considering that special attention is required in the consultation process for the projection and development of the TVET, Local Development Committees for Social Partnership in VET were established in each county through ministerial order. These are consultative bodies cooperating with the County School Inspectorates in projecting the educational network and pupils' enrolment quotas, local curriculum and educational offer, qualifications and specialisations which are offered.

The representatives of the nationally recognised teachers' unions are involved at all decision-making levels in the education system. The

meetings of the administration councils – both at school level and County School Inspectorate level – are held in the presence of the representatives of the teachers' unions. Their role is to observe and express the unions' opinion on the decisions taken (nonvoting members) and their comments are registered in the written reports of the meetings. On a number of specific matters concerning the teachers' employment and mobility, the papers issued by the head of school or by the General School Inspector have to be endorsed by the representatives of the teachers' unions in order to produce the envisaged legal effects. The consultation process at the local (county) level and central level is also accomplished through the social dialogue commissions, organised according to the provisions of law (Decision of the Government 314/2001 amended through Decision of the Government 569/2002). At the county level, the social dialogue commission comprises representatives of the prefecture, of the decentralised public services of ministries (including the County School Inspectorate), of the employers' confederations and of the trade unions.

At the Ministry of Education, Research and Innovation level, the social dialogue commission comprises representatives of the ministry and leaders of nationally recognised teachers' unions.

The commissions for social dialogue have a consultative role and their activities are intended:

- To secure relationship between social partners – administration, employers and unions – in order to permanently inform on the specific needs and to facilitate solving various requests and problems (e.g. work conflicts, job descriptions etc.);
- To consult the social partners on legislative initiatives (e.g. amendments to the existing laws, orders of the minister, regulations etc.);
- To consult the social partners on various measures to be implemented in the system (e.g. regarding teachers' mobility, teachers' salaries and incentives, projection of the school network, pupils' enrolment quota, National Curriculum etc.).

- To propose solutions for other problems under the remit of the respective ministry, on which the social partners reach agreements.

Examples of good practice / success stories

An example of good practice in the field is the Romania Reform of Finance and Management of Education (Know How Fund) carried out between 1996-2000. This project reformed the financial planning and management of education at central, district and local levels through a training needs analysis, head-teacher training, school mapping, school inspection training, and developing Management Information Systems. In addition, it improved education finance and management at pre-university level through Technical Assistance to officials in the Ministries of Education and Finance, regional and local authorities and to school head-teachers. A network of seven regional resource centres was established to deliver training in education finance and management to inspectorate staff and head-teachers. The project focused on school management and all the head-teachers in pre-university education were trained in the cascade system: a body of national trainers were trained, they developed teams of regional trainers and thus every In-service Teachers' Centres (the Casa Corpului Didactic) and the County School Inspectorate organised courses for all the school leaders in the regional educational system. This training programme generated expertise in the in-service teachers' training that has continually been renewed and extended by the Casa Corpului Didactic which develops further training stages for leaders and aspirants to being leaders.

4. Recruiting and educating school leaders

Recruitment and retention of leaders

According to the provisions of the Teaching Staff Statute (Law 128/1997), the management positions in pre-university educational institutions are head of school and deputy head of school. The management positions of head and deputy head of school can be occupied only by permanent teachers with at least didactic grade II and five years seniority in education, distinguished for their professional, managerial and moral qualities.

According to the provisions of the Teaching Staff Statute (Law 128/1997), the teachers in management positions that do not have any attested training in the area of educational management have to attain such a training programme following the appointment. The candidates for a management position have to be recommended by the teachers' council of school and have to prove their professional competence through the "very good" rating awarded for the previous year activity.

Appointment for the head and deputy head positions is based on open competitions organised by the County School Inspectorates (open recruitment procedure). The competition involves analysis and evaluation of the CV as well as an interview to assess the candidate's knowledge in the area of school legislation and educational management. The methodology for organising the competition as well as the topics and the bibliography are approved annually through Ministerial Order. The competencies and professional skills that are considered to be crucial for the leadership career are as follows:

Categories of competences – Specific competences – Fields of application

I. Competences of communication and relationship

- To select the adequate ways and means of communication in order to make the managerial approach efficient.
- To adapt oneself to various/unpredictable situations in order to properly solve education problems.
- To solve conflicting situations following an investigation made by mediation and negotiation in order to assure a climate of trust and responsibility.
 - work climate
 - counselling and offering audiences
 - relationship with community and partner institutions
 - communication with pupils.

II. Psychological – social competences

- To value the individual and group features of the interlocutors in order to achieve an efficient communication.

- To adopt an adequate behaviour in the relations with interlocutors in order to achieve a proper collaboration climate.
 - professional ethics

III. Competences of using IT

- To synthesize information in order to create a data base which should be useful in the managerial act
- To turn to good account the information from the data base in order to make the decisions in concordance with the realities specific to educational environment
- To use informatics techniques and technologies in order to make their activity efficient and to assure its quality
 - managerial activity

IV. Competences of management and coordination

- To project the activities in order to achieve an educational approach of quality
- To organize the activities in order to achieve the managerial plan objectives
- To coordinate the educational process in order to achieve the school progress
- To manage the decision making act through assuming responsibility or delegating responsibilities within the school working groups
 - educational process
 - management of meetings

V. Competences of evaluation

- To establish evaluation objectives and criteria regarding the principles of total quality management
- To use the evaluation techniques and instruments specific to the educational process
- To evaluate the educational approach in order to identify the teaching staff's training necessities
 - educational process
 - initial and in-service training of the teaching staff

VI. Competences of managing and administrating the resources

- To manage the material and financial resources according to the priorities of the managerial plan and having regard for general and specific legislation

- To manage the decision making act through assuming responsibility or delegating responsibilities within the school working groups
- To select the human resources in accordance with the school specifics
 - financial and material resources
 - human resources

VII. Competences which aims at institutional development

- To analyse the educational context in which the school works in order to project an adequate strategy of institutional development
- To project the strategy of institutional development
- To promote the national and European values in education through programmes and partnerships
 - institutional frame
 - projects, programmes, partnerships

VIII. Competences which aim at self-management

- To evaluate his/her own activity with the object of raising the quality of the managerial activities
- To select his/her own training direction in order to develop his/her career in accordance with personal aspirations and with the institution specifics
 - managerial career

Attractiveness of school leadership

Appointment in a management position is based on an educational management contract and is accomplished by the following authorities (acting as employers):

- The General School Inspector for the deputy heads in all educational institutions;
- The General School Inspector for the heads of kindergartens, primary and lower secondary level schools, as well as VET schools;
- The Minister of Education, Research and Innovation for the heads of high schools and postsecondary non-tertiary education institutions.

As a general rule, the heads and deputy heads are appointed for a four-year term of office. The conditions of service are established within the Teaching Staff Statute, the Regulation for

Organisation and Functioning of Pre-University Education Institutions (Ministerial Order 4925/2005), as well as within the job-description elaborated by the Ministry. The job description signed by the two parts – employer and employee – becomes an annex of the individual educational management contract (labour contract).

The heads and deputy heads of schools have reduced teaching norms – as established within the job description and based on the methodological norms elaborated by the Ministry. The management personnel can be paid for supplementary teaching hours – in the limit of 4 to 6 hours per week. The working time is of 40 hours per week, including teaching hours. The heads and deputy heads manage their time such as to accomplish all their duties set by legislation.

The basic salaries of heads and deputy heads of schools are established according to their teaching positions. A management indemnity established within the following ranges is added to the basic salary:

- 15-25% for kindergarten and primary school teachers appointed as heads;
- 20-25% for teachers appointed as deputy heads;
- 25-35% for teachers appointed as heads.

The exact management indemnity depends on various factors (number of pupils, canteen and boarding facilities, etc.) and on the managerial performances – as established by the Ministry. The management indemnity may be revised annually based on the managerial performances as evidenced through the annual individual evaluation. The heads and deputy heads of school may also benefit from the following salary supplements and incentives: indemnity for isolated area, indemnity for special education and orphanages, "merit grade", "merit salary", doctoral supplement, "stability" supplement, "neurological-mental over-challenge" supplement, mentor-related activities supplement.

Teachers appointed in management positions benefit from teaching post reservation – meaning that upon finishing their term of office they can return to the previously held teaching position. At the same time, upon finishing the term of office, they can apply again for the same or another management position.

The individual professional performances of the heads and deputy heads are evaluated annually by the General School Inspector. The evaluation is similar to the one undertaken by the teachers except that it is focused on the managerial duties established within the job-description.

Considering the fact that for all the management positions in pre-university education there are appointed teachers for a limited period of time, all the general provisions of the legislation concerning condition of service of teachers apply accordingly.

National structures of pre-service, induction and in-service education of school leaders

Based on various surveys, studies and assessments performed by national and international bodies, the Ministry has established a national strategy regarding improvement of education and training for teachers. The "Strategy for development of the initial and in-service training system for teachers and managers in pre-university education" establishes objectives and reform measures aligned to the commonly agreed priorities in this area at the European level (more specifically "Education & Training 2010" programme).

The Strategy proposes the following major objectives:

- Improving the professional dimension of the teaching career in Romania;
- Reconsideration of the ratio between the theoretical and the practical parts of the curriculum for teachers' training through extension of the initial training route up to the "on-the-job-confirmation exam";
- Development of an "educational market for in-service teachers' training programmes" based on loyal competition, and enabling the teaching staff to benefit of a more diverse offer from the in-service training providers;
- Correlation of the structure and moments in the teaching career with the educational standards and ensuring professional dynamism through using a system of transferable professional credits;
- Development of modern institutional structures in order to optimise the in-service teachers' training activities: the National Centre for In-service Training of the Pre-university Education Staff (CNFP).

Coaching and other forms of support

The in-service training is a right of the teachers in the pre-university education.

At the same time, the Teaching Staff Statute (Law 128/1997) states that the teachers in pre-university education participate to in-service training programmes at least once every five years or whenever they are recommended by the administration council of the school or by the County School Inspectorate.

The condition is considered fulfilled by the teachers who obtained "on-the-job-confirmation exam" or any of the didactic degrees. This period of time can be diminished and thus leaders at various levels may receive support and counselling:

- When there are essential curricular changes;
- When new methods or technologies of training and assessment are introduced;
- When they are appointed as school leaders without an attested training in the field of educational management;
- When the school administration council or the County School Inspectorate ask it if they notice lacks in a certain leader's academic, methodological and psycho-pedagogical training;
- When the leader himself/herself requests it on the teachers' council recommendation.

A school leader can ask for support, assistance and counselling in two places: Casa Corpului Didactic and the department of management within the County School Inspectorate:

- At the Casa Corpului Didactic when we speak about managerial projecting, elaborating strategies, educational offer;
- At the County School Inspectorate when we speak about legal documents, ministry methodology – everything that means rules and law.

5. Challenges, areas of innovation and underlying evidence

Decentralisation of administration and financing system for the pre-university education has been a major objective since the promulgation of the Education Law (Law 84/1995). Government Ordinance 32/2001 (amendments in 2001 and 2002), Government Decision 538/2001 (amended

through Government Decision 174/2003) as well as the Law 195/2006 have contributed essentially to the decentralisation of the financing system, leading to a more decentralised allocation of funds and execution of budgets through local public authorities. The local councils received essential attributions regarding the projection and execution of budgets, including the task of ensuring from their own funds the current material costs, subventions for boarding and schools canteens, for investments and major repairs. As a result of the modification of the Education Law, by the Laws 713/2001 and 529/2002, the public domain property of the communes, towns and counties over the public schools has been established.

In parallel with legislative efforts, a series of studies regarding administration and financing of public education have been elaborated by the National Council for Financing Public Pre-University Education and experts of the World Bank. These studies form the basis for the proposed reforms on administration and financing of pre-university education, included in the Law 195/2006. The most important reforms are intended:

- to increase the decision competences of local councils (town, commune);
- to increase decision competences of the schools' heads;
- to promote quality in school management;
- to institute flexible didactic curricula;
- to assess the teachers according to performance criteria;
- to promote quality;
- to have an external evaluation done by an autonomous assessment agency (ARACIP).

Following the substantial progress of the Enlargement Process of the European Union, the Task Force Education and Youth/Enhanced Graz Process has together with Senior Officials from the SEE proposed an initiative aimed at supporting education reform in the region, taking into account both country-specific needs and demands in education reform as well as present trends in the development of the envisaged European Area of Education. The ERI SEE is seen as an interface between ongoing SEE education reform at the national level and the European trends in order to achieve common European standards in education – i.e. the “Education &

Training 2010” programme, the “Copenhagen Declaration” and the “Bologna Process”. The development and amelioration of leadership in our country will have the following priorities:

- Adjustment and review of existing national legal frameworks in line with ongoing European developments and national reform priorities;
- Decentralisation of education management and administration, with a focus on quality enhancement and accountability;
- Development of education management information systems and quality assurance mechanisms;
- Ensuring access to, and effective use of ICT;
- Development of opportunities for lifelong learning as a key means to stimulate economic regeneration in the region.

The participation to the European Union action programmes in the field of education and training proves Romania's institutional capacity to run the European Union projects. At the same time, the corresponding activities ensure:

- Harmonisation of the Romanian education system with European systems concerning curricular objectives, contents and teaching methods;
- Creation of an evaluation system, compatible to the European standards;
- Information of decision-makers concerning the education in the European Union Member States and elaboration of studies and comparative analyses.

From our point of view, the values that must be developed in the next decade are: social responsibility, trust, integrity, honesty, professionalism, performance, social intelligence, courage of civic action, creativity, personal commitment, sensibility to problems and situations, sense of team, pro-activity.

If the values are the ones mentioned above, the school life and leadership in education will definitely be better.

*Casa Corpului Didactic (C.C.D.), Braşov
Simona T. Cliniciu, Prof. Emilia Sinov*

Appendix

Legal situation / Institutions

- Ministry of Education, Research and Innovation Str. General Berthelot nr. 28-30, Sector 1, 010174, Bucuresti
Tel: (+40) (021) 315 50 99, Fax: (+40) (021) 315 50 99
www.edu.ro
- Institute for Education Sciences, Str. Stirbei Voda nr. 37, Sector 1, 010102, Bucuresti
Tel: (+40) (021) 313 64 91, Fax: (+40) (021) 312 14 47
E-mail: info@ise.ro / www.ise.ro
- National Agency for Community Programmes in the Field of Education and Training, Calea Șerban Vodă, Nr. 133, Sector 4, 040205 București
Tel: (+40) (021) 201 07 00, Fax: (+40) (021) 312 16 82
E-mail: agentie@anpcdefp.ro
www.anpcdefp.ro
- National Assessment and Examination Service, Str. General Berthelot nr. 26, Sector 1, 010174, Bucuresti
Tel: (+40) (021) 314 44 11, Fax: (+40) (021) 310 32 07
E-mail: astoica@snee.ro / www.edu.ro/snee.htm
- National Centre for Training of Pre-university Education Staff, Str. Spiru Haret nr. 10-12, Sector 1, Bucuresti
Tel: (+40) (021) 311 10 83, Fax: (+40) (021) 315 28 80
www.edu.ro/index.php/articles/8065
- National Commission for Evaluation and Accreditation of Pre-university Education, Str. General Berthelot nr. 28-30, Sector 1, 010174, Bucuresti
Tel: (+40) (021) 310 43 20, Fax: (+40) (021) 314 26 80
www.edu.ro/index.php/articles/c642/
- National Council for Curriculum, Str. Stirbei Voda nr. 37, Sector 1, 010102, Bucuresti
Tel: (+40) (021) 313 64 91, Fax: (+40) (021) 312 14 47
E-mail: info@ise.ro / www.cnc.ise.ro
- Romanian Agency for Quality Assurance in Pre-University Education, Str. Spiru Haret Nr. 12, Sector 1, București
Tel: (+40) (021) 310 42 13, Fax: (40) (021) 319 20 96
E-mail: aracip@mec.edu.ro
<http://aracip.edu.ro>
- UNESCO-CEPES, Str. Stirbei Voda nr. 39, Sector 1, 010102, Bucuresti
Tel: (+40) (021) 313 08 39, Fax: (+40) (021) 312 35 67
E-mail: cepes@cepes.ro / www.cepes.ro

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Russia

In 2001 the Russian government initiated the process of educational modernisation. One of the priorities in the development of Russian education is the changing character of management at all levels, which is nowadays reflected in a modern legislative standard. In the future it will be necessary to bring about a new administrative culture among leaders in education. Hence, the improvement of professional skills of leaders in education also demands new approaches to its contents and organisation.

| | |
|---|----------------------------|
| Area | 17,075,400 km ² |
| Population | 141,900,000 |
| Population density..... | 8/km ² |
| GDP (PPP) per capita | € 10,454 |
| EU accession | / |
| Schools (2008/09) | 59,260 |
| Exp. (PPP) per student(non-tertiary) | not available |
| OECD average | € 5,700 |

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 people possessing considerably more freedom and responsibility than before. In Soviet times we had to educate people who, graduating from a school, should argue neither with the state, nor with the employers or with the party. Now we have to educate people who are able to live in a competitive environment, argue with the employer, defend their own position and understand different points of view. That means forming the characters 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 into 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 the educational system.

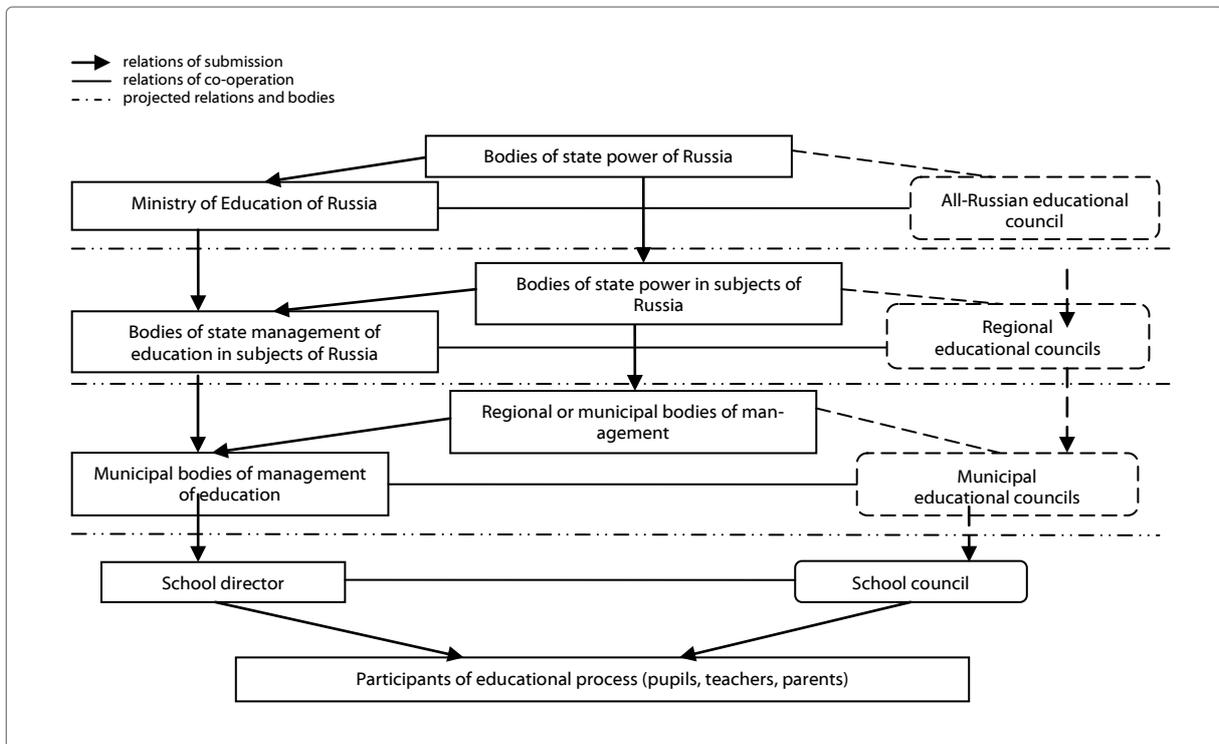
It is necessary to notice that these tasks have not been executed completely. Therefore the next document (Concepts of modernisation of Russian education for the period till 2010) again under-

lined 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 to 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 the 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 the Russian Federation. The analysis and estimation (16) of more than 100 legislative standard-legal documents from 10 regions of the 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 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 things for a normal work (equipment etc.), 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'

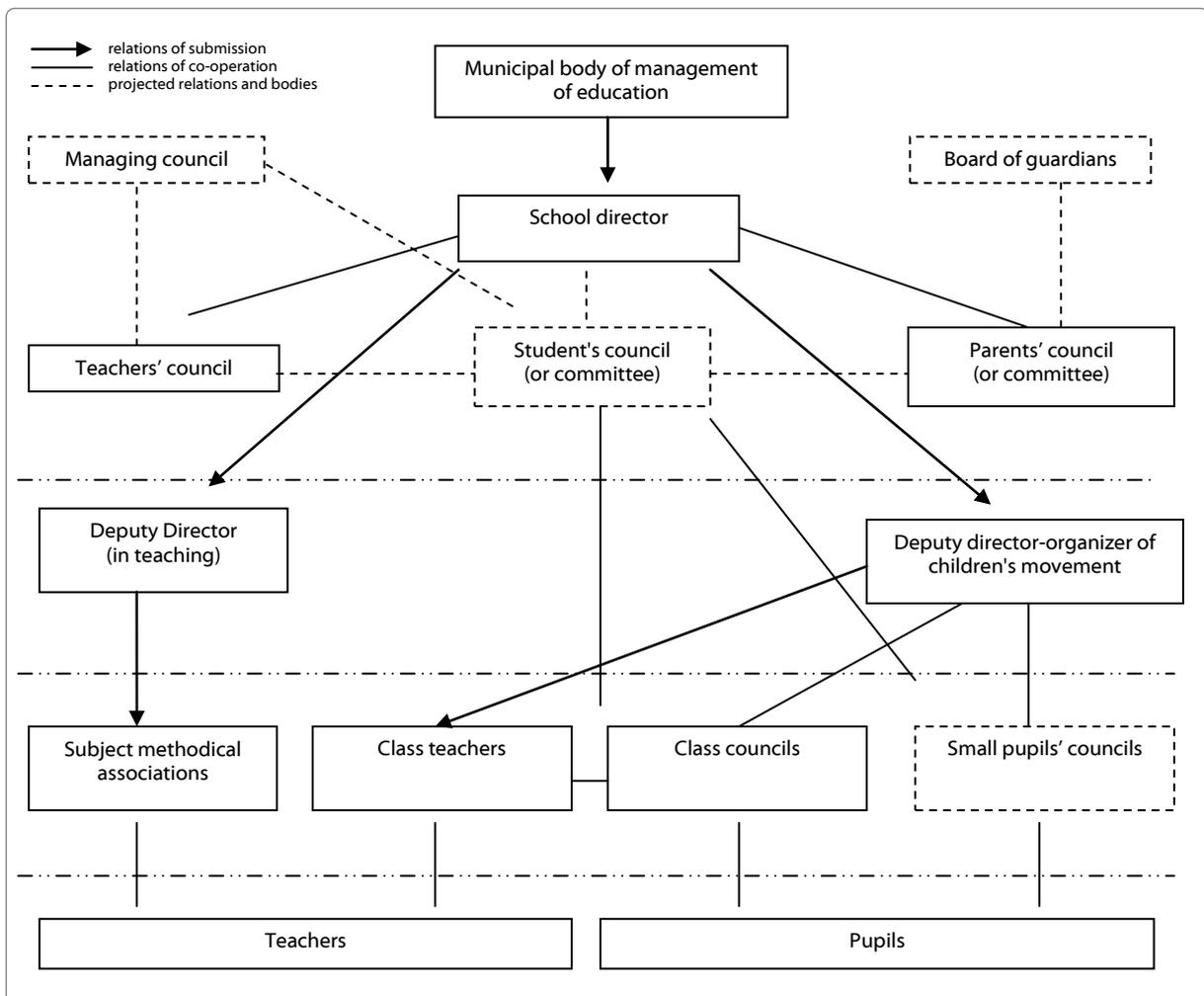
council (or committee). This level defines the strategic directions of development of a school.

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 strat-

egy. 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 forms of 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 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 Perm 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 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 implement 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 grades 5-9, «Socio-philosophical club» in grades 10-11 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 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;
- directiveness, i.e. persistence in achieving the aims, solving the problems, even contradicting opinion of the people around him. In Russian mentality this characteristic 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 chose 70 people 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 includes:

- 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, areas of innovation and underlying evidence

In order to develop education successfully so that each school or municipal educational system can increase their potential, 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 it 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.

*State Institute for Pedagogic and Further Education (POIPKRO), Perm
Elena Garcia*

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.
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- Strategy of modernisation of the contents of general education: Materials for working out of documents on general education updating. – M: 2001.
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Sweden

In Sweden there are several educational discourses: didactics vs. curriculum, formation vs. effective school, outcomes vs. processes. Current topics in discussion are: the culture mix – more inclusion, more accountability, a new generation of students and parents, the minimisation of dropouts.

In the area of innovation, leaders are developing patterns of 'soft' leadership through an emphasis on meaningful action and collaboration.

| | |
|--|-------------------------|
| Area | 449,960 km ² |
| Population | 9,400,000 |
| Population density..... | 21/km ² |
| GDP (PPP) per capita | € 37,000 |
| EU accession | 1995 |
| Schools (2008/09) | 4,469 |
| Exp. (PPP) per student (non-tertiary) | € 7,400 |
| OECD average | € 5,700 |

1. Background – everyday reality versus political framework?

More educational discourses: Didactics vs. curriculum, *Bildung* vs. Effective Schools, Outcomes vs. Processes

- Mix of cultures – demand for more inclusiveness
- More demand for accountability and loyalty towards authorities.
- 'New' students and parents
- Government wants to minimize the number of dropouts

2. Context

National and local contexts

Swedish school leadership of basic schools (year 6-16) has got many masters:

- The PISA – the influences of OECD and other transnational agencies – is not formally or legally binding, but takes forms of 'soft governance.' Those are however very powerful forms of influence
- The national government has decentralized finances and administration from the state level to municipal level and from there to school level since the beginnings of the 1990s in a move named 'autonomy'.
- The municipal level is the next level of influences on schools and thus has a middle position between state and schools. Local authorities in charge on finances (frames, grants) and accountabilities.

- Each school has a principal in charge.
- Decentralization: quality reports, social technologies, detailed objectives, objectives and framework grants

3. School Leadership concepts and practices

Conceptual framework

The principal has no or very little teaching responsibilities.

In most schools there are leadership teams with principal, deputy and department leaders and sometimes administrative leaders

- Competing discourses: strong, visible overall leaders vs. negotiating, educational leaders.
- More loyalty to authorities, site based management in collaboration with staff and within frames
- Local day to day, strategic leadership, educational, administrative

Focus on teaching and learning

Changing educational discourse and social technologies (tests, reports etc)

- From colleague to controller
- Lead, inspire, monitor, empower most often through teachers teams and one-to-one communication
- Collaboration with parents in delicate balance between teachers as class leaders and whole school leadership.

Restructuring and re-culturing school organisation

Distributed leadership, teacher teams, networks

Most schools are structured in a number of self steering teacher teams and class teams

- Leadership and management are thus mostly performed in networks and through numerous meetings. Tight and loose couplings, and sense making, stage and agenda setting (soft governance).

Setting and negotiating the direction

Competing discourses: leader vs. translator

- Connecting new expectations to old practices
- Encouraging teams to experiment.

Systems Leadership and networks

Cooperation with other schools and other local agencies like psychological agencies for students with special needs (both content wise and behavioural).

Good practice

Even if Sweden has fallen back in relation to international test scores, we still have many examples of good practice and our schools are in general good schools.

We even have examples of good schools in what we could call challenging contexts.

4. Recruiting and educating school leaders

Recruitment and retention

It is not a precondition for teachers, who apply for principalship to be formally educated in leadership.

Traditionally there used to be a track from teacher to shop steward to municipal representative for the teacher union to leadership. Municipalities, schools districts advertise and appoint.

Skills asked for and needed: leadership, communicative, problem solving, curriculum overview competencies and loyalty to authorities.

Attractiveness

A principal in Sweden earns between 3500 to 4000 Euro/month. Principals in general are respected in their position. And there are many applicants to each position.

National structure for education

State involvement in the training of school leaders was introduced at the end of the 1960s in Sweden, with the provision of short-term courses in a number of pedagogical and administrative areas.

During the first half of the 1970s, as a result of the Commission on the Internal Work of Schools (SIA, 1994), the State emphasised the need for a foundation training programme for head-teachers. In 1976 the Riksdag enacted legislation introducing a two-year national training programme for all head teachers in the national school system. The aim was to make head teachers better equipped to direct and take charge of the development of schools in line with the national goals relating to pedagogical leadership. This is important to remember because that focus is still valid for head-teacher training in Sweden. The training was initially to be run for a ten-year experimental period, with a subsequent review. As a result of the review, the Riksdag decided in 1986 on a broader integrated programme of head teacher training, with the State and municipalities being given responsibility for different parts of the training. The intention of the Riksdag was to give head teachers a thorough understanding of the goals of the school and equip them with leadership skills that would stimulate the development of school activities.

Four steps of training were introduced:

- A *recruitment training programme* for persons who wanted to become principals. Training should give a broad view of different school leadership functions but retain a focus on the national goals for education. The Riksdag's intention in introducing this programme also had three other elements. Parliamentarians

wanted more women as school leaders, more recruitment from other municipalities and more people with other educational backgrounds.

- *An introduction training programme* was introduced to help new principals during their first years in office. The main part of the education would focus on the practical and administrative tasks of the principal, but it was also made very clear that the principal should be introduced to pedagogical leadership.
- *A National Head teachers training programme* was to be followed by all principals after about two years in office. This programme lasts two years and comprises around 30 seminar days. The purpose of the training is to deepen the principals' knowledge and increase their understanding of the national school system, the national goals for the school and the role of the school in society and the local community.
- *A continuation school leader programme* – university courses for school leaders.

The two first programmes were to be run by the municipalities. There is a great variation between different municipalities when it comes to how well the different school boards worked with these two types of programmes. The third programme – the national head teacher training programme – has functioned very well. The reason for this is that the State, through the National Agency for Education, organised the head teachers training and provided the resources needed to run the programme. The fourth type of programme, academic courses, has been offered at different universities. Unfortunately, university courses have not been able to attract large numbers of principals for continued school leader education.

Since 2009 we have a new principal programme on advanced level at six different universities. Since March 2010 the programme is compulsory for all new principals. It consists of three courses:

Legislation on schools and the role of exercising the functions of an authority

- Knowledge and understanding
- Skills and abilities
- Assessment ability and approaches

Management by goals and objectives

- Knowledge and understanding
- Skills and abilities
- Assessment ability and approaches

School leadership

- Knowledge and understanding
- Skills and abilities
- Assessment ability and approaches

These areas of knowledge are crucial for the practical implementation of school leadership. They are closely linked to each other, and principals must be able to manage them simultaneously since they form parts of a complex interacting system.

The area of Legislation on schools and the role of exercising the functions of an authority cover the provisions laid down in laws and ordinances. Emphasis is also put on how the school's assignment is formulated in the national goals.

The knowledge area Management by goals and objectives covers measures for promoting quality which are required for the school to achieve the national goals of the education, and create the conditions for its development.

The knowledge area School leadership covers how the work should be managed based on the national tasks of the principal and the principles set out in the steering system for bringing about development in line with greater goal attainment.

On completion of the training programme, the principal shall have the knowledge and skills required to manage the work of fulfilling the goals of preschool, leisure time centre, the preschool class, school or adult education as well as fulfilling the tasks in accordance with the provisions specifically down for the principal in the legislation. This applies to both municipal and independent schools.

The programme is completed when participants have achieved the course requirements of 30 higher education credits with 10 higher education credits in each of the three modules.

Coaching

In a few municipalities/school districts there are pre-service education opportunities, some in cooperation with the universities but not on a national level.

In many municipalities principals are collaborating in networks with peers in order to produce overview and reflections on practice.

Some municipalities find funding for coaches for school leaders.

5. Challenges, areas of innovation and underlying evidence

Getting used to the 'new' school (discourse, accountability, governance)

- Municipality reform produced fewer and larger municipalities/school districts and thus the closing of small schools or mergers of more schools or schools with other day care institutions with only one leader.
- Innovations: Leaders are developing patterns of soft leadership through sense-making and collaborations.

*Umeå University – National Head Teachers
Training Programme, Umeå
Prof. Olof Johansson*



Slovenia

Discussions about school autonomy and the role of school heads have played an important part in Slovenia in the last years. Emphasis is laid upon academic leadership as defined in three categories: designing the school mission, managing the pedagogic process and stimulating a positive school environment.

This is a straightforward and frank analysis of the Slovenian education system, of school leadership and its development and the current situation for school heads.

| | |
|--|------------------------|
| Area | 20,253 km ² |
| Population | 2,100,000 |
| Population density..... | 101/km ² |
| GDP (PPP) per capita | € 17,600 |
| EU accession | 2004 |
| Schools (2008/09) | 912 |
| Exp. (PPP) per student (non-tertiary) | € 6,400 |
| OECD average | € 5,700 |

1. Background – everyday reality versus political framework?



In a principals meeting one of the Slovenian principals once said: "I am afraid we will have to stretch the day and open our hearts if we the principals want to be the mother and father to everybody in school, a friend and a caretaker, a smart entrepreneur, a skilled communicator, a legislation connoisseur and above all the first teacher and educator in school..."

Slovenian schools are given, in comparison to neighbouring European countries, relatively high autonomy in some fields. With this comes also more responsibility. The principals in general are satisfied with the degree of autonomy, yet they wish for more in some fields. The three issues the principals feel need tackling are: overburdening the teachers with administrative tasks, unbalanced wage system and the question of appointing principals and their unlimited term of office.

Primary and secondary school principals, belonging to two principal associations, often emphasize that they have found themselves in a difficult situation as a result of school overload, which they have not been properly trained for. State institution representatives see the principal as the upholder of law, state representative and system executive. The teachers, however, see the principal as the representative of the staff and their confidant. Besides dealing with the employees' problems, the principal must also deal with the conflicts among the teachers, students and parents. On top of that the principals have to attend different seminars they often see as pointless. Because of the many tasks and decrees, issued by the legislator, they are never sure they have done all they can and they often do not do everything they have planned. Many principals today feel that they are losing their authority and are superficially and generally criticised by a layman public. Many of them are also politically influenced by the local community. Thus the results of the research carried out among principals are not surprising; half of the principals experience their work as extremely stressful. The most important reason for that is sheer quantity of managerial tasks carried out by principals and less pedagogical tasks they feel more confident with.

The situation of managing school institutions in Slovenia can also be assessed by following critical discussions regarding influencing principal appointment and removal by different political options. There have been many more or less successful attempts to change the school legislation in the past few government administrations. These sensitive political issues have

always received good media coverage. Thus a feeling of tailoring school management to appoint politically acceptable people and influence school institution management has been created. Together with a complicated procedure of principal appointment these have caused many principals not to run for office again.

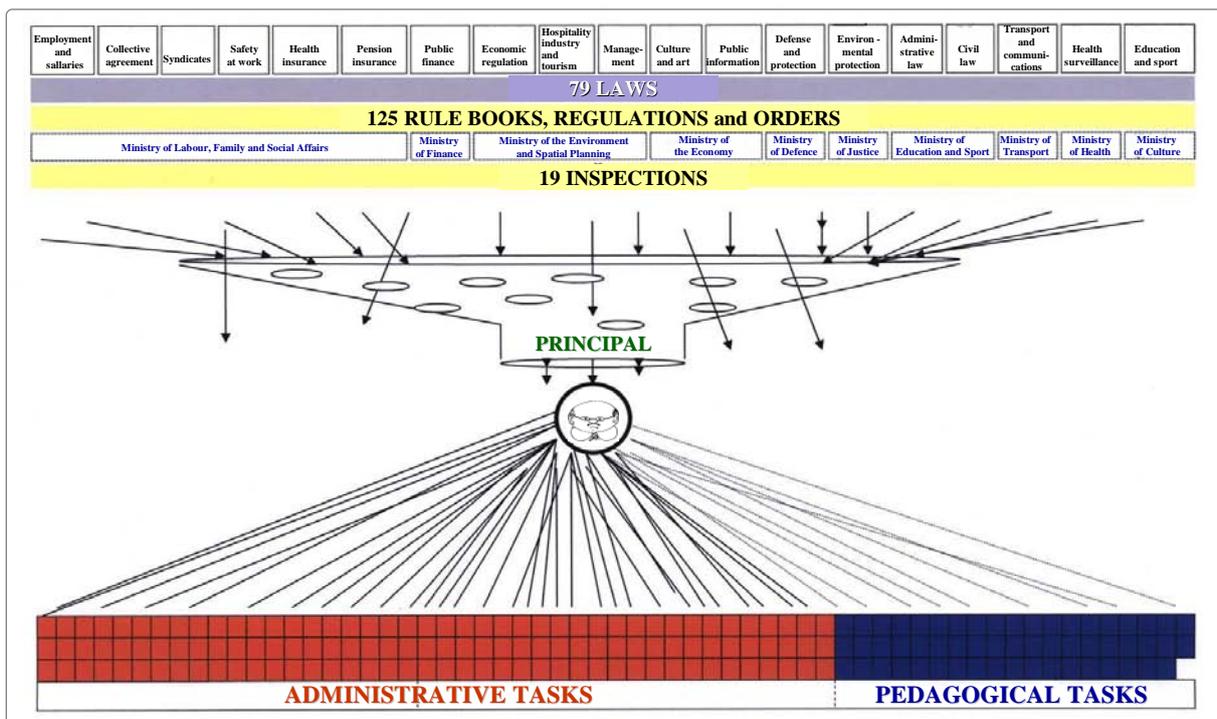
Principals feel that the problems they are facing could be overcome by simplifying the procedure of principal appointment, reorganizing the wage and incentive wage system, unburdening principals of the administrative tasks so that they can dedicate their time to their true mission in life and to the solving of real problems.

2. Context

The national context

School legislation defines precisely the role of the school leader. In Slovenia principals are, by definition, academic leaders and chief executive officers and have besides organizing, planning and managing the activities many other responsibilities defined by the law and regulations. In an article describing the principal's

powers it is written that principals perform the following tasks: they organize, plan and manage the activities, prepare development programs, draft annual programs of work, and are responsible for their execution, they are responsible for the implementation of the rights and duties of students, they manage the work of the faculty, encourage in-service education and training of educators, organize mentoring for trainees, oversee the educational activities of school teachers, monitor their work and provide advice, make proposals for professional promotion, decide on promotion to a higher range of a wage bracket, oversee the work of school counsellors, promote the cooperation between the institution and parents (meetings with parents, parent-teacher interviews, and other forms of cooperation), inform parents on the work of school, decide upon educational measures, represent and act on behalf of schools and are accountable for performing the work within the bounds of the law, establish job classifications, employ personnel and make decisions concerning their liability, take care of the cooperation between schools and their medical services and perform other tasks according to the law and other regulations.



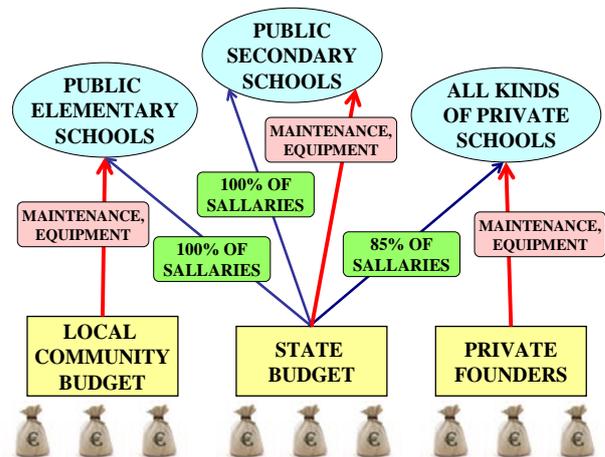
The authority of approving and adopting education programs is in the hands of the minister having jurisdiction over education in cooperation with the Council of Experts for General Education, whereas schools play no important role but act only as providers of education. The council of experts may form committees, groups of experts and other working bodies for individual areas of their work. Most of the members are appointed by the minister from the ranks of experts in several fields. The council of experts among other things establishes syllabuses and curricula for the subjects or subject areas of primary and secondary schools, establishes syllabuses and the catalogues of required knowledge for the subjects of *gymnasia* and *matura* courses, and approves textbooks and teaching aids for general-education subjects. In these fields school management does not have any direct competence.

Concerning decisions on administrative matters and performing the tasks concerning personnel, finances and organization, school boards have been founded. They are managed by superintendents, who are appointed by the minister. Local school boards perform the tasks concerning the enrolment procedure for students, keep records of redundant employees, issue consents to job classifications of schools, and perform the tasks concerning the funding assigned to them by the minister.

Slovenian schools are mostly financed from public revenues, founder's resources, less from contributions of business associations and chambers, fees paid by students, revenues from the sale of goods and services, donations and sponsorship. Expenditure of school funds for designated purposes is controlled by the appropriate body of the school inspectorate.



The state budget provides funding for the salaries of actually employed staff of all public schools (more than 95% of all schools in Slovenia are public schools). The principal decides on promotion to a higher range of a wage bracket. The state budget also provides funding for operating expenses, for the maintenance and repair of property and equipment for secondary schools, while the funding for operating expenses, for the maintenance and repair of property and equipment for elementary schools comes mainly from local community budgets.



Discussions about school autonomy and the role of the principal have been very common in the last few years in Slovenia. More autonomy means more responsibility of the management. Higher demands for quality, success and efficiency of school work, growing autonomy of the principal, opening the door to society, market-driven education and new technologies have turned school management in Slovenia into a very demanding business which requires new knowledge and skills.

Autonomous acting is possible only if the participants take the set goals as their own. Therefore the principals see the higher degree of autonomy in heading towards quality, optimal and rational realization of the national curriculum and using specific school goals and conditions in realizing the internal school curriculum. The principals carry great responsibility in designing standards and criteria of school development and progress, which is one of the basic starting points

of autonomy. The planned introduction of a province system in Slovenia would mean transfer of jurisdiction from state ministries to provinces, with which autonomy and responsibility of the principals and local community would increase.

The key role in understanding the school and teacher autonomy is played by the principal as the academic leader. The more centrally managed the school is and the more the principal acts only as a mouthpiece of directives from outside, the lesser is the autonomy of the school. In today's modern times the school and teachers must take into consideration different work environments, contents and aims of teaching, and above all different students. This way the management and teachers are autonomous but also responsible for the quality of their work.

The local context

Slovenia has not yet been divided into provinces, but there are plans to do so in the near future. Present regulation places most jurisdiction of deciding and financing onto the Ministry of Education.

Still, local communities have some jurisdiction, when it comes to appointing and removal of principals. Appointing and removal of principals is carried out by school councils, whose members are also representatives of local communities. If the founder of the school is the state (mostly secondary schools), there is one representative of the local community in the school council, while there are three representatives of the local community in school councils in elementary schools, founded by the local community. School councils appoint and remove the principals, adopt the school's development program, yearly program of work and the report on its implementation, decide to introduce above-standard and other programs, discuss the reports on educational problems, make decisions on the complaints concerning the rights, duties and responsibilities of staff resulting from their employment contracts, deal with the tasks suggested by the teachers' assembly, school inspectorate, the union, the council of parents, the student body, and perform other tasks determined by law and the charter.

3. School Leadership concepts and practices

Conceptual framework

The legislative groundwork on principal status and the managerial tasks is in general defined in the Law on Organization and Financing of Education (Zakon o financiranju v vzgoji in izobraževanju - ZOFVI). Principals' powers, requirements, procedures of appointing and removal of principals and professional training are written in this law. Financing of education, the guidance procedure for children and youth with special needs, the work of the school inspectorate, professional promotion, promotion to a higher range of a wage bracket, managing school documents, the students' rights and duties, public advertisements, accounting etc. are defined in more than 50 laws, decrees, regulations. Salaries and bonuses of the principals are defined in the Salary System in the Public Sector Act, the Decree on salaries of directors within public sector, the Decree concerning increased performance at work in the public sector, the Rules on criteria for assessing the performance of directors in public administration.

Slovenian principals are well aware of the fact that good work cannot be performed merely on the basis of numerous laws, since the legislation does not always cover everyday unpredictable situations. It often seems that all the regulations and laws even limit the principals' creativity. Thus the principals' association believes that problems the principals are faced with should not be kept to themselves but clearly pointed to if necessary also with empirical evidence. The principals talk mainly about their workload especially because of the number of administrative tasks that make them believe their work has not been done or has not been done well. At the same time they feel they have not done everything they have planned. This is why the principals wish to change the school legislation and allow for the unlimited term of office for the principals so that they can plan and carry out their long-term goals. The principals think that all the above problems have led to a fault in the national system of the school politics that needs to be changed.

The focus on teaching and learning

The principals in Slovenia believe their role as leaders in teaching and learning is based on the model of academic leadership defined in three categories: designing the school mission, managing the pedagogic process and stimulating a positive school environment. The research on successful schools and introduction of improvements carried out among principals have shown that leadership is the key factor in success or failure. The principals have pointed out that academic leadership, meaning leadership in teaching and learning is not only about working with people, but maintaining conditions for teaching and learning, successful planning, and successful planning of the employees' growth. Therefore the precondition of successful work of the teachers and students is efficient and well-managed environment.

The principals and the teachers have found out that a positive school environment is very important for quality teaching and learning. It is connected to quality communication and co-operation, together with good relationship between the management and the teachers. The teachers have stressed that this depends to a high degree on the personality of the management, especially of the principal.

The question of leadership is connected to the planning of the employees' growth. The teachers expect the principal to give them enough opportunity for further education, training and personal growth in the form of seminars, exchange of experience and to include them in the decision-making process. The teachers also stress the great responsibility the principals have in choosing good teachers, and find it important that the principals commend them for good performance.

An important instrument of school management that can influence the quality of teaching and learning is, according to the principals and teachers, also school facilities. Good school facilities can substantially contribute to better teaching and learning, however, the effect is limited. Computers and internet access help find information faster so the teachers can spend more time actively working. According to the Slovenian principals' cooperation with local environment



and other schools is also important for encouraging quality teaching and learning, as well as getting sponsors and promoting school. If the school management plans well, has clear vision and goals and if the employees support the improvements, it will positively affect the quality of teaching and learning.

One of the different organisational structures that define teachers' behaviour is visiting their lessons so as to be acquainted with the teachers' work. The research carried out among Slovenian teachers, however, has shown that Slovenian teachers do not see this as an important factor in encouraging the quality of teaching. More important are seminars, workshops and professional field trips. Seminars and workshops are mostly organised by an external institution such as the National Education Institute. Most of them are financed by schools, and some by the ministry of education. Initiatives for attending seminars and workshops are made by teachers, especially when it comes to their professional field of work and if they are organised outside the school. If a seminar or a workshop is intended for all the teachers at one school, the lecturers will come to the school and lecture there. The initiative for organising a seminar or a workshop comes from the principal or the teachers. If the seminars are well-prepared and include practical knowledge, they can substantially influence the quality of the teachers' work. Besides, attending seminars brings additional points with which a teacher can be professionally promoted and promoted to a higher range of a wage bracket.

The quality of the teachers' work can also be improved by team work (project team, teachers' assembly, teaching staff of individual classes, professional working groups, school development team) and by encouraging participation in different projects, such as inter-disciplinary work, publishing school paper, organising field trips and international exchanges, international projects, organising school competitions etc. The principal's role to encourage cooperation, to listen to the employees and to help them solve their problems is very important.

Restructuring and re-culturing school organisations

Improving the work of the school institutions depends on the organisation and structure of the management and the help of several other elements. Schools have different experience, however, there are some common growing trends in improving school work. The principals get the help in the structures prescribed by the legislation. These are: the assistant principal or assistant principals, the assembly of teachers, the programme teacher assembly, the teaching staff of individual classes, the homeroom teacher, professional working groups, the council of parents and counselling services.

Besides the already mentioned structures the school management has the autonomy to found other more or less formal ways of leadership that allow for better school work. These are school development teams, complaint committees, student bodies, sports and cultural groups etc. It seems that creativity and dynamics in setting up these structures have risen in the last years. The progress was noted also by the foreign experts, who visited a great number of Slovenian schools in 2008. The work of the structures is described in detail in the following paragraphs.

Each school appoints an **assistant principal** (if a school is bigger, there can be several assistants), who helps the principal with managerial and academic tasks. The assistant acts according to the principal's written authorisation and in his or her absence.

The assembly of teachers is composed of all the educators and discusses and decides on professional matters concerning education, forms opinions on annual programs of work, proposes above-standard and other programs, decides on the update of education programs and their provision in compliance with law, issues opinions on the appointment of principals and assistant principals, makes proposals for the promotion of educators, gives an opinion on the principal's proposals and decides on educational measures.

The program teacher's assembly is composed of the educators that teach in the education program and other professionals that participate in the program. The program teacher's assembly carries out planning and performing of the assessment of knowledge and other tasks defined on the basis of delegated legislation. It is managed by a teacher appointed by the principal.

The teaching staff of individual classes are educators who carry out educational activities in individual classes. The teaching staff of individual classes discuss problems concerning educational activities of classes, establish programs of work for gifted and talented as well as less able students and decide on educational measures.

Homeroom teachers administer the work of the teaching staff of individual classes, analyze educational and study results of the class, look for solutions to educational and study problems of individual students, cooperate with parents and the school counsellors and make decisions concerning educational measures.

Professional working groups in schools, composed of teachers of the same subject or subject area discuss problems concerning individual subjects and subject areas, coordinate the criteria for the assessment of knowledge, make proposals to the assembly of teachers for the improvement of education and study, discuss the comments of parents and students, and perform other tasks set forth by the annual program of work.

Each school has to form a council of parents composed of one representative from each class elected by the parents at their meetings. The council of parents proposes above-standard programs, approves principal's proposals for above-standard services, issues opinions on proposed development programs for schools and annual programs of work, discusses the principal's reports on educational problems, discusses parents' complaints concerning education, elects their representatives to councils of schools and performs other tasks in compliance with law and other regulations.

Each school has **counselling services** offering advice to students, teachers and parents. Counselling is carried out by counsellors who can be qualified psychologists, education specialists, social workers, social educators, and educators for students with special needs. They work together with parents, teachers and management in planning, monitoring and assessing the development of schools and carrying out educational activities and offer vocational guidance. The counselling service participates in the preparation and execution of programs tailored to the needs of individual students with special needs.

Recently schools have been founding **development teams**, which deal with projects, especially with the forthcoming project of gymnasias reforms. When a school tackles a project or a process of reforms, practical solutions, instructions, and experiences of those who have planned or tried the process are most welcome. The school development team is a group of teachers, who encourage the process of mutual learning and changing, as well as coordinate development activities. The teachers help the management realize plans and projects.

Besides the above mentioned school structures, there are others helping the management. The **complaint committee** deals with the protection

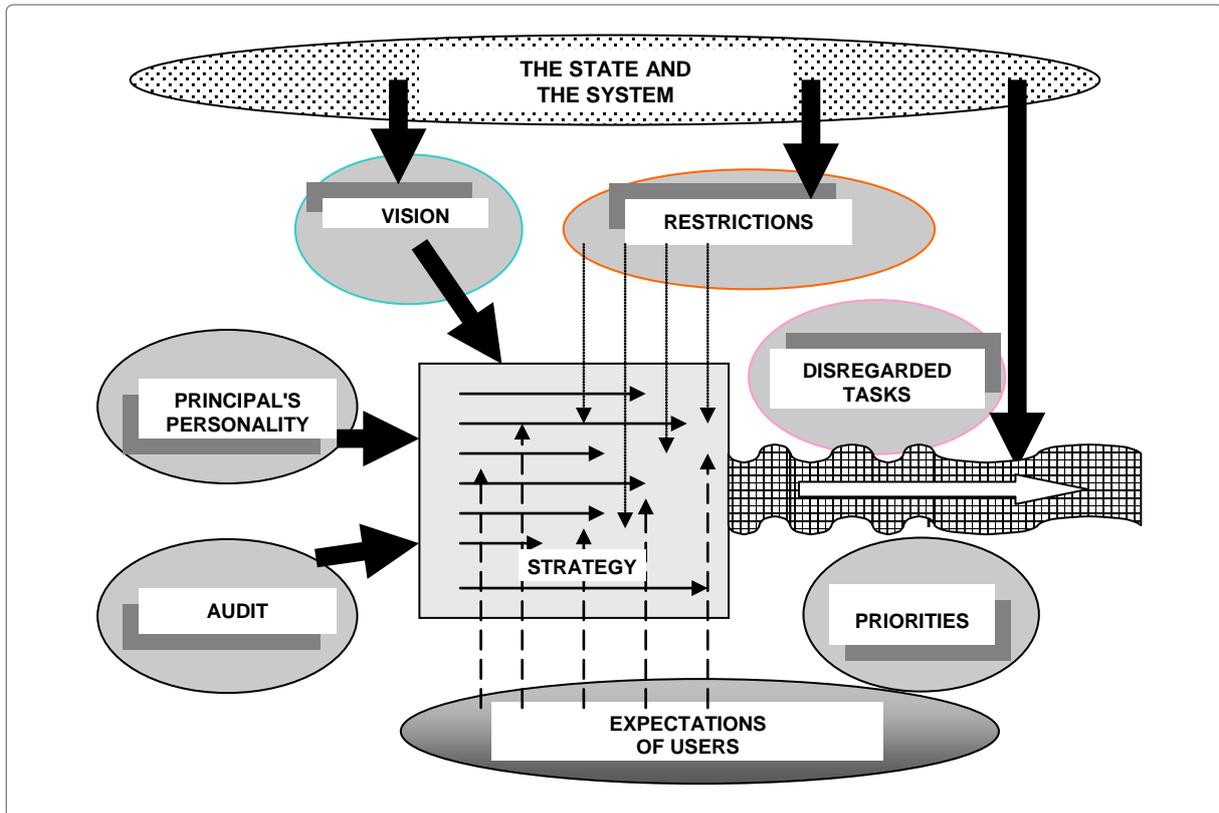
of students' rights, the **quality committee** deals with the quality of educational work, the **student body** deals with the students' interests and realization of school duties and goals together with the school management.

Establishing and negotiating the direction of school development

Searching for common goals and values is the goal of every principal. Therefore it is important that all the above mentioned committees and bodies follow the principal, not because they have to but because they want to. The principal's duty is to convince the staff the implemented changes will improve the quality of work. To do that, the principal has to communicate well, listen to different opinions, and express his / her view in a way that all the participants (teachers, students, parents and politics) will support his / her school development vision. There are many factors that influence good strategy needed for that. The state and the system are developing global vision of the school development through legislation, but at the same time also limiting the principals' work. The principals are also faced with expectations of the parents, students, local community and the public. These expectations often exceed school management capabilities and abilities.

In a kind of vicious circle the public and the media pressure the politics that then often succumb to the expectations of the potential voters (especially the parents). The political structures then burden the principals with extra tasks and together with the public expect them to complete them. Consequently the principals often complain of too much stressful work and are forced to prioritize. Under the influence of external factors a concept of principal's work exists in every school. It brings different results in managing school institutions because of the principal's different abilities, competences and personal characteristics.

Model of a principal's working concept



System leadership and cooperation in networks

Slovenian schools work with the public in different fields and their experience is mostly positive. If the schools know how to attract different institutions, such as government, state, and local institutions, profit and non-profit organisations, individuals and media, then their image in large, usually critical public is positive. Schools gain their reputation by working with the public. This holds true especially for secondary schools, which are fighting for survival on the account of a low birth rate. Besides, working with the public brings quality to the school as well as other institutions.

In Slovenia schools work most intensively with local communities on different projects, especially in elementary schools since the pupils and their parents come from a local environment. In Slovenia the founders of elementary schools are local communities, who have three representa-

tives in the school council and can therefore influence some of the decisions made by the council. This way the local community has a say in appointing and dismissing the principal, drafting the schools' development program, annual programs of work and others. Secondary schools can also be involved in local environment, especially in smaller cities and towns, where local consciousness is more present and people know each other well. In the capital, where the concentration of schools is the highest, and schools are attended by students from all over Slovenia, more energy is needed to cooperate with institutions than in smaller cities and towns, where the number of schools is lower, and personal acquaintanceship between the principal and representatives of local communities makes cooperation even easier.

When we talk about working with the public, there is no universal model to follow. Schools have absolute autonomy but also great

responsibility in this area. Consequentially, one can find extremely innovative and varied forms of cooperation with local institutions, state institutions and individuals. Many schools work with local communities in the field of ecology (environmental activities, tree planting, waste recycling, cleaning the school surroundings), they cooperate with local museums, libraries, retirement homes, police, fire brigade, health centres and individuals, for example, farmers, tradesmen, and other experts. Schools place importance also on media coverage, so they publish several school papers available to the public to keep it informed about the school activities. Local communities and local companies often donate the money needed for such projects or act as sponsors. Working with local companies is especially important for vocational secondary schools, because the students get their qualifications there.



As we can see the role of the principal is very important when it comes to communication with institutions. Slovenian principals must have a good relationship with local institutions. At the same time they have to know how to motivate their staff to cooperate actively, and listen to the initiatives coming from the teachers, students, parents, media and local institutions.

Working with other institutions, on a local, regional and national level, as well as working with other schools is an important basis for quality leadership when it comes to teaching and learning. New ideas and experience are shared. Slovenian principals have a relatively high degree of autonomy when it comes to teaching and learning, therefore there are several different examples of managing school institutions. A good example of cooperation and networking is the project *Learning school network*, which has been in

operation for several years and unites elementary schools. Its goal is to influence quality improvements in educational work by networking and cooperation. As a result, a network of schools, which designs strategies for efficient and sensitive coping with violence and violence prevention, has been created. There are quite a few similar networks dealing with different questions in Slovenia. A valuable exchange of experience can also be seen in Principal association meetings. Good experience of individual schools can create a model of management that can act as a bridge to the super system, but not in a strictly formal way, since a model of management cannot be simply transferred into every school. Schools differ from one another, therefore also the characteristics of a city principal are different from a village principal's.

Example of good practice and a success story

Managing Diocesan Classical Gymnasium as an example of good practice

The Diocesan Classical Gymnasium is one of a few private gymnasiums in Slovenia and is believed to be one of the best and better managed in the country. With 700 students enrolled it is one of the biggest schools in Slovenia. Besides the principal and two assistants, teachers and other professional staff are made equal according to their education and years of work experience in terms of competence, rights and obligations. The principal of the Diocesan Classical Gymnasium believes that a modern school with all the activities cannot be managed only by the principal and assistants, so he delegates the work to individual teachers. The following tasks have been taken over by the teachers: managing and coordinating projects on a national level, managing international activities (school exchanges, international projects etc.), organising and realising project days, managing and realising matura exams, managing school chronicles and photo chronicles, managing the school webpage, running music and art activities, sports activities, harmonising interests between the management and the staff, social life of the staff (the staff room senior), mentoring the student body, counselling the students with special needs, running professional working groups, inter-disciplinary work, assessing the quality of teaching, school evaluation and development, attending to the

general image of the school, mentoring school papers etc.

The leader is responsible for each of the tasks assigned in accordance with the annual program of work. He / She is absolutely autonomous in the work and can freely choose co-workers and create temporary or permanent working groups. The leaders coordinate the activities with the principal and assistants on a weekly basis. General matters are coordinated by the members of the staff, i.e.: the principal, assistants, the staff room senior, the school counsellor, the school paper mentor and the student body mentor.

Once a week the so-called Messages are published for keeping all the teaching staff informed. Anybody who wishes to publish something has to send an e-mail to the principal who then publishes it. Individual teachers, who manage these activities, can get an extra bonus, which can amount to 20 % of the teacher's salary. 2 % of the money intended for the salaries can be spent for rewarding the staff. These bonuses are periodical and do not repay the trouble in full. The system would not work without the teachers' enthusiasm. Therefore enthusiasm and unselfishness are two key qualities of a good teacher, and the result is a job well-done.

An example of good practice at the Diocesan Classical Gymnasium is also the model cooperation with the general public.

The teachers work with several local, regional and state institutions and as activity managers communicate with the media. School work is often presented to the printed media, as well as radio listeners and TV viewers.

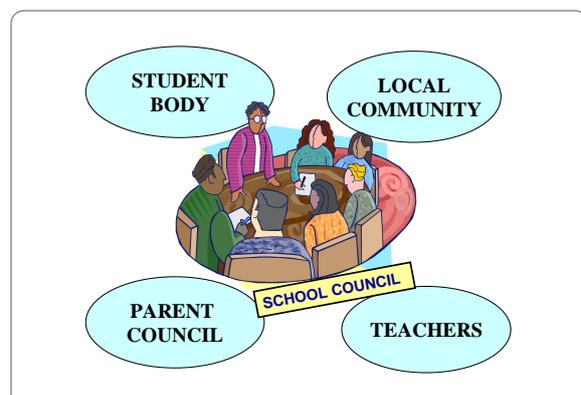
Every year the school publishes *Megaron*, a school paper intended for the general public, where all the school events are described and photographs published. The event with the greatest media coverage took place at the school centenary, when a concert was organised in Gallus hall in Cankarjev Dom. The event was broadcast live on national television and attended by several ministers and other state representatives, diplomatic representatives, and the Prime minister of Slovenia, who was also the official speaker. The event got great media coverage and the school published an extensive book about the history of the school.

4. Recruiting and educating school leaders

Recruitment and retention of leaders

Under Slovene legislation a person can be appointed principal of a public school if he/she meets the requirements stipulated for teachers or counsellors at the school recruiting the principal, has a university degree, has at least five-year work experience in education, has the title of councillor or adviser or has possessed the title of mentor for at least five years, and has passed the examination for principals. The program for the principals' qualification lasts for a year and comprises 144 lessons. It is carried out by the School for principals, founded by the Slovenian government. The fees have to be paid by the participants themselves, however, they are often paid by the school where the candidate works.

Besides formal stipulation a principal must possess many other competences to be successful. Non-formal competences are the principal's key qualities since it is the opinion of the parent council, local community and teachers. Before making a decision for the appointment of the principal in high schools and gymnasiums the students give their opinion on the candidate. The local community, the council of parents and the students explain their decision, and the assembly of teachers votes anonymously. The school council decides with the majority of votes of all the members allowed to vote. After the candidate is chosen the suggestion is sent to the minister to appoint the principal. If the minister does not give his / her opinion in 30 days the school council can appoint the principal without the approval of the minister.



After the procedure the school council decides on the appointment of the principal and notifies all the candidates who have applied.

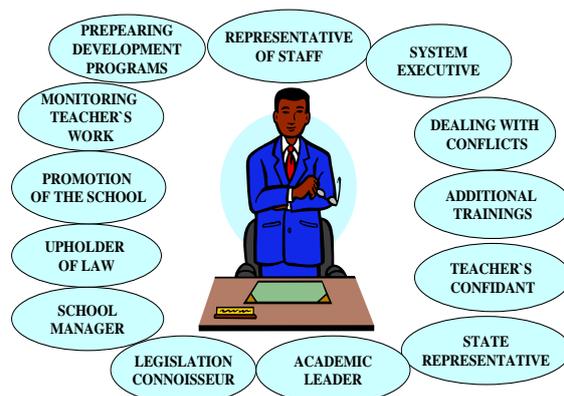
Principals are appointed for five years and can run for office again. The principals, however, think that the system allows appointing principals on the basis of political appropriateness by people who do not have any professional competences. According to Slovenian principals the real competences, which make running for principal successful, are several professional competences such as psychology, pedagogy, didactics, legislation expertise, information technology skills, organizational skills, communication skills, social skills, working with adults, solving conflicts, responsiveness; and personal characteristics such as tolerance, openness, constructive criticism, curiosity, reflection, openness for accepting criticism and self-regulation. In real life it often seems that candidates who are closer to the political party of the minister or the local community have been appointed principals instead of the candidates with all the necessary skills and competences. This is also one of the reasons why the principals demand a change in the way of appointing and retention of principals. The suggestion for unlimited term of office has not yet been harmonized since it is opposed by some principals.

Attractiveness of school leadership



How attractive is the work of a principal in a Slovenian school? In the years after the attainment of independence the quantity of the principals' work has grown extremely, especially when it comes to management. Their responsibility has grown, the respect for authority has been

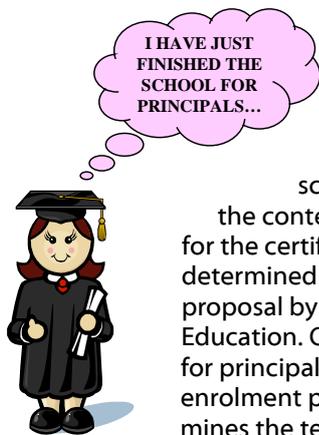
reduced, and their dissatisfaction with the wage system has increased. It seems that the career of a principal is no longer as attractive as it was decades ago. This is clearly seen in the number of candidates for principals and reappointment. The public expects the principal to do administrative and managerial work well and be a good academic leader, always ready for improving the school quality. He / She is expected to know how to communicate successfully with the parents, local community, state institutions and media. The principal has to be an expert in marketing and management and report to the public about the school quality as well as be prepared to be assessed by other institutions. Thus it is not surprising that the work of the principal is not as attractive as it used to be. The research among Slovenian principals has shown that managerial tasks take up to two thirds of the principals' time, while academic work takes only a third, even though the principal's education is primarily of educational nature. The same research has shown that half of the principals see their work as very stressful and the main reason is too much administrative work. The principals do not wish to be managers, but educators, and want more help with management, law enforcement and clerical work.



Besides, they are not satisfied with the new wage system of September 2008 that has, in their opinion, completely devalued their work. They oppose the wage freeze and reproach the government to have completely destroyed the wage balance. There is a possibility that a teacher in the highest range of a wage bracket, with the title adviser and with increased work load receives a higher salary than the principal. This is proven by the fact that a principal who has just started work is classified in the 42nd wage range, while a

teacher in the highest range of the wage bracket, with the title adviser and with increased work load is classified in the 43rd. The state's answer is that the principals have the option of receiving the 13th or even the 14th salary for successful performance. In real life most principals are rewarded with the 13th salary. Nevertheless, the association of the principals still threatens to go on a work-to-rule strike. The principals demand the abolishment of wage imbalance, because they believe that the best workers need to be rewarded or there will not be any left. Quite a few principals have left their jobs in order to try their luck in local and parliamentary elections, local and state politics and even business.

National structures of pre-service, induction and in-service education of school leaders



The government of Slovenia founded the School for principals in 1995.

The program of the school for principals and the contents of the examination for the certification of principals is determined by the minister upon a proposal by the Council for General Education. Once a year, the school for principals advertises the pre-enrolment procedure and determines the terms for the certification examination of principals. The mission of the school is to educate and qualify the principals in their role as the educator. Within the school activities numerous seminars, workshops and literature with instructions and guidelines are offered, but the lecturers are well aware of the fact that there is no list of competences, skills and characteristics that would automatically ensure successful work for the principals. Therefore the future principals are taught to react in real-life situations and critically put theory into practice. The program for the principals' qualification is carried out in subjects with 20 contact lessons and partly as distance learning (40 hours of independent work). There are 6 subjects each year. The participants must choose additional subjects (16 contact lessons) and do 44 hours plus 8 hours to

complete the education. It is estimated that the participants do 428 hours of work. The participants are put into groups of 16 to 18.

The program for the qualification of principals

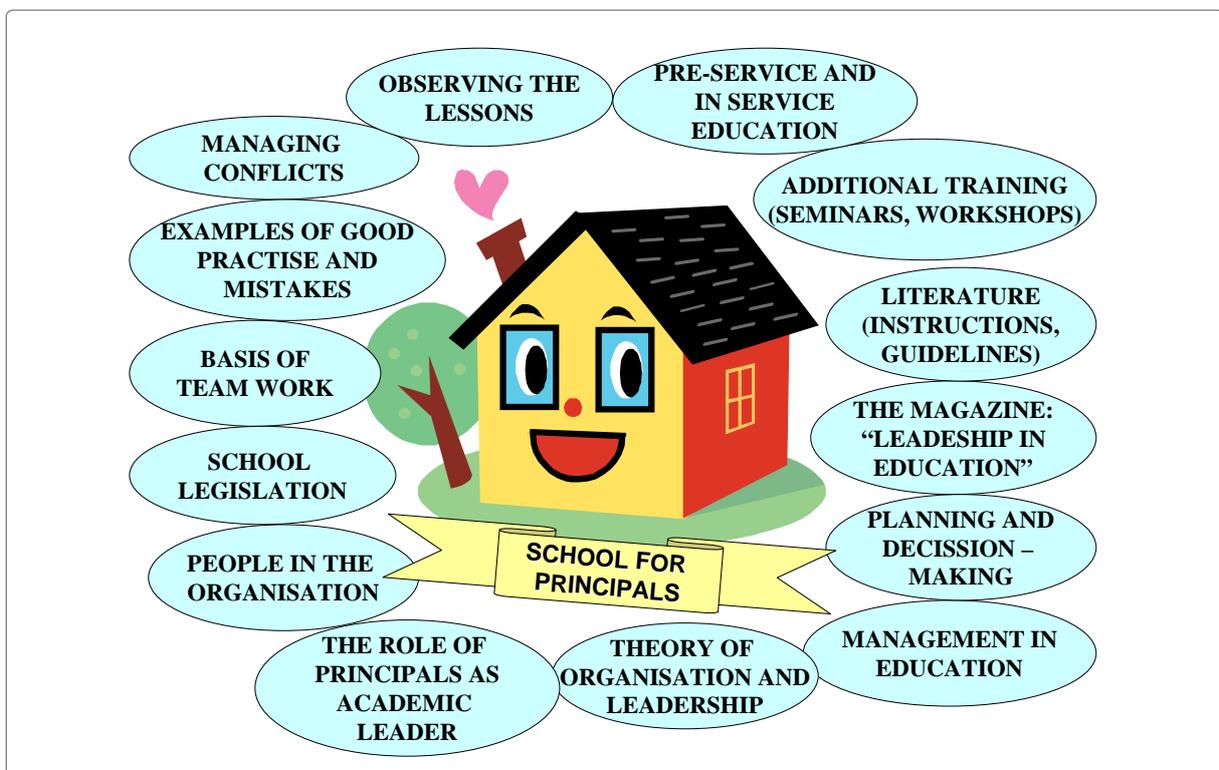
| subject | hours |
|---|-------|
| Introduction | 20 |
| Organization Theory and Managing | 20 |
| Planning and decision making | 20 |
| The principal as an academic leader | 20 |
| People in the organization | 20 |
| Legislation | 20 |
| Additional subjects and the completion of the program | 24 |

The main fields of education are management in education, theory of organisation and leadership, planning and decision-making, people in the organisation, the role of the principal as academic leader, school legislation etc. The school for principals is trying to teach the future principals the basis of management, acquaint them with the basis of teamwork and qualify them for solving practical examples of the implementation of changes in school. The principals are taught to link the characteristics of the school they run with their style of leadership. They are taught to transfer the theory of planning and decision-making into practice and use different tools to assert the vision and mission of the school. The principals learn the basic principles of working with the teachers by recognising examples of good practice and mistakes. As academic leaders they learn about running meetings, managing conflicts, and observing the lessons. The school pays a lot of attention to the knowledge and interpretation of the education legislation.

The school for principals does not only educate future school leaders, but also provides additional training such as: management for a quality school, communication, what is new in education legislation, motivating co-workers, the principal's role in developing teacher's professionalism, management for learning, women in management etc.

Additionally, the school organises several projects, i.e. *Principals research their work*, which encourages research and develops professionalism, and *Management for learning*, where principals monthly discuss school management and learning, exchange experience and improve the practice of teaching and learning in schools.

The school for principals is of the utmost importance when it comes to education and qualification of school leaders. Besides the school for principals there are seminars organised by professional groups of principals, the National Education Institute and several universities, where Slovenian principals can gain knowledge and competence.



Coaching and other forms of support

The school for principals plays an important role also in supporting the principals at work. Besides education, the school publishes books, magazines, and is involved in research and experimental development in the field of education. The magazine *Leadership in education* (Vodenje v izobraževanju) deals with theory of school leadership and offers practical articles that can help the school leaders in their everyday work. Different opinions on leadership, changes in school, examples of good practice, books and magazines on leadership in education, interesting people, information about educational experience in other countries, and seminar and

conference reports are presented in the magazine. The school for principals organises seminars on implementation of information technology and e-education in schools as well.

Despite the diverse offer of programs available at the school for principals Slovenian principals often turn for help to the principal association or to colleagues. The association for elementary schools principals and the association for secondary school principals allow exchanging opinions and experience as advisory bodies, but do not employ experts to help the principals. As a result a proposal to found a so-called principal service (within the principal associations) to

perform services connected to the work of principals has been made. A service web page with all the documents transparently organised (laws, regulations, examples of good practice, statistics, guidelines) would make problem solving easier and cheaper. The principal service would also help the principals find the solution to the problems not mentioned on the site. The service would sign a contract with a law firm to help with legal questions. It would remind the principals about the upcoming duties and prepare solutions, for example document outlines, guidelines, software etc. The service would do some administrative and accounting tasks, organise seminars and principal conventions. It would set the standards for the software in schools, prepare literature for the principals' public appearance and inform the media about the work and viewpoints of the principal association. The legal possibilities and financing of the service are still under discussion. The idea, however, has shown what the principals miss most, that is the help with managerial tasks.

5. Challenges, areas of innovation and underlying evidence

If we sum up the findings reached when studying different aspects and problems with leadership in education in Slovenia, we can see that there is an intensive debate going on among the principals about the situation and problems they are faced with. The debate is going on primarily in the principal associations, which are advisory bodies, where the principals can exchange their opinions and experience and look for suitable solutions. Often there are misunderstandings with the government when the principals feel the need to defend their interests to improve the quality of their work of leading school institutions. The problems the principals have lately been confronted are the overburdening with administrative tasks, unbalanced wage system and the question of appointing principals. The solutions they propose involve school legislation change that would facilitate the appointing of the principals and unlimited term of office, the wage system change and the foundation of the principal service that would help the principals

with their everyday problems when managing schools.

On the one hand, schools in Slovenia have a high degree of autonomy in some fields, but on the other they have to abide by countless rules and laws so the work of the principals has brought more responsibility. Therefore there are quite a few principals who experience their work as very stressful.

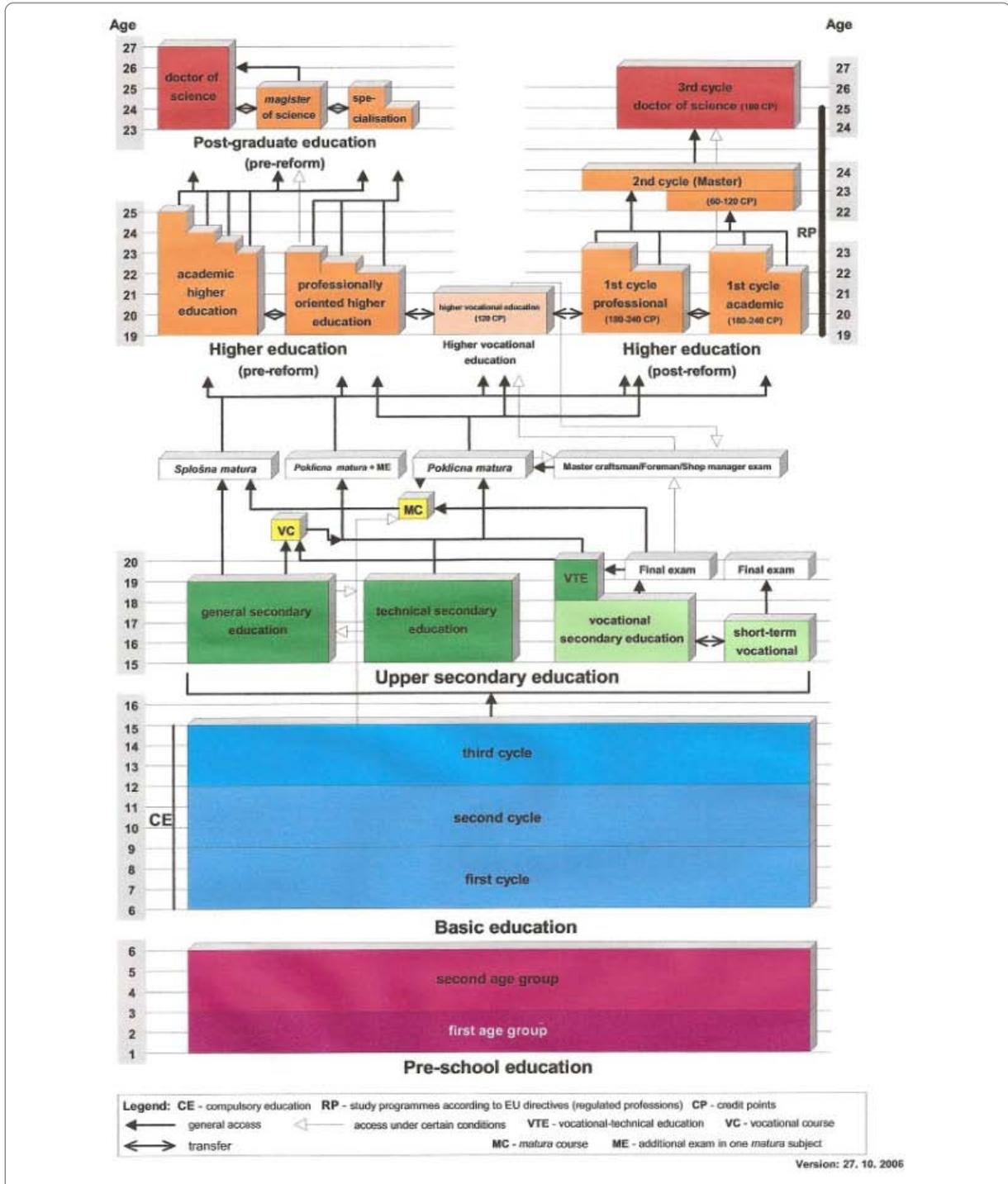
So what does life look like in the future? The principals believe that the most important period is ahead of them. It will define the future status of the principal on a professional level. The principals are also considering founding a new association for all the preschool institution principals as well as elementary and secondary school principals. They are also considering creating a trade union for the principals. In the future the principals will have to review and analyze their work thoroughly and make a decision whether or not the current scope of demands (the principal as the academic leader, clerk, economist, lawyer, supervisor and counsellor) has outgrown the individual's capabilities. The following questions will have to be answered: Is the principal optimally and equally burdened and capable of adapting to all the legislation demands? Is the principal able to perform all the tasks imposed by the legislation? Is the principal able to learn the law changes passed by the parliament? Which tasks are inevitably connected with the work of the principal? What have the principals been doing in the past and what are they doing today? What and where is the autonomy that would satisfy and allow universal consensus and what needs to be changed to make the work of the principal successful?

All these questions will sooner or later have to be well-weighed and answered to maintain the quality and balanced system of education. The principals will have to take an active role and assume responsibility.

*Zavod sv. Stanislava, Ljubljana
Joze Mlakar, Simon Festanj*

Appendix

The structure of the Education System in Slovenia



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Slovakia

According to the new educational law (2008), the centralized curriculum system has been changed into a local pedagogical programme which is based on a state educational programme. The local programme is elaborated not only by a few persons, but by the whole staff. Parallel to the decentralisation of the school system, the independence of schools, as well as the weight of responsibilities, has been increasing. Furthermore, increasing responsibilities now fall on school councils, parents and governing authorities.

| | |
|---|------------------------|
| Area | 49,034 km ² |
| Population | 5,400,000 |
| Population density..... | 111/km ² |
| GDP (PPP) per capita | € 12,100 |
| EU accession | 2004 |
| Schools (2008/09) | 3,118 |
| Exp. (PPP) per student(non-tertiary) | € 3,000 |
| OECD average | € 5,700 |

1. Background – everyday reality versus political framework?

One of the attributes of the public education of Slovakia, and also an important aspect of this report is that the political, economic and social transformation starting from the revolution in 1989 is a very slow and halting process full of controversies and with a lack of a clear development strategy based on professional and social support.

The Act on Public Education approved in 1984 and based on the socialist ideology was recently altered on the 1st September 2008 by the new law (Act no. 245/2008 Tt. sz. on Pedagogy and Education).

The changes in educational matters introduced in 1989 have left the centralized content of the national curriculum almost untouched for two decades. The change to a new professional educational philosophy to the so called *double pole regulation* of the educational content (as part of the Act on Public Education and as the consequence of it) also occurred only recently, in September 2008.

In Slovakia a deliberate system of teachers' training is still missing. The amount of the grant rendered by the state for financing in-service training is still not in consonance with the importance of the matter. Moreover the allocation of the less substantive subsidies is not transparent enough.

The reforms of the educational system (until now) have mainly been affecting the framework of

education and its system of conditions (establishment, maintaining, managing, operating, financing).

One of the most relevant reforms in education and school management following the revolution in 1989 was that gradually from 1991 institutions of public education have become independent legal entities. This reform also put an immense burden of tasks on school directors. Most likely even for a layman it would not be hard to see what an extraordinary expense of energy, time, and administration is required to turn an organization into a legal entity, which entails a myriad of reforms concerning objects (properties, assets, capital), rights and obligations, as well as the school staff.

Furthermore the image is even more overshadowed by the fact that all these changes had to be conducted by school directors who are slightly or not at all in possession of professional teacher or legal-administrational qualifications. By the same token this occurred under minimal state assistance and often in the midst of controversial political concepts.

For the reformation of learning and teaching numerous professional measures are still missing.

Moreover, the financing system of current public education (certain amount of grant per student) gives only very little chance for creating extra sources, in order to reduce the dropouts of disadvantaged students and secure the qualitative educational attention on them.

2. Context

The national context

The foundation of schools can occur by various actors. The school system consists of schools founded either by the state, or the municipality, or the church. Besides, there are also private schools.

In the election of the directors of state and municipal schools the school council makes the final decision. The council consists of the democratically elected parents, teachers and other members of the school staff. Into the council, the maintainer²⁶, the educational district office as well as the supervision of education delegate members. Thus the election occurs in the local environment.

The school councils according to the Act on Educational Management must be established in every institution of public education. They are self governing bodies, which have the following rights and duties: 1) they declare and represent the interests of the public, they also represent the students and their parents as well as the rest of the school staff. 2). They practise control of the society in educational matters, 3) they evaluate and render their opinion on the activities of institutions of public education, of maintainers of institutions and the activities of other educational organisations.

The school councils have 5-11 members, depending on the size of the institution and the number of employees. The school council conducts the tendering process, and at the end selects the person proposed for the position. Afterwards the selected/proposed person is recommended to the maintainer (who has originally called for tender). The maintainer according to the law is obliged to appoint the nominee to the position. The maintainer only has the right to reject the nominee if the rules of the election process have been offended.

²⁶ **Maintainer:** in the context of Slovakian education system the maintainer is the founder and/or the supporter of the school that decides on and grants financial, material support to the institution, and often practises the rights of the employer over the leaders of the school. By private schools it can be a legal entity or a natural person as well. In traditional schools the maintainer is always the state or the municipality.

The applicants must submit with their application a concept of their school leadership. It is also possible to adjust the concept to the local needs and to the expectations of the local school council.

The content of the curricula until September 2008 was strictly centralized. Education was in line with the central curricula, issued and supervised by the Ministry of Education. On the other hand some institutions could choose from different types of curricula.

This rigid regulation has been loosened up by the "framework program" ("state pedagogic program") which is issued by the Ministry and the schools and kindergartens may fulfil it according to their own conception. Thus educational institutions can launch a program based on a development process led by the school director.

The local (regional or municipal) context

In 2002 the implementation of the tasks in the case of grammar schools was devolved to the local, and in the case of secondary schools to the county municipal authorities. The reason for this solution obviously was that the closer the institution is to the source of the tasks, the better it can handle them. The implementation of tasks should be deployed as close to the users as possible, because on the users' level they have more substantive influence on the decision making and the maintainers can adjust themselves better to the local needs as well. Thus the functioning of the educational institution becomes more rational.

In this regard, as very important units of school management in the local context, the role of school councils has to be described. The school councils according to the Act on Educational Management must be established in every institution of public education. They are self governing bodies, which have the following rights and duties: 1) they declare and represent the interests of the public, they also represent the students and their parents as well as the rest of the school staff. 2). They practise control of society in educational matters, 3) they evaluate and render their opinion on the activities of institutions of public education, of maintainers of institutions and the activities of other educational organisations.

At the municipalities of smaller towns elected bodies govern. Their representatives are elected by the citizens of the town. These bodies consist of the leaders of the municipality such as the major, his/her deputies and the leaders of certain departments such as culture, finance, education etc. From an educational point of view these elected bodies often lack the professionalism that would be necessary for a successful maintenance of the institution.

Under these circumstances cooperation of smaller regions could have a bigger importance, but unfortunately until now they do not have the convenient organization structure. Thus the initiatives stipulating the cooperation of the maintainer municipalities, and the horizontal relationships are very valuable. These initiatives normally come from a central school of the region or from some non-profit organization. However their number is low and their financial possibilities are limited.

To sum up, the Ministry defines the content of the educational programs of the schools. The direct financing and other economic matters are managed by the office of the region or the town. They define the budget of the schools as well. Thus the directors of the schools report on the functioning of the institutions to the offices. The offices also endorse the investments (constructions, conditioning) and together with the school leader manage the functioning of the schools.

3. School Leadership concepts and practices

Conceptual framework

Act no. 596/2003 specifies the rights and duties of the school directors. Their main duty is the leadership of the institution while at the same time, on educational matters they must adjust their activities and act according to the instructions of the educational minister and adapt the concepts of the educational ministry.

Leaders of schools with a legal personality are also responsible for the economic management of their institution. However the economic independence of educational institutions is limited, because the municipalities bear the responsibility

for the maintenance and for the management of the material sources.

Municipalities running more than one institution can only fulfil their duties if they dispose the right of the rearrangement of financial means (if this right is secured by the law). This fact however inevitably limits the economical independence of the schools. The directors of the schools also practise the employer's rights over the teachers and other members of the school staff. (This at the same time is an obligation as well.) However, the conditions of employment and waging are strictly and centrally regulated.

The teachers are public servants. In the framework of the standards of the obligatory curricula they may choose their educational methods freely. Their direct leader is the director or the deputy director of the school.

The same applies to schools without legal personality, although the employer of the teachers is the maintainer (i.e. the mayor of the municipality).

The focus on teaching and learning

According to the new educational law, the centralized curriculum system was changed into a local pedagogical program which is based on a state educational program. The right thing is when these local programs are not only elaborated by a few persons, but the whole school staff is involved into its making.

In line with the aspirations of decentralizing, the independence as well as the responsibilities have also been increasing. The leadership competencies have changed. That the decision making has to comply with the local requirements also means that all the consequences have to be endured locally. This certainly makes the decision mechanisms more democratic. In order to prepare the right decisions on a school level and to be active actors in the decision making process, the school directors have to secure the smooth stream of information from and to every directions. This means a new task on the organization level as well.

The transfer of partial authority (to the deputy director, to professional groups, to subject committees) and the support of independent

decisions do not mean the vesting of the responsibility as well.

Thus in these cases more attention has to be paid to permanent inner controlling and to the organization of quality control. This means extra tasks for the director as well. Taking assignments also raise the self-esteem of the teachers. If the event of his/her aspirations is successful, they are even more encouraged by the positive experience.

The evolving sound competition is a visible process on all scopes of education, which also affects the leadership tasks to a great degree. To keep up in this race we need to use new, progressive, and sometimes such spectacular pedagogical methods that are able to draw attention on "our school". By giving a free way to the creative teachers to choose their methodology of teaching, new learning models based on spectacular alternative methods can unfold. (For example project teaching, integrated learning, learning in groups, Dalton-plan etc.)

To build cooperation with the parents and to involve them is an important element of the success of the school. Moreover not only the parents can become partners in developing our schools, but also the members of the school councils or the maintainers as well. Another important element of good relationships is the mutual empathy.

Restructuring and re-culturing school organisations

Often it can be seen that – although the right conditions are provided – the director and the deputy directors of the schools do not form a team. A group of people that can effectively solve every problem they face is understood by the term "team". In this context "effectively" means that the solution of tasks or problems compared to the time and the sources given is implemented in the best possible quality. This can only be achieved by the maximum contribution of the team members, which also means the mutual support and common work of/with each other.

The leader of the institution plays a pivotal role in the selection of the members of the team, who have to cooperate and act in view of the interest of the institution. (For example the selection of working teams of a certain school subject, or the

organizers of a school event or a conference.) The director has to ensure that the teams effectively and synergistically endeavour towards the common goals, moreover in a way that they can strengthen the effectiveness of each other. Thus working together, the result will be better and the total amount of individual efforts more effective. A functioning team is a substantial source for the leadership of the school.

In the scope of education, human resources require the most substantive investment. For example the director has to find the most suitable people to achieve the goals. Besides by their selection he/she also has to pay attention to their further development and in-service training.

In order to promote quality work, the achievements of the concrete and clear goals always have to be followed by evaluations based on trust and respect. By the adoption of sound evaluations new undertakings can be expected on an even higher level of quality.

Establishing and negotiating the direction of the school development

The leaders of the institutions must not forget that they are part of a bigger system, and are in contact with the society they serve and which serves them. According to the Act no. 596/2003, the directors have to be in contact with the students, parents, the school councils and the supervision of education as well as with the maintainer, the educational district offices, and the Ministry of Education. With the local community the school, for its own interest, cultivates a relationship based on friendship and empathy.

However, there is no simple formula how a positive working environment should be created in which the school can fulfil the external expectations. Presumably this goal can be achieved with deliberate steps, for example position papers and constant conversations, especially with influential, dismayed or obdurate colleagues, are important. It is also the task of the director to sustain purposefulness and to ensure that the efforts also serve the interests of the students.

To the functioning of every organization multiply interests are attached. A school also has to take many interests into account. Therefore, besides the students and the parents the schools have to

cooperate with the municipalities, with the lower schools where the students come from, with higher education institutions and with future employers as well.

System leadership and cooperation in networks

Without broad, sound and conscious cooperation with other institutions, autonomy on a school level and the elaboration of learning based leadership is not imaginable.

In the program – making processes on which the schools are currently working, most likely the maintainer local governments (municipalities) and the parents will be the main supporters of the school directors and the school staffs. Since the change of the maintainers, in the past 7 years it has become obvious that the main problems are the differences and the insufficient professionalism in school management which is at the moment conducted by the almost 3000 school maintainer municipalities. At the same time it has also become clear that for the municipalities the functioning and the improvement of their educational-pedagogical institutes have a great importance. The organizations of the parents are the traditionally most important partners of the schools. The parents are the ones directly affected and interested in the efficiency and in the development of these institutions. Besides the parental organizations the school councils also have the means to include the local requirements and the public interests into the school curricula and to the school management.

There are also huge “additional” profits in the successful program planning facing the schools and school managements. These are namely: the reinforcement of professional dialogue and cooperation; the stronger role of thinking at a regional level and the common planning; horizontal learning and the more intensive endeavours of network building. Perhaps we are not mistaken in saying that in the next era of school management the following elements will have the greatest importance: strategic planning, communication and cooperation, system development and the dissemination of knowledge.

Examples of good practice / success stories

In 2000 in Komárom (Komarno) as a result of private initial the Mariánium parochial school has

been established. The financial support was rendered by the Catholic Church. For four years it has been functioning as a grammar school. After four years a secondary school has been launched also, and in 2008 a kindergarten as well. This example is not a typical one, because after the revolution in 1989 successful investments and developments have been very rare. This is a unique example in Slovakia. Besides, with private support two private vocational schools have been founded successfully. These, in order to be able to keep up with the demands of the market, often change their profile. Moreover, a substantial private support is needed and students have to pay an annual tuition fee.

4. Recruiting and educating school leaders

Recruitment and retention of leaders

The person who applies to the leadership position does not need to possess any prior qualifications of leadership theory or school management. However, it is advantageous if he/she indicates that he/she has the sufficient professionalism of leading an institution and that he/she aspires to work on the development of the organization with innovation and professionalism and in cooperation with the school staff, the school council, and the maintainer. It is also important that the director should consider others’ experiences useful and should ensure the availability to a broader view on education and thus enable the teachers to participate on training courses. The director has to value reflection and self-reflection as well as consider external and internal evaluations alike important. Therefore the school director has to know the processes, methods and techniques with which these evaluations can professionally be made. After their discussion and their common acceptance the director also has to give a great importance to the basic principles of the school. He/she has to make it clear that he/she is committed to the “consumer”.

The election of school leaders

The 5th § of the act number 552/2003 on *The Legal Status of Public Servants* (hereinafter: act on Public Service) declares that the leaders of the organizations under its effect (in our case mainly the directors and deputy directors of kindergartens,

primary and secondary schools, as well as directors and deputy directors of other educational-pedagogical institutions) shall be elected by open tenders.

For the position of the director of the school the maintainer of the institution calls for tender. And to other positions (eg. deputy director, main educator, senior teacher, director of the dormitory) the employer (in the case of schools with a legal entity – the director, in case of schools without a legal entity – the maintainer) does.

The tenders of the applicants (contrary to the practice of most of the countries) will be considered neither by the maintainer who calls for tenders nor by one of the organizations in charge of education but by the *school council*.

As the final act of the tendering process the maintainer appoints the nominee and at the same time lays out the conditions and the term of the employment in a contract.

Since the 1st of January 2004 the term of the appointment has a certain duration of 5 years.

Note: After the termination of the entrustment, the maintainer of the school has to call for tender. The director in office may tender as well. The act rules not and lays out no limits of the number of periods through which one can be in office.

Attractiveness of school leadership

Generally speaking the attractiveness of school managing has a strong relationship with the social and financial honour enjoyed by the profession of pedagogy, and this honour relies on the social rank of the school, education, and knowledge themselves. In this regard, just like in all of the post socialist countries, there is a considerable deficit in Slovakia as well.

The “material” payment for the tasks of school directing depends on two elements:

1. the type of the institute, the number of students and the allowance on the number of classes (Compared to the basic obligation of 21-27 classes per week and depending on the type of the school.)
2. salary

The wage-payment of the school directors is composed of three elements:

1. the basic salary of directing, based on the educational salary table (The current amount is circa 700 EUR.)
2. extra salary of directing
3. personal extra salary (The amount is the 100% of the basic salary of directing. It is an optional salary and defined by the maintainer or the employer)

It is important to note that considering the low amount of central financial support the production of salary and functioning costs means significant problems to most of the schools. Not to mention here the costs of protection of substance and of securing the sources of institutional development. Therefore the above mentioned 3rd element (the personal extra salary) is normally not more than 15 - 20%. More than that can only be rendered by the maintainers in better developed economic regions, mostly in bigger cities.

The salaries of school directors (in average 800-850 EUR per month) should be compared to the average salary of 680 EUR of teachers and to the average national salary of 712 EUR.²⁷ The shortfall of the wage-payment of school directors is significant compared to both: to the leaders of the economic sphere in Slovakia as well as to the directors in similar positions in more developed countries.

In general there are not many applicants. The prestige of the school leader position is not high, the salary is not sufficient. In recent years the tasks of school leaders have become merely to keep institutions functioning and secure the salary of its staff. The financial situation of the education issue in general is very bad.

National structures of pre-service, induction and in-service education of school leaders

As mentioned before, when an applicant first applies to the school leader position he/she does not need to possess any prior qualifications of leadership theory or school management. However in 2 years after his/her appointment he/she is obliged to pass the necessary exams and attain a leadership qualification.

²⁷ data of the 3rd quarter of 2008, source: Statistical Office

Regulation no. 42/1996 of the Ministry lays down the condition system of the so-called qualification exam no. I and the qualification exam no. II. Passing the qualification exam no. I is a precondition for applying to a school director position for a second term. Obtaining this first exam also places

the teacher in a higher wage level. (This latter does not necessarily apply to passing the qualification exam no. II).

The Code Labour (Zákonník práce) obliges the employers to enable the employees to participate in training courses. In the case of the teachers the normative grant rendered to the school includes only a small amount to this purpose, which only covers the expenses of the substitution of the teacher and his/her travel costs.

The 5th paragraph of the regulation discusses the training courses for teachers in leadership positions. According to that, the following institutions are entitled to conduct courses for leaders in public education: methodology-pedagogic state centres, institutions of state pedagogic, and universities. The paragraph does not specify which institution is obliged to elaborate, accredit, and to offer leadership courses. Neither does it refer to the financial backgrounds.

However according to the act the appointed school director, within a year of his/her accession to office, is obliged to start to participate in leadership training. (The nature of the training is vaguely specified in the regulation.) The leader should accomplish the training within 2 years. Thus it would be the duty of the ministry to implement the leadership courses and should render financial support from the budget to the accredited leadership training programs. The Educational Ministry should devote more professional attention to the organization and supply of in-service training of the teachers (including effective and up-to-date leadership training as well). It should be financed more substantively according to a clear and transparent regulation.

Unfortunately, in the last decade since the regulation has come into force (in 1996) the training of leaders has become totally the monopoly of methodology-pedagogic state centres, entailing lots of negative consequences.

The state pedagogic institution, because of its other tasks and because of the low number of its personnel does not deal with leadership training. Although according to the regulation the universities may conduct training and thus could become competitors of the methodology centres, they do not receive any funds from the educational governance or from the state budget. Therefore training for school leaders is rarely offered by higher educational institutions.

Under the current circumstances especially teachers of national minority schools are in a difficult situation, because for them the pedagogic-methodology centres, which are maintained by the state, do not offer an in-service training in the language of their school. (For it is not a state obligation, they do not have a separate budget for this object, there are no employees, who would be acquainted with the language of minority schools.)

The 5th paragraph of the regulation of the Ministry no. 42/1996 defines the main scopes of pre-service and in-service training as: „The content of the training aim at the acquirement of the newest pedagogic, psychological and leadership theories.”

The regulation also lays down that the training program is to be approved by the Minister and that the leadership training terminates with the defence of a final thesis and with the passing of the final exam.

The training of the 5 methodology-pedagogic state centres are similar in the content and are based on the following topics: The humanization of the school – Development of human resources – Management and financing – The pedagogical and psychological aspects of leadership- The development of the personal and professional competency of the school director.

The duration of the programs is between 200 - 240 sessions.

It should be noted here that, according to the current regulations, the school directors who have absolved the training, are not obliged to participate in any further training. According to the new Act on the Career of Teachers, which is currently under construction, the certificate obtained on the training will be valid for 7 years. Afterwards

the school director shall participate in a so-called innovation leadership training which at the end renders a new certificate valid for the next 5 years.

Coaching and other forms of support

For the school leaders it is highly important to be well acquainted with the legal environment.

In this, the magazine ŠKOLA, which not only contains laws, rules and regulations, but also gives examples of practice in the fields of education, pedagogic and financing, can be a useful support for the leaders, because this sort of media helps them to always be up-to-date on legal issues concerning education.

The regional and national professional conferences are the fastest and most effective possibilities to learn and collect new information. With topics that are really important to the school leaders the ministry and the pedagogic-methodology centres rarely organize conferences. In this field the activities of civil organisations and universities are much more flexible and up-to-date.

The common programs of the teachers and associations of school leaders can support learning, based on exchanging experiences on a regional or a national level. These work especially effectively in the case of the school leaders' associations of private, church and state-operated secondary schools.

In the current situation the so desirable cooperation in the smaller regions among school leaders, teachers and schools has unfortunately no tradition or systematic framework. However, a few civil organizations still promote the cooperation of the schools and the horizontal small region relationships.

The civil organizations, mostly with the support of foundations, that also help the school leaders, often offer conflict management training, short term manager training and tender writing courses.

5. Challenges, areas of innovation and underlying evidence

To achieve autonomy at school level in line with the legal environment is a challenge to both, the whole school staff as well as the leadership of the

institution. Furthermore, more and more responsibility falls on other groups and bodies as well (parents, school council and maintainer).

Effective system development and innovation can only materialize with perfect cooperation among the aforementioned groups. Besides in order to achieve correct, continuous and reliable cooperation, the school leadership, the school staff, the school council and the maintainer have to focus on the mobilisation of the inner resources and reserves.

According to the law, the school council and the maintainer are required to elaborate the conception of the school leadership before as well. Often because of insufficient professionalism and creativity they put other preferences before this requirement. Therefore it would be important either by the means of remote education or by organizing opportunities for exchanging experiences to promote and to extend the horizontal cooperation among school councils and maintainers, to organize their training and to foster the regional cooperation as well.

In the training courses the improvement of creativity, cooperation and continuity should be emphasized. Conferences on a regional or a national level are excellent opportunities for exchanging experiences.

Some civil organizations are pioneers in this field. *The Conservative Institute* in Slovakian language, and the *Association of Hungarian Teachers in Slovakia*, the *Comenius Pedagogic Institute of the University of Selye*, the *Forum Institute, In Hungarian on the Homeland Association* in Hungarian language have organised conferences for promoting the above mentioned goals.

Apart from the civil organizations, we expect action from the Educational Ministry as well towards not only the school leaders and the teachers, but also towards the self-governing school organisations (school councils) and towards the maintainers of the schools.

Institute for Special and Adult Education – ISAE, Komárno
Mária Fabóová

Appendix

Legal situation

1. Act no.245/2008 on education and pedagogic
2. Act no. 552/2003 on public labour
3. Act no. 596/2003 on the state governance of educational matters and on the self-governance of schools
4. Regulation of the Ministry no. 41/1996 on the professional and pedagogic eligibility of teachers
5. Regulation of the Ministry no. 42/1996 on the training of teachers

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Turkey

Since 2006 the Turkish education and central examination system has been facing a fundamental reform. Like in other European countries, the Turkish Nation is going through a fast and dynamic process of social, cultural and economic change. In the education system new approaches have been made in three decisive areas: the years of compulsory education have been augmented from five to eight, the educational reform of teacher training has undergone a change of paradigm and the implementation of Education Regions has been driven forward. School leaders need to be familiar with the latest ideas in learning and should adopt a learning-centred approach to their work.

| | |
|---|-------------------------|
| Area | 814,580 km ² |
| Population | 73,000,000 |
| Population density..... | 94/km ² |
| GDP (PPP) per capita | €7,600 |
| EU accession | / |
| Schools (2008/09) | 40,612 |
| Exp. (PPP) per student(non-tertiary) | €1,300 |
| OECD average | €5,700 |

1. Background – Everyday reality versus political framework

The political setting in schools is different from reality. Since the Turkish education and central examination system is having a new approach, the administrators are having a hard time participating actively in the program and offering an environment in which teachers can share their knowledge and experience. It is known that school administrators have a proficiency in sharing the school aims with teachers, yearly preparing plans about the school activities, and evaluating the monthly and yearly goals set by teachers for the implementation of the programs, yet it is thought that owing the circumstances of the sudden changes in the education system or in any decision about the process, these issues should be faced with a delay or a change as well. School administrators as instructional leaders plan the activities at the beginning of the semester, try to provide the necessary sources in order to have the teachers understand the program, and attain the aims of the program and try to guide the teachers to use their time for instruction effectively. Moreover, they are expected to have better knowledge about the latest curriculum and to arrange a more functional academic year.

Giving more space and time to instructional activities and developing the proficiency about finding solutions to the problems on the implementation of the programs and informing about the changes in advance is an important issue for the leaders. Since the leaders have a

constructional mission among the teachers, the political process should decide on more permanent solutions rather than making continuous changes.

We have eight years of compulsory education from the ages of seven to fifteen and after that, students take an examination which determines the direction in which they should go according to their talents and capabilities. The choices are Anatolian High Schools, Science High Schools, Vocational Schools, Technical Schools and Common High Schools which all provide four years of education. This began in the academic year of 2006 - 2007. Apart from Public Schools we also have Private Schools which are at all levels from primary school to universities. In some private high schools the education is four years plus a year of preparatory class. All these Primary and High Schools are connected to the Ministry of National Education and the universities, whether private or public, are connected with YOK (High Educational Institution). The growing number of private schools and universities improves the quality of education in Turkey. The private schools are getting support in every way from ECIS (European Council of International Schools) and CIS (Council of International Schools).

Although primary school education is compulsory, not every Turkish citizen of the appropriate age is able to get this education. The reasons lie in the geographical position of our country, tough winter conditions, and insufficient school facilities, the economic conditions of uneducated families

with too many children and the effects of the old traditions like not giving girls the right for education. These reasons cause great inequality in education over Turkey. And they create a conflict between the principles of the education system and reality.

The new central examination system represents another conflict in education. Currently there are a lot of discussions among educationalists, schools, students and parents.

2. Context – National and Local Context

The Ministry of Education is the head of education and schools in Turkey. All decisions about our education system, the curriculum and the assignation of the personnel, are made here. Inspections of schools and teachers are carried out by the inspectors of the ministry in order to maintain the quality and the equality of education in every village, town and city in Turkey.

The Turkish educational system has got many objectives and these construct the basis of the education system. The main purpose of the education system is to raise highly skilful, productive and creative individuals of the Information Age who are committed to Atatürk's principles and revolution, have advanced thinking, perception and problem-solving skills, are committed to democratic values and open to new ideas, have feelings of personal responsibility, have assimilated national culture, can interpret different cultures and contribute to modern civilization, and lean towards productive science and technology.

The versatile and comprehensive education reform, which shall ensure that student-centered education is carried out in all kinds and at all levels of education in line with the requirements of the time and society, that no individual is left out of the education process for any reason, and that professional development and employment conditions of the teachers are improved, started in 1997 and is going to continue in the 2000's. Basic Education, which involves Pre-Primary and primary education and is an essential prerequisite

for everyone shall be realized on a nation-wide basis. Secondary and Higher Education, which ensures effective, efficient and continuous participation of the business community, and aims to help people have valid jobs suitable for themselves and in compliance with the needs of the time and society, shall be realized.

One example is vocational schools; before they were not popular but now after changes in circumstances and the international certificates that can be gained; the number of students has increased in these schools. They consider education as a whole; the schools, graduation and finally getting a proper job in your own field. The association of school heads is a very helpful organization for the future of students. They make connections with the heads of the big companies which can be very useful for the graduates of the vocational schools. They also do their best to make the public aware of the fact that education alone is not enough, the role of society is crucial as well. There is also the assembly of the Izmir Ministry of Education which is held three times a year in order to see the developments of schools and discuss the conditions in each of them.

Continuous Education, which shall ensure that the individuals can adapt themselves to a changing world as well as the frequently and significantly changing or developing professions, having all the society as its target population, shall be widely implemented. Our schools are directed in guidance of The Ministry of Education and the school leaders have to apply the rules, objectives, policies that are founded by the ministry.

An Education Region is defined as the region that includes different types and levels of schools where people of all ages can be educated and trained, and institutions where teachers' professional training and social needs can be met. Education Regions have been established for the common use of infrastructure, tools and equipment, personnel, social institutions, other facilities that are based on place of schools, types of school and numbers of students, physical capacity of and equipment in the education buildings and institutions, convenient and safe transportation facilities, geographical integrity and ease of communication and coordination.

When establishing the education regions, the population of the city or town is considered. A city or town having a population of less than 30.000 within the municipality boundaries shall be an education region. Education regions in the cities and towns with a population below 30.000 are designated based on criteria such as types of schools, numbers of students, equipment in schools, capacity of the institutions and transportation facilities. However, a maximum 7 education regions can be established in the centers and central towns of metropolitan cities and a maximum 5 education regions can be established in other settlement areas. In places with a population of more than 30.000, a second education region can only be established if there are more than 5 formal education institutions and more than 3000 enrolled students.

This implementation, which shall more effectively activate participation in education, shall also ensure that education-related decisions shall be given with the involvement of students through "school-student committees", teachers through "school-group chairmen committees", district elders and representatives of civil society organizations through "Education region counseling committees". As per the Directive of Education Regions and Committees, 1,516 education regions have been established in Turkey. In the formation of Education Regions, Education Committees have been established as a model for participation. Education Regions are established upon suggestion of the provincial director of national education and approval of the governor. Education regions are directed by the "coordinating manager". In areas where a single education region exists, this is directed by the national education directorate.

The teachers are obliged to have a high level of education in the related area with pedagogical training. They have to pass the examination of the government called KPSS (Public Personnel Selection Exam). They are assigned to one of the education regions in Turkey in accordance with their result of the exam. There is also a compulsory task of five years for teachers to experience the difficult conditions of the rural areas and they have the choice of deciding the area.

Learning-centered leadership lies at the heart of transforming schools. Research shows that leaders influence others in both direct and indirect ways, as well as being influenced themselves by those with whom they work. For example, principals in small schools exert quite a lot of direct influence because they teach in their own and colleagues' classrooms. On the other hand, the larger the school the more indirect influence a principal is likely to have, because their actions are mediated through others. Thus school size has a bearing on the balance of the direct and indirect effects of principals. The influence of the principles on what teachers do in their classroom shape an important part of learning centered leadership. Monitoring is one of them which involve principles and other school leaders as well as all teachers, looking at one another's work, observation of teaching, examining samples of pupils' work, analyzing learning outcome data or reviewing test results and assessment information. These are important ways of developing evidence informed practice. We have much to learn from the pupils, much more than we used to think. Pupils' perceptions permit us access to the 'received' curriculum, which in many ways is the only curriculum which really matters. At any one time in classrooms and schools there are always three curricula running simultaneously:

- The planned curriculum – which teachers intend to do
- The taught curriculum – which is actually taught
- The received curriculum – which represents pupils' experience.

A learning-centered leader means that you and others simultaneously focus on pupils' learning and enable teachers to think about their teaching in the light of these insights. Such an emphasis marks a reversal of contemporary approaches. Currently teaching is largely a matter of identifying what is to be taught, then planning one's teaching to transmit the knowledge to largely passive recipients. Teachers hold fast to this model because it is expected by the accountability systems we have in place and because it served teachers well when they were pupils and students.

We need school leaders to be familiar with the latest ideas about learning. We need them to adopt the learning-centered approach advocated here. Although this approach is familiar to many principals, what is now needed is that principals apply it more frequently, and develop other colleagues in the school to lead in these ways. What is advocated here is learning-centered leadership not simply principalship. Without doubt it will only flourish through principals' support and advocacy, because it relies on your modeling it and monitoring its growth. But the task is one where we need to ensure all school leaders lead in this way.

This is not to say it is the only way to lead. It will also be important for leaders to attend to the teacher cultures in their schools, creating as much trust and social capital as possible. Only then will our schools become learning organizations. Thus learning-centered leadership attends to pupils learning, teachers' professional learning, and the development of the school as a learning environment for both children and adults alike.

Considering the teacher requirements in relation to the eight years of primary education, and with the cooperation of the Ministry of Education and the Higher Education Institution, teacher certification programs have started in line with the new arrangements in education faculties in order to channel redundant teachers to subjects more needed.

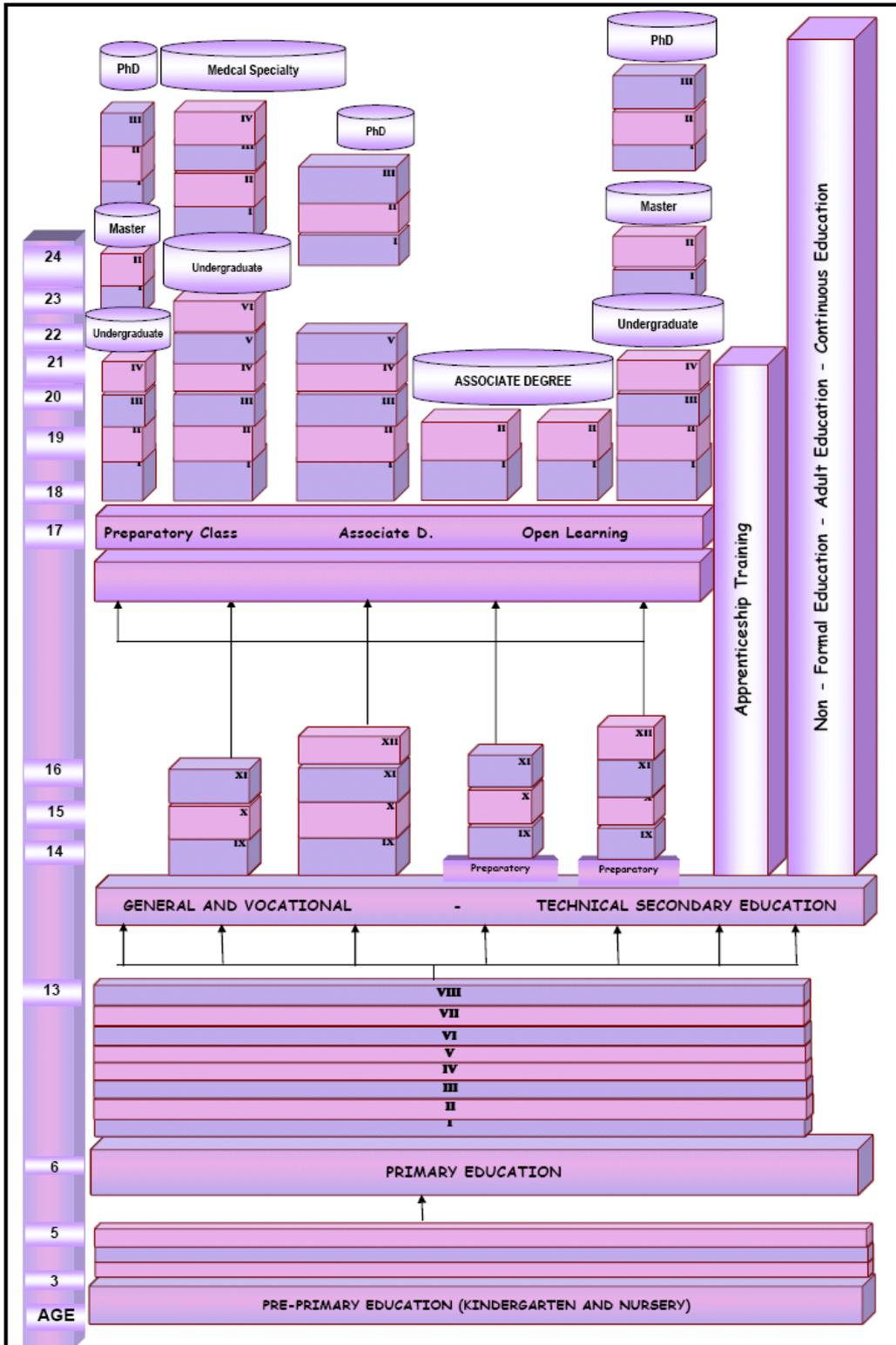
The Turkish Nation is going through a fast and dynamic process of social change parallel with scientific and technological developments and socio-cultural and economical conditions. Teachers are faced with new responsibilities and duties. Teachers need professional activity qualifications in order to fulfil their increasing responsibilities and duties.

In Turkish schools the school leaders form the steering group. According to the number of students, there are assistant managers and teachers also play an important role in the management and coordination of the schools. In every school, there are heads of each department who check, control and direct the curriculum and what the teachers are teaching and which methods they are applying. The teachers themselves have meetings together and also among other school teachers. They have monthly meetings, term meetings and local meetings. We can not underestimate the contribution of private schools to the development of teacher training in Turkey.

In Izmir thirty district directors, managers and school heads come together to discuss their experiences once a month at a different school. The number of participants is up to a thousand.

School principals and directors attend these regular monthly meetings which help the education system to advance. The school principals or directors see the differences and the improvements in different schools and use this experience to improve the quality of their school and the success of the students. These meetings started in Izmir in 1988 and have enabled education there to develop in a positive way.

All the school head teachers get the chance to give information about their schools and to discuss the problems or deficiency of their schools. There is always the possibility of sharing the same problem, and the schools are able to solve these problems by consulting each other. Also holding these meetings each time at a different school helps the directors to see the variety in schools. They discuss the importance of education in Turkey and how to improve it.



2. Turkish National Education System

TAKEV

TAKEV is a private school in Izmir founded in 2001 with the support of the German Culture and Education Foundation and the Embassy of the Federal Republic of Germany in order to meet the need to have a German School with a qualified discipline in Izmir. The academics of well-known German Universities, distinctive German Companies and The Federal Republic of Germany and Her Embassy helped a great deal in the foundation of the school where the process of education would start from kindergarten to university level as a complete package of achievement. The founder director is Mrs. Nur Yaras who has been in pre-school education for 21 years and the General Manager is Mrs. Gonul Ketenci who has worked as a German teacher for 18 years, both have known the needs and deficits very closely from the very beginning. They have always been most active in the organization and worked with the teachers in the school. The basics of the school are respect and tolerance. The positive atmosphere helps the education process and makes it enjoyable for both the teacher and the students.

Unlike the other schools TAKEV has succeeded in creating its own dynamic system which is well-organized and provides an interactive education. TAKEV is considered as big family where the members are the managers, teachers, school staff, students and parents. Everybody is actively involved in this process of success. Workshops, training and seminars are held during the holidays in order to improve the demands.

Communication between all members of the school is very positive and everybody at school is always accessible. Problems are discussed in a very professional way by the experts. The academic processes at school are systematic and great importance is given to the training of teachers and the other members. The co-operation of the school and the universities is at a highly professional level. The concrete base of the school makes leadership easier and more systematic. The well-organized school year plan and the clear description of the duty of every member of the school helps the fast growth of education quality. Every member of the school is given a CD explaining the duties that must be performed, goals that must be achieved and an

annual school plan with the schedule of every activity at school for the entire year. There are meetings every week for the teachers, the administrators, the head of departments, every department in itself, meetings with the vice principals and level coordinators, class level coordinators. Every Monday, the school administration emails the weekly agenda and the most important events to the teachers. Also a monthly bulletin is given with a detailed program of school activities for our students and parents. Our network is always ready to reach out to visitors.

The targets for the future are set high but they are all realistic because year after year witnesses the successful growth of the school and its expansion from a primary school to a high school with the Anatolian and the Science Departments and a total of 1270 students and 150 department teachers. The focus is on a varied education where students at every level of get the education they need and improve themselves in the best way at every level socially, academically, physically and psychologically. The students are seen as the scientists, the artists, the leaders of the future and an important part of society. The success of the students is spectacular in academic, sportive, social and artistic fields.

We have traditional activities to keep the spirit of belonging alive for the old ones and create a sense of belonging for the newcomers. Trips for the students at every grade, celebrations like Christmas, Laterne, Fruhlings Fest, science fair, brunch, picnics for the families, clubs for up to 37 different subjects, all kinds of sports and cultural activities are the rituals of our school.

4. Recruiting and educating school leaders

The Personnel Assessment System based on the Regulations of the Ministry of National Education on the appointment, assessment, promotion and relocation of administrators is prepared by considering the various research findings on the development of personnel efficiency and quality in Turkish public management and the statements, goals, principles and policies included in the 7th

Developmental Plan for Five Years, particularly the section titled Project for Increasing Effectiveness in Public Services and Establishing a Fair Salary System in the Public Sector.

This system of assessment aims to transform the institution culture

- From an atmosphere of insecurity and fear to an atmosphere of openness and trust to help build creativity, from the individual to group work
- From a structure of independent units to a structure where units are linked to each other
- From an understanding of centralized and rigid management and inspection system with classical practices to a softer style of management and inspection where managers take the role of leaders and guides
- From an organization where power, authority and responsibilities mainly belong to the top executives, to an organization where these are shared by the employees and to a structure where continuous development of processes as well as results is supported
- From managerial decisions based on intuition to a management concept based on facts and data.

This regulation aims to ensure that the qualifications required for appointment to the central, provincial and foreign management positions are defined on the basis of success, merit, job definition and education, and that the potential candidates for administrative positions are selected using objective criteria.

Administrative positions are grouped in 5 categories in the central organization, 6 in the provincial organizations and 3 in overseas organizations.

Assessment criteria for promotion in administrative categories and group services are suggested, and these criteria are related to the success level of personnel. Also, it is ensured that assessment is based on the principles of impartiality, reliability, validity and openness. Minimum working period is suggested for group services and promotion opportunity is provided for those who success-

fully complete this period. A sub-requirement for those who pass the assessment is to take in-service training and an exam, those who have served at least five years as director of a type. A school or institution is considered to be very successful in the last two years of such services are given the opportunity to be transferred to positions covered in these regulations. The adequacy, efficiency, merit and success of the Ministry of National Education personnel are assessed using objective criteria to provide them with the opportunity to assume administrative positions and to be promoted. Administrative training and the opportunity to become an administrator are given to each member of staff, in line with his/her performance as per the principles of equality before the law.

The Ministry of National Education organizes the appointment, relocation and withdrawal of the personnel working in non-administrative positions in central and provincial organizations. Implementation results for the Regulations of the Ministry of National Education on the promotion of personnel. Applications for appointments through promotion for such positions as health training centre director, rest home director/assistant director, expert, programmer, reporter, safety guard, accountant, data preparation and control operator, officer, technician and driver covered by this regulation have been reviewed and 1954 of them were scheduled to receive promotion training. Efforts are going on to provide them with in-service training.

In the central organization, in-service training is provided to 75 candidates who have applied for promotion to positions such as reporter, data preparation and control operator, officer and inventory officer, and their appointment processes are completed. Before the Regulations of the Ministry of National Education on the appointment, assessment, promotion and relocation of administrators was put into effect, chiefs were appointed based on personal views and external factors, thus creating inefficiency. The regulations brought objective criteria such as the concepts of adequacy, efficiency, merit and success. With the regulation:

- Basic principles are defined, so that effectiveness and efficiency of education and teaching, as well as job satisfaction and high morale of personnel are ensured.
- Administrative positions are grouped into four.
- Administrative formation is required for appointment to school and institution director positions.
- In-service training programs are prepared by a committee based on job definitions.
- An assessment commission is established in the Ministry and the provinces in order to select the most qualified person among the applicants for school and institution director positions. Of the two candidates, the one with the highest score in this assessment is appointed as director.

Also with this regulation:

- Teachers who meet the general requirements and who have served for at least five years are given selection exams to receive in-service training for the administrative position
- The selection exam is a test applied centrally by the Student Assessment and Placement Centre.
- The selection exam is a test applied centrally by the Student Assessment and Placement Centre.
- Application for and evaluation of the selection exam is done by computer, thereby eliminating even the least chance of favoritism.
- Those that are successful in the selection exam are given in-service training.
- An evaluation exam is held at the end of the in-service training.
- In-service training is given in two forms;
- With the quality and content required for the administrative position, for those to be appointed to such positions
- Ensuring adaptation of the current administrators to the changes and developments in modern management.
- Also the teachers who have more than six years' experience are accepted as leaders at public schools.
- When it comes to private schools, elimination gets harder and more qualities are asked for. In addition to these criteria, experience in management or many years of teaching experience become vital.

- Applying the regulations in the correct way, having the qualities of a leader naturally, experience in teaching or management, having the appropriate education or passing the leader selection Exam forms the basis of a school leader in Turkey. By the help of all these new regulations and criteria, the number of qualified leaders grows and this affects our education system and the success of our students in a positive way.

5. Challenges, areas of innovation and underlying evidence

Total quality management in education is an effort to introduce to the education system an education and management approach where all stakeholders in education (employees, students, families, etc.) actively participate to some degree in the decision making processes, learners are satisfied with an increasing service quality through continuous improvement.

The MNE shall use the methods and techniques listed below in order to provide its employees with an understanding of TQM.

- Managerial Leadership
- Effectiveness
- Belief in success
- Agreement on goals and defining clear goals
- Defining the proper performance measurement process
- Teamwork
- Sharing

TQM is targeted at achieving quality in the classroom. In the performance of education services, the MNE has adapted as a responsible service approach the practice of working efficiently in cooperation with the other public institutions and organizations, civil society organizations and volunteer organizations.

Expansion of an understanding of TQM in the administration of the Ministry of National Education is targeted at the following;

- To ensure that everyone, directly or indirectly involved in the education system, is committed to and familiar with the education process.
- To ensure that people who produce the education services are acquainted with the concepts, tools, methods and techniques needed to manage them.
- To provide those in the education system with the opportunity to get help from the more knowledgeable and experienced people in order to produce more effective education services.
- To help those in the education system to understand that the people and the tools used are more qualified than before.
- To ensure that everyone involved in the education system develops the education process.
- To provide everyone in the education system with the expectations and opportunities to share success.
- To ensure that the education service providers understand and know how to use the quality tools, to make sure that a planning, working and acting cycle is activated.

So, the Ministry of National Education shall give priority to teaching the following concepts to the unit employees:

Teaching change-related concepts to employees of the Ministry of National Education organization in order to create and develop the belief that everything can change.

1. Teaching the skills, abilities and personal qualities required by change management to those working in the organization during the process of change.
2. Endowing employees with the properties of a change manager who can implement change and evaluate its consequences.
3. Training the employees as individuals who can use the total quality concepts and understand the process of change.
4. Giving employees the skill to solve the problems they encounter in the process of change with a TQM approach.
5. Training individuals who can establish principles, generalizations and rules using the knowledge, skills and experiences gained through the total quality concept in the process of change and who can make interpretations for the future.

*TAKEV Schools, Izmir
Tamer Şenyuva, Özlem Güngör*

Appendix

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United Kingdom (Northern Ireland)

The Northern Ireland educational system is very complex due to a divided society. In terms of overall performance the Northern Ireland school system has much of which it can be proud. However, there is a crisis of recruitment of new school leaders. A whole generation of serving principals will leave their positions in a few years. The urgent engagement of the school authorities should be how to encourage potential candidates to take responsibility in the schools.

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| Area | 242,910 km ² |
| Population | 62,200,000 |
| Population density..... | 256/km ² |
| GDP (PPP) per capita | € 27,200 |
| EU accession | 1973 |
| Schools (2008/09) | 25,751 |
| Exp. (PPP) per student(non-tertiary) | € 6,400 |
| OECD average | € 5,700 |

1. Background

The environment in which school leaders work in Northern Ireland today is unusually complex and challenging. There are many reasons for this:

- the very nature of schools and learning;
- socio-economic developments, including a significant decline in school-aged population;
- deeper changes in attitudes and expectations, not least among parents;
- the fragility of the local economy and its heavy dependence on a public sector whose funding is under severe pressure;
- the fact that Northern Ireland is emerging from thirty years of conflict and still learning how to make a complicated system of power-sharing devolved government work to best effect.

The Executive which governs Northern Ireland includes a Minister for Education with overall responsibility for the school system and the policy framework in which it operates, and this framework is undergoing profound change as an ambitious reform agenda is implemented. Intended to achieve a range of modernising objectives and, in the words used as the title for the Minister’s central policy, to make ‘Every School a Good School’, the reform agenda currently includes:

- a revised and significantly different curriculum for pupils aged 4 to 16 characterised by significantly reduced course content, a very small statutory core and an emphasis on the development of a range of skills, employability, citizenship and the capacity to go on learning;

- an entitlement framework for young people aged 14 to 19 guaranteeing them access to a wide range of both vocational and academic pathways;
- a sustainable schools policy designed to enable a more coherent approach to be taken to the re-shaping of the schools’ estate;
- a radical reform of educational administration which will replace the numerous employing authorities responsible for most schools with a single education and skills authority that will employ all teaching and non-teaching staff,
- allocate funding, provide professional support and hold schools and their leaders more rigorously to account; and
- the development of new types of schools, such as those designated as having specialist status, and much else, including the abolition of academic selection at age 11

Given this drive for the improvement of schools and standards of attainment generally, it is not surprising that the quality of school leadership has assumed an even greater importance.

It is also not surprising that those leading schools now feel that they are asked to cope with a remarkable amount of profound change in a context of very considerable uncertainty and that the number of those applying to lead them is as a result, significantly smaller than it was 5 or 10 years ago. To many, if not most, principals, the challenges, expectations and levels of accountability seem to have become much greater while the support and resources available to them seem to have declined.

2. Context

The Northern Ireland school system is unusually complex, partly because it has so many different sectors but primarily because it has such a divided society. In addition to the five education and library boards, which are broadly like local education authorities and both own and are responsible for managing what are known as 'controlled' schools and employing all those working in them, there is also a Catholic-maintained sector which has broadly similar responsibilities for its schools. Alongside these are 52 voluntary grammar schools which are selective, a growing number of integrated schools, which seek to bring Catholic and non-Catholic pupils together, and a small Irish-medium sector. In these types of schools, the governing bodies are the employers. There is no independent sector of any significance.

All except the very few independent schools are grant-aided by the Department of Education according to funding formulae based broadly on the numbers and ages of their pupils, but only a minority have fully devolved budgets and full responsibility for managing their own financial affairs. The great majority of schools are funded by and through the employing authorities which own them (or act on behalf of the owners) and their budgets and their freedom to manage their own affairs are at best partially devolved.

Between them, these grant-aided-schools, of which there are some 1,300, provide pre-primary education for children up to the age of 4+, primary education for those aged between 5 and 11 and post-primary education for those between 11 and 19. Young people are legally free to leave school at the age of 16, but the number who do so is small, the great majority of those aged between 16 and 19 remaining in some form of education and/or training, many of them in further education colleges.

All pupils transfer from the primary to the post-primary phase of their compulsory education at age 11 and most post-primary schools are either selective or non-selective, the former deciding which pupils they will admit, if over-subscribed, on the basis of their performance in tests of their academic ability taken in the autumn term of their

final year in primary school and the latter not using any form of academic testing at all. These tests, set by the Department of Education, were taken for the last time in the autumn of 2008, but the future of academic selection is a hotly debated issue whose future remains unsettled. There are only a few genuinely comprehensive post-primary schools.

Pupils are formally assessed at the end of each key stage of their education. At the end of key stages 1, 2 and 3, when they are aged 8, 11 and 14, their levels of attainment in core subjects are assessed and reported by their teachers. At age 16, when they come to the end of key stage 4, they are assessed by formal public examinations leading to the award of a General Certificate of Secondary Education (GCSE) and, if they remain at school, they are formally assessed again by public examinations at the end of each of their two years and awarded a General Certificate of Education (GCE) at advanced supplementary and/or advanced level.

In terms of overall performance, the Northern Ireland school system has much of which it can be proud. It significantly out-performs the rest of the United Kingdom at GCE Advanced Level and at the top end at GCSE, but concerns have grown in recent years about a number of aspects of the system's performance:

- its failure to deliver basic skills to many pupils;
- the major challenges that remain in raising the levels of basic literacy and numeracy despite very substantial investment in these areas since 1998;
- the evidence that some 750 young people leave school every year with no formal qualifications of any kind and that up to 3,000 leave with very few;
- the relative underachievement of boys at all stages;
- the variations in pupils' levels of achievement within as well as between schools; and
- the indications that overall levels of attainment at GCSE and GCE A Level seem to have reached a plateau and remained there for the past decade.

It is in the context of these and other similar concerns that the government's reform programme needs to be seen.

3. School leadership concepts and practices

The conceptual framework

Principals in schools in Northern Ireland have historically enjoyed both high status and very considerable autonomy, not least in what was to be taught and learned in their schools, and, while they have less room for manoeuvre now than used to be the case, they continue to have a good deal of freedom.

The processes by which principals are appointed vary from sector to sector and, indeed, within sectors, much depending on the role of the employing authority. Governing bodies play an increasingly significant part in the decision-making in all schools and it will be with their governing bodies that principals will work most closely after appointment.

So far as their roles and responsibilities are concerned, terms and conditions of service agreed in 1987 and amended since set out the duties, rights and powers of principals and vice-principals, while matters such as the framework for determining both their starting pay and pay progression and for annual performance review are also based on agreements between the employing authorities and the teacher unions.

It is important to note that the terms and conditions of service for principals and vice-principals describe their duties and rights in very broad terms, listing the matters for which they are responsible and the authority they have to act, but offering no detailed statement of what principals are expected to focus their attention on. How they exercise their powers and carry out their duties varies considerably, much depending on each school's particular context, the experience, values, personal qualities, interests and style of each principal and the nature of his or her relationship with the school's governing body. The level of autonomy which school principals enjoyed in previous years may have been significantly diminished, but it remains high, primarily because there is no clear and agreed framework of accountability. Each principal must therefore seek to agree with his or her board of governors how best to lead the school and what his or her priorities should be.

What principals decide to pay attention to is, though not determined, increasingly shaped by the revised National Standards for Head teachers in Northern Ireland, which were adopted by the Department of Education in 2005, and by the Education and Training Inspectorate's reports to the Department which now comment on the quality of leadership and management in every school inspected, but the most powerful influence on the ways in which they work and the priorities they set comes by way of the Department of Education circulars and/or statutory orders that lay an increasing number of legal obligations on governing bodies which they commonly transfer to the principals to whom they look for the educational leadership of their schools. Boards of Governors have, for example, a statutory obligation to prepare and publish a range of policy statements dealing with everything from child protection to admissions, to draw up development plans which set the strategic direction for the school, establish targets for pupils' achievements, write and issue annual reports to parents, establish a system for annual performance review for all members of the teaching staff and much else. Given that such a lot has been asked and expected of governing bodies which are, for the most part, made up of interested and supportive lay people who have little detailed knowledge of educational matters, it is not difficult to understand the central importance attaching to the relationship between governing bodies and their principals.

The focus on teaching and learning

The biggest challenge for school leaders now may be that which arises from the reform agenda referred to earlier, itself a reaction to the perceived limitations of what was previously in place.

Until a relatively short time ago, they were expected to work in an environment which, while characterised by competition between schools, was relatively controlled and predictable: enrolments remained relatively steady, parents were broadly supportive, schools were recognisably similar, there was a statutory curriculum which set down what courses were to be offered at each stage, what programmes of study were to be used and what content they were to contain, and the results of formal public examinations provided a yardstick of the progress they were thought to be making.

In such an environment, it was not unreasonable for employing authorities and governing bodies to look to appoint school leaders who seemed likely to be sound and reliable managers and for those applying for such posts, headships in particular, to think in much the same ways.

But the environment now is very different. Though still characterised by competition, it is much more complex and demanding, primarily for the following reasons:

- demographic decline makes the continued existence of some schools uncertain and greatly sharpens competition between them;
- attitudes to schools and their leaders are more challenging as respect for authority generally declines;
- schools are becoming less like each other as new models emerge and as their curricular provision becomes more directly related to the particular needs of the pupils they serve;
- the reform agenda lacks coherence, policies supporting collaboration jostling those which endorse competition;
- there is no longer a statutory curriculum: school leaders now have to decide what curricular provision is appropriate for their pupils, what range of courses or pathways their schools should provide, how, where and with what they can best meet their pupils' aspirations and needs, what can be done to improve the quality of learning and teaching, how the potential of new technologies can best be harnessed, where they should look for partners and whether any kind of line can be drawn between their schools and the world beyond their gates.

In such a context, employing authorities and governing bodies increasingly look for leaders. They want and hope to appoint men and women who:

- can think and act strategically;
- have the capacity to shape and articulate a compelling vision for school improvement and secure support for it across the community;
- know what high quality learning and teaching are and how they can be achieved;
- understand how to build alliances and partnerships with other providers;

- will lead change and improvement;
- can represent their schools to their communities and beyond.

Being a sound and efficient manager is still necessary, but it is no longer enough. Schools now want and need leadership of a very high order and across a demanding range of areas if their aims and purposes are to be achieved.

Re-structuring and re-culturing school organisations

The challenges facing principals and schools now, the range of issues within and beyond their boundaries they are expected to address, the higher levels of accountability with which they must live and the sheer complexity of their roles and responsibilities have combined to convince virtually everyone that school leadership can no longer be a one-person job.

Almost every school, however small, now has a leadership or management team of some kind and more and more of them look to teachers to work together in formal or informal teams of different kinds. Team leaders or co-ordinators have been appointed and are commonly rewarded financially for the additional duties they take on, and principals themselves look more and more to formal and informal networks for information, advice and support.

Movement towards a more distributed model of leadership is gathering pace, but it does not offer principals an easy path. There are difficult questions about distributing leadership that remain to be answered, but the trend is clear and, as it develops, it will begin to re-shape and re-culture schools very considerably. More of them are already moving away from strongly hierarchical models towards flatter systems. More of them are moving from allocating responsibilities to teachers who are paid to take them on more or less permanently towards flexible team-based roles and fixed-term responsibilities that may be reviewed, revised or replaced. And more of them see that the introduction of the revised curriculum for pupils aged 4 to 16 and the entitlement framework for those aged 14 to 19 offers opportunities for leaders to work with their teaching and non-teaching colleagues to focus their energies and

attention on enabling deeper and more worthwhile learning to take place and for all the young people to succeed. The hope is that, as teachers acquire or develop the skills to achieve these outcomes, they can and will transfer their skills into other roles and the overall capacity of their schools will be increased as a result.

Establishing and negotiating the direction of school development

In a circular published in 2005, the Department of Education required governing bodies in all grant-aided schools to prepare and publish three-year school development plans: it also detailed the matters which such plans were to include.

Governing bodies were advised that they were expected, among other things, to:

- provide a statement of their school's ethos ;
- offer a summary of the strategies for learning, teaching and assessment and an assessment of the general progress made by pupils and their standards of attainment ; assess the teaching provided by the school and outline the arrangements for the professional development of the teaching staff ;
- outline the management structure in the school;
- summarise and assess the strategies for promoting pupils' attendance, good behaviour and discipline;
- describe the curricular and extra-curricular provision made for pupils;
- assess the provision made for pupils with special educational needs and for the pastoral care of pupils generally and the school's links with parents and the wider community; and
- assess the school's accommodation, its current financial position and the extent to which its key targets had been met.

It is important to note that it is on governing bodies that the obligation to prepare and publish such plans has been laid, and it is clear that this duty is seen at system level to be a key component of the drive for school improvement. It remains open to every school and its leaders to seek to maintain what they regard as their distinctive ethos and values and, indeed, to decide not only the shape of the curricular

provision they regard as appropriate for their pupils but also how, when, where and by whom these pupils should be taught and much else, but the emphasis put on development planning demonstrates that those with overall responsibility for education in Northern Ireland want not just to see improved outcomes but also to be given the evidence that schools are working intentionally to achieve them.

System leadership and collaboration

In 2006, the Department of Education announced the introduction of an Entitlement Framework, essentially a curriculum for all school pupils aged between 14 and 19. Its fundamental aim is to give these young people a much wider choice of pathways from age 14 onwards and it is expected that, when the framework is fully in place in 2013, they will not only have guaranteed access in their local areas to a minimum of 24 courses at age 14 and at least 27 when they reach 16 but that at least one-third of the courses available to them will be academic, one-third will be vocational and the other third may be either vocational or academic or a mixture of both.

The schools these young people attend are not under an obligation to provide these courses themselves but to enable their pupils to have access to them, which means that the great majority of schools will have to collaborate much more with each other than they have in the past if they are to make this policy objective a reality. Only a very small number of the largest post-primary schools would be able to offer such a range of pathways in a sustainable manner, and most of them seem to be convinced of the value of collaborating with other providers to make wider access available rather than stretch their own resources too thinly.

Encouraged by funding from the Department of Education, post-primary schools across Northern Ireland began to build partnerships with those near them in the past few years and to work more closely in area learning communities. This process is in its early stages and school leaders report that they find it difficult to see how collaboration with what are often competitor schools can be taken further. They recognise that the policy context in

which they work is much more supportive of competition between schools than it is of collaboration and, they understand that, until this tension is resolved, it is likely that the potential of collaborative area learning communities to impact on what is provided for young people will remain limited.

If collaboration does in time become the dominant feature of both the post-primary school system, its culture will become very different, and the concept of system leadership and the notion of different models of partnership between schools and, indeed, of schooling will have a much greater chance of becoming a reality. Meanwhile, the available evidence suggests that principals value the contacts with their peers that the area learning communities provide and the opportunities they have had as a result to look more closely at how they might best meet the needs of all the young people in their areas.

Examples of good practice in leadership

Much depends on how the notion of 'good practice' is defined and the extent to which the following are thought to exist in a school:

- a strong and widely shared sense of identity and purpose;
- clearly stated and broadly agreed values and aims;
- high expectations and focuses on achievement for every pupil;
- curricular arrangements which consistently meet the needs and ambitions of all their pupils;
- structures and processes designed to enable every pupil to achieve at the highest possible levels;
- the capacity to sustain these high levels of performance over time;
- skilled and effective leaders;
- leadership that is widely distributed across the staff as a whole;
- a strong commitment to continuous improvement and to continuous professional development as the means of achieving it; and
- a belief in self-review and reflection and the ability to learn continuously from them.

If such criteria are used, the indications are that, while there are not many schools in Northern Ireland that meet every one of them, there are

some that do and a lot more that come close. Many of these schools are set in challenging locations, often in areas with limited social capital, but they have shown an ability to transform young lives for the better by opening doors and windows for their pupils that would otherwise have remained shut. The leaders of these schools are characteristically modest and self-effacing, giving the credit for what is achieved to others, praising their staff and pupils and describing themselves as facilitators rather than leaders. They are held in the highest regard in a community which, for all its tensions, still values education, and they command enormous personal and professional respect. What distinguishes them is their strong sense of moral purpose. They are determined to make the lives of their pupils and, often, of the communities which they serve much better than they would otherwise have been.

4. Recruiting and educating school leaders

In Northern Ireland there is no immediate crisis in the supply of school leaders, but the age profile of principals generally shows that 55 per cent of them are over 50 and that 75 per cent of principals in post-primary schools are in the same category. A high proportion of serving principals will be retiring in the next five years and almost half the total number is likely to have retired within the next decade. There is concern that some of those with the greatest potential may not seek to fill leadership posts in the future and, while there is a broadly sufficient pool of talent to meet leadership needs in schools generally, there are particular anxieties about the number of applicants for headships in small rural primary schools, the under-representation of women in senior posts, especially in post-primary schools, and the attractiveness of leadership posts in primary schools and of teaching as a profession as a whole for men.

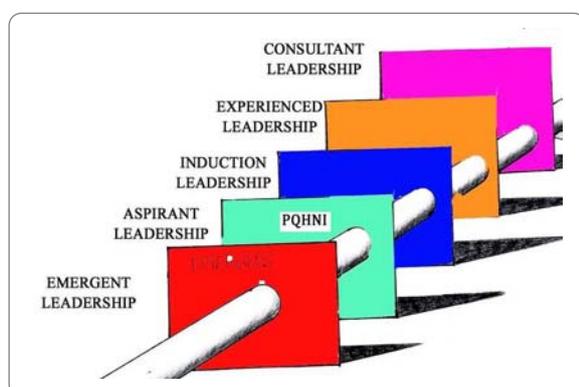
Successful applicants for senior leadership posts, including principalships and vice-principalships, are almost always graduates with a teaching qualification and experience in a variety of leadership posts is usually an essential criterion. Although it is not yet a mandatory requirement for headship posts, the Professional Qualification

for Headship (NI) has increasingly been seen as conferring an advantage on those who have it. Built around the 6 key areas for headship and the professional knowledge and actions required by head teachers laid out in the National Standards for head teachers (NI), the qualification and the associated National Standards (NI) represent the only system-wide attempt at planning for succession into senior school leadership posts. Schools, according to their schemes of management, retain considerable autonomy in appointing principals and/or in identifying teachers with talent in leadership and/or in promoting their continuous professional development.

The challenge of developing good practice in school leadership in general and headship in particular across the Northern Ireland system has been central to the work of the Regional Training Unit which serves all the different employing authorities. The Unit has developed a suite of programmes that are designed to meet the management and leadership training needs of principals and senior staff in schools and colleges and is currently constructing a leadership pathway by and through which teachers with the appropriate talent and skills may progress in leadership roles, both in individual schools and for the benefit of the whole NI system as a whole.

The diagram that follows describes the nature of this suite of professional development programmes in greater detail.

The leadership pathway model – Regional Training Unit



Initial teacher training in Northern Ireland is delivered by the two local universities and their constituent training colleges. This is followed by an early professional development stage in which the school in which the beginning teacher works mentors and supports their progress against competences drawn up by the General Teaching Council for Northern Ireland. The leadership pathways model illustrates various stages in the development of school leadership throughout a teacher's career. Northern Ireland was one of only 5 school systems reporting to the OECD Improving School Leadership Project of 2008 to provide for leadership development from pre-service through induction to in-service training.

5. Challenges, areas of innovation and underlying evidence

The 2008 OECD report, 'Improving School Leadership', begins with a powerful statement of the way school leadership is now perceived: 'As countries are seeking to adapt their education systems to the needs of contemporary society, expectations for schools and school leaders are changing. Many countries have moved towards decentralisation, making schools more autonomous in their decision-making and holding them more accountable for results. At the same time, the requirement to improve overall student performance while serving more diverse student populations is putting schools under pressure to use more evidence-based teaching practices. As a result of these trends, the function of school leadership is now increasingly defined by a demanding set of roles which include financial and human resource management and leadership for learning (...). In many countries, principals have heavy workloads (...) and it is getting harder to replace them. Potential candidates often hesitate to apply, because of overburdened roles, insufficient preparation and training, limited career prospects and inadequate support and rewards. These developments have made school leadership a priority in education systems across the world.'

All of this could have been written about school leadership in Northern Ireland today because all

of it applies. The challenges facing school leaders now are formidable. A whole generation of serving principals will leave the profession in the next few years and all the available evidence suggests that there are significantly fewer potential candidates prepared to consider applying to take their places. That there is a crisis of recruitment is broadly accepted. Two key questions arise:

- one has to do with how those leading schools now can be helped to develop the capacity to meet the expectations that government and society have of them and their schools;
- the other concerns the best ways of encouraging and persuading those with the potential to lead schools in the future to consider headship and apply to become principals.

One recent writer about these matters, who has an extensive understanding of school leadership across the United Kingdom, suggests that the very fact that the education system in Northern Ireland is going through a period of unprecedented change creates ‘an opportunity to develop a more collaborative approach to school leadership (...)’ and goes on to argue that ‘a holistic school leadership transformation programme is needed.’

He believes that such a programme should involve:

- the promotion and implementation of new models of school leadership and the development of system-wide leadership roles;

- a re-examination of the system of rewards and incentives for school leaders;
- a significant investment in leadership capacity by, for example, examining succession planning as a matter of urgency, promoting cross-sectoral and business secondments, refining and extending the professional training and support provided for both potential and serving school leaders;
- a systematic and intensive communications strategy aimed at challenging received wisdom about how school leadership should look, explaining the benefits of new models of leadership, attracting new entrants into the talent pool and re-engaging parents and learners.

This writer ends by pointing to the opportunity that the creation of a single education and skills authority affords to enable these and other issues relating to school leadership to be addressed.

How, when and by whom they are considered remains to be seen, but it is abundantly clear that school leadership will assume even greater significance if the intentions of the reform agenda are to be realised.

*Regional Training Unit (RTU), Belfast
John Reid*

School Leadership in Europe: New Developments 2010



Austria
Denmark
Estonia
Germany
Greece
Hungary
Iceland
Ireland
Italy
Lithuania
Norway
Poland
Romania
Russia
Slovakia
Slovenia
Spain
Switzerland
United Kingdom

Photo: Zavod sv. Stanislava, Ljubljana

Austria: New national quality framework

Since the change in government in 2008, national educational policy has taken on greater significance. This development can be seen through a new budgetary focus and also in fundamental restructuring of the educational landscape in Austria; one of the main causes of change in the educational sector being the results of the last PISA testing. The reorientation of educational authorities, school heads and teacher education are of particular importance, whereby the newly founded Pedagogical University Colleges and the traditional universities are jointly responsible for teacher education.

Autonomy is the vital component of the new profile for school heads and the bill is currently being assessed. The bill in §56 SCHuG (school law) stating that “the duties of the school head are to be realized taking into account the quality management §18” is to become law in spring 2011. **The core element of this quality management is the formulation of a national quality framework as the basis of a step-by-step reporting between the various levels of school administration.**

The duties and responsibilities of the autonomous school head are then described in detail (bill): “Leadership and School Management imply, in particular, the installation of an internal organisational structure in the school, which takes on responsibility for the realisation of school and lesson organization as well as administrative duties (organisation of classes, teachers, consultation, papers etc.), the responsibility for the school budget (as made available by the body running the school) and takes into account the interests in connection with school building and infrastructure.

Quality management includes the responsibility of the school head in the sense of the national quality framework for the development of a feedback culture and an internal quality management system as well as for the application of these results towards school and lesson development. He is also responsible for the dialogue with and justification to regional quality management structures and the public.

School and classroom development includes in particular the responsibility for the adaptation and recognition of educational commitment, strategic steering of the school and classroom

development processes, care for the construction of structures for co-operation and decision making, for project management and interface management between individual concepts, care for a healthy school climate, assurance of participative possibilities for the school partners.

Development of educational leaders and personnel includes taking into consideration the duties of the head, the development of profiles for the design of learning processes and school life as the initiation of a corresponding discourse at the school, the construction of an effective form of information exchange and communication processes, the application of the principles of gender and diversity management, solving conflicts and the duties of leadership, the encouragement of professional development and the strengthening of staff and teams and a concept for CPD in the school.

Public relations include the active responsibility for contact to parents, the co-operation with school authorities and school owners, as partners from pedagogical, social and psychological areas, the opening of the school and systematic contacts to school stakeholders (entrepreneurs, organizations, employers’ institutions, local junior schools) and to external experts as well as sustaining European and global orientation”.

Training educational leaders

These new areas of responsibility will contribute to the further development of the training of educational leaders (c.f. Austrian National Report). At the same time, it is being considered whether heads should receive training before taking on responsibilities. A further consideration is to whether the current form of in-service-training for educational leaders should be upgraded to a Masters Degree, for example. A strong, centralized steering and merging of the tasks into a new form of school authority in the sense of qualification and professionalization is to be regulated at national level. Both processes are to be instigated from Sept. 1st 2012. On the basis of a national curriculum, academic school leader qualification training will also be offered at 2-3 sites from 2013 (60 EC, later 120 EC).

Further information can be found at:
www.bmukk.gv.at

Denmark: Growing political focus on leadership

Teacher teamwork and self-steering

There is a growing political focus on leadership in schools. New ways of governing schools with delegation and distribution of tasks and responsibilities from national or local level to schools produce new expectations towards leaders of schools.

There is a growing focus on teacher teamwork and self-steering within school and that produces new expectations towards middle management and teacher leadership in schools.

"Leadership is performed in classrooms, amongst colleagues and in relation to school leadership. Teachers need to be able to cross from one arena to the other. Sometimes one needs to be a project leader and sometimes you need to be a follower of a colleague in a group." Says Jimmy Harder, leader of this module ('Folkeskolen', November 23rd, 2010)

The aim is: 'To educate teachers with at special competence in educational leadership. The education is realised in arenas that are based on diverse conceptions of and investigations into leadership.'

Furthermore we see that more awareness on the social life in classroom has been focusing attention on the need for leadership in classrooms.

New profile-teachers

For years there have been discussions in Denmark on how to educate school leaders: Should they receive a formal leadership education? Should they be educated in general leadership courses together with other public service leaders or in courses that target school leaders? The University College Metropol (teacher education institution) has started an experiment in teacher education: offering a profile-teacher-education with focus on leadership at several levels.

Classroom leadership

From the first day of the study there has been a focus on classroom leadership. Students are practicing clear communication. At a later stage the focus is on collaborating and leading in teacher teams. Those are some of the leadership competencies that teachers can make use of, even if they are not formally appointed leaders.

Seen from the outside it appears that this teacher education is a front-runner in the basic contemporary understanding of what professionals in schools need to be competent in: collaborating, communicating and leading.

Estonia: Recent reforms and new directions

During the summer of this year, a new Basic Schools and Upper Secondary Schools Act was passed, which legalised several new directions in education policy. The topics have been discussed throughout the past decade and have finally been given legal status. Some examples of these include:

Additional measures have been created for students with special educational needs in order to support their studies (ascertaining special educational needs, individual curricula, guarantee of support services, etc.). Talented students are also given special educational support.

The responsibility of the parents and school owners for not guaranteeing that children fulfil their compulsory school attendance is stressed and the parents' obligation to make notification of a child's absence from school is emphasised.

The maximum number of basic school pupils per class is 24, although upon the proposal of the director and agreement of the board of trustees, this number may be increased to 26 pupils.

Extracurricular hobby activities shall be regarded as a supporting activity for the completion of the school's curriculum.

The responsibility of the school for guaranteeing the mental and physical well-being of the pupils is clearly defined and the schools are provided with guidelines for the establishment of procedural rules to resolve emergency situations.

In the field of school violence, supportive structures, so-called “study counselling centres”, were created in co-operation with various organisations. In addition, it is also planned to establish a network of crisis counsellors based on this specialist area, in order to guarantee that counselling is available to all schools.

A contribution will be made to increase the salaries of teachers and to popularise teaching jobs in rural areas and smaller cities (beginner’s allowance for young teachers).

Attention has been paid to curriculum development. The national pre-school education curriculum was updated in 2009. The Government of the Republic approved the new national curricula for basic schools and upper secondary schools in January 2010.

With the support of European Social Fund projects, the fields of development have included basic and continuing education for teachers and school principals, the balanced evaluation of educational institutions (the development of internal evaluation of educational institutions alongside external evaluation); and support for the teaching of students with special educational needs. Special attention was paid to talented students.

The University of Tartu Science School deals systematically with the development of children who are talented in sciences. The Science School provides courses in Biology, Physics, Chemistry, Mathematics, Computer Sciences, and other subjects for 7th to 12th grade students from all Estonian schools. The courses are conducted on a part-time basis and in the form of e-teaching, and some study meetings are also held in Tartu. Over 20,000 students participate in the study at the Science School. In order to motivate children talented in sciences, a system of national competitions takes place: within the schools, regional and national competitions, with the best competitors representing Estonia in international competitions. The Ministry of Education and Research also organise a student competition for science papers and a competition for young inventors.

Special attention is paid to the natural and exact sciences as well as the technology fields: targeted support is provided from the national budget for purchasing the teaching materials necessary for teaching these subjects and a greater volume of support is provided for the development of methodological and instructional materials. There are also plans to increase the training of teachers of the corresponding subjects. Although based on the PISA 2009 results, Estonia is considered to have a successful school system along with Finland, Canada, Japan, Norway, Iceland and Hong Kong – results above average and socio-economic inequality below average – Estonia has clearly recognised the problems and prioritised courses of action in its education system.

Germany: All 16 States meet to discuss leadership in education

The federal conference within the framework of the Comenius network *Leadership in Education* was opened on Monday, 21st February 2011 by the Lower Saxony Minister of Education Dr. Bernd Althusmann. 26 representatives from 16 Federal States followed the invitation of Dr. Althusmann and attended the conference.

The minister highlighted the relevance of this conference as an opportunity for exchange and possible collaboration and networking. As acting

president of the *Standing Conference of the Ministers of Education of the Federal States in the Federal Republic - KMK*, he encouraged the exchange among the Federal States on a working level, not intending to overcoming federal structures. Dr. Althusmann emphasized the necessity for the qualification of school heads as a major task in educational policy.

There are strong similarities between the Federal States regarding the initial training of school

leadership personnel. The courses are usually divided into three to four modules, covering often identical or similar topics and content. The training modules comprise 24 to 28 days within 12 to 18 months.

All Federal States assume that the training of leadership personnel can be divided into three phases. Phase 1 refers to the motivation and orientation of potential candidates. Some Federal States have implemented mandatory courses, some with exams and certificates as pre-requisites for further qualification. This leads to the creation of a pool of potential candidates for vacant school leadership positions. Some other Federal States are busy to identify sustainable concepts.

In a second phase almost all Federal States offer accompanying and often compulsory training measures. Issues and topics of the initial training are taken up in depth and/or extended according to subjects that arise out of the daily practice of new school heads and are related to the size and type of the school and regional or local characteristics.

Many Federal States therefore provide individual coaching and group coaching.

Major differences between the approaches of the Federal States can be found in the third phase of professional careers, although the main objectives

are similar. Ministries and educational administration will have to focus on phases 1 and 3 as succession and the promotion of young talents and coaching on the job are essential to establish successful leadership practice.

Successful new programme for aspiring heads in the state of North Rhine-Westphalia



With some 18 million people North Rhine-Westphalia is the most populated of the 16 German states.

1000 teachers and aspiring heads from the more than 1500 state schools have completed the 13-day training programme since its introduction in November 2009. About 550 of them have participated in a two-day assessment which now is a pre-requisite for the appointment as a school head.

The training programme comprises four modules:

1. Communication and cooperation within and outside school
2. Staff management
3. School and quality development
4. Legal and administrative framework

Currently a master plan for all areas of school leadership qualification is being developed. Read more (in German) at www.schulmanagement.nrw.de/Schulleitung

Greece: Changing legal framework

The introduction of a new law regulating the reconstruction of Internal Decentralization and Local Government (L3852/2010) triggered a considerable number of changes in the management of education, as well. As the management of the Greek educational system is substantially based on the general administrative system of the country, the merging of the local government levels of authority into two [from previous three] also affects the structure of the Local Educational Authorities. The new LEA system includes two levels: the Region and the Directorate. The regional administration comprises 13 major areas, the Regions, divided into smaller Directorates.

But the changes in Educational Management are not limited only in the LEAs. A new bill is prepared to clarify management tasks and responsibilities within the school level. The proposed bill attempts to determine -in greater detail- the tasks and responsibilities of the head teacher and those of the Teachers' Board so as not to overlap each other. Since the educational law a priori sees a considerable part of the school management as a distributed and collective activity, it is necessary for those who exercise it to be very specific in their roles.

Further change is expected in regard to the size of school units. The geographical morphology of

Greece has dictated the existence of a large number of small size rural schools. The functional cost of those schools is rather high. Hence, there is an attempt to cluster small size schools - where possible - into larger units. The attempt of clustering, however, is likely to be more successful in urban and semi-urban areas rather than in rural and remote areas. The Ministry of Education seems to put forward the pedagogical value of larger schools, instead, as they expect a lot of reaction on behalf of parents whose children will have to travel longer distances to school every day.

Additionally, the law concerning the qualifications of all categories of teaching and managerial staff in education has been updated recently (L3848/2010) indicating an improvement in the staff evaluation regulations and procedures. Moreover, mentoring (as an educational institution) is introduced and enacted by this law, aiming to

help newly appointed staff to adapt to their working and teaching environment.

Finally, there is a lot of discussion among interested parts [teachers, parents, ministry officials and academics] about changing the transition process from the Lyceum (senior high school) to the University. The University Entry Exams have always been an ordeal for young adolescents; they are very demanding and hard to succeed in. Moreover, it is thought that not everybody is qualified for university studies. Moreover, society needs all types of well-educated people not necessarily exclusively university graduates. Consequently, the Ministry seeks ways to excite students' and parents' interest in Vocational Education [which is rather demerit in Greece]. A reform of Senior High Vocational Schooling has been announced but no changes have been seen so far.

Hungary: MALTER – a management training programme

History

It was a difficult start in the early 90s for the Hungarian private, alternative and foundation schools. They neither had a proper infrastructure nor an organizational background and there was a lack of relevant resources. Even though the school leaders had significant knowledge in both teaching and administration, they could not have appropriate experiences with the management of six and eight grade secondary schools, private and foundation schools.

Therefore, the Association of the Foundation and Private Schools decided to organize a course specifically for these school leaders in order to fill this gap. The project received a boost when – in autumn 1998 - the Soros Foundation's Board of Education announced a tender for an alternative school teacher training. The training was divided into three sections.

In the first stage research and exploration were emphasized the most. 99 questionnaires were distributed referring to the schools' situation, mainly in the form of in-depth interviews. It turned out that these schools, instead of focusing on the output, concentrate only on the processes

and operate with a very poor infrastructure. However, comparing to the municipal schools they have more diverse evaluation methods, children are more involved in the work of the school, the teacher-parent relationship is better and they pay more attention to the training of the teachers.

The training

It consists of a one week cycle which has to be done three times. The participating head teachers are working in groups depending on the type of institutions they represent (kindergarten, a smaller or bigger primary school, secondary school).

The groups learn via role-plays and in different situational exercises, for example about the organisation of the institution and what kind of conflicts can arise within. Each week they discuss different themes and mentors as experts assist the work of the groups.

The theme of the first week focuses on internal communication.

The theme of the second one focuses on external relations of the institutions. Legal, financial and political issues are discussed, so more guests are

invited from the tax office, social network institutions and municipalities.

During the third training week labour relations and organizational issues are been discussed, as well as how to assess the teachers' work. The

three training weeks are built around the same framework: the four institutions operate in a small town. As the participants of these trainings stay together during these weeks they have several opportunities to talk and share their ideas among each other and to discuss with the invited speakers.

Iceland: New core curriculum for schools

The Ministry of Education and Culture is responsible for making core curriculum guides for pre-schools, compulsory schools (age 6–16) and upper secondary schools (age 16–20). Following the 2008 Education Act all existing curriculum guides for pre-schools, basic schools and secondary schools were reorganized. This is the first time the ministry publishes at the same time curriculum guides for all these school levels. In an introduction to the guides, five main themes are emphasized:

- Literacy
- Democracy and human rights
- Equality
- Education for sustainability
- Creativity

The core curriculum guides have been developed in a close co-operation with two main stakeholders; The Association of Local Authorities and the Association of Teachers and School Leaders. A draft of the guides was published on the Ministry's home page in order to get feedback from all who were interested. This approach worked well.

Based on the curriculum guides, local authorities can develop educational policy documents in line with their circumstances. This applies also for individual schools. School leaders therefore face the challenge of adjusting their school curriculum to this new environment, in cooperation with their staff.

Economic crisis and the school system

The economic crisis that hit Iceland in 2008 when the bank system collapsed has had severe effects on Icelandic society and the schools are no exceptions. Money allocated to the schools has been decreased significantly and this

retrenchment process has not yet come to an end. School leaders have been given the complicated task to reduce services and cut costs at their schools. Given the fact that many of the school leaders have limited experiences of management in a retrenchment, this can be a quite difficult task. But difficulties hopefully lead to innovative thinking that enhances schooling in one way or another.

Events

The University of Iceland celebrates its centenary in 2011. Accordingly, many interesting activities are on the agenda during the year. Three events on behalf of the School of Education are of specific interest:

On September 1st the American educationist Dr. Linda Darling-Hammond holds a lecture on education in turbulent times. Dr. Hammond is a well known and highly respected scholar in the field of education.

From June 23rd –24th there is an international conference at the School of Education entitled *What are the prospects of higher education in the 21st century? Ideas, research and policy.*

From September 22nd – 24th there is an international conference at the School of Education entitled *Education of School Leaders: the Ethical Dimension*. This conference is organized by ENIRDELM, the European Network for Improving Research and Development in Educational Leadership and Management. This year ENIRDELM is celebrating 20th anniversary.

All these events are likely to refer to school leaders and provide them with ideas relevant to their practice.

Ireland: Decline in PISA results

The recent OECD PISA study shows a marked decline in literacy standards of Irish students aged fifteen years. The study states that their level of literacy is below the level needed to participate effectively in society. Results in maths show that Ireland has fallen from 16th to 26th place amongst the countries involved. Results in Science remain unchanged. These results are disappointing for the Department of Education and Skills that invested considerably in schools in the past decade. Teachers, particularly those working in challenging situations, have continuously highlighted the needs of students who are marginalised through poverty and its attendant ills and on whom current provision and methods of assessment impact negatively.

There are questions to be asked of all partners in the education system about the results, notably to the Department of Education and Skills about national assessments of schools and standards in English and maths. Questions will be raised about the state exams system that governs everything that is taught in preceding years. Some commentators will argue for autonomy for schools citing the view that high-performing systems allow schools to design individual curricula and assessment policies for their schools. School leaders and teachers, they say, should be trusted to create and deliver programmes of excellence suited to their students and to their context.

Ireland performed well in the literacy survey of 2000. However, at that time, Ireland had the advantage of a homogenous school-going population with few migrants. By 2009 more than 8 per cent of the Irish school-going population were migrants who needed support with specialised English language classes. There has been a drive from parents and from the Department to include children with special education needs pupils in mainstream schools. Since the budget of 2010, the number of special teachers to give support to Irish Traveller children is to be phased out of the system. Good results in the survey of 2000 had the negative effect of stifling debate about education standards generally.

School inspection to challenge deficits

Already there are signs that within the Department of Education and Skills, moves are

underway to challenge the deficits within the system. Some commentators recently referred to this a 'revolution'. Rigorous school inspections will be carried out in both school sectors and results will be published. These reports will be robust and critical which may cause unease to the relationship between teacher unions and the Department.

A new maths curriculum, focusing on problem-solving, has been piloted successfully and will become mainstreamed. This will influence methodologies throughout the school system.

There have been initiatives in literacy and numeracy introduced in the primary curriculum. These are supported by trained personnel from the newly established Professional Development Service for Teachers (PDST).

The chief inspector has publicised a draft plan for the improvement of literacy and numeracy in schools and has invited comment from all partners in the education sector. See www.education.ie.

Towards mandatory leadership training

Interestingly the plan includes reference to the need to provide leadership development programmes for aspiring school principals that will include mandatory units on the teaching and assessment of literacy and numeracy and on school self-evaluation. The plan proposes the introduction of mandatory leadership courses for future school leaders.

The Diploma in School Leadership, offered jointly by the National University of Ireland Maynooth and the then Leadership for Schools programme (now subsumed into PDST referenced earlier) is now in its third year. Each year modules are revised and evaluated by participants and by the providers. Preparations are now underway to include units as suggested in the Draft Report.

These are all very positive signs. Despite the present desperate financial situation in the country, Irish educators are poised once more to show their strong personal commitment to education and to future generations.

Italy: Developments and strategies for school leaders

Basis and conditions of acting for school leaders in the German schools in South Tyrol are well-known, well-shared and to a certain extension also effective. On the other hand the South Tyrolean school system, that has been developed recently within the schools' autonomy, is very much focussed on the reform of the secondary school: only three "columns" should be activated, namely grammar schools, specialised secondary schools and vocational schools. The orientation is towards general guidelines instead of curricula. This leads to the fact that the discussion on school leadership has been moved to the background. Anyway, there are various areas which are developing and offer room for ideas and strategies:

Area 1 – validation of the heads' services/ employment

In South Tyrol there has already been introduced for some years a method to validate the service of a school leader. Heads have to account for their decisions at work. A successful validation does have a financial effect on a minor scale in the third part of the three-membered wages (see country report).

The validation is done yearly through an inspector and verifies objectives. Experience has given evidence of the fact that strength might find acknowledgement but also that this system is not able to identify weak points.

A further negative concomitant phenomenon is the fact that the connected points-based-system (a kind of ranking of the heads) leads constantly to discussions and discontentment. We can assume that the grade of service of most heads is high or at least satisfactory. That is why internal considerations aim to find a new strategy. As the validation all over the country consumes too much energy and time the idea is first of all to identify mainly the weak points in the system and to take initiatives to eliminate them. As a central element the professional self-evaluation, that has to fulfil predetermined standards can be thought of.

Area 2 – Self-evaluation of school leaders

The autonomous schools are bound by law within the "view from outside" to evaluate the quality of their work. The method for this self-evaluation is free of choice. In the past schools fulfilled this task in a very different quality (as discovered also elsewhere). Since the year 2010/2011 schools have access to a collection of models for evaluation and various possibilities of training in this area. The province financed the access to the instrument of quality "IQES-Online" (<http://www.iqesonline.net>).

This highly advanced instrument for standardized or adapted self-evaluation according to necessity of key aspects of schools can be used – like many others – as a tool for systematic self-evaluation for school leaders.

Within a 360° self-evaluation (school leader, teachers, pupils, parents, external partners and so on) systematically significant topics are analysed. Topics should have a high significance regarding the work of school leaders. Standards like triangulation, freedom of speech and so on are taken into consideration. On the one hand, self-evaluation carried out accordingly to these criteria could in the near future replace the validation of the heads' services all over the country regarding the "small-bonus-award". On the other hand, it could accordingly to the law, allow an early diagnosis and recognize weaknesses at an early stage.

Area 3 – admission examinations for school leaders

Nationwide the necessity of a tendering procedure for an examination to select school heads is the case; the same applies to South Tyrol. Therefore, also in South Tyrol within the possibilities of the autonomous competence a similar initiative will be necessary in the near future. Because of retirements it will be necessary to employ 20 more school leaders. The exams will probably start in 2011. Operations and further steps come up to the proceedings described in the country report.

Lithuania: Time for Leaders

Leadership management is a new phenomenon with no long-established traditions in Lithuania. The fifteenth Government of the Republic of Lithuania started its work on the eve of great challenges and great deeds. With the aim to implement the education and science reform, the Action Programme of the Fifteenth Government of the Republic of Lithuania *adopted by Resolution No XI-52 of 9 December 2008 by the Seimas of the Republic of Lithuania* defined the strategic policies in the field of education and raised *objectives of the education system*. The objectives that the education system must strengthen the creative powers of the people of Lithuania, nurture its citizens, and increase the level of employment and economic competitiveness are laid out in the General Concept of Education in Lithuania (1992), the Long-term Development Strategy of the State (Resolution No IX-1187 of 12.11.2002 of the Seimas of the Republic of Lithuania, Official Gazette, 2002, No. 113-5029), and in the Provisions of the National Education Strategy 2003–2012 (Resolution No IX-1700 of 04.07.2003 of the Seimas of the Republic of Lithuania, Official Gazette, 2003 No 71-3216). For this purpose, education communities need to have authority for independent management, skills and risk amortisation infrastructure, whereas educationalists need an open and multifaceted market of opportunities for self-realisation.

The Action Programme of the Government contains one of the set plan targets: “We shall strengthen the quality of schools’ management (government of schools)” (p. 91). At present, leadership development projects are globally used to solve problems of management.

In Lithuania, the national Project **Time for Leaders**, which is financed with the European Union Structural Funds and national co-funding, aims to establish a support infrastructure for independent leaders which would assist in the development of the management competences of professionals, provide advice during independent management, and lead to new career opportunities. The Project is expected to change the existing situation by contributing to building the leadership management and development of educational leadership programmes in Lithuania.

The Project is divided into two stages: stage one 2009–2011 and stage two 2011–2013. The following products have been created or these objectives will be attained during the first stage of the Project: a Study of Education Consultancy Services and Supply of Consultancy Services in Lithuania and Abroad.

A summary is available at: www.lyderiulaikas.lt/l/en/index.php/about-the-project/sekcija/consultancy-services/study.html and the model specifications for consultancy services and supply will be drawn up; a concept for the virtual environment (available in Lithuanian at: www.lyderiulaikas.smm.lt/lt/index.php/apie-projekt/gyvendinimas/tyrimai/1551-virtualios-aplinkos-koncepcija.html) and its preparation and implementation model.

A Study of the Effectiveness of the Management is available at: www.lyderiulaikas.lt/l/en/index.php/about-the-project/sekcija/education-management-decentralization/study.html) and the model specifications of the proposed school management efficiency; a feasibility study for the formal acquisition of managerial competences; the formal study programme (Master’s degree); methodology and instruments for longitudinal research studies on changes in manifestations of leadership in Lithuania and a longitudinal research study on the same subject matter; translation of specialized texts on leadership from foreign languages and their publication on the web site of the Project (see www.lyderiulaikas.lt/l/en/index.php/about-the-project/sekcija/consultancy-services/translations.html); translation and publication of six books on leadership (see www.lyderiulaikas.lt/l/en/index.php/about-the-project/sekcija/competences-development/translation-and-publication-of-books.html) and their presentation to the education community (see www.lyderiulaikas.lt/l/en/index.php/events.html); presentation of 15 books procured and distributed by the Project team among educators (available in Lithuanian at: www.lyderiulaikas.smm.lt/lt/index.php/saviviet/knygos/projekto-nupirktos.html).

The Education Supply Centre affiliated with Ministry of Education and Science administrates all these activities also administrates the website of the Project: www.lyderiulaikas.lt/l/en.

The key aims of development education in 2003–2012 are sought to achieve by combined efforts of the state and society. One of them is to develop an efficient and consistent education system which is based on the responsible management, targeted funding and rational use of resources. Article 5 of the Law on Education of the Republic of Lithuania No I-1489 adopted on 25 June 1991 (as last amended on 4 July 2007 – No X-1266) institutes the above aim as a principle of the education system thus spotlighting the importance of successful management.

System leadership and cooperation in networks

An example of cooperation in networks, including also principals of schools, is the national Project “Networks of Learning Schools” (2009–2013) (NLS) that will contribute to the implementation of a number of programme and regulatory documents.

Seven cooperation networks made up of teams formed of teachers and leaders from six schools have been already set. In March of the current

year, a new recruitment took place and another 42 schools were selected. The latter ones do not create networks of their own. They rather use experience in networking from the previously established networks. Networking enables sharing deeper professional experience, improves possibilities for professional development of specialists, leaders and creates the effect of economy of scale. Networking promotes cooperation among schools, experience sharing. Lasting and consistent activities take place within networks that include general activity planning, responsible implementation, progress monitoring, learning of school children, all educators and leaders, development of learning skills, etc.

The Project working group carried out the analysis of internal evaluation by 42 schools involved in a pilot programme 2006–2008 for the NLS model development. The first external and internal evaluation criteria were created. The preliminary survey based on them was conducted in newly selected schools for the NLS in the start of 2010. All these documents are available in Lithuanian at: <http://www.bmt.smm.lt>.

Norway: The national principal programme

White paper nr 31, Quality in school (2007-2008) recommended to introduce school leaders' education for all new employed principals and principals without any formal school leader education. The paper pointed at the **OECD report; Improving school leadership (2007)** which recommended that school leaders role should be developed and strengthened. The report also said that there was little focus on or reference to the role of the school leaders when challenges and tasks in the educational sector were described in plans and strategies. There were no formal competence requirements for school leaders in Norway, and there were no research to document the leadership competence in schools. Source: www.regjeringen.no.

The first year of the programme this education was offered to 300 students. 223 entered. In 2010 this number was increased to 500 student places, and a total of 420 applied for a place. Six institutions are offering the education, among them three universities and three university colleges.

The programme is based on a set of qualifications for principals that the Directorate has developed in collaboration with several companions.

These competency requirements are divided into five main areas, all covered in the programme:

- Students' learning outcomes and learning environment
- Management and administration
- Collaboration and organizational development, supervision of teachers
- Development and Change
- Leadership role

The education lasts for 1, 5 - 2 years. The education is cost free, but eventually costs like for supplementary teachers, travel expenses and books must be paid by the local municipal education department.

The latest White Paper, Time for learning (White paper nr19, 2009-2010) is also concerned about school leadership.

Schools need competent and clear leaders with a positive attitude towards change in order to develop a learning organization. A hallmark of development orientated schools is that they are informed about and show interest in the teachers work with students. They promote the teachers development, and keep focusing on the students.

Also this white paper points at the national principal programme, and the goal of improving the leadership in school, to make principals capable of meeting the daily challenges in their work.

NIFU STEP did a survey among school leaders in Norway in 2010. It shows that 22 % of the principals participating in the study have no leadership experience as they start as principal. 58 % had been either principal or deputy principal in other schools before they attended their present position. Most of them (69 %) had some kind of leadership education; still there were a lot of them without any formal leadership education.
Source: www.udir.no

Recruitment for principal positions is a challenge in Norway. There are few applicants for principal positions. The Ministry of Education and Research is now planning to offer the principal programme to candidates who wish to apply for principal positions, to help out of this situation.

Poland: Crucial changes

The years 2009-2010 form a period where crucial change in the Polish educational system was introduced. The change is connected with lowering the age of the beginning of obligatory education from 7 to 6.

The present minister of education decided to introduce the change gradually, namely in the period of three years.

2012 will be the final year when the decision becomes fully in force, and thus the six-year-olds will be the first class pupils. The topic was a dominant one in recent years.

The change faces many opponents deriving mainly from the circles of Catholic associations defending family values.

They feel it is a threat to the parents' right to decide about their child. The years 2010 and 2011

were declared 'facultative' by the Ministry; it means they have been the years of parental choice of sending their child to school either at 6 or 7.

More or less 10% of parents of six-year-olds have used the opportunity to send their children earlier to school.

In the transition years the primaries have been provided with the indispensable equipment and conditions for younger children, the teaching staff has been trained and educational psychologists working at schools have been prepared to diagnose the school maturity.

The battle in this field is frequently conducted at the level of emotions and not real knowledge and awareness. The other issues of the Polish educations become overshadowed then.

Still the Educational System Bill defines the formal issue of designating a person to the position of the headmaster.

The conditions that must be met by the candidate are clearly described. First of all comes the education (M.A., M.Sc. accompanied by pedagogical preparation), the degree of professional promotion (nominated teacher), working experience (at least 5 years), positive opinion concerning the professional experience, and certified completion of qualifications in the field of organisation and management.

There is a two-degree competition qualification. First, the school head is verified formally, and next he/she appears in front of the selected board who examine him/ her. The board is constituted in agreement with the bill which clearly defines the procedure.

The board consists of 9 to 11 persons and includes representatives of the local government (school financing organ), representatives of Superintendent (school supervising organ), representatives of the pedagogical staff, representatives of Parents' Council and trade unions.

The recruitment procedure is basically limited to questioning the candidate in the area of educational law and his/ her own vision or concept of school running.

Special attention is paid to managing skills of a candidate. The innovative changes in the attitude towards a candidate include personal skills which have become significant owing to the fact that local educational authorities pay more and more attention to the role of a headmaster as a leader of the local community.

Within the scope of the activity of our association, trainings for both educational administration employees and school headmasters have been carried out. They focussed on the role and significance of leadership in education.

The workshops contributed to an extension of the then existing scope of questions utilized during competitions for prospective headmasters. The sets of questions include presently also the ones

concerning team leading, team construction skills, conflict solving and negotiating.

The awareness that these are vital key skills while leading a school creates a favourable atmosphere for popularising the leadership idea in education.

The existing internet fora for school leaders are another form of broadening the knowledge and sharing the experience in the areas. A mass participation is not a fact; the fora have not become popular yet.

They are most frequently used basically because head teachers are eager to obtain ready solutions worked out by other colleagues. Aleksandra Gołębiewska is a moderator of such a forum. Apart from the topics connected with work organisation, there is a section *head teacher as a leader*.

One of most popular forms are the so-called self-educational teams which are formed by headmasters who organise themselves in interest groups depending on the type of schools they represent. They plan their own development basing on both needs and current issues.

Currently, more and more frequently the meetings are devoted to personal development, as well as broadening headmasters' managing competences.

Head teachers ask various experienced and professional speakers operating outside educational professions for workshops and presentations, build their own personal development plans, analyse case studies and consider various interpersonal situations.

Such meetings are organised on regular basis and although they are not obligatory they have become popular among headmasters and we are proud to inform the number of leaders participating is noticeably growing. The most frequently conducted meetings include topics like: Relationships Building, Who is a Leader, Contemporary Trends in the Area of Managing Educational Change, Self-Consciousness and Eagerness to Develop etc. The members of our Association conduct the classes successfully.

Romania: Reshaping the education system

New strategies

Romania, like all the countries that abandoned the communist system, has been looking for new strategies and approaches in order to reshape and reorganize its education system and educational practices.

There three of the most recent innovative directions generated on three levels:

- L 1. The new Law of Education that has been proposed by The Ministry of Education, Research, Youth and Sports and which is still in the Parliament's debates;
- L 2. A Strategic Project - financed by European funds – of the Romanian Agency for Assuring Quality in Pre-university Education (RAAQPE);
- L 3. A Regional Project - financed through European funds – which is generated and applied by the counties of Braşov and Dâmboviţa.

Level 1

The new law of education proposes to create school consortiums which should allow a more efficient and flexible distribution of material, curricular and human resources. More powerful schools will gather around a number of "satellite" schools, administrate resources, disseminate good practices, generate competence and competition and assure coherence to managerial approach.

School consortiums have contract agreements with schools in a geographical area. Creating school consortiums has the purpose of optimizing the use of infrastructure for education, of material resources and labour force. Consortiums will allow the staff's free circulation within them, on the vertical (for instance gymnasiums-high schools) or on the horizontal (for instance high school-high school), so that restructuring curricular cycles will not bring about standstills within the didactic norms and will allow unbundled access to learning resources.

Level 2

RAAQPE proposes not only to improve the reference standards but also to develop the competences of the commission which achieves the internal evaluation of education quality at the school level (QVALIS Project).

The general objective of the project is increasing the pre-university education system capacity of providing qualitative education through the implementation of reference standards. Following this project carrying out, 1000 state and private schools will be evaluated externally, re-credited and their quality level will be attested on the basis of performance indicators and educational risk map and the 1000 reports of quality external evaluation will be published. There will be achieved a report concerning the state of pre-university education system quality and also a national survey regarding the stage of quality culture development in education.

Level 3

Two counties in Romania, Braşov and Dâmboviţa, propose to train and develop the competences of Administrative Council (AC) members in managerial decision-making. The representatives of local communities and parents who are members in ACs will benefit from the training in order to be able to take part in decision making consciously and actively.

This *Optim E-Manager*-project offers an in-service training programme which should blend theory and managerial practice, concomitantly with enabling in using an information system packet with digital managerial instruments which are meant to allow economy of time and material resources, and quality growth of school management processes, as well. Members of ACs, especially representatives of local authorities, parents and students, benefit from specific training in order to be involved in the practice of managerial attributions.

Russian Federation: *Our new school* programme

In 2010 the realization of the concept of modernization of Russian education, accepted in 2001, has come to the end. It was followed by the national educational initiative *Our new school* which defines five key directions of development of general education.

Federal standards

The quality of education will be assured by new federal state educational standards. These standards contain the requirements to conditions of training which should be provided to achieve a modern quality education. At the moment the elementary school standard (year 1-4) is confirmed and approved. Its obligatory introduction (according to the education law) will begin September 1st, 2011.

Gifted and talented children

Special attention is given to the work with talented children. Here we move in two directions:

- Organization of closer cooperation between schools and institutions of additional education (houses and palaces of children's creativity, stations of young technicians, clubs, etc.);
- Opening schools (both internal and distance) for exceptionally gifted children at federal and national research universities.

New teachers for new schools

A new school demands a new teacher. That means the development of teachers' potential, including:

- New models of teachers' training. First of all it is a question of individual programmes of improvement of professional skills. Within this

- framework a teacher can master separate modules in a short period of time (for example, during vacation time) and accumulate these modules within an academic year. It will give him an opportunity to have a high-grade training without coming off the teaching process for a long time;
- changes in the system of teachers' certification since 2011;
- Improvement of professional training of teachers in high schools. Here we will move in two directions – creation of large centres of pedagogical education (1) in each city of federal level, or uniting pedagogical high schools with classical universities (2).

School network

An important element of "Our new school" is the perfection of a school network infrastructure. In previous years some new models of schools were trained. In 2010 the process of legalization of such schools took place and it was impossible without realization of "money follow student" principle of financing (1) and a new system of payment (2).

Health and safety requirements

Strict requirements to healthy conditions of education (safety, sanitary-conditions of life, equipment) will promote the development of school equipment industry, school architecture, and school building. In 2011 the monitoring of children's health protection will start. For this purpose the federal requirements regarding health protection in schools (1) and special toolkit for monitoring of schoolchildren's health (2) are already developed.

Slovakia: New legislation for qualification

In the Act 317/2009, published on 24th Jun 2009, the government outlined proposals for the future development of the Professional Qualification for Headship. The Act sets out how the Department for Education intends to bring more talented people into the profession and raise the bar in terms of standards. According to it the function of a school head can be occupied by a person, who:

- has the first attestation,
- has a pedagogical experience of 7 years.

Within 3 years he/she starts the so called Professional Qualification course. The Professional Qualification course is valid for 7 years after its acquisition. After this period the school head has to refresh the Professional Qualification course by a so called Innovation Professional Qualification course, which is valid for 5 years.

Act no. 596/2003 specifies the rights and duties of the school heads. Their main duty is the leader-

ship of the institution while at the same time, on educational matters they must adjust their activities and act according to the instructions of the educational minister and adapt the concepts of the educational ministry.

Leaders of schools with a legal personality are also responsible for the economical management of their institution. However, the economical independence of educational institutions is limited, because the municipalities bear the responsibility for the maintenance and for the management of the material sources.

Municipalities running more than one institution can only fulfil their duties, if they dispose the right of the rearrangement of financial means (if this right is secured by the law). This fact however inevitably limits the economical independence of the schools. The directors of the schools also practice the employer's rights over the teachers and other members of the school staff. (This at the same time is an obligation as well.) However the conditions of employment and waging are strictly centrally regulated.

The leaders of the institutions must not forget that they are part of a bigger system, and are in contact with the society of which they serve and which serves them. According to the Act no. 596/2003, the directors have to be in contact with the students, parents, the school councils and the supervision of education as well as with the maintainer, the educational district offices, and the Ministry of Education. With the local community the school, for its own interest, cultivates a relationship based on friendship and empathy.

However there is no simple formula how a positive working environment should be created, in which the school can fulfil the external expectations. Presumably with deliberate steps this goal can also be achieved. For example position papers and constant conversations, especially with influential, dismayed or obdurate colleagues are important. It is also the task of the director to sustain purposefulness and to ensure that the efforts also serve the interests of the students.

Without broad, sound and conscious cooperation with other institutions, autonomy on a school level and the elaboration of learning based leadership is not imaginable.

In the programme making processes on which the schools are currently working, most likely the maintainer local governments (municipalities) and the parents will be the main supporters of the school directors and the school staffs. Since the change of the maintainers, in the past 7 years it has become obvious that the main problems are the differences and the insufficient professionalism in school management conducted by the almost 3000 school maintainer municipalities. At the same time it has also become clear that for the municipalities the functioning and the improvement of their educational-pedagogical institutes have a great importance. The organizations of the parents are the traditionally most important partners of the schools. The parents are the ones directly affected and interested in the efficiency and in the development of these institutions. Besides the parental organizations the school councils also have the means to include the local requirements and the public interests into the school curricula and to the school management.

Slovenia: Work conditions to be improved

Lately there is an intensive debate going on in Slovenia among the principals about the situation and problems they are faced with. The debate is going on primarily in the principal associations, which are advisory bodies, where the principals can exchange their opinions and experience and look for suitable solutions.

The problems the principals have lately been confronted are the overburdening with administrative tasks, unbalanced wage system and the question of appointing principals. The solutions they propose involve school legislation change that would facilitate the appointing of the principals and unlimited term

of office, the wage system change and the foundation of the principal service that would help the principals with their everyday problems when managing

Questions to be answered

- Is the principal optimally and equally burdened?
- Is he capable of adapting to all the legislation demands?
- Is the principal able to perform all the tasks imposed by the legislation?
- Is the principal able to learn the law changes passed by the parliament?
- Which tasks are inevitably connected with the work of the principal?
- What have the principals been doing in the past and what are they doing today?
- What and where is the autonomy that would satisfy and allow universal consensus?
- What needs to be changed to make the work of the principal successful?

schools. The principals believe that the most important period is ahead of them. It will define the future status of the principal on a professional level. The principals are also considering founding a new association for all the preschool institution principals as well as elementary and secondary school principals. They are also considering creating a trade union for the principals.

In the future the principals will have to review and analyze thoroughly their work and make a decision whether or not the current scope of demands (the principal as the academic leader, clerk, economist, lawyer, supervisor and counsellor) has outgrown the individual's capabilities.

Curriculum reform

30 subject curricula have been modernized. The National Education Institute is now intensively educating and qualifying the teachers, preparing didactic material and monitoring implementation of the modernized curricula. The ongoing 2nd phase of the project is the implementation of the modernization on the basis of the public tender - partly funded by the European Union through the programme "Human Resources Development" 2007-2013.

The modernized curriculum foresees three sections:

- the core section of the subjects (wide choice of subjects),
- the elective section of the subjects,
- the section of subjects, activities etc. designed by the school itself.

Gymnasium Ptuj was chosen as the coordinator of the project. It is implementing the programme of modernization together with a network of gymnasia which signed a consortium contract to participate in the project. These gymnasia must make syllabi for all the curricula, plan and test all the curriculum novelties and in the end prepare evaluation and dissemination of the results.

One of the most important novelties is a much larger choice of school subjects available in the 3rd and 4th year. This requires a much more flexible organization of the programme, however, the syllabus on the national level acts as a kind of a framework allowing the gymnasia different realization and more flexible organization of the programme. The gymnasium also has to assign new approaches to knowledge assessment, see to the education of the teachers, to the understanding of the new role they have, and change the system of financing the programme.

Spain: Restructuring training in Castilla y León

Castilla and Leon has undergone significant educational changes during these last years. It is, among others, noticeable the change in the model of teacher training. Within this area, in Spain, there seems to be an agreement in order to grant a special focus on the enhancement of:

- ICT
- The plans and programs to improve teachers' skills
- The quality of the education system.

The current training trend in our country sets from the training at Teacher Training Centers (CFIE in Castilla y León) and moves towards its integration into the daily activities of the School, to prepare and involve the maximum number of teachers in educational projects which must answer the educational needs of students. In this line of action and during this last term of office, the changes have given a greater role to the school leadership represented by the head teacher or managing team and they are specified in the introduction of two important developments:

The prominent role of the school: it becomes the basic training unit, with the addition of Training Plans in Schools and Training Plans for Teams of Teachers to the already existing training patterns. The restructuring of the training course for head teachers, with a new format that meets the demands of this group more effectively.

New training concepts in schools

They are training patterns established with the aim of offering an answer to the training needs

and challenges of the educational centre rather than to those of individual teachers. They consist of one or more training routes with different types of training activities.

Regarding leadership it is important to note that the head teacher becomes the facilitator of training, which has a direct effect on the school and at the same time meets the needs identified by educational authorities, as they must answer issues such as the educational success of the students, the teacher training on skills (linguistic, scientific ...), the educational integration of ICT, etc.

The training team, which comprises the head teacher, the teacher responsible for training in the center and the coordinators of each training route, is in charge of carrying out the established plan. The administration supports the plan with the so-called external equipment made up of a Training Advisor and an Education Inspector.

This new pattern promotes the link between training and its practical application, collaboration and the professionals' teamwork in order to answer the needs of the school and especially the students' needs, who should benefit from all educational measures.

New head teachers' training programme in Castilla y León

Until the academic year 2008-09 it was conducted in each province, so the head teachers attended the whole course in person. From 2009-10 the course takes place on a regional basis and

| ONLINE TRAINING MODULE 30 HOURS | | | REGIONAL ONLINE COLLABORATIVE WORKING MODULE 10 HOURS | | | | | | |
|------------------------------------|--|--|--|---------|----------|-------|-------|---|------|
| | COMMON REGIONAL TRAINING MODULE- ATTENDANCE REQUIRED 6 HOURS | PROVINCIAL TRAININGMODULE – ATTENDANCE REQUIRED – 20 HOURS | | | | | | COMMON REGIONAL TRAINING- ATTENDANCE REQUIRED 4 HOURS | |
| | | Traineeship 15 HOURS | | | | | | | |
| September | October | November | December | January | February | March | April | May | June |

although the number of hours has not changed as they are still eighty-five in all, the format in modules suits modern times better, with the introduction of online modules and the reconciliation of training with the performance of their duties as head teachers, as they do not have to attend it the course in person in for so long. The contents are basically the same.

The Teachers' Authority Act

Regarding the changes introduced in recent years which affect the relations between members of the school community, the passing of the Teachers' Authority Act should be pointed out within this section. It has taken place in several Spanish regions, including Madrid and Valencia and it is intended to guarantee the individual right to education, to improve interaction and coexistence in schools and to increase the quality of teaching.

It does not get into criminal matters, which is for Parliament to decide. Its limit is set on the development of LOE (Organic Law on Education) which on article 104.1 establishes that the Educative Administration must ensure that

teachers receive the treatment, the respect and the consideration in agreement with the social importance of their task'.

Some of the implications of this law:

- To recognize the status of public authority of head teachers, managing team and teachers in public and private schools, which means that the facts found by the teaching professionals will enjoy the presumption of veracity in their statements and reports,
- To encourage the consideration and public recognition of teachers. The faults against these professionals will be more seriously considered.
- To provide for the possibility that head teachers or teachers may take provisional measures as a precaution when there is a misconduct contrary to the rules of the school, in order to ensure the normal development of educational activities. will be communicated The parents or legal guardians of students will be informed of the adoption of these precautionary measures and they may be revoked or modified by the school's head teacher.

Switzerland: The Leadership Case

The Leadership Case

To understand leadership we connect the leadership concept with improvement of a given situation. It differs from administration.

Leadership has to focus on the making of and not on personal characteristics. Some evidence for this focus we found in a case study which has been done on the development of a competence passport. Following a clearly defined purpose of the schools involved in that case which was their survival, differently motivated and understood, leadership focussed on teaching and learning to improve the assessment lack among different levels by the competence approach. The

development was treated by an appropriate organisational form, the cooperation among schools, which successfully ended in a useful, practical result, the competence passport.

Competence Approach

To use competences and standards became a policy of many German speaking cantons of Switzerland. In future competences shall define the curriculum for learning and teaching as an inter-cantonal frame. However, we are missing practical results. Therefore schools working on their own solutions. Such a solution is the competence passport (see the "Case") to be used at the primary

school level (age 5 to 11). The project started by two schools; now there are 10 schools involved in the further development. The project is organised as a network without governmental support. The leading role is with the *Institute Unterstrass Zürich*.

Forced by changing learning concepts at the secondary school level (age 12 to 15) the competence approach takes place as well. Pilot schools working with new learning strategies form a network which is supported by a foundation.

An award for innovative schools ("Schulen lernen von Schulen"/schools learn from schools) is organised by the same foundation in cooperation with the Teacher Training Institute (university of applied sciences) which manages the award procedure. The two schools developing the competence passport have been awarded this year (CHF 50'000). Each additional school joining

the competence approach (i.e. using finally the competence pass) will be additionally founded by CHF 10'000.

Networks

The competence passport is produced and further developed by a network. It is planned to combine this network with QuiSS (Quality in innovative Swiss Schools) an existing network, also adding the idea of mutually visiting schools and learning from each other. We hope to find closer cooperation with the Teacher Training Institute (which is in charge for head teacher training) and the head teacher association.

Training (Institute Unterstrass)

Leadership aspects are part of training programmes like

- Treating heterogeneity
- Communication
- Teacher training for lateral entry professionals

UK: Challenges of retirement wave

As for developments in England, as you know we have a new government. They are concerned with the fact that a quarter of heads will be retiring in the next few years, and are reforming the *National Professional Qualification for Headship* (NPQH). In their recent white paper they have said they will ask the National College to reform NPQH by learning from MBA programmes and focussing less on compliance to government regulations.

The role of the National College is to now also include training chairs of school governing bodies. The government is planning to set up a range of teaching schools, in which much of teacher training will take place (these are

modelled on teaching hospitals). These schools will also be active in middle leadership development, and are expected to become increasingly involved in leadership development.

„Bringing together the training school and teaching school models, these outstanding schools will take a leading responsibility for providing and quality assuring initial teacher training in their area. They will also be funded to offer professional development for teachers and leaders. The National College will be responsible for the quality assurance of their work, and will remove designation from any school not meeting the standards.“

None yet exist, so it is expected that this will start to happen from 2012.

Through the new teaching schools network, the National College will be expected to enable many more clusters of schools to offer their own high quality middle leader development programmes.

Source: www.nationalcollege.org.uk

Sharply reduce the bureaucratic burden on schools, cutting away unnecessary duties, processes, guidance and requirements, so that schools are free to focus on doing what is right for the children and young people in their care.

Source: www.nationalcollege.org.uk

The government wants to double the number of so-called national and local leaders of education by 2015. The National Leaders are outstanding head teachers of outstanding schools who commit to supporting other schools. Their schools are designated National Support Schools, because as head teachers working with other schools which may be struggling, they are expected to draw on the established strengths of their own school in order to support the Importance of Teaching improvement. Local Leaders of Education are successful head teachers who offer support to head teachers of other schools through coaching and mentoring.

Other developments of importance for leadership are that strong schools are expected to work with weaker schools, often forming Federations led by the head of the stronger school. There is also an expansion of academies that is schools free from local government control.

Of course, what head teachers are confronting in practise is reduced funding as a result of the economic problems.



Education and Culture DG

Lifelong Learning Programme

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www.leadership-in-education.eu