



Who rules the schools?

Mapping of the current
school governance policies in 10 countries

Sergij Gabršček

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FOREWORD

This is the final report of the comparative analysis of current school governance policies in the NEPC region. The analysis was prepared with the participation of ten country experts who collected data and wrote the country review for their respective countries.

This final report is based on the reports, one for each of the participating countries. They were prepared based on the framework matrix, which allowed the experts to provide all information needed for this comparative study, but also to prepare a document that gives a deeper insight in specifics of each of the countries. Beside commonalities there are also differences, as each country has its own specifics. The final report can only be general, but care has been taken to represent both common features across the countries as well as particular exceptions from which one can learn.

As the main expert I would like to thank all the experts who provided the general educational context in their country, detailed information on different aspects of school governance and reviewed the first draft of the comparative analysis to ensure

that the information provided in the overview is correct.

I would also like to thank Luka Gabršček from CPZ-International Centre for Knowledge Promotion for reviewing and editing the final draft of the report and providing useful comments and correcting mistakes.

And last, but not least, I would like to thank Lana Jurko, Director of the Network of Education Policy Centres and the Network of Education Policy Centres itself for providing the opportunity to work on such an interesting study and for providing their feedback on the draft versions of the report.

Every effort has been made to ensure that the information given here is correct. Any factual errors that might remain are unintended, and are the responsibility of the main expert.

The analysis, conclusions and recommendations expressed here are those of the main expert only, and do not necessarily represent the views of the Network of Education Policy Centres, or other organizations or persons referred to.

Dr Sergij Gabršček
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June 2016

CONTENT

1.	Introduction	5
1.1	Background.....	6
2.	Methodology.....	7
3.	School governance – results of the survey	8
3.1	Country context	8
3.2	Stakeholders relevant in education policy.....	21
3.3	Legislation.....	29
3.4	Studies.....	34
3.5	Governance at the school level and quality of education.....	35
3.6	School leadership.....	41
3.6.1	Supporting Principals to Improve Schools.....	45
3.6.2	Major domains of responsibility of school leadership	48
3.7	School councils.....	51
3.8	Other school bodies	58
4.	Conclusion.....	60
5.	Annexes.....	62
5.1	Annex 1 - Questionnaire.....	62
5.2	Annex 2: Acts and regulations that define the framework of school governance.....	68
5.3	Annex 3: Governance bodies defined on the school level.....	69
5.4	Annex 4: Short overview of studies in participating countries.....	70
5.5	Annex 5 – School Council Training in Russia.....	76
5.6	Annex 6 – Brochures in Russia	77
5.7	Annex 7 - The Parents' Council.....	77
5.8	Annex 8 - The Students' Council	80
5.9	Annex 9 - Procedures for dismissing a principal in case of breach of responsibilities.....	82
5.10	Annex 10 - Responsibilities of the school council in principal nomination	84
5.11	Annex 11 - Responsibilities of the school council.....	85
5.12	Annex 12 - The composition of school governing councils.....	89

1. INTRODUCTION

In the past few decades, school systems around the world have begun some form of decentralization with a focus on local decision-making and community participation. Such a participatory approach to school governance is justified in terms of ensuring efficient management of schools and contributing to citizen empowerment and democratization. There are attempts worldwide to restructure and deregulate state schooling and to create devolved systems of education entailing significant degrees of institutional autonomy, through forms of school-based management and governance.

Increasingly, the role of management and governance is recognized as important for providing and delivering effective services at all levels of education. An important aspect of it is also accountability. It refers to the processes by which the education system holds itself responsible for delivering the appropriate services and meeting its goals for educating students.

Civil society and governments are demanding that education systems be accountable in a number of ways. People in the system need to be held accountable for accomplishing their assigned tasks as pressure builds to ensure that children possess the skills they need to join the labour force. Accountability mechanisms are being extended beyond the high-stakes end-of-cycle examination results to other forms of student assessment. Clearly designated channels for public voice are essential for accountability and government responsiveness to public opinion and demands will become increasingly important as the public has more, transparent information on which to judge education services.

Governance must ensure that roles and responsibilities at different levels are aligned and communicated to avoid overlaps or gaps in responsibility and maximize coherence. Governance issues span all levels of an education system, from the central ministry to the school.

The tradition of highly centralized countries has concentrated governance functions in central ministries. The ongoing process of decentralization in many countries is distributing responsibilities slowly, but the local levels remain largely dependent on provincial or regional education offices and have little autonomy. Decentralization is the process whereby a central government assigns roles and responsibilities to lower, more local levels of the system. Since the 1960s, governments worldwide have been decentralizing authority and finances; today the vast majority of countries are also engaged in efforts to decentralize. Degrees of decentralization vary as a function of how much responsibility for decision making and finance are assigned to each administrative level. International experience within the education sector reveals a wide variation in decentralization designs, ranging from transfers from central to sub-national levels to investing significant authority and responsibilities in schools and local parent based bodies.

The study is looking into the system of school governance in participating countries. It is exploring different aspects: the legal basis, stakeholders' participation, duties and responsibilities and the role of the school council in the school governance system. Its aim is to find commonalities and differences among countries and to find examples of good practices.

The objective of the study is to present best practices for governance, management and accountability. Governance, defined in different ways in the literature, in this report will

address: (i) the legislative and regulatory framework for education provision and governance, (ii) the structure, roles, and responsibilities of the central education ministry and its decentralized offices, and (iii) the local steering mechanisms for schools (for example, school boards) established by legislation or through practice to realize educational objectives at the level of the school and the community.

1.1 Background

Network of Education Policy Centers (NEPC) commissioned a study on mapping current school governance policies in the NEPC region. The study will be used to inform policy makers in individual countries as well as in the NEPC region as a whole and will provide a broader context for school governance policies in general and help influence policy in member states with the evidence from similar countries.

The aim of the study was to compare and critically analyze basic models of governance in participating countries with regard to distribution of leadership, management and funding responsibilities, stakeholder participation and partnership, accountability mechanisms and leadership styles of school principals.

The study provides insight into school governance policies in 10 countries that decided to participate in it and were selected by NEPC: Albania, Bosnia and Herzegovina, Croatia, Lithuania, Macedonia, Moldova, Mongolia, Montenegro, Kosovo and Russia.

There were two parts of the planned research: desk research of the existing country school governance models in participating countries; and preparation of the case studies. However, only the first part was carried out and is presented in this report.

2. METHODOLOGY

Based on the provided ToR for the study a concept on school governance mapping was prepared. A list of relevant topics regarding school governance was prepared. The following areas were selected:

- Stakeholders in educational policy
- Legislation
- Studies/research
- Governance at the school level and quality of education
- School leadership
- Supporting principals to improve schools
- Major domains of responsibility of school leadership
- School councils
- Other school bodies

A list of questions and sub-questions was prepared in a word template, which was shared first with NEPC and comments received were incorporated in the document. The final version¹ was prepared and shared with participating countries. Most of the countries were from South-East Europe (6), two from CIS countries, one from Central Asia and one from the Baltics. This gave an interesting variety of experiences on one hand but on the other also some commonalities in a certain number of countries from the same region.

The questionnaire was filled out by the researcher in the country, consulting the following type of documentation:

- Laws and regulations regulating school governance in primary and secondary education.
- Laws and regulations concerning the duties and responsibilities, as well as the rights, of principals.
- Laws and regulations concerning capacity building of school governance bodies.
- Laws and regulations concerning the functioning of schools (e.g. funding regulations and regulations regarding the appointment of teachers and principals)
- Relevant statistics available from the national Ministry of Education or from agencies
- In some questions, identification of relevant research (if available) was required.

During the research the consultant advised and assisted country experts during filling in the data template, although there was only a small number of demands for clarifications or additional information.

Questionnaires were collected by NEPC. They were checked for consistency and the completeness of information provided and forwarded to the consultant for the analysis. The first draft report was prepared and sent to NEPC for comments and revised accordingly.

¹The questionnaire is attached in Annex 1 of this report.

3. SCHOOL GOVERNANCE – RESULTS OF THE SURVEY

Researchers from participating countries provided all requested information needed for this comparative study. Some information received was more detailed, while researchers from some other countries provided fewer details. It was not an easy task to collect all data as not all information was readily available. It also depended on the level of governance researchers were looking at. However, the data provided gives a clear picture of the school governance system in the participating countries. Besides, all documents related to the question were delivered as references supporting the information provided. They are also an additional source of information for those interested in further learning from other countries' experience.

Results are presented following the thematic areas in the questionnaire. For each sub question a short overview of the situation and/or experience is presented in the introduction. This is followed by information from each country, to give the reader an opportunity to get some more details.

Where appropriate, results are presented in tables for more clarity, in particular if the information that was provided was very detailed (e.g. role of the school council). Some interesting cases are also presented in textboxes in the text.

3.1 Country context

As an introduction to the study, experts from participating countries were asked to provide a short country introduction and the context to the governance in their countries. As it was difficult to find a general definition of the school governance, they were asked to provide a definition or at least a description of school governance in individual countries. The focus was on the role of stakeholders, in particular teachers, parents and students, and challenges and opportunities they are facing.

Their introductions in the chapter that follows provide a snapshot of the diversity of school governance structure and experience and leads to the possible support that NEPC could provide in this area.

Albania

School Governance, even though there is no clear definition in the legal documents, can be described as an active involvement and cooperation of different bodies/structures and stakeholders in the school management, improvement and democratization process.

Effective school governance ensures an active and meaningful participation of different stakeholders including teachers, parents and students through different mechanisms and especially through their representative structures and other significant decision-making bodies, such as the School Board. However, in spite of various efforts and continuous work, especially by national and international organizations and institutions, which have certainly had their positive impact, such structures are still weak and do not yet possess the required capacity to play their significant role in a comprehensive school development, improvement and democratization process.

More specifically, teachers are the main actors who are responsible for ensuring a quality teaching and learning process, and research and practice show that they are also the main agents who can promote and encourage effective parent involvement and school-family cooperation and partnership.

Parents are the main partner of the educational institution that can and should be actively involved in school life and contribute to the progress and success of the institution. They can be involved in and represented through the Class and School Parent Council, the School Board and other structures such as the commission responsible for the appointment and dismissal of school principals and teachers. Together with teachers they can also be involved in strategic and school development planning, review and improvement of school-based policies; initiate, introduce and support various school and extra-curricular activities; and, above all, provide their contribution to the improvement of the quality of teaching and learning process, hence improvement of student and school's achievement.

Students are the main beneficiaries of the education system. They are entitled not only to be actively involved in teaching and learning activities, but also to provide their support to school's progress and participate in a consultation and decision-making process through their representation structure: Student Government or Parliament, as well as in the School Board, when it is appropriate (due to their age).

Some of the main challenges in moving toward more effective Governance are faced at national, regional, community and school level. Along various positive changes, continuous reforms and interventions, improvements in legislation and capacity of respective national agencies and institutions are still needed. In addition, in spite of progress made toward decentralization in education, a more comprehensive approach toward school autonomy is needed, one that will provide schools with higher responsibilities and more resources for planning, management and improvement of the quality of services that they provide and receive. Furthermore, besides the lack of a set of legal provisions and of the required financial and technical support, there are challenges related to the lack of capacity of inner school structures and proper qualification of personnel to fully undertake such responsibilities.

However, in spite of various challenges faced, there are a number of opportunities, including the Law on pre-university education, related provisions and national education policies, as

well as a National Education Strategy that, if appropriately implemented, will largely facilitate and contribute to the development of a more effective school governance for the improvement and democratization of the school life and achievement for all students. In addition, experience of national and international non-governmental organizations in working with school governing bodies, show that, if they are elected through a large participatory and democratic election process, are well trained, mentored and continuously supported, they gain the capacity to provide tremendous support to teachers, school administrators and students in improving the school life in general and teaching and learning in particular.

Bosnia and Herzegovina

The definition of school governance in Bosnia and Herzegovina is diverse, and highly influenced by state constitution and, consequently, the structure of the educational system. Namely, Bosnia and Herzegovina is a decentralized state composed of two entities: Federation of BiH, Republic of Srpska, and Brcko District of BiH as a separate administrative unit. Education is under full and undivided responsibility of the Republic of Srpska, the ten cantons in the Federation of BiH and the Brcko District of BiH. Each of these twelve administrative units has its own ministry of education, legislation, budgets, creates its education policy and has all other rights and obligations arising from the mandate of a competent education authority, responsible for the organization and functioning of education within its area of competence. Federal Ministry of Education and Science at the level of the Federation of BiH has a coordinating role over the cantonal ministries of education. Since 2003 the Ministry of Civil Affairs of BiH has been responsible for coordination of activities, harmonization of the plans of the entity authorities and defining strategy at the international level, among other things, in education. The education legislation is mainly under the jurisdiction of lower instances while Framework Laws are on the state level².

As stated in the Framework Law on Education, School Governance is the responsibility of school boards and school principals. The Framework Law on Education also recognizes other stakeholders such as teachers, parents and students, giving them responsibility and opportunity to be part of the decision making processes through Parents' Councils, Teachers' Councils and Students' Councils. However, with exception of parents and teachers elected as school board members, Students' and Parents' Councils have very limited influence on the decision making process.

Due to lack of a genuine decentralization of the education system, with centralized financing and decision making process at the Ministry level, school boards and principals cannot have sufficient influence on the overall school

²Four framework laws are adopted at the state level: Framework Law on Higher Education in BiH, Framework Law on Preschool Upbringing and Education in BiH, Framework Law on Vocational Education and Training in BiH and Framework Law on Primary and Secondary Education in BiH. The Law on Agency for Preschool, Primary and Secondary Education was adopted in 2007 and it established the Agency.

functioning and development. Selection of principals and board members is highly influenced by politics. Similarly, the work of education inspectors is, at times, subject to undue political pressures.

On the other hand, neither board nor principals are required to get any other formal qualifications or training in the field of school management in addition to the general qualifications. There are no clear standards for quality assessment in any field, including school governance. The lack of competencies, such as development of school plans, conducting evaluation and data analysis, managing human resources and other, in school management, present one of the main obstacles to the school development.

Another important issue is that education is not a priority of the official politics in BiH, while the complex political and socioeconomic situation highly influence the system as a whole, and education is facing the same problems as other sectors. Lack of transparency, efficiency and accountability leads to increasing corruption, but is also reflected in low quality of education. As a possible answer, parents, students and the local community should be recognized as a partner in education and part of the decision making process.

Recently, there have been some good examples of democratization of school governance connected with involvement of parents in elections of principals. New procedures allow parents to vote for the most eligible candidate, after presentation of their strategies and plans. However, the final decision is still made by the Ministries.

Croatia

School Governance is defined by the Act on Primary and Secondary General Education (last amended in 2014).³ Article 118 defines only that the school board manages the school and in other articles it defines the rules about constituting the school board, its members, principal duties etc.

School Board elects and re-elects the school principal. The Board approves the annual budget/financial plan for the school, receives and approves school-based reports, approves School Curricula, School plans and evaluations and has limited financial autonomy for the allocation of 3,000 - 10,000 euros each year to their school. On the school level there are also Parents' Council, Students' Council, Teachers' Council – representatives from these Councils are part of the School Board.

The School Board consists of 7 members (two representatives of teachers and expert staff, one representative of the school employees, one representative of parents and three independent members delegated by the Founder – the municipality, county, etc. Selection procedures are prescribed by the Act on Education in Primary and Secondary School.)

Teachers' council is made up of all the teachers of a school. According to the Act on Education and Upbringing in Elementary and Secondary school, a more specific scope of work of teachers' council is defined by the school's bylaws. Teachers' council has its representatives in the School board, participates in the decisions regarding School curricula and in case of principal's absence, a member of teachers' council assumes his role. Teachers' council looks at the

³ Act on Education in Primary and Secondary School (NN, br. 87/08, 90/11), chapter XII (articles 118 – 132) Managing schools.

differential exams students have to take when changing schools. Additionally, teachers' council collaborates with school council when the school Ethical code has to be approved. Teachers' council elects and dismisses two members to the school board, representing teachers and expert staff. The labor council (council representing the employees of the schools) has a mandate to elect and dismiss 1 member. In the case that the labor council is not established within the school, employees directly and anonymously choose their representative.

Local authorities (local government, regional government) have a major role in founding the elementary and secondary schools. When founding the school, they are obliged to have a positive opinion brought by the Ministry of Education. The Founder independently elects three members who will represent local/regional authorities in the School Board.

Parents' Council provides opinion about school curricula, annual work plans, discusses principal's reports regarding the implementation of school curricula and the annual work plan, recommends measures for the improvement of educational work, nominates one parent as a representative on the school board and discusses the school's annual work program, considers parents' complaints regarding the educational work of the school, proposes measures for improvement of educational work in school. Parents' council elects one member to the school board from the parents of children attending school (the parent elected to the school board must not be employed at the school).

Students' council is composed of representatives of each class. Students' council has a representative who participates in the work of other school bodies.

Currently, the biggest challenge in Croatia is the implementation of the work already done by the different bodies referring to the Strategy of Education, Science and Technology. The challenge is financial, as there is no budget for the implementation of the different measures, and political, as it is not clear whether the Strategy will continue to be implemented by the new Government (established in February 2016).

The Strategy for Education, Science and Technology, adopted by the Croatian Parliament on 17 October 2014 is the biggest educational reform in the last 25 years in Croatia and the biggest opportunity to improve school governance in Croatia. The Strategy envisages the development of national competency standards for teachers that will be based on learning outcomes and in line with the Croatian qualifications framework. The strategy also sets out several long term measures to improve initial and continuous teacher training programs, including quality assurance and professional development for teacher educators. The Strategy for Education, Science and Technology attempts to build national consensus on a quality culture in education and envisages an improved quality assurance system in the education sector. Also, the Strategy envisages a completely new licensing system for principals along with continuous professional development and explains the necessity for determining competence standards for principals. These standards will be used as a basis for their further education, licensing, re-selection and evaluation.

The Education System in Kosovo has undergone significant systemic change during the last decade (2005 - 2015). These changes directly affected school governance. In the Kosovo legislative framework there is no definition about school governance, but this can be described as an active involvement and cooperation of different bodies/structures and stakeholders in the school management.

By Law, municipalities in Kosovo have full and exclusive powers with respect to the provision of public pre-primary, primary and secondary education, whereas the role of the central Government is mainly restricted to policy making, setting the standards and inspecting the schools.

School governance bodies defined on the school level are: governance council, parents' council and students' council. Their role in school governance is defined by laws and bylaws.

Every school must establish a Students' Council, with at least one representative for every class, elected by secret ballot. Its function is to work towards the improvement of the learning environment, working conditions and welfare interests of pupils and to make representations on these matters to the principal and Governance Council. One representative from Students' Council is delegated to be a member in Governance Council.

The role of Parents' Council is very important in school governance. According to the Law on Pre-University Education, three representatives of parents are members of the Governance council. Parents' Council serves as an advisory council related to the quality of teaching and school environment.

According to the Law on Pre-University Education, governing councils have gained additional responsibilities in support and functioning of schools. The Law on Decentralization foresees more responsibilities in planning, financial management, employment and professional development.

However, a more comprehensive approach toward school autonomy is needed, one that will provide schools with higher responsibilities and more resources for the planning, management and improvement of the quality of services that they provide and receive. The main challenge regarding School Governance is the implementation of existing duties foreseen by existing legislative framework. Besides establishing the different bodies within schools, it is also a challenge to make them functional and ensure that they have the capacities needed for the functioning of the school. Furthermore, there are challenges related to the lack of capacity of inner school structures and proper qualification of personnel to fully undertake such responsibilities.

However, beside various challenges faced, there are numerous opportunities as well. The Law on pre-University Education, related provisions and national education policies, as well as the Kosovo Education Strategic Plan 2011-2016 (an education strategic plan for the period 2017-2021 is in the process of developing), if appropriately implemented, will largely facilitate and contribute to the development of a more effective school governance for the improvement and democratization of the school life and achievement for all students.

Lithuania

School governance in Lithuania is based on a rather complicated interaction of the three main stakeholder groups: the owners, the school administration and the clients (parents and students). The owner of most of public schools in Lithuania is the local municipality. In some cases the owner is the Ministry of Education and Science. The owner provides funding for the maintenance of the school and conducts the function of supervision. Actually, the owner does not exercise much influence on school governance.

Perhaps the most important role of the municipality is organizing a competition for a position of school principal and appointing the winner of the competition. Supervision mainly relies on the external evaluation of the school (or external audit, as it was called earlier), which is regularly conducted by the National Agency of School Evaluation. Otherwise the municipality interferes only when there are formal complaints or when an emergency situation occurs. The municipality also exercises the right to consolidate or close schools due to diminishing numbers of students. Such decisions usually evoke conflicts of interests and are often opposed by the local communities as well as the school staff.

The key actor in the process of school governance is school administration. Therefore the personality and competence of school principal and his/her team is vitally important for effective functioning of the school. Unsurprisingly, there are continuous discussions about the methodology of recruiting and appointing school principals.

Parents, students and teachers are represented in school boards in equal proportions. Formally, the school board is supposed to play an important role in the life of the school. The board is empowered to take a series of important decisions, including strategic planning, budgeting, recruitment of the staff, etc. In fact the situation in different schools varies rather significantly. In schools where students and parents are active members of the school board they can play an important role in school governance. However, this is not always the case. One can observe situations when students and parents just passively accept suggestions presented by the administration of the school.

School principals have the possibility to organize elections to the school board in a way that secures the appointment of the board members loyal to school administration. For example, they can suggest candidates to be elected during the meetings with students and parents or their representatives. Board members have sound reasons for supporting the school administration because in that way they can expect that their personal interests at school will be observed. On the other hand, there are schools where representatives of students and parents undertake an independent position and play an important role in schools' lives.

The Ministry of Education and Science is interested in strengthening the role of school boards and organizes various activities aimed at the further development of self-governance at schools. There are several main challenges facing schools in Lithuania. The first one is the diminishing number of students which leads to inevitable structural changes – consolidating and closing of schools. The second one is financial – there are plans for changing the currently existing model of formula funding, where money follows the student. Smaller schools experience difficulties, as formula funding does not provide them with sufficient resources. However, these challenges also provide an opportunity to reorganize the school system in a way which will enable the creation of a network of relatively large upper secondary schools equally distributed among Lithuanian regions and thus secure the higher quality of educational services.

Macedonia

The process of decentralization of local governance in Macedonia started in 2005, when the transfer of rights and responsibilities from the central to local level had begun. Part of the purpose of this reform was to contextualize education and bring it closer to citizens. Considering the new conceptualization of local community, schools were given an opportunity to respond and adapt more efficiently, primarily to the needs of the students, but also to the needs of the stakeholders in the local community such as: the teachers, the parents, the local business community and the needs of local economic development.

This setup of the education system created the need for a school board, a governing body which brings together the interests of stakeholders from the local community as well as assures education quality for the students from that community. The school board is a body responsible for governance of the school. Its roles and composition are defined by law. School board members are the school's personnel: school principal, representatives of teaching and professional staff and parents, representatives from the local and national government as well as volunteers from the business and community that have a place on the school board. The decisions in which the school boards usually take part are in areas such as: vision of the school, selection of key staff, financial oversight, quality assurance/monitoring, students' assessment and wellbeing, as well as establishing and nurturing relations with the central and local government. Of course, carrying out these tasks must be in accordance with the law and in cooperation with the central government. As mandated by the Law on Primary Education and the Law on Secondary Education, the founding rights for primary and secondary schools were transferred to municipalities.

Education is a partnership between students, teachers, parents, principals, school boards, local community, local and central government, as well as the society as a whole. School boards⁴ have an important role in the education system. Functioning and properly utilized school boards have the potential to support schools in improving their performance as education institutions, as well as improving students' achievements. They provide a forum through which parents, other school members and the local community can give their own contribution to the development of the school, as well as in students' achievement. Alongside teachers, parents are a key factor in the continuous strengthening of the education system and their participation has an important role in students' success. The partnership between the representatives of the school and the community within the school board helps in building a common understanding and positive interactions between the school and its local community.

The challenges that remain are bringing the process of decision making as close as possible to the agencies that provide the service demands responsible intermediate agencies, with different levels of responsibility. The central, as well as the local government needs bodies that represent the community, in order to adequately respond to the common as well as the specific needs of the education system. With the representation of the voice of the community, a public place between the school and the higher level of decision making is created. In that space the problems are discussed and for some of them it is even possible to find a solution at that level, or at least the public discussion for them could ease further interventions.

⁴For more information on composition, selection process and responsibilities of school boards see tables 6, 7, 23 and 24

The laws concerning education clearly determine the composition, the roles and the responsibilities of the School Board. However in practice, the function of the school boards is minimized to formality and politics on local level influences on their decisions (for example, selecting the school principal).

The management and government of the education processes in the world has tendency to follow the management and government of modern educational systems, in order to be congruent with the technical – technological development. As a result, several concepts of education processes have been developed, and all of them, as a joint component, stress the key role of the principal as the manager and of the school board as the body of governance in ensuring education quality. Such roles and positions of the principal and the school board demand knowledge, abilities and skills necessary for meeting the expectations of the education process, while implementing all activities according to societal norms.

During the decentralization process in Macedonia, it became apparent that what worked was a more flexible and better managed school administration. One of the provisions of decentralization was the empowerment of school principals, particularly in managing school infrastructure, human, and financial resources, with the intention to enhance professional capabilities at the school level. The School Board as a decision-making body, responsible for school governance, was established as an answer to the need to create a check-and-balance system within the managerial framework. School Boards are designed to be an effective tool to enhance school autonomy. School Boards and community involvement in schools are considered to be means towards the enhancement of democratic processes on grassroots level, fostering a participatory approach, and a partnership between government institutions and citizens. In practice there are ongoing challenges for implementing the law because the local factors influence the decisions of the school board members. However, there are continuous efforts and support provided by the civil society organizations in cooperation with the Ministry of Education and Science to strengthen the capacities and the work of the school boards. As a result few editions of the manual for school boards were developed to support members in better understanding their roles and responsibilities and how they could make decisions that are driven by the best interest of the school and the students.

Through the sustained effort of the Ministry of Education and with the support of development partners, in recent years a series of reforms have started in Moldova. All these reforms are focused on strengthening the quality of education and lead to a more efficient education sector. The New Code of Education and the Sectorial Strategy “Education 2020” have been approved in 2014 in order to offer a strong framework for positive changes in the education system, including the school governance issues: decentralization with a focus on local decision-making and community participation, participatory approach to school governance, institutional autonomy, school-based management and governance, etc.

According to the Education Code (Art. 49), in Moldova there are different bodies and stakeholders relevant to school governance:

a) School council, which has the decision making role in the administrative area. It is made up of the principal, deputy principal, a delegated representative of the local public administration, three parent representatives delegated by the general assembly of parents, two teacher representatives, delegated by teacher council, and a student representative, appointed by the student council of the institution;

b) Teachers' council of the education institution, which has the decision making role and consists of teachers from the institution and is led by the school principal.

The management of the institutions consists of the principal and deputy principals.

Teachers teach in schools but are also entitled to participate in school management through their right to elect and be elected in the School council. A teacher may have different roles: lecturer, organizer of the teaching process, partner in educational communication, an expert in his own field, leader, mentor etc.

Parents are one of the main partners of the educational institution and the regulations and normative acts offer the framework for their real involvement in school governance. However, their role and influence on school governance is still weak and is limited to some financial contribution.

Students are direct beneficiaries of the education system. They not only receive education and actively participate in teaching and learning activities, but they also have the right to be actively involved in part of the management process through their councils.

The most important opportunities for the education system in Republic of Moldova are the legislative framework offered by the New Code of Education, as well as the concrete actions mentioned in the Sectorial Strategy “Education 2020”.

The biggest challenge is the future of the approved Strategy “Education 2020”. Given the current socio-political circumstances, it risks forever remaining no more than a document, with no possibility and chance of being implemented. For this reason, we deem it important to alert decision makers to the necessity of a coherent and consistent approach towards this issue, at educational policy level, regardless of the eventual changes at the Ministry of Education and in other decisional structures.

Montenegro

Significant changes in Montenegrin education started emerging some ten years ago with the comprehensive reform of the system. The changes affecting school governance follow the main idea of decentralization and delegation of responsibilities within the system. More than a decade after the beginning of the reform, the system shows significant structural steps forward, but still evidently suffers from highly centralized decision-making, especially in vital matters.

The Ministry of Education is responsible for administrative issues related to: design, implementation and development of educational system; the founding, functioning and licensing of institutions in the field of education; organization of work of educational institutions; setting norms and standards for funding of education; provision of additional classes for children - citizens of Montenegro who are temporarily working abroad; mobility of students and academic staff and international cooperation in the field of higher education; recognition of foreign educational certificates of completion for all levels of education; adoption or approval of education programs for all levels of education, implementation of policies at public institutions of higher education etc.

According to the Regulation on the Organization and Functioning of Public Administration, the Ministry of Education, in accordance with the established scope of competences, supervises independent administrative bodies, such as: Directorate of Youth and Sports and Bureau for Education Services.

In Montenegro, the principal of a public institution is appointed and released by the Minister, upon the call by the School board (whose members include representatives of the Ministry). School Board elects and re-elects the school principal. The Board approves the annual budget/financial plan for the school, receives and approves school-based reports, approves School Curricula, School plan and evaluations and has limited financial autonomy.

The School (Managing) Board, along with the principal, is the key governance body whose main tasks are to: approve development projects; adopt the annual work plan and report on its implementation (fulfillment); consider the programs and the results of out-of-teaching activities; pass the Statute, the document on the internal organization and on systematization of working posts, and other general documents; pass annual financial plan; adopt periodical and annual statement of account: decide on the change of institution name and seat on the basis of the Founder's approval; decide on the rights of employees, students, or of the users of services, as the second instance authority and in line with the law;

A School Board consists of 5-7 members (two representatives of teachers and expert staff, one representative of the school employees, one representative of parents and three independent members who are delegated by the Founder – the municipality, county, etc. Selection procedures are prescribed by the Act on Education in Primary and Secondary School.

Basic Law on Education recognizes parents and students as relevant stakeholders, giving them the responsibility and opportunity to be a part of the decision making processes in several ways. Every school is obliged to establish a Parents' council, while one representative of the Parents' council will become a member of the School council. Apart from being invited to express

individual and group concerns through parent-teacher meetings, parents are occasionally providers of donations or expertise to schools.

Similarly, through the work of the Students' parliament, students are engaged in communicating their ideas and concerns with the school management. On a smaller scale students' bodies contribute to decision making processes.

One of the key challenges in the process of decentralization will be giving schools more roles and competencies to shape the educational reality, since Montenegro is among those countries that grant the least autonomy to schools in making decisions about curricula and assessment, according to a recent OECD report. Despite the relative progress made toward decentralization, a more comprehensive approach toward school autonomy is needed, one that will provide schools with higher responsibilities and more resources especially for the management and improvement of the quality of services that they provide.

An example of good practice of the communication between central institutions and school management may be seen in the work of a particularly important central institution - the Bureau of Education Services which is perceived as a significant stakeholder in education system, especially in terms of quality assurance. The Bureau reaches all schools through the designated Coordinators of professional development - educators who work in schools and facilitate the link between the professional development opportunities and teaching staff. The recent adoption of teacher re-licensing prompted changes among Montenegrin teachers when looking for professional development opportunities, making the community more pro-active when it comes to lifelong learning.

Mongolia

There are two forms of school management according to the Law on Education and the Law on Primary and Secondary Education in Mongolia. School is managed 1) by the *principal* appointed by the founder or by its authorized entity; and 2) *the self-governance* of the school is implemented by the school council. The school council is composed of teachers, staff, student and parent representatives of the school. Universities, higher education institutions, colleges, vocational education and training institutions, and schools that have a special status and provide a service at national level, have the Management Board as the self-governance body.

For schools, by law, the *School council* is referred to as "self-governing body", the *Principal* is referred to as "administrative management", and the *Teachers' Council* is referred to as "professional and methodological management". The law states that schools may also have *Parents & Guardians and Students organizations*.

In the School Council Model Rule, approved by the Ministry of Education, the roles of its members are stated as *to participate in the organization of activities to implement and promote the decision of the council; carry out tasks assigned by the council chair and council meeting and inform about the outcomes; get information about the school and the assigned issues, and participate in the advisory and support activities; submit an issue to a meeting, require information from the relevant officials on the implementation of the council decisions, about the performance and ask for explanations*. However, the roles of teachers, parents, students and other stakeholders are not defined specifically.

What are the challenges in Mongolia? At this time school councils are only slowly developing. There is not a strong legal capacity to support its proper functioning, and there is no training for council members. It is not clear how to constitute the councils or how much decision-making control the councils should have and over what issues.

However, there are also opportunities. Recently, in spring of 2016, the parliament has just approved an amendment to the Law on Education. With this amendment, 5 provisions were added in the Article on School council. They are relatively progressive in terms of school council functions, which are more clearly defined, giving councils greater capabilities. According to these changes, the school council shall be *involved in planning of school budget, and control the spending of the approved budget; resolve complaints related to violations of student rights by school administration, teachers and staff; may propose to the employer on the matter of appointing and firing of the school principal; support in approving, modifying and implementing of the school development policy, programs and rules; and report to the staff meeting and employer.*

However, how these progressive changes are put into practice at the school level is questionable. There is a need to build the capacity, especially at the local level, and to provide support in understanding and operationalizing policies on school governance, among other policies.

Russia

The first school boards have been introduced as early as 1992, by the first law "On Education" of the independent Russian Federation. School boards were then seen as a policy-making body, composed of equal number of parents, teachers and high school students. The law described school boards as desirable but not mandatory bodies, their responsibilities were described in a very generic way and as a consequence very few schools decided to introduce them.

In the mid-1990s, the economic situation in education has deteriorated to a degree that in many regions of Russia teachers were not getting any salaries for several months. In these circumstances, the role of school governance bodies was reduced to a fund-raising one. Then, in 1995, the President of Russia issued a decree "On school boards of trustees", which stipulated that each school should have a board of trustees, whose mission would be to assist the school in fund-raising and then appropriately distribute the funds raised. It was possible, for instance, to increase the salary of one particular teacher if the benefactor would wish so. Even then, most schools did not introduce any boards of trustees for fear that the principals may be punished for the mismanagement of funds or for other reasons.

Finally, in 2002, after a visit of a group of representatives of the Ministry of Education to UK, the decision was made to set up school governing boards, following the model existing in UK. They were to be policy decision-making bodies, representing parents, teachers and community members in close to equal proportions. But the actual decision on the ratio was to be taken by each school individually. The legislation was drafted but never endorsed by the state Duma (parliament) for no clear reasons. To this date only local legislative acts exist, which describe functions and responsibilities of the governing boards.

The challenges have emerged as the consequence of the absence of common legislation. Firstly, most school principals were scared of the idea because they felt that since they continue to be

fully and unilaterally responsible for all the decisions made, they do not need external interference into the decision making process. Secondly, people elected into the governing board were often mothers who did not work and had very little experience in management, or just friends of the principal, the ones he felt were no threat to his authority. In any case they did not add much value to school policy making. Thirdly, the responsibilities of the school governing board, even in the absence of the approved legislation, were limited: the board could only make decisions on deployment of extra budgetary resources, but not on the main budget, they could not hire or fire staff, let alone the school principal. Therefore, the policy decisions they were taking were a bit lopsided: policy making without the opportunity to distribute resources is only possible on a very limited scale.

However, several schools managed to use their governing boards quite effectively. In three regions of Russia most school governors were trained and equipped with a handbook written in a very clear, simple language. They learnt how to audit their schools so that necessary improvements could be built into school development plans. They produced a checklist for those who wanted to conduct similar audits. Each year they held networking events for school governors and gradually the community grew.

In the city of Moscow, the school governing boards were introduced in every school. But they were mostly dormant to an extent that most parents did not know anything about their existence. But then the head of the Moscow city department for education launched a very poorly thought-through reform which entailed a merger of several schools and kindergartens into a big complex catering for up to 5 thousand students. Schools were not given any time to plan the merger or to decide whether they want it or not. But according to the newly adopted city legislation the decision on the merger had to be supported by the governing board of each school. In most cases the boards did not know their rights and rubber stamped the decision, although the majority of parents and teachers in their schools were against the merger. But the schools which had operational governing boards which were familiar with the legislation protested and in the majority of cases won the argument: none of these schools were merged against their wish.

3.2 Stakeholders relevant in education policy

There is a number of different stakeholders in the education systems in all countries that took part in the survey. There are three different levels: the national level with the Ministry of Education⁵, a national agency responsible for education, and school inspectorate as a supervision body. There are also Local Education authorities with different levels of responsibility, which form an additional layer between the national level and the school level (consisting of school principals, teachers, parents, students and, in some cases, also other stakeholders). The third level are schools with the environment of stakeholders that have a personal interest in the quality of education and school success (teachers, parents, students).

Table 1 presents an overview of stakeholders in different countries.

⁵Ministry of Education is a generic term that defines the ministry responsible for education. In some countries it can cover other sectors too, in most cases sports and science.

Table 1: List of stakeholders in the education system in different countries (✓- the body/group is a stakeholder in the education system; ✗- the body/group is not a stakeholder in the education system or does not exist)

Stakeholders	ALB	BIH	HRV	KOS	LTU	MKD	MDA	MNG	MNE	RUS ⁶
Ministry of Education	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
National Agency	✓	✓	✓	✓	✓	✓	✗	✗	✓	✗
School inspection	✓	✓	✓	✓	✗	✓	✓	✓	✓	✓
Local educational authorities	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
School principals	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Teachers	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Parents	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Students	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Others	✗	✗	✓	✓	✓	✓	✗	✓	✗	✓

Ministry of Education

In all countries, the Ministry of Education has an overall responsibility for education and is considered the central authority of school governance. In most cases it is responsible for pre-school education, elementary, secondary and higher education, national curricula, school books, development of education, education of teachers, inspections and surveillance, monitoring of the legal functioning of the schools. It is also responsible for the administration of the education system at the national level and for drafting the legal and by-law acts of the educational system, including legal framework for governing and administration of all levels of education. Some of their responsibilities (or better, their implementation) can be delegated to different agencies that were established for specific activities covering one or more levels of education or its support.

Their role is generally defined in the Law on Education. Ministries of education are also promoting a non-discriminatory educational system in which each person's right to education is respected and quality learning opportunities are available to all; promoting an inclusive policy for the integration of impaired and disabled persons into the educational system. The Law can also define different aspects of education. For example, in Kosovo it defines the role of the MoE in promoting parental and community participation in educational activities and appropriate forms of school-community partnerships at the local level.

⁶In Russia there is a four layer system of school administration: the federation (The Ministry of Education and Science), the region (regions also call their administration units Ministries), the municipality (LEA) and the school (school governing board). It is important to mention the regional level, as most of the school governance administration exists only at the regional level

Bosnia and Herzegovina is a specific country. All regulations concerning education in BiH are in full and undivided responsibility of the Entity Republic of Srpska, the ten cantons in the Federation of BiH and the Brcko District, each with its own MoE, laws, budget and policies. Ministries are responsible for education policies and regulations, administration and financing, pedagogical standards and norms, curricula, textbooks and other administrative and expert duties. At the state level, the responsibility for education is located within the Ministry of Civil Affairs (MoCA), with a competency of coordination of activity, harmonization of the entity authorities and definition of international-level strategy in the area of education. MoCA is active in helping to coordinate and promote the reform process, despite having no decision-making role.

The Ministries of Education also develop strategies of education, define policies, and are responsible for quality management at the national level. All countries provided such examples. In Albania a new National Education Strategy has been developed for the period of 2014 – 2020, as well as the Law on Pre-University Education (since 2012), while in Lithuania one of the major recent interventions was a preparation of a long-term state education strategy for the years 2013-2022. Moldova developed the New Code of Education (2014) and sectorial strategy “Education 2020”. Mongolia has a new State policy on Education for a ten-year period 2014-2024. Russia introduced the program of education development (currently till 2020) and the new law “On Education”(2013).

State educational standards were introduced with definition, development and approval in some countries (Croatia, Montenegro, Russia). An important area of responsibility is also financing of education.

Among the interventions that were described in the country studies, there were also some examples from different countries. In Albania there is close cooperation in the field of education of the line ministries, local governance units and local or foreign, governmental or non-governmental organizations. Some ministries also announce and manage grant schemes aimed at improving conditions in education (Croatia).

National Agency/Board for Education

National Agency for Education (sometimes called also Board of Education) is in many countries an operational body that implements the policy of the ministry. Of the ten countries, that were analyzed, two of them do not have such body: Moldova and Mongolia. It exists in Russia but it is almost a part of the Ministry and has very few areas of responsibility. There was no information about any other body that could play a similar role in those countries.

Bosnia and Herzegovina, Croatia, Macedonia and Montenegro, that share a common history of education system, have one or more agencies that are responsible for education. Some of them have their roots in the former Board of Education/Pedagogical Institute (Zavod za školstvo)⁷.

⁷In BiH Pedagogical Institutes still exist in entities and some cantons. Although half of them are formally registered as an independent institution, they are perceived as an extension and part of MoE, while majority of activities, plans and programs carried out by PI have to be approved by Ministry.

Both Croatia and Bosnia and Herzegovina have separate agencies responsible for different levels of education (general, vocational and higher education). The role of agencies is generally providing concepts for development of the education system and proposing curriculum and syllabus for pre-school, primary, secondary and vocational education as well as education of children with special needs⁸. They are also responsible for ensuring the quality of educational work in institutions and they carry out developmental, advisory, research and professional activities in their field of responsibility. They propose changes in education, encourage and support the implementation of positive pedagogical practice and evaluate educational achievements in order to ensure quality education. In Croatia the agency also provides in-service teacher training.

While agencies are professional institutions with full time employees, some countries have national educational councils as advisory or consultancy boards. They are experts' bodies that provide consultations on strategic issues of education development, monitor progress in reforms of education, make proposals for change, issue advisory reports or recommendations in specific areas. Such bodies exist in Albania, Kosovo and Lithuania.

School Inspectorate

School inspection is a body that is present in each country that took part in the study, except in Lithuania. Its role differs from country to country, but its main role is improvement of the quality of education in the pre-university education and implementation of laws and regulations. Administrative supervision is generally the priority task, including control mechanism for violations, misinterpretations or non-application of education law. Inspection in most cases also investigates complaints from citizens about problems in these institutions.

The school inspection is often seen as part of the quality assurance mechanism in education system although in most cases its role is mainly linked to the alignment of schools with the legal requirement. Sometimes their role is a combination of inspection and supervision although they are mostly seen as pure inspection with little feedback to teachers regarding their teaching⁹. The inspectorate in Montenegro works under the auspices of the Bureau of Education Services in Montenegro, is responsible for organizing in-service teacher training seminars, and provides continuous inspection/supervision of the work of teachers, while the Moldovan one is also responsible for the institutional accreditation. In Russia the State committee of supervision in education is also overseeing the process of final assessment of school children.

An interesting example is Mongolia, where the General Agency for Specialized Inspection inspects financial operations in all of the state-owned enterprises and institutions financed from the state budget. In education they inspect the implementation of laws, standards, policy and programs¹⁰.

⁸Bureau for Education Services in Montenegro defines and ensures also the quality education of students at their homes.

⁹ In Lithuania, where there is no school inspectorate, the function of school supervision (and not inspection) is exercised by the Ministry of Education and Science and the owners (state or municipal executive institutions). The purpose of education supervision is to observe the accessibility and quality of education as well as to promote education improvement, to provide consultations and to evaluate activities.

¹⁰It has an interesting approach as schools complete the self-assessment, then the inspectors review it to identify level of risk. If the risk level is an issue, they visit to schools to conduct physical inspection.

Local Education Authorities

Except for Montenegro, there are local educational authorities in all countries that took part in the study. Their role and responsibilities in the education system are mostly linked to the founding of schools and their financing in the region they cover. Financing is generally linked to the lower levels of education, from pre-primary to secondary or at least primary. They are often responsible for the registration and licensing of educational institutions, recruitment, and payment of salaries. In some cases they also appoint school principals or even teachers. Local educational authorities can also provide resources for transportation and food for the students and their accommodation in student dormitories (Macedonia) or provide the local component of the curriculum (Moldova, Montenegro).

Responsibility for the quality of education in some countries also lies with the local authorities (Lithuania, Moldova) where they carry out assessment at the local level.

An interesting example is Russia, with regional and local (municipal) administrations. While the regional administration has legislative power and usually sets policies in the region such as language policy, financial policy, teacher assessment policies and many other policies, municipal authorities have no legislative power, but they can distribute finances between schools and kindergartens and commission certain projects to schools (these are called municipal assignments).

Lithuania is an example of a country with a decentralized system with quite complex responsibilities of local educational authorities. Municipality implements the state education policy, sets out long-term objectives of education development and measures the achievements, develops a network of schools carrying out education curricula, and non-formal education programs for children and adults. An executive institution is responsible for day to day running of the education system on a local level. They also organize performance reviews for principals, deputy principals responsible for education, chiefs of teaching organizing divisions, teachers and specialists in educational assistance; and are responsible for organizing testing of learning achievements of learners attending schools located within the municipality.

School Principals

The role of the school principal and his responsibilities can vary among countries, but generally his role is defined as the role of pedagogical and administrative leader of the school, who is responsible for legal functioning of the school. School principal is responsible for the daily management of the school and guidance of pedagogical activities in the school.

Among his activities are proposing school legal acts and regulations, preparation of annual work plans, annual financial plans, provision of reports, implementation of the decisions made by school board and expert school bodies, analysis of teachers work and planning their professional development, suggesting school curricula in collaboration with the teachers' board, taking care of the security of students and teachers, collaborating with the founder of the school, state institutions, pupils and parents.

The school principal also directs the drafting of the strategic plan and annual action plans of the educational institution, as well as education programs, confirms them and directs their implementation. The principal is also responsible for making public the information specified in the Law, for democratic management of the educational institution; for ensuring relations based on co-operation, the observance of the norms of teachers' ethics, transparency in decision-making, the provision of information to community members, in-service training for the teaching and non-teaching staff, a sound and safe environment that prevents any manifestation of violence or intimidation, as well as the formation of hazardous habits.

Interestingly, in **Mongolia**, there are Model Rules of Secondary School approved in 2010 by Ministry of Education and the last three provisions in this rule are quite interesting. They are:

- School principal provides support in ensuring the integration of the operations of school management, teachers' council and board of methodologists and ensure their participation in decision making.
- School principal should not be under any political, economic or religious influence and should respect the rights and interests of teachers, employees and students.
- School principal should strictly adhere to the anti-corruption legislation; avoid conflict of interests in participating in any activities related to one's duties and functions and spend approved budget and resources properly for the purposes as allocated.

Teachers

Teachers teach in schools, but are also entitled to participate in school management by having the right to elect and be elected to the School Board in all countries. A teacher may play different roles: lecturer, organizer of the teaching process, partner in educational communication, an expert in his own field, motivator, assessor and evaluator, regulator of social relationships in the group/classroom, partner in effective interaction, the teacher as a "bank of information", as stated in the report of Montenegro. They can also play leadership roles in project work and school-based in-service teacher training.

Teachers' duties are linked to teaching and learning, using modern teaching styles and their application based on class experiences, monitoring students' progress, continuously communicating with parents. They should also take part in continuous professional development according to the professional development plan, assist their colleagues and take active part in the school program, events and extracurricular activities.

Parents

Parents are the main partner of the educational institution. Their role and influence can vary from country to country, but they are the partner, most interested in the education system, as the future of their children depends on the quality of the school. As it is stated in the report from Kosovo: The functions of the Parents' Council are to represent the interests of parents, to encourage and enhance the role of parents as key stakeholders in promoting a quality education system, to convey to the Ministry the parents' opinions on any aspect of pre-

university education and to be the main channel of communication and consultation between the Ministry, the educational and/or training institutions and parents.

Parents can be involved in different forms, on the classroom level through communicating with teachers in contact hours or during parents' meetings, or on the school level through parents' councils. They participate in the creation of school policies, provide opinion about school curricula, annual work plans, discuss about principal's reports regarding the implementation of school curricula, annual work plan, recommend measures for the improvement of educational work, suggest parents' representatives to the school board.

Mongolia, similarly to Lithuania, defines duties of parents and legal guardians. They too have to support the talent and abilities of their child from early childhood, provide their child with necessary conditions to obtain education, co-operate with teachers, and assist the child in choosing a profession, and to fulfil the requirements of educational institution and teachers in order to maintain regular educational activity. They also have to obtain skills to facilitate their child's learning at home.

Parents in **Russia** (as in many other countries too) have become much more active in school management within the last decade. They join school governing boards, parental committees, boards of trustees (a governance body for some private schools). They take part in independent evaluation quality of education in the school, public control and supervision. Some parents express their views not just within their schools but also represent their schools in a broader context acting as representatives of their schools. Parents of children with special educational needs, as well as parents of children engaged in domestic education, form parental associations and take an active part in protecting the rights of their children.

Children, pupils, students

Pupils are direct beneficiaries of the education system. They are not only receiving the education and actively participating in teaching and learning activities, but they also have the right to be actively involved in part of the management process through their councils. Albania defined them as follows: Children and students are the persons being educated in the pre-university education that directly receive the service of the education institution and, as such, are entitled to being actively involved in the consultation and decision-making process through their representation structure. They are normally represented by students' councils or Student Unions.

Rights and duties that are stated in Education Law, however, are not always very clear. In the current Mongolian legal framework, the students' rights and obligations for learning are regulated exclusively by the Law on Education, which is too general and cannot deal with every arising issue related to student learning. School rules also do not cover this issue adequately.

There is an interesting example in Russia, where the participation of children in school governing boards, alongside the adults, provides for diverse social practices, forming an active citizenship position while making decisions on strategic tasks of their schools and universities development.

There are also other stakeholders in some of the countries that participated in the study. They are, in most cases, organizations or institutions that support the quality of education system (assessment centres, research institutes), civil society organizations (although this was only mentioned in one country, it is reasonable to assume that this is the case in others too) and even parliaments (through their commissions but particularly by adopting laws). Trade (or teacher) unions were also mentioned in one country only but they are generally strong in most countries.

The report for Albania emphasizes the role of civil society organizations in Albania as they have provided significant support through various programs and development projects. Similarly, Kosovo stated the important role of civil society organizations that provide support to all relevant actors in the field of education through programs and projects (legislation, strategies, curriculum, teacher training). There are also development partners that assist the government with more funds focused on building capacities and providing technical assistance.

Beside all other stakeholders already mentioned, there are two other important institutions in Albania, the Institute of Development of Education and the National Agency of Tests/Exams, both seen as important stakeholders in their education system.

There is an NGO School Governance Centre in Russia, which not only networks school governing boards across Russia, but also produces manuals for school governors and training materials.

Trade unions are also important stakeholders, although only the report for Lithuania mentioned them. In Lithuania there are currently 6-7 teachers' trade unions; two of them are larger and more influential, others are less influential. Their main concerns are teachers' salaries and improving working conditions for teachers.

Institute of Education in Mongolia operates under the Ministry of Education, mainly covering educational studies and research on curricular issues, textbooks, instructional environment, teacher development, vocational and tertiary education, child development, education policy and strategic development and bilingual education etc. It also occasionally offers training activities for administrators, teachers, and staff development and technical assistance.

In Mongolia, another institution, Teacher Professional Development Institute, has the mandate to develop professional development work plans and programs in line with international standards, national contexts and teachers' needs and demand. It organizes mandatory professional development courses for teachers and administrators in Mongolia in their 1st and 5th year of service.

The President of Russia is using the system of education for the purpose of forming ideological values and citizenship skills, passing decrees and initiating new legislation. His office is also commissioning strategic documents and plans, launching decrees on education, initiating a unified textbook of history. Strategies for value education of children and youth and for supplementary education were commissioned; the concept paper on enhancement of mathematical education was prepared, just to name some of them.

3.3 Legislation

Acts and regulations defining the framework of school governance

In different countries there are different documents that define the framework of school governance. In most cases there is a general Law on Education, but in some countries also more detailed laws on levels of education (primary, secondary) exist. Framework is often defined in country strategies, regulations and even school statutes. A list of regulations governing school governance can be found in Annex 2.

Besides the general law that applies to the whole country, in three countries there are also regional laws on education and in Russia there are also regional laws on school governance. In Bosnia and Herzegovina these regional laws are a result of the country's governance system.

School governance is often mentioned in strategies (Croatia, Moldova) or in policy papers (Mongolia). Regulations and normative provisions are dealing with more details regarding different boards and councils and school governance. Labour laws apply too, probably in all countries, although only Bosnia and Herzegovina mentioned it.

Table 2: Types of legislation governing school governance in different countries

(✓ - there exists legislation of this type regarding school governance; ✗ - there is no legislation of this type regarding school governance)

Legislation regarding governance	ALB	BIH	HRV	KOS	LTU	MKD	MDA	MNG	MNE	RUS
General Law on Education	✓	✓	✗	✓	✓	✓	✓	✓	✓	✓
Laws on Education -educational level	✗	✓	✓	✗	✗	✓	✗	✓	✗	✓
Regional law on education	✗	✓	✗	✓	✗	✗	✗	✗	✗	✓
Regional laws on school governance	✗	✓	✗	✗	✗	✗	✗	✗	✗	✓
Strategy/policy	✓	✗	✓	✗	✗	✓	✓	✓	✗	✗
Other documents	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓

Definition of school governance in legal documents

Most of the countries reported that there is no clear definition of school governance in the legal documents. However, it is generally described as an active involvement and cooperation of different bodies and stakeholders in the school management and improvement process. Legal documents often state the School Board is the main governing body. There are also some articles about constitution of the school board, membership, duties and other issues that are important for the functioning of the Board and consequently of the school.

In Russia, the management of an educational organization is based on a balance of principles of undivided authority and collegiality. An educational organization has the right to define the structure of management of its activities, considering that the management of an educational organization is based on the principles of undivided authority and self-governance.

Governance bodies on the school level

All countries reported a similar list of governance bodies (Table 3). In addition to the School Council (or School Board), they most often mentioned the Council of Teachers and Parents' Council. Students' Councils exist in most countries. The overview of different governance bodies is given in Table 3 and also in Annex 3 of this report.

Table 3: School governance bodies in different countries (✓ - schools have such governance body; ✗ - schools do not have such governance body)

Governance bodies defined on the school level	ALB	BIH	HRV	KOS	LTU	MKD	MDA	MNG	MNE	RUS ¹¹
School principal	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
School Board/Council	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Students' Council/Board	✓	✓	✓	✓	✗	✓	✓	✓	✓	✓
Parents' Council/Board	✓	✓	✓	✓	✗	✓	✓	✓	✓	✓
Teachers' Council/Board	✓	✓	✓	✗	✗	✓	✓	✓	✗	✓
Class council ¹²	✓	✓	✗	✗	✗	✓	✗	✗	✗	✗
Principal's Council/Board	✗	✗	✗	✗	✗	✗	✗	✓	✗	✗
Ethical Commission	✓	✗	✓	✗	✗	✗	✗	✗	✗	✗

In Russia there is a distinction between school councils (as defined in the Law on Education, 1993) and school governing boards introduced in 2003-2004. The latter have broader decision making power and the intention is to make it even broader when the special federal law is adopted.

The roles of principals and school governing bodies in managing a school are complex and appear to overlap. The school principal reports to the school council and is responsible for the daily management of the school and guidance of pedagogical activities of the school, for the management of the institution including financial management; for compliance with and implementation of the legislation and school internal regulation; creation in the education institution of a climate of cooperation; and creation of opportunities for cooperation of the education institution with local and foreign non-governmental organizations and with similar education institutions. In some countries the position of deputy principal seems to be an official position with defined duties and responsibilities (Lithuania, Moldova, Montenegro)

In **Mongolian education**, an interesting advisory body is Principal's Council that provides advice and recommendations to the principal when practicing his/her powers, providing prompt administrative management and making decisions on relevant matters. The composition and functional statement of the council is approved by the decree of the school principal. Its members are principal, education managers/head teachers, social worker, other specialists, accountant, school doctor and others as needed. It supports the school principal in making decisions regarding salaries, incentives, rewards and subsidies; helps resolve conflicts and nonconformance; makes decisions to organize and support holidays, travel, and participation in trainings, conferences, tours and tournaments; and manages the work to assist administrators in implementation of education standards and curricula, in assessing and mentoring the teachers.

The School Council, in the countries that participated in the study, generally contributes to the progress of the educational institution and to efficient use of human and material resources. It approves the mid-term and annual plan of the institution; approves the plan of expenses of the educational institution for the funds being ensured by the institution; approves the curriculum designed by the educational institution; participates in the procedures of appointment and dismissal of the principal and teachers; reviews the internal school regulation and the annual financial report of the institution/school; and monitors achievement of the objectives of the annual plan of the institution/school. It also tries to ensure legal contributions from local or foreign sources for the progress of the institution.

The school governing board could also be seen as the body that is meant to be a critical friend of the school principal. It may have varying degrees of authority over budget distribution, school development planning, hiring and firing staff, student recruitment policy etc.

Teachers' councils generally discuss, propose and conclude on school rules, pedagogical unit rules, Parents' and students' organizations charter, internal procedures to evaluate students' knowledge, skills and maturity, training plans and curricula of advanced and specified programs, after school program curriculum, internal procedures to evaluate teachers' work, professional upgrading and teacher professional development plans and programs. In Mongolia the council also supports school administration in ensuring enforcement of primary and secondary education standards, teacher professional development, maintaining procedures, school year preparation, reporting, regulation of methodological units activities, promoting values of democratic and open society at the school, consolidate efforts and cooperate with others and provide professional assistance to student self-governing organizations.

Parents' Council is the forum/body consisting of representatives of the parents of students of the Educational Institution. It generally has the right and obligation to protect and promote the rights of the parents of the school; to express their own opinion and to organize parents in order to express their opinion/attitudes toward the quality of service of the educational institution; to call the general meeting of parents; to undertake initiatives for parents' support to the institution's progress and to realize/develop them in collaboration with the directorate of the institution.

Students' Council is a body that is established on the initiative of the students in each school to protect and promote the rights of students; contribute to the fulfilment and development of students' interests; assist the school progress; represent the school students in relations with the school management/directorate, community and with students of other schools. The method and procedure for the establishment of the student council are generally defined by school acts and in some countries (e.g. Albania) also through specific instructions of the Minister of Education.

The process of school principal appointment

The process of school principal appointment is very similar in most of the countries that participated in the study. It normally starts with a public announcement, followed by submission of relevant application documents. The criteria are diverse, but mainly include a certain number of years of work in education (at least 5 to 8), appropriate level of education, proven expertise (which might be specified) and proposed program of the development of the

school. The evaluation commission reviews the folders/portfolios of each candidate and evaluates those that have all the required documentation. Generally, candidates are also interviewed. Based on all the data collected the candidate that is selected is approved by the body that has the authority for this decision. In some countries approval of the Ministry of Education is needed. In cases where the Ministry does not give its consent to the new school principal, the whole procedure has to be repeated. In Albania, for example, the evaluation committee selects two candidates based on the evaluation results, and the director of the Local Education Unit has the authority to appoint one of the two candidates after having reviewed their portfolios and interviewed them. The appointed school principal signs the contract with the school board.

The principal of a public school is in most cases appointed and can be dismissed by the school board, on the basis of open competition and with the consent of the Government/ Ministry. The procedure is defined by the statute of the educational institution, but in some countries the process of selection of school principal is prescribed by the Law on Education.

In some countries, local educational authorities participate in appointment of the school principal (Kosovo, BiH, Lithuania, Moldova¹³, Mongolia). This is logical, as local educational authorities are founders of schools and also finance them, so they exercise their authority.

An interesting example comes from Lithuania. The owner of the school initiates the process of selecting candidates for principal's position, and the first selection is done by the National Agency for School Evaluation from the candidates suggested by authority. The Agency evaluates competences of the candidates in accordance with the qualification requirements, approved by the Minister of Education and Science. Candidates, who receive positive evaluation, gain the right to participate in the competition held by the municipality. Similarly, in Russia the candidate has to pass the computer testing for principals and the public presentation at the certifying commission. Computer testing includes 5 units: State Policy in Education, School Management, Educational Law, Economics and Finance, Pedagogy. The main criteria for selection are demonstrating the capacity of an effective manager.

How to become a principal in Mongolia?

Unofficially, the appointment process has been explained as essentially consisting of three potential pathways to becoming a principal. The first model is one in which a good teacher becomes an education manager, and after some time assumes the role. In this scenario, although "good" is not clearly defined, the advantage for the school is that the principal will have had experience as a teacher and will have engaged with quality issues and supervision as education manager. The second pathway is more likely to be influenced "by political favour". In this case, the local governor may appoint as school principal someone who may or may not have sufficient experience. The third pathway comes from anecdotal evidence, meaning the corruption issue that a certain amount of money is needed for the position of the principal.

¹³The selection committee is created by local educational authority and includes representatives from local authorities, civil society organizations and mass-media. Students' council can also participate as observers in the selection process.

The role of the national educational authority (Ministry of Education) in the process of school principal appointment

Ministry of Education is not directly involved in any stages of the school principal appointment in any of the countries except for Montenegro, where the principal of a public institution is appointed and released by the Minister, upon the call by the School council (in which there are representatives of the ministry). In some other countries the Ministry must give their consent for the selected candidate or their representative is a member of the selection commission (e.g. in Kosovo). However, in most cases where authorities participate in the process of selection, they are from the local and not the national level¹⁴.

A couple of years ago there was a notable example of negative intervention from the MoE in Montenegro. Students in one gymnasium did not attend classes for 42 days protesting the Ministry of Education's decision not to accept the decision of the school council to re-elect the former principal. After long negotiations a new school council was formed and elections were repeated. Then the Minister of education openly announced that he would instruct members of the school council, coming from the Ministry, to vote against the candidate.

The role of the regional educational authority in the process of school principal appointment

Role of the regional (or local) educational authorities was already described above. However, there was some additional information provided. Regional authorities can participate as members of the school board, initiate the process of principal's appointment and even organize the whole selection procedure as is the case in Moldova. In Mongolia, the selection committee is established by the decree of the Department head and its members come from education specialists from respected education departments and NGOs. However, there is a tremendous amount of subjectivity at the Committee level, and political interactions and nepotism are influencing decisions.

Possible provision for vetoing the nomination of the principal

Generally, there is no provision that explicitly describes vetoing the nomination of school principals as, if correctly implemented, this is a participatory process where different actors are involved. However, the Ministry of education can refuse to give consent to the selected candidate, which is a form of veto. It has to be taken into consideration that principals are in many countries political figures at least on the local level and ministries, through their representatives in the school board and with other tools, can easily influence school board's decision, or impose their candidates.

¹⁴By law, the Ministry of Education in Mongolia cannot be involved in school principal appointment, except for its laboratory schools and state owned schools implementing international curriculum. There is also a provision in legislation that prohibits any impact from political bodies, government top officials, governors for the selection of public administrator.

The only exception is Mongolia. There is a provision for vetoing in the Selection Procedure/Guideline approved by the State Civil Service Council. It says that if the authorized party refuses to appoint an individual nominated by Education Department for the position, it shall provide nominated party with its decision and reasons within 7 days of receipt of materials. The Governor or Mayor have the right to veto the nomination. On what basis they make such a decision is not clearly and concretely defined.

The case of BiH

According to OECD, government representatives were chosen by open competition, just as the other school board members. However, the field data suggest that they were often selected based on their political affiliation with the ruling party. As school board decisions are made based on majority voting, the number of the founder's (government) representatives is a very important indicator of the school board autonomy and has implications for its work.

3.4 Studies

Studies carried out regarding school governance in participating countries

There is a number of studies that directly or indirectly addressed school governance in all countries. Studies address different topics, including parents' involvement, work of school management, decentralization, leadership planning and self-evaluation, school principals' attitudes. There are also school inspection reports. Some studies included involvement of parents and awareness building of their role and public involvement in school management. Training needs assessment of school principals was also carried out in some of the countries (Croatia, Moldova, Mongolia).

Many of the studies also provided manuals that can be used by school boards or other bodies or institutions to enhance their work.

A short overview of studies that were carried out in participating countries is presented in Annex 4.

Participation in international study on school governance

Except for Macedonia and Mongolia, all countries participated in one or more international studies that included at least some aspects of school governance. Some countries also reported analysis that was carried out by international experts on behalf of their government (e.g. Moldova). Three of them participated in OECD Teaching and Learning International Survey – TALIS, while the two members of the EU provide data for Eurydice publication Key Data on Teachers and School Leaders in Europe as part of their commitment. Open Society Institute also financed studies regarding school governance through their project Advancing Education Quality and Inclusion in South East Europe. Some countries also participated in one of the PISA studies, where there is a chapter on School Governance, Assessments and Accountability. Additional details are provided in the overview of studies in Annex 4.

Changes in school governance in participating countries in the last 10 years (2005 - 2015)

Participating countries reported changes in school governance in the last decade, except for Lithuania and Montenegro, where no significant legal changes concerning the school governance happened. However, during that period there were studies and trainings, which were supposed to strengthen the institution of school governance. Most of the changes were linked to the decentralization with reorganization of the local structures with strengthening the role of school councils, more autonomy for schools, developing the systems of quality culture in education. Some of the changes were also linked to more responsibilities for schools in management of their financing and pressure on the quality of education that school is providing. More emphasis was also put in ensuring transparency of school's work both inside the school and towards the public.

Table 4: Types of changes in school governance in the last 10 years (2005 - 2015) in different countries (✓ - changes of this type have been carried out in the last 10 years; ✗ - no changes of this type have been carried out in the last 10 years)

Changes in governance	ALB	BIH	HRV	KOS	LTU	MKD	MDA	MNG	MNE	RUS
Decentralization	✓	✗	✗	✓	✗	✓	✗	✗	✗	✓
Introduction of school councils	✓	✗	✗	✓	✗	✓	✗	✗	✗	✗
Development of the school management system	✓	✗	✗	✗	✗	✓	✗	✓	✗	✗
Introduction of capacity building for management	✓	✗	✗	✗	✗	✓	✓	✗	✗	✗
Legislative changes	✓	✓	✗	✗	✗	✓	✓	✓		✓
Introduction of involvement of parents	✓	✓	✗	✗	✗	✓	✗	✗	✗	✗
Development of the school board training programme	✗	✗	✗	✗	✗	✓	✗	✗	✗	✓
Development of the education strategy	✓	✗	✓	✗	✗	✓	✓	✗	✗	✓
Development of Educational Code	✗	✗	✗	✗	✗	✗	✓	✗	✗	✗

3.5 Governance at the school level and quality of education

Effectiveness of existing governance structures at the school level in helping to improve teaching and students' learning

The school is responsible for the quality of teaching in learning and the pressure to provide good quality education is increasing in particular through parents as it affects their children's future. One of the main roles of school governance on all levels is also to monitor and improve teaching and learning. The actual monitoring of the school performance could be done through quality assurance mechanisms, although it is often the result of the traditional work of school inspection. Some examples from countries show that the existing governance structures are not executing their functions as stipulated in legislation. One reason for that could be that they are

not well aware or trained how to perform their role, in particular if it is seen by them as mere formality. Capacity building of all stakeholders in school governance is a necessity, as they have to learn both their duties and responsibilities, but also methods how to be assertive for the benefit of the final beneficiaries – students. Often schools have to balance the influence from outside, in particular political pressure.

Quality of teaching and learning processes is the responsibility of the principal and the school board can support him/her in this respect. This should be done through school development plans. Continuous professional development of teachers and principals is an important element and in most countries it is provided by legislation and/or regulations, both on national and local level. However, often financial resources available cannot cover all the professional development needs.

Table 5: Issues regarding the effectiveness of the school governance system in different countries (✓ - the statement holds for a given country; ✗ - the statement does not hold for a given country)

Effectiveness of school governance	ALB	BIH	HRV	KOS	LTU	MKD	MDA	MNG ¹⁵	MNE	RUS
The system is not effective in improving teaching and learning ¹⁶	✓	✓	✗	✓	✗	✗	✗	✗	✗	✗
Capacity building is needed ¹⁷	✓	✓	✗	✓	✗	✓	✓	✗	✓	✗
No accountability is required	✗	✓	✓	✗	✗	✗	✗	✗	✗	✗
Governing bodies are formal	✗	✗	✗	✓	✗	✓	✗	✗	✗	✗
Capacity building is provided	✗	✗	✗	✗	✗	✓	✗	✗	✗	✓
There is strong external influence on the effectiveness of school governance	✗	✓	✗	✗	✗	✓	✓	✗	✗	✗
School governance only provides symbolic help in improving teaching and learning	✗	✗	✗	✗	✗	✓	✗	✓	✗	✗
School governance provides support for changes in school curriculum	✗	✗	✗	✗	✗	✗	✗	✗	✗	✓
Manuals and checklists are provided to school governors	✗	✗	✗	✗	✗	✓	✗	✗	✗	✓

¹⁵This information only applies to School Council, which in many cases does not function as it is defined, even definition is very general.

¹⁶ Experience of various national and international non-governmental organizations in working with governing bodies in schools shows that, if they are democratically elected through a participatory approach, are well trained, mentored and supported to exercise their rights and responsibilities, they provide evident support to the teachers, school administrators and students in improving the school life in general and teaching and learning in particular.

¹⁷In Mongolia building a team approach, coherence and interconnections among School council, Principal, Principal's council, Teachers' council, Methodological unit for improved student achievement and general school improvement is a challenge.

The process of constituting governance and accountability structures at the institution level

The framework for constituting governance bodies is generally provided in the Law on Education while the details are provided in school regulations or school statutes. They define the structure, representation, the constitution process and the basic operational rules for these bodies. Depending on the country, the main stakeholders are represented: parents, teachers, students, local government and other community members (representing the founder of the school). There are still some doubts about the democracy of the selection process. The study from Mongolia mentioned that, in current practice, schools prefer to have well known and prestigious people and Ministry and district officials in the school council as representatives from “other organizations”. Similarly, it is stated for Albania that the process is not yet highly participatory and effective, as such structures are not yet developed to their full potential and the school administrators are not yet fully prepared for such a participatory and democratic process.

Composition of the school governance body in countries, participating in the study, is provided in Table 6.

Table 6: groups of stakeholders that have representatives in the school governance body (✓ - stakeholder has representative(s) in the school governance body, ✗ - stakeholder does not have any representatives in the school governance body)

Composition of the school governance body	ALB	BIH	HRV	KOS ¹⁸	LTU	MKD	MDA	MNG	MNE	RUS ¹⁹
Parents ²⁰	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Teachers/school staff	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Students	✓	✗	✓	✓	✓	✓	✓	✓	✗	✓
Local government ²¹	✓	✗	✓	✗	✗	✓	✓	✗	✗	✓
Community members	✓	✓	✗	✓	✗	✓	✗	✗	✗	✗
National representation	✗	✓	✗	✗	✗	✗	✗	✗	✗	✗
Central educational authorities	✗	✓	✗	✗	✗	✓	✗	✓	✓	✗
Independent members	✗	✗	✓	✗	✗	✓	✗	✓	✗	✗
School work council	✗	✗	✓	✗	✗	✗	✗	✗	✗	✗
Business community representatives ^{22,23}	✗	✗	✗	✗	✗	✓	✗	✗	✗	✗
Other organisations ²⁴	✗	✗	✗	✗	✗	✓	✗	✓	✗	✗
Social partners	✗	✗	✗	✗	✗	✗	✗	✗	✓	✗

¹⁸In Kosovo, the law also specifies that: representatives of parents should include at least one representative of minority communities in the municipality, if any students from such communities are present; representatives from society (stakeholders) are nominated by the municipality; students have a representative only in schools of ISCED Level 2 and 3 who is elected by students attending the school.

¹⁹ Students are sometimes present in the governing board if the charter of a school stipulates their presence.

²⁰In BiH in some cases parents are not represented in the School Board.

²¹The local community seems to be under-represented in Lithuania, though some schools include one to three representatives.

²²In secondary schools only.

²³In Albania this is the case especially in vocational schools, which have lately been integrated into the Ministry of Social Welfare and Youth.

²⁴Mongolia: In current practice, schools prefer to have well known and prestigious people and Ministry and district officials in the school council as representatives from “other organizations”.

Countries can have different procedures for nomination of members of the school governance body that differ in the way the members are selected. Types of available procedures for nomination of members of the school governance body in different countries are presented in Table 7.

Table 7: Types of existing available procedures for nomination of members of the school governance body in different countries (✓ - a member of the school governance body can be nominated through such process; ✗ - a member of the school body cannot be nominated through such process)

Procedures for constitution of school governance body	ALB	BIH	HRV	KOS	LTU	MKD	MDA ²⁵	MNG	MNE	RUS
Election	✓	✗	✗	✗	✗	✓	✓	✓	✓	✓
Selection	✓	✗	✗	✗	✗	✓	✗	✗	✗	✗
Appointment	✗	✗	✓	✗	✗	✓	✓	✗	✗	✗
Adoption by the ministry	✗	✓	✗	✗	✗	✗	✗	✗	✗	✗

The role of school leadership in promoting learning

School leadership has an important role in promoting learning. A successful principal should provide optimal support to teaching and learning. In some countries (Albania, Croatia, Russia) school principals are required to actively teach in a classroom for a certain number of periods, as required by legislation, which gives them insight into the teaching and learning processes in school, and pedagogical competences are one of the criteria in the school principal nomination process. However, many countries claim that these requirements are in many cases just formal and that this aspect is not really taken into account. Research in Mongolia showed that the two main areas through which school principals can impact student learning are through the development of an effective teaching cadre and the implementation of effective organizational processes.

Promoting learning is also considered to be an important aspect of school leadership. Some countries defined the principals' competences, and teaching and learning is an important area. To promote learning, principals need good insight into what is happening in the classroom as this is an additional aspect that complements results of assessment or school grades. The processes of licensing and re-licensing is also important as part of external evaluation of teachers' (and principals', if licensing and re-licensing of principals exists) quality. School council can also assess the quality of principal's work by considering performance results of the school. National league tables in some countries or examination results can often serve as evidence in such assessments.

²⁵ In Moldova the members of School Governance Board are delegated by each body: Teachers Council, Students Council, Parents Council based on election results. The representatives of Local Public Authorities are appointed by the mayor.

Table 8: The role of school leadership in promoting learning (✓ - school leadership has this role; ✗ - school leadership does not have this role)

The role of leadership in promoting learning	ALB	BIH	HRV	KOS	LTU	MKD	MDA	MNG	MNE	RUS
Providing optimal conditions	✓	✗	✗	✗	✓	✓	✗	✗	✗	✗
Support and promote learning	✓	✓	✗	✗	✗	✓	✗	✗	✗	✗
Teaching in the classroom ²⁶	✓	✗	✓	✗	✗	✗	✗	✗	✗	✓
Providing classroom teaching or learning support	✗	✗	✓	✗	✗	✓	✗	✗	✗	✗
Providing advice to teachers	✓	✗	✗	✓	✗	✓	✗	✗	✗	✗
Implementation of effective organizational processes	✗	✗	✗	✗	✗	✓	✓	✓	✗	✓
Development of an effective teaching cadre	✗	✗	✗	✗	✗	✗	✗	✓	✗	✗
Implementation of national educational standards	✓	✗	✗	✗	✗	✓	✓	✓	✗	✗
Licencing/re-licencing	✗	✗	✗	✗	✗	✗	✗	✗	✓	✗
School evaluations	✓	✗	✗	✗	✗	✓	✗	✗	✗	✓

Adopted measures for assuring transparency and accountability of institutional operations

There are different experiences in participating countries regarding measures for assuring transparency and accountability, with less or more transparency. In general, the measures are provided for in the legislation, but actual implementation often does not follow it completely. Many of the provisions are linked to the financial operations of the school. Transparency of school work can be achieved through different instruments. One is the development of the quality assurance systems where, through internal self-evaluation, school assesses different aspects of its work. Such reports should be public. External evaluations in some countries are also starting to be implemented. Different reports are also published, in particular annual reports that summarize all aspects of school activities. Schools tend to publish documents also on their web pages, although many are reluctant to do so. Experience from some countries, e.g. Lithuania, is positive, as one can observe that publicity has had a positive impact on the quality of education. Mongolia also published transparency rules (provided in the textbox below). On the other hand, information related to finance, staff performance, quality of learners' achievements, or any other aspects of management are available to the School Board, its members, parents', students' and learners' associations but not to the local community members in general. All this provides a departure from the old non-transparent centralized system; however it puts additional pressure on school principals.

²⁶Previously most school principals in Russia were combining teaching and administration, but currently this policy has changed

Table 9: Adopted measures for assuring transparency and accountability of institutional operations (✓ - this measure has been adopted; ✗ - this measure has not been adopted)

Measures for assuring transparency and accountability of institutional operations	ALB	BIH	HRV	KOS	LTU	MKD	MDA	MNG	MNE	RUS
Sharing information about the quality with public	✓	✗	✗	✗	✗	✓	✓	✓	✗	✗
Providing financial and other reports	✗	✓	✓	✓	✓	✓	✓	✓	✓	✗
Providing results of testing – learning achievements	✗	✗	✗	✓	✓	✓	✓	✓	✓	✗
Self-evaluation reports	✓	✓	✗	✗	✓	✓	✗	✗	✗	✗
External evaluation reports	✗	✓	✗	✗	✓	✓	✗	✗	✗	✗
Information on web page ²⁷	✗	✓	✓	✗	✓	✓	✓	✓	✗	✓
Information panel	✗	✗	✓	✗	✗	✓	✓	✗	✗	✗
Information about curricula and related issues	✗	✗	✓	✗	✗	✗	✗	✓	✗	✗
School vision, mission, strategy published ²⁸	✓	✓	✓	✗	✗	✓	✗	✓	✗	✗
Reports of quality of staff ²⁹	✗	✗	✗	✓	✓	✓	✗	✗	✓	✗

²⁷In Russia detailed descriptions of the curriculum are posted while exam results and staff performance data are not.

²⁸In Croatia, school vision and mission should be a part of the School Curricula which is document published on the web site – if it contains mission and vision then you can find it in SC. Some schools developed School development Plan (also containing the mission and the vision of school) – it is not an obligatory document that schools should have.

²⁹This information is generally available to the school board and parents and not to wider public

3.6 School leadership

Continuous professional development of leadership skills for school principals

In nearly all participating countries school principals can participate in continuous professional development. Some countries have also developed standards and are using them for assessment of principals' work. Professional development courses have been developed in most of the countries participating in this study. However, many of them are not systematic or haven't been implemented yet. An interesting example is Macedonia (presented in the textbox below) where principals have to pass an examination at the National Examination Centre to certify their competences.

Mongolia: Transparency rules

Schools shall ensure transparency and openness in their activities through providing for free the students and parents with any information other than those prohibited to be disclosed by relevant law about school activities, taking organizational measures to ensure transparency of relevant information, and openly informing about school activities, education process and outcome.

School shall place the information such as the mission of the school, strategic goal of its activities, objectives, school development program, measures being implemented with regard to education quality, child development and participation, outcome of these activities, rules, regulations, and guidelines to be followed, curriculum, syllabus, annual program structure, textbooks and materials, education documents, exam schedule, extracurricular activities, finance, tuition fee, payments, and telephone line to receive suggestions, opinions, complaints, and other information on the website and improve feedback system.

School shall be funded from resources specified in the Law on Education and shall transparently and openly report to teachers, staff, parents and public on the approved and allocated budget, assets of the school development fund, realization and spending of those, usage, and reports of audits conducted on financial statements.

Table 10: Issues concerning continuous professional development for school principals in different countries (✓ - the statement holds for a given country; ✗ - the statement does not hold for a given country)

Continuous professional development of school principals	ALB	BIH	HRV	KOS	LTU	MKD	MDA ³⁰	MNG	MNE	RUS
Standards for CPD exist	✓	✗	✗	✗	✗	✓	✗	✗	✓	✗
Training needs analysis is performed	✓	✗	✓	✗	✗	✓	✗	✗	✗	✗
Training programmes for principals are available	✓	✗	✗	✗	✗	✓	✗	✗	✗	✗
CPD is available	✓	✓	✓	✗	✗	✓	✗	✗	✓	✓
Training courses are available	✓	✗	✓	✗	✓	✓	✓	✗	✗	✓
Principals are obliged to participate in CPD	✓	✓	✗	✗	✗	✓	✗	✗	✗	✗
Leadership programme is available	✓	✗	✗	✓	✓	✗	✗	✓	✗	✓

Principals' professional development: Macedonia

According to the law on training and examination of school principals the National Examination Center (NEC) organizes basic and advanced trainings for candidates for the position of principal in order for the candidates to gain the core professional competencies for successful organization, management of the education work and administration of the school. The total duration of the basic training is 192 hours. The first area of the competencies is the Leadership, consisting of three subareas: Strategic Leadership, Climate and Culture, Cooperation with the Parents and the Community. Currently, no training for leadership skills is offered in the form of continuous professional development. The key training for leadership skills is provided to the school principals during the training they receive for taking the exam for principals.

Programmes promoting the practice of teacher leadership or distributed leadership in schools

Such programs exist only in some countries that participated in the survey. They exist in Russia and Lithuania and there were some trials in Albania. However, in other countries some elements on teacher leadership were provided through international support programs by different donors. Leadership looks to be reserved mainly for school principals.

³⁰ The standards for CPD for school principals have been developed in Moldova and are in public discussion right now.

Table 11: Level of implementation of programmes promoting the practice of teacher leadership (✓ denotes the level of implementation of such programmes in a given country; in Montenegro and Mongolia no such programme has reached a significant level of development)

Programmes promoting the practice of teacher leadership	ALB	BIH	HRV	KOS	LTU	MKD	MDA	MNG	MNE	RUS
Implemented	✗	✗	✗	✗	✓	✗	✗	✗	✗	✓
Developed and piloted	✓	✗	✗	✗	✗	✗	✗	✗	✗	✗
Implemented by NGOs	✗	✓	✓	✓	✗	✓	✓	✗	✗	✗
Not developed	✗	✗	✗	✗	✗	✗	✗	✓	✓	✗

Reward system for principals of schools showing good performance or improvement

There are not many countries that would have different salary levels for the position of school principal. Salary is mainly linked to the civil service regulations regarding level of their education, years of experience and other formal conditions. Experience from different countries shows that principals are mostly rewarded for good work or performance with different awards, nominations, prizes and rarely with financial rewards. In BiH there are cases where school council can increase a principal's salary for a certain period of time, following good results. Such cases were not reported in other countries. However, good performance also increases chances for the school principal to remain in his position for another term, which might also be a sort of reward.

Table 12: Rewards principals in a country may receive for good performance of their school (✓ - principals may receive such reward for good performance; ✗ - principals are not rewarded for good performance in this way; school receiving an incentive is a kind of an indirect, symbolic reward for the principal)

Reward system for principals for school's good performance	ALB	BIH	HRV	KOS	LTU	MKD	MDA	MNG	MNE	RUS
Increasing salary for a period of time	✗	✓	✗	✗	✗	✓	✗	✗	✗	✗
Awarding certificate	✓	✗	✗	✗	✗	✓	✗	✓	✓	✓
Advancement in their position	✓	✗	✓	✗	✗	✓	✓	✗	✗	✗
National award	✗	✗	✓	✗	✗	✗	✗	✓	✗	✓
Municipality bonus	✗	✗	✗	✗	✓	✗	✗	✗	✗	✗
School receives an incentive	✗	✗	✗	✗	✗	✗	✗	✓	✗	✗

Providing guidance to teachers for curriculum and teaching related tasks

There are always some provisions in regulations for the responsibility of the school principal to provide guidance to teachers in their teaching tasks. Some countries require supervision and/or classroom observations of teaching lessons; in some countries part of the curriculum is school based and principal's duty is to guide teachers in curriculum implementation. There are also methodological groups in schools that provide that guidance in some other countries.

Table 13a: Responsibilities regarding providing guidance to teachers by school governance (✓ - this is a responsibility of school governance; ✗ - this is not a responsibility of school governance)

Providing guidance to teachers	ALB	BIH	HRV	KOS	LTU	MKD	MDA	MNG	MNE	RUS
Developing common understanding of curriculum	✓	✗	✗	✗	✗	✓	✗	✓	✗	✓
Guidance on principles of teaching and learning	✓	✗	✗	✗	✗	✓	✗	✓	✗	✗
Guidance on methodological principles	✓	✗	✗	✗	✓	✓	✗	✗	✗	✗
Proposing or adapting school curriculum	✗	✗	✓	✓	✗	✓	✗	✗	✗	✗
Ensuring professional development of teachers	✓	✗	✓	✗	✓	✓	✓	✗	✗	✗
Pedagogical supervision	✓	✗	✓	✗	✗	✓	✗	✗	✓	✗

Table 13b: Persons responsible for providing guidance to teachers ✓ - this person is responsible for providing guidance to teachers; ✗ - this person is not responsible for providing guidance to teachers)

Person responsible for providing guidance to teachers	ALB	BIH	HRV	KOS	LTU	MKD	MDA	MNG	MNE	RUS
Responsibility of principal	✓	✓	✗	✗	✗	✓	✗	✗	✓	✓
Responsibility delegated to education manager	✗	✗	✗	✗	✗	✓	✗	✓	✗	✗
Responsibility delegated to deputy principal	✗	✗	✗	✗	✗	✓	✓	✗	✓	✓

Evaluation of teachers' performance by school principals

Evaluations are nearly always part of the principal's duties. Sometimes the evaluation of teachers' work and performance is done by the principal, his deputy or teams that are established for this purpose. Teachers' work is often assessed through the certification process, self-evaluation or through school inspections.

Table 14: Persons/entities responsible for evaluation of teachers' performance (✓ - depending on case, the person/entity may carry out/organise an evaluation of teacher's performance; ✗-the person/entity does not carry out/organise performance evaluations of teachers)

Evaluation of teachers' performance	ALB	BIH	HRV	KOS	LTU	MKD	MDA	MNG	MNE	RUS
Carried out by school principal	✓	✓	✓	✓	✗	✓	✓	✓	✗	✓
Carried out by deputy school principal	✓	✗	✗	✗	✗	✓	✗	✗	✗	✗
Carried out by another person/institution	✓	✗	✗	✗	✗		✗	✗	✓	✗
School principal organises evaluation	✗	✗	✗	✗	✓	✗	✗	✗	✗	✗

3.6.1 Supporting Principals to Improve Schools

Participation in continuing professional development

In all countries participation of both teachers and principals in continuous professional development is required; however the required level of participation differs. In most countries there is a requirement that school principals attend the accredited program for principals (and sometimes requiring also a license). The actual continuing professional development participation depends on the regulations and the actual offer. Some countries define that principals have to attend training every five years, while in others they have the right to five days of training per year. Some of the trainings are also offered by educational authorities, particularly linked to updates or changes in education, but useful modules are often offered by NGOs or international organizations. This is generally linked to modern developments in management and leadership.

Table 15: Regulations regarding requirement for principals to participate in continuing professional development (✓ marks whether participation of principals in CPD is explicitly required by regulations or whether there are no special regulations regarding requirement for participation of principals in CPD)

Participation in continuing professional development	ALB	BIH	HRV	KOS	LTU	MKD	MDA ³¹	MNG	MNE	RUS
Participation required	✓	✓	✓	✓	✓	✓	✗	✓	✓	✗
No special regulations	✗	✗	✗	✗	✗	✗	✓	✗	✗	✓

More details are given in Table 16.

Table 16: Overview of requirements for principals to participate in continuing professional development – requirement for principals to participate in CPD (✓ - principals are explicitly required to participate in CPD; ✗ – principals are not explicitly required to participate in CPD), frequency of participation and duration of CPD courses/trainings in different countries

³¹ School principals are encouraged, but not required, to attend professional development courses and to obtain managerial degrees. Principals without managerial degrees can remain in post without participating in CPD. The participation in CPD is mandatory only for principals who want to confirm or obtain a higher managerial degree.

	CPD required	Frequency	Duration	Comment
Albania	✓	once a year	3 days	
Bosnia and Herzegovina	✓	N/A	N/A	
Croatia	✓	Occasional trainings	Not defined ³²	According to the Pedagogical standard for teachers in primary school teachers and principal are obliged to participate in CDP: <ul style="list-style-type: none"> - On national level – at least once in a 2 years - On county level – at least 3 training per year - Continuous professional development on the school level - Continuous self-professional development
Kosovo	✓	Occasional trainings	150 hours	Successful completion of an accredited program is required for principal's nomination
Lithuania	✓	once a year	5 days	
Macedonia	✓	once a year	4 days	
Moldova	✓	see comment	see comment	The participation in CPD is mandatory only for principals who want to confirm or obtain a higher managerial degree (every 5 years). In such cases, the principals are required to accumulate a certain number of professional credits ³³ .
Mongolia	✓	In first, fifth and tenth year of service	3 days local 5 days national	
Montenegro	✓	see comment	3 days	For renewal of licence
Russia	✗	Once in 3 years	72 hours	Longer courses last 144 hours

³²There is no specific number of days/hours they should participate in the CPD in one year. The CPD plan should be done for each teacher on the school level as a part of school curricula or as a separate document.

³³ These credits can be obtained by following training courses, drafting institutional development strategies, planning and proper management of the educational process and financial resources, and developing and implementing projects.

Responsibility for financing continuous professional development

The financing of continuous professional development is in most cases covered from different sources. Depending on the situation, it could be the responsibility of principals, but in most countries the budget for this is provided by the state, local or school budget. Some trainings are also provided and covered by projects of international donors, however that is not sustainable in the longer term, after the end of the project. It has to be noted that the costs of training are not only the training fee but also costs related to travel, accommodation etc. An interesting case is Macedonia, where principals are required by law to pay for their professional development courses, including examinations and certificate.

Table 17: Resources for financing of continuous professional development (CPD) for principals (✓ - depending on case, the person/entity may provide (co-)financing for CPD of principals; ✗ - the person/entity does not provide (co-)financing for CPD of principals)

Financing of continuous professional development	ALB	BIH	HRV	KOS	LTU	MKD	MDA	MNG	MNE	RUS
Self-financing by school principals	✓	✗	✗	✗	✓	✓	✗	✗	✓	✓
School budget	✓	✓	✓	✓	✓	✓	✓	✗	✓	✓
State/local budget	✓	✓	✓	✓	✓	✓	✗	✓	✗	✓
Donors/organisers	✓	✓	✓	✓	✓	✓	✗	✗	✗	✓

Performance evaluations and professional development needs

In most of the countries there is no direct link between the performance evaluations and professional development needs analysis. Except for Lithuania there are no (at least annual) performance evaluations that would provide recommendations for areas where CPD is needed. In most cases only information about professional development needs is collected.

Requirements regarding principals' professional development and performance evaluations

Principals' professional development and performance evaluations are not directly linked to the position of the principal. Requirements are generally set in legislation or regulations. In many countries there is no system of principal evaluation and their quality is mostly assessed by the school council. Licensing is the most common approach for assessing a principal's competences and this is often followed by continuing professional development programs and training courses, regularly or during a certain period of time. However, a working system of continuous professional development is in place in only a few of the countries.

Dismissing of principal due to breach of responsibilities

In all countries principals can be dismissed due to breach of responsibilities. There is a broad spectrum of cases where the principal can be fired, in many countries these also include poor quality of his/her work or poor results of students. The only country where a principal cannot be dismissed on the grounds of poor performance is Lithuania.

Under the current federal legislation in Russia any leader of a state-funded institution can be dismissed without explanation. The standard explanation is that senior authorities have lost confidence in him.

More details from each country are provided in Annex 9, where procedures for dismissing a principal in case of breach of responsibilities are described.

Influence of performance reviews (evaluations) of principals on salary or bonuses

Most of the countries that participated in the study don't have official performance reviews of school principals, although their work is being informally assessed by the school council. There are some bonuses provided and they are given by school boards in recognition of good work.

Table 18: Influence of performance reviews of principals on their salary or bonuses (in case there are performance reviews: ✓ - the result of a performance review can affect this; ✗ - the result of a performance review does not affect this)

Influence of positive performance reviews on salaries/bonuses	ALB	BIH	HRV	KOS	LTU	MKD	MDA	MNG	MNE	RUS
There are no performance reviews	✗	✗	✗	✓	✗	✓	✓	✗	✗	✗
Additional one month's salary	✓	✓	✗	✗	✗	✗	✗	✓	✓	✗
Increased salary	✗	✗	✗	✗	✓	✗	✗	✗	✗	✗
Additional bonuses	✗	✗	✗	✗	✗	✗	✗	✗	✗	✓

3.6.2 Major domains of responsibility of school leadership

Supporting, evaluating and developing teacher quality

Support to the development of teacher quality is mainly the responsibility of the school principal. The school council monitors that indirectly, through school performance. In some countries school councils participate in teachers' appraisal. Evidence collected can be used on one hand to support teachers that are underperforming, but on the other hand it can also be used to plan measures in the school development plans (or annual plans, if that is possible) to enhance the quality of teaching with appropriate support to teachers.

Table 19: Persons/bodies responsible or involved in supporting, evaluation and development of teacher quality in schools in different countries (✓ - the person/body is responsible or involved in supporting, evaluation and development of teacher quality; ✗ - the person/body is not responsible or involved in supporting, evaluation and development of teacher quality)

Support, evaluating and developing teacher quality	ALB	BIH	HRV	KOS	LTU	MKD	MDA	MNG	MNE	RUS
Responsibility of principal	✓	✓	✓	✗	✗	✓	✓	✓	✗	✗
Responsibility of school council	✗	✓	✓	✓	✓	✓	✗	✓	✗	✗
Self-responsibility of teachers	✗	✗	✗	✗	✗	✗	✗	✗	✓	✗
Responsibility of professional bodies in school	✗	✓	✓	✗	✓	✓	✗	✗	✗	✓

Involvement of school governance structures in schools in goal-setting, assessment and accountability

All countries provided information regarding the involvement except for Montenegro. Experience varies, but school governance is actively involved in goal-setting and monitoring achievements of these goals. This is done through the development of school strategies, development plans, annual and financial plans and, later, with reports provided by the school management. However, many countries reported that most of the preparatory work and draft documents are prepared by school principal and his team and that the role of the council is mainly in discussing and approving them³⁴.

Table 20: Involvement of school governance structures in goal-setting, assessment and accountability (✓ - school governance structures are involved in the process; ✗ - school governance structures are not involved in the process)

Involvement of school governance structures in goal-setting, assessment and accountability	ALB	BIH	HRV	KOS	LTU	MKD	MDA	MNG ³⁵	MNE	RUS
Goal setting	✓	✗	✓	✓	✗	✓	✓	✓	✗	✓
Development plans	✓	✗	✓	✓	✗	✓	✗	✗	✗	✓
Strategic plans	✓	✗	✗	✗	✓	✓	✓	✗	✗	✓
Annual plans ³⁶	✓	✓	✓	✗	✓	✓	✓	✗	✗	✗
Financial plans	✓	✗	✓	✗	✓	✓	✓	✗	✗	✗
Annual reports	✓	✓	✓	✓	✓	✓	✓	✗	✗	✗
Quality assurance	✗	✗	✗	✗	✗	✗	✗	✓	✗	✗

³⁴The report from Russia states: "The members of the Governing Board (both representatives of the school faculty and parents) are not very much experienced in these subject areas, so they have to trust the school principal because he has much higher level of competence and the range of vision. In theory schools could find competent candidates for school governing board budgetary committee, but in reality such specialists very rarely are present in the board composition."

³⁵This refers to the school council only, according to its rule as stated in legislation. Other bodies of school governance i.e. principal, manager, teachers' council and others are involved in other tasks in the table.

³⁶In Albania both annual and financial plans are included in the Minister's instructions about the role and responsibilities of the School Board related to assessment and approval of annual plans and financial plans, even though it is not yet fully accomplished due to their limited capacity and other challenges.

Involvement of school governance structures in schools in strategic, financial and human resource management

There are different situations in participating countries. From Mongolia there were no data regarding this aspect of involvement of school governance structures. In most countries the governance structures (except for the school principal) are not directly involved with the management, their role is in assessing and approving school plans and reports.

Table 21: Involvement of school governance structures in strategic, financial and human resource management in different countries (✓ - school governance structures are involved in the process; ✗ - school governance structures are not involved in the process)

Involvement of school governance structures in strategic, financial and human resource management	ALB	BIH	HRV	KOS	LTU	MKD	MDA	MNG ³⁷	MNE	RUS
Financial management	✓	✗	✗	✗	✗	✓	✓	✗	✗	✗
Human resource management	✓	✓	✓	✗	✗	✓	✗	✗	✓	✗
Financial planning	✗	✓	✓	✓	✗	✓	✓	✗	✓	✓
Financial reporting	✗	✓	✗	✗	✗	✓	✗	✗	✗	✓
Strategic planning	✗	✗	✗	✗	✓	✓	✓	✗	✗	✗

Involvement of school governance structures in schools in collaborating with other schools

There are different solutions and different experiences in participating countries. In most cases collaboration with other schools is not really specified as one of the tasks of governance structures, although there are a number of formal and less formal forms of collaboration, both between individual schools and through different forums on regional or national level. An interesting example is Russia, where, because of tough competition among schools, there is no room for collaboration. The existing formula-based per capita funding and dependence of schools on ratings creates a competitive environment, which is not suitable for real collaboration between schools.

³⁷Same as in the previous table.

3.7 School councils

The name of the school council in the local language and the English translation

Names of the school councils/governing boards are presented in Table 22.

Table 22: The name of the school council in the local language and the English translation

	Local language	English
Albania	Bordi i Shkollës	School Board
Bosnia and Herzegovina	Školski odbor	School Board
Croatia	Školski odbor	School Board
Kosovo	Keshillidrejtues	Governing Board
Lithuania	Mokyklostaryba	School Council
Macedonia	Училишен одбор (Učilišen odbor)	School Board
Moldova	Consiliul de administrație al instituției de învățământ	Administration Board of the educational institution
Mongolia	Surguuliin Zuvlul Surguuli Tsetserlegiin Zuvlul	School Council School and Kindergarten Council
Montenegro	Školski odbor	School Board
Russia	Управляющий совет (Upravljajušij sovet) Школьный Совет (Škol'nyj Sovet)	Governing Board School Council

The composition of the school governing body/council

The composition of governing boards in countries that participated in the survey shows some common traits but also differences. The number of board members varies from 3 (in some cantons in Bosnia and Herzegovina) to 12 in Macedonia. All of them are composed of representatives of the main stakeholders: teachers, parents, students, local community, often also school staff/employees. It is interesting to note that in Croatia and Moldova the school principal is also a member of the school governing board (in Moldova this is also true even for the deputy principal). More details on composition of school governing boards can be found in Annex 12.

Table 23: Representation of different groups/entities in the school governing body/council (for a group/entity represented in the governing body/council, the number of its members in it is indicated; ✓ - the group/entity is represented in the governing body/council, however the number of members is not specified or was not provided; ✗ - the group/entity is not represented in the governing body/council)

Representation in the school body	ALB ³⁸	BIH	HRV	KOS	LTU ³⁹	MKD ⁴⁰	MDA	MNG ⁴¹	MNE	RUS ⁴²
Teachers	1	✓	2	3	✓	3(4)	2	✓	✗	✓
Parents	2	2-3	1	3	✓	3(3)	3	✓	2	✓
Students	2	✗	1	✗	✓	✗	1	✓	2	✓
Local community	1	1	✗	2	1-3	✗	✗	✓	✗	✓
Local government	1	✓	✗	✗	✗	2(3)	1	✓	1	✗
Local education authority	1	✗	✗	✗	✗	✗	✗	✗	✗	✗
School staff (including teachers)	✗	1-2	✗	✗	✗	✗	✗	✗	4	✓
School founder	✗	1	3	✗	✗	✗	✗	✓	✗	✓
School employees	✗	✗	1	✗	✗	✗	✗	✓	✗	✗
Ministry of Education	✗	✗	✗	✗	✗	1(1)	✗	✗	2	✗
Business community	✗	✗	✗	✗	✗	1	✗	✗	✗	✗
Principal	✗	✗	✗	✗	✗	✗	1	✓	✗	✓
Deputy principal	✗	✗	✗	✗	✗	✗	1	✗	✗	✗
Other organizations	✗	✗	✗	✗	✗	✗	✗	✗	✗	✗
Social partners ⁴³	✗	✗	✗	✗	✗	✗	✗	✗	2	✗
Trade union	✗	✗	✗	✗	✗	✗	✗	✗	✗	✓

The term of members of the school council

The length of the term also differs among countries. The shortest one, 2 years, is in Russia, while in other countries it is between 3 and 4 years (except Moldova, where the term is 5 years). In all countries re-election is possible. In Kosovo the re-election is possible only for teachers' and parents' representatives. Another interesting example is Lithuania, where the length of the term is established by the school principal.

³⁸ For the educational institutions with less than 24 classes there is only one representative of parents and one of students. In case of institutions with less than 24 classes the student representative can be substituted with a second parent representative. In case of institution with at least 24 classes the two student representatives can be substituted with a third parent representative and a second representative of the local community.

³⁹ Representatives of teachers, parents and students (on equal proportions) – number unknown

⁴⁰ Information for primary school councils (in parenthesis info for secondary schools)

⁴¹ 9 to 11 members, no data provided

⁴² No exact data provided, however the school governing board in Russia is usually composed of representatives of parents, teachers and sometimes parents and community members. The exact proportion is determined by the school. Some schools may also include representatives of LEA.

⁴³ Only in vocational education and adult education institutions

Table 24: The length of the term of members of the school council and possibility for re-election (✓ - re-election is possible; ✗ - re-election is not possible)

The term of school council members	ALB	BIH	HRV	KOS ⁴⁴	LTU ⁴⁵	MKD ⁴⁶	MDA	MNG	MNE ⁴⁷	RUS
Length of term (years)	3	4	4	3	Established by principal	3(4)	5	3	4(2)	2-3
Re-election possible	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓

Responsibilities of the school council

Table 25 presents the list of responsibilities of the school council in participating countries. They are very similar and are linked to (at least) participation in selection of the school principal, to adaptation of school internal structure, school documents and regulations, annual plans and reports, including financial reports, and to participation in the development plans of school, to name some of them.

Table 25: Responsibilities of the school council (✓ - the school council is responsible for this process; ✗ - the school council is not responsible for this process)

Responsibilities of the school council	ALB	BIH	HRV	KOS	LTU	MKD	MDA	MNG	MNE	RUS
Approve the mid-term and annual plans	✓	✓	✓	✗	✓	✓	✓	✗	✓	✓
Approve the plan of expenses	✓	✓	✗	✓	✓	✓	✓	✗	✓	✗
Contribute in drafting of the school development plan	✗	✗	✗	✓	✗	✗	✓	✓	✗	✓
Approve/adopt the curriculum	✓	✗	✓	✗	✗	✗	✓	✗	✗	✗
Participate in appointment of principal and teachers	✓		✓	✗	✗	✓	✓	✗	✗	✗
Review internal regulations	✓	✗	✗	✓	✗	✓	✗	✓	✗	✓
Adopt the statute, organisational chart and other legislation acts	✗	✗	✓	✗	✗	✓	✓	✓	✓	✓
Review the annual financial report	✓	✗	✗	✓	✓	✓	✓	✗	✓	✗
Monitor implementation of the annual plan	✓	✗	✓	✗	✗	✗	✓	✗	✓	✗
Ensure contributions from local or foreign sources	✓	✗	✗	✗	✗	✓	✗	✗	✗	✓
Inspect, monitor, evaluate and assist in learning and teaching activities	✗	✗	✗	✗	✗	✗	✗	✓	✗	✗

⁴⁴Re-election possible for teachers' and parents' representatives

⁴⁵Term is established by the school principal

⁴⁶Primary education – 3 years, secondary education – 4 years

⁴⁷Two-year term is for parents

Participate in appointment of principal ⁴⁸	✓	✓	✗	✗	✗	✓	✓	✗	✗	✗
Proposing/approving school policies and regulations	✗	✓	✗	✗	✗	✓	✓	✓	✗	✓
Ensuring rational use of that school resources	✗	✓	✗	✗	✗	✓	✗	✗	✗	✗
Addressing diverse complains and measures	✗	✓	✗	✗	✗	✓	✗	✗	✗	✓
Monitoring the implementation of policies	✗	✓	✗	✗	✗	✗	✗	✗	✗	✗
Provide suggestions for the improvement of school work	✗	✗	✓	✗	✗	✓	✗	✗	✗	✓
Analyses the results of the educational aspect of work	✗	✗	✓	✗	✗	✗	✗	✓	✗	✗
Adopts the School Board Guidelines	✗	✗	✓	✗	✗	✓	✗	✗	✗	✓
Approval of the teacher and pupil dress code;	✗	✗	✗	✓	✗	✗	✗	✗	✗	✓
Approval of the extra-curricular activities	✗	✗	✗	✓	✗	✗	✗	✗	✗	✗
Approval of the list of text books and other materials	✗	✗	✗	✓	✗	✗	✗	✗	✗	✗
Perform public supervision of the school's management	✗	✗	✗	✗	✓	✗	✗	✓	✗	✗
Influence decisions of the principal	✗	✗	✗	✗	✓	✓	✗	✗	✗	✗
Represent the stakeholders and the local community.	✓	✗	✗	✗	✓	✓	✗	✗	✗	✓
Organizing public hearings	✗	✗	✗	✗	✗	✗	✓	✗	✗	✗
Manages resources from non-budget sources	✗	✗	✗	✗	✗	✗	✓	✗	✗	✓
Analyses community satisfaction with services and development priorities	✗	✗	✗	✗	✗	✗	✓	✗	✗	✗
Develop proposals to improve the quality	✗	✗	✗	✗	✗	✗	✗	✓	✗	✗
Protect the interests of teachers, staff, and students	✗	✗	✗	✗	✗	✗	✗	✓	✓	✗
Adopt development projects	✗	✗	✗	✗	✗	✗	✗	✗	✓	✗
Social, partnership and civil responsibility for decisions to the school community	✗	✗	✗	✗	✗	✓	✗	✗	✗	✓

⁴⁸ This is true for Albania only if we take into consideration that the head of the school board is a member of the evaluation committee, even though functioning of such committees is not yet consolidated. School boards are not always established through an open and democratic process, what would strengthen their role as a real community representative structure.

Role of the school council in the appointment of the principal

The school board is more or less actively involved in the process of appointing the school principal in all countries. However, in some countries it leads the process from the very beginning till the approval of the candidate, while in others it just participates as an observer (Kosovo). Details are provided in Annex 10.

Table 26: Role of the school council in the process of appointment of the principal in different countries (✓ - the school council is responsible for this step in the process; ✗ - the school council is not involved in this step in the process)

Role of the school council in principal appointment	ALB	BIH	HRV	KOS	LTU	MKD	MDA	MNG ⁴⁹	MNE	RUS ^{50, 51}
School council nominates member(s) to evaluation committee	✓	✗	✗	✗	✓	✓	✓	✗	✗	✗
Appoints the principal	✗	✓	✓	✗	✗	✓	✗	✗	✗	✓
Preparing tender/call	✗	✓	✓	✗	✗	✗	✗	✗	✓	✗
Preparing list of candidates	✗	✓		✗	✗	✓	✗	✗	✓	✗
Observing appointment process	✗	✗	✗	✓	✗	✓	✗	✗	✗	✓
Reviewing applications	✓	✗	✗	✗	✗	✓	✗	✗	✗	✗
Submit proposal to education authorities	✓	✗	✗	✗	✗	✓	✗	✗	✗	✗

Introductory training/seminar for members of the school council

There is no specific training organized for members of the school council in most countries that participated in the study. Normally there is an introductory meeting where the school principal introduces new members to their duties and responsibilities according to legislation and regulations. That also depends on the school.

The only country where such training takes place is **Russia** where the Governing Board members can receive training. It can be face-to-face instruction (from 4 to 16 hours) as well as online learning. Exemplary topics for that training are given in the textbox below.

⁴⁹According to the 2002 Education law original version, the School council may provide and submit suggestions on appointing or replacing a principal. But, this provision is nullified by the Law of 2006.

⁵⁰In some Russian regions (for example, in Moscow) the Governing Board is entitled to elect the school principal from three candidates proposed by the Department of Education. However, in most regions, the Governing Board has no influence on the process of appointing the school principal.

⁵¹The governing board does not appoint the principal in most regions of Russia except Moscow. According to some regional legislations the principal's appointment must be approved by the board but most legislations do not have this provision.

Examples of topics for the training of members of the school council in Russia (full list of topics provided in Annex 5)

SECTION 1. The State-Public Educational Management.

SECTION 2. The Governing Board in the Strategic Management of Modern School.

SECTION 3. Transparency in Education.

SECTION 4. Assessment and Public Quality Control in Education.

Manuals for members of the school council

Manuals or guidelines for the work of the school council are provided in one or another form in all countries, except for Montenegro. In Lithuania that depends on the practice of the particular school, in Bosnia and Herzegovina Board members are usually provided only with excerpt from the laws and by-laws that regulates their duties and responsibilities. In Albania they receive, from the principal of the education institution, only the information provided through the Minister's instruction or any other document of the Local Education Unit on the duties and responsibilities of the School Board. There is no manual regarding the responsibilities of the Board members in Moldova.

A manual for school council members was developed recently in Kosovo. It helps the members to better understand their role on duties and responsibilities as a council member and also reflects on actual practice of school council. Topics discussed are: composition and efficiency of the school council; role of the governing council in school; school rules; personnel selection; role of the governing council in financial management; donation and contribution management in schools; extracurricular activities; risk evaluation for extracurricular activities; communication with parents; gender and schools.

In **Mongolia**, "Education Micro Planning Toolkit" by UNESCO was adapted into national context, but is not well known among stakeholders.

Russia developed twelve brochures that describe in details the role of the governing board. The list of brochures is in Annex 6. The main brochure is "Welcome to the Governing Board" with the following content:

Chapter 1. Let's get to know: The Governing Board.

Chapter 2. The basic rights and duties of the Governing Board.

Chapter 3. The composition and the formation of the Governing Board.

Chapter 4. School governors: who are they?

Legal responsibility of the members of the school council

Members of the school board are generally not legally responsible for their action and decisions. That is the case in Lithuania and Montenegro. In Albania, they are not legally responsible, except for the decisions on the financial management of the funds raised by the education institution (for example, funds raised through parents' contribution). In Bosnia and

Herzegovina, the council can be dismissed if it does not perform its duties under the law. In Croatia they are also not legally responsible, unless they break the law in which case they are held responsible like any other citizen.

Members of the school council in Kosovo are legally bound for the decisions and actions. This comes into function especially in case of school councils. In Macedonia members of the School Board do not have direct legal responsibility. In cases of inadvertently breaking the law, it is possible for the School Board to be held legally responsible depending of the severity of the offense. The Educational Code and Regulation in Moldova doesn't provide clear explanations of the legal responsibility for the Board's decisions. The Governing Board members in Russia have no legal responsibility for the decisions made. Responsibility is only civil and social. This is a joint responsibility for the education and socialization of children. If the Governing Board takes an illegitimate decision (violating the laws of Russian Federation), a representative of the founder can cancel their decision.

Involvement of school council in the recruitment of teachers

School councils are not involved in the actual recruitment process for teachers, but in some countries they approve the principal's decision. They often establish or approve the need to employ school staff and make approval of principal's decision about their employment. In Lithuania and Russia they are not involved at all in any activity regarding recruitment of teachers.

The school council and management of financial resources

The school council generally has the responsibility for adopting annual financial plan and approving financial reports at the end of the year. Only in Kosovo does the school council take an active part in preparation of the budget and budget allocation.

Table 27: Responsibilities of the school council in management of financial resources

(✓ - school council is responsible/involved in the process; ✗ - school council is not responsible/involved in the process)

The school council and management of financial resources	ALB	BIH	HRV	KOS	LTU	MKD	MDA	MNG	MNE	RUS
Approving the plan of expenses	✓	✓	✗	✗	✗	✓	✓	✓	✗	✓
Proposing and reviewing the annual financial report	✗	✗	✓	✗	✗	✓	✗	✗	✗	✓
Managing own resources	✗	✗	✗	✗	✗	✗	✓	✗	✗	✗
Discussing plan of expenses	✗	✗	✗	✗	✓	✓	✗	✗	✗	✗
Preparation of the budget	✗	✗	✗	✓	✗	✗	✗	✗	✗	✗
Proposal of the financial plan	✗	✗	✗	✗	✗	✓	✗	✗	✗	✗
Involvement in fundraising	✗	✗	✗	✗	✗	✓	✗	✗	✗	✓
Development of criteria for the incentive rewards	✗	✗	✗	✗	✗	✗	✗	✗	✗	✓

The role of the school council in management of running costs

The school councils are not directly involved in the management of running costs in schools. They approve the plan of expenses, review annual financial reports. They can also provide suggestions for efficient management of running costs (Moldova). They also approve the plan of expenses of the educational institution for the funds being ensured by the institution (Albania). The Governing Board in Russia may be involved in the distribution of funds of running costs (for example, when choosing new equipment for the school canteen, or purchasing computers).

The power of the school council

School councils are dealing with school rules, school development plans and school budget, however they are not involved in setting teaching syllabus and objectives. The actual role and power of school councils can be seen in Annex 11, where responsibilities of school councils are listed.

Autonomy of school in acquisition of goods and services

Autonomy of schools in acquiring goods and services is limited by legislation. There are certain limits defining which decisions can be made by the school principal or by the school board and for which acquisitions approval of the ministry responsible for education is needed. Procurement procedures are also defined and can be centralised.

Schools can have their own sources of income, through donations, sponsorship, sale of goods and through providing education and training outside their normal work. These funds normally go to a separate account. These funds are normally used for improving teaching and learning conditions in school.

3.8 Other school bodies

Other school bodies that participate in school governance

There are at least two other bodies that participate in school governance, the parents' council and the students' council. Some countries also have the teachers' board, while in Moldova there is a teachers' board as well or, in some schools, there are Parents Teachers Associations (PTA) which do not exist in other countries.

In Mongolia, according to the Law on Primary and Secondary Education, a school may establish a self-governing organization of students, parents and caregivers. The self-governing organization proposes suggestions and opinions on issues to promote learning activities, improving the quality of education, and child development, protection and participation matters to the school management and cooperate in the implementation and realization.

Detailed information

In Annexes 7 and 8 there is more detailed information about the appointment procedure and responsibilities of parents' council and students' council that exist in all countries. Moldova is the only country that has Parents Teachers Association in some schools. The teachers' councils

(boards) exist only in three participating countries, Albania, Lithuania and Russia. In Russia there are another two bodies, the Board of Trustees and Supervisory Council. Details are given below.

The Parents' Council Details on the appointment procedure and responsibilities of Parents' council are provided in Annex 7.

The Students' Council Details on the appointment procedure and responsibilities of Students' council are provided in Annex 8.

The Teachers' Council The teachers' councils (boards) exist only in three participating countries, Albania, Lithuania and Russia.

Teachers' Council in Albania that consists of all the teachers of the institution and is headed by its principal, is a collegial advisory body for the management of the activities of the institution. The role and functioning of this body are defined by instructions from the minister of education.

The teachers' board (mokytojų taryba) in Lithuania consists of the principal, deputy principal(s), heads of departments, teachers and specialists. The responsibility of the body is to deal with the issues of curriculum and professional development.

The Teachers' Council in Russia consists of the school teachers. The main function: solving the educational problems arising in the course of education. (legal basis: the School Charter).

Other bodies in Russia

The Board of Trustees is a body of public participation in school management whose function is to attract donations and targeted non-repayable contributions from individuals and entities, and to oversee their spending to provide the statutory activity (legal basis: Decree of the President of Russia and RF Government Regulation, 1999). Members are representatives of the local community, graduates, businesses and representatives of social sphere. As a rule, the composition is determined by the principal (by invitation). The main function is fundraising and their impact on school governance is through representatives in the Governing Board.

However, the Boards of Trustees in Russia have been replaced by school governing boards in 2004. The only ones that remained are Boards of Trustees of the most prestigious private schools.

The Supervisory Committee is a body directly involved in autonomous organization management with the help of the representatives of the founder, as well as representatives of the state or local government, public representatives and, possibly, with the participation of the representatives of the institution staff (legal basis: Federal Act № 174). As a rule, the composition is determined by the principal (by invitation) and the main function is expenditure control.

4. CONCLUSION

The study shows a wide variety of different approaches to school governance in countries that participated in the survey. It provides an overview of different aspects of school governance, from the legal basis to the role of different stakeholders and in particular on the role of school councils. The shift from highly centralized system of governance in education towards a decentralized one, providing empowerment but also more responsibilities to the bodies at the school level, has been taking place. However, there is still a gap between theory and practice – between the legal framework in most countries and the actual implementation of the decentralized system. There are still some centralized “safety” valves in the system that often prevent stakeholders to fully exercise their mandate in line with their needs. School governance is often very formal, with the school principal as the central figure in the governance system, balancing between central authorities (who in most cases approve his appointment) and the stakeholders in their school governing body. This particularly important when inputs and needs of students, teachers and parents are taken into account.

It is difficult to draw some general conclusions from the data that were collected. National education systems have been developing from the traditional systems existing in the second half of the last century. As most of the countries participating in the study belonged to the same two states, they share similar traits. The education systems are one of the most conservative systems, where (slow) evolution is more likely to happen than revolutionary changes. Changes are therefore slow and take time. However, one of the most important issues that contributes to more transparency and really influences development of quality on the school level is the empowerment of stakeholders.

While teachers once played a relatively important role in the school governance system, directly or indirectly, the role of students and parents was more marginal, as one would expect from a centralized system and quite a rigid hierarchical structure. Development and examples from other countries provided a different perspective for new democracies and in most cases the changes were introduced in two ways. One was a top-down approach where governments were building a decentralized system, the other a bottom-up approach where, for the most part, non-governmental organizations were developing a decentralized system at the school level and empowering stakeholders to actively participate in the development. The second approach seems to be more sustainable as the demand for a more active role of stakeholders is driven by them and not imposed by authorities.

What makes a real difference? Unfortunately, due to limited resources the study could not collect case studies of good practices that would give a closer look not only on what worked well and what didn't but also what were the reasons for that.

However, empowerment of stakeholders at the school level seems to be the critical element for changes to take place. The role of students, teachers and parents in the school council is an important lever for enhancing the quality of school. Members of the school council have their responsibility not only for the legal aspects of the school operation but for the overall quality and development of education at the school level. They also represent different stakeholders with their own needs and give a different perspective to school management. They are partners in the processes and should be aware of their role, not just as individuals in the school council but as representatives of their “election basis”.

In most countries participating in the study, there is no training or more detailed introduction to the role of the school council and its members. Introduction is generally made by the school principal and is often very formal, based on legal documents. While this can fulfill legal requirements, it might miss the most important aspect: contribution of stakeholders to the development towards a better school taking into account different perspectives that might seem at the beginning as diverging.

Experience from some participating countries shows that a systematic approach is needed for the members of school councils to take an active role. Members have to be fully aware of their role and responsibilities but also of the less obvious role of the agents of change in the process of the school development. Appropriate induction is an important element in this. We should not forget that it is not about school management but about school governance and school leadership.

NEPC, as an important network of policy centers, could support schools by developing a toolkit that school councils could use for enhancing their work and influence the quality of schools. There are different options, but we would recommend two instruments, based on experience of some of the member countries. One is an induction course for the members of the school council that would provide an introduction to the modern role of the school council in school governance, beyond the purely legalistic one. This should also be part of the awareness building of the school council members of the important role they are playing and how they can exercise their powers.

The second tool is a manual for school council members providing more details about different aspects of the “life and work” of the school council. Some existing good examples can be adapted and further developed. NEPC members could also provide support and trainings for this. The main aspect should also be a continuous improvement of school governance taking into account the development in other countries.

Among other options for further empowerment of the school governance is a NEPC summer school that would address the school governance from the perspective of parents, students and teachers. A network of experts with a forum and platform could also follow such development.

5. ANNEXES

5.1 Annex 1 - Questionnaire

MAPPING OF SCHOOL GOVERNANCE POLICIES

Instructions

This questionnaire needs to be filled out by the researcher in the country, consulting the following type of documentation:

1. Laws and regulations regulating school governance in primary and secondary education.
2. Laws and regulations concerning the duties and responsibilities, as well as the rights, of principals.
3. Laws and regulations concerning capacity building of school governance bodies.
4. Laws and regulations concerning the functioning of schools (e.g. funding regulations and regulations regarding the appointment of teachers and principals)
5. Relevant statistics available from the national Ministry of Education or from agencies
6. In some questions, identification of relevant research (if available) is required.

This questionnaire has to be filled in with references to sources of information given in the footnotes.

For each law or regulation you refer to, please do not insert the full information on the date of publication of legal acts in the questionnaire, only give a short title, e.g. 'Law on Secondary Education', and give the full name of the legal act or policy document and date of publication in a footnote.

For each study you quote, please give information in a footnote.

Questionnaire for desk research

Please limit answers to each question to factual information and references to legal or policy documents (or research). As a rule each answer should not be longer than 8-10 sentences (and in some cases 1 sentence will do).

1. Please provide a summary of all stakeholders relevant in education policy, their roles within it and their repertoire of formal and informal interventions.

Overview of key stakeholders in (country) education system

Stakeholders	Role/interest	Examples of interventions
Ministry of Education		
National Agency/Body for Education		
Schools Inspectorate		
Local Education Authorities		
School Principals		
Teachers		
Parents		
Children and students		
Others (please add)		

2. Legislation

1. What acts and regulations define the framework of school governance?	
2. What is the definition of school governance in legal documents?	
3. What governance bodies are defined on the school level? What is their relationship? What role does each of the bodies or individuals play?	
4. Please describe the process of school principal appointment. What are the criteria for his/her selection?	
5. What is the role of the national educational authority (Ministry of Education) in the process of school principal appointment? In what stages of the process are they involved or intervene? Could you please provide any such reported cases of their intervention (positive or negative)?	

6. What is the role (if any) of the regional educational authority in the process of school principal appointment? In what stages of the process are they involved or intervene?	
7. Is there a provision for vetoing the nomination of the principal? Who has that right? On what basis?	

3. Studies

1. Was there any study carried out regarding the school governance in your country? If yes, what are the main findings and recommendations?	
2. Did your country participate in any international study on school governance? If yes, what are the main strengths and weaknesses?	
3. Where there any changes in school governance in your country in last 10 years? When? What stimulated these changes?	

4. Governance at the school level and quality of education

1. How effective are existing governance structures at the school level in helping to improve teaching and students' learning? What is the support mechanism in place to enable governing bodies at the institution level to take on their responsibilities? Where is the evidence that it works?	
2. How inclusive and participatory is the process of constituting the governance and accountability structures at the institution level? Does the composition of the governance body reflect the diversity of critical stakeholders? What are the criteria for identifying these stakeholders? What are the mechanisms for their effective engagement?	
3. What is the role of leadership in promoting learning? How effective are the existing mechanisms for recruiting school principals that are able to exercise instructional or learning?	

<p>4. What measures are adopted to make institutional operations transparent and make them accountable for performance? Is information related to finance, staff performance, quality of learner achievement, or any other aspects of management made available to stakeholders, parents of children, to students' and learners' associations, civil society and local community members? How effective have these transparency measures been in improving the quality of education?</p>	
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6. School leadership

<p>1. What kind of continuous professional development (trainings, courses) is available for school principals to develop their leadership skills?</p>	
<p>2. Are there any programmes promoting the practice of teacher leadership or distributed leadership in schools?</p>	
<p>3. Are principals of schools showing good performance or improvement rewarded? How?</p>	
<p>4. Are principals explicitly required to provide guidance to teachers for curriculum and teaching related tasks? How?</p>	
<p>5. Are principals explicitly required (by law or regulations) to evaluate teacher performance? Please describe the process.</p>	

7. Supporting Principals to Improve Schools

<p>1. Are principals required by regulations to participate in continuing professional development (in-service training)? How many days/ hours per year or per number of years is obligatory?</p>	
<p>2. Are individual principals responsible for paying for their professional development? Or are the costs of CPD covered by the state/ municipality/ school?</p>	

3. Are principals performance evaluations used to assign what professional development is needed?	
4. Are there requirements (professional development and performance evaluations) to remain a principal?	
5. Can a principal be fired due to breach of responsibilities? What is the procedure?	
6. Do performance reviews (evaluations) of principals influence salary or bonuses?	

8. Major domains of responsibility of school leadership

1. How does school governance structure in schools support, evaluate and develop teacher quality?	
2. How is the school governance structure in schools involved in goal-setting, assessment and accountability?	
3. How is the school governance structure in schools involved in strategic financial and human resource management?	
4. How is the school governance structure in schools involved in collaborating with other schools?	

9. School councils⁵²

1. What is the name of the school council in the local language and the English translation?	
2. What is the composition of the school governing body/council? Which stakeholders are members of the school council? How is the structure of the school council defined? Please provide the structure of the school council. Does any group in the council have the majority that allows them to overrule decisions?	
3. What is the term of members of the school council? Can members be re-elected?	
4. What are the responsibilities of the school council?	

⁵²School council is a generic term for the school governing body. Please provide the name of the body in the local language and English translation as officially used.

5. What is the process of the appointment of the principal? What is the role of the school council in the appointment?	
6. Do members of the school council have an introductory training/seminar? What are the topics? Duration of the seminar?	
7. Are members of the school council provided with a manual regarding their duties and responsibilities? What is the structure? Could you provide list of topics?	
8. Are members of the school council legally responsible for their decisions and actions? If yes, how. Please provide examples.	
9. Is school council involved in the recruitment of teachers? If yes, how?	
10. What is the role of the school council in management of financial resources?	
11. What is the role of the school council in management of running costs?	
12. How much power does the school council have in: <ul style="list-style-type: none"> • school rules • drawing up a school development plan • setting the teaching syllabus and objectives • control of expenditure • allocation of the school budget 	
13. How much autonomy does the school have in acquisition of goods and services?	

10. Other school bodies

1. Are there any other school bodies that participate in the school governance e.g. parents teachers associations (PTA), parents associations, students associations etc?	
2. if yes, could you please provide the following information for each of them: <ul style="list-style-type: none"> - name of the body - membership and structure of the body - legal basis for the body - appointment procedure - responsibilities of the body - participation in the school governance 	

5.2 Annex 2: Acts and regulations that define the framework of school governance

Albania	<ul style="list-style-type: none"> - Law on Pre-University Education - normative provisions - specific Minister's instructions
Bosnia and Herzegovina	<ul style="list-style-type: none"> - Framework Law on Primary and Secondary Education in Bosnia and Herzegovina - cantonal and entity laws - school statutes - Labour Law - Law on Public Services - Regulations (by-laws) on the selection and appointment of school directors
Croatia	<ul style="list-style-type: none"> - Act on Pre-Primary Education and Care - Act on Education in Elementary and Middle Schools - Act on Vocational Education and Training - Act on Artistic Education - National Curriculum Framework (2011) - Strategy on Education, Science and Technology (2014, Ministry of Education, Science and Sport)
Kosovo	<ul style="list-style-type: none"> - Law of Education in the Municipalities of the Republic of Kosovo - Law of Pre-University Education - Administrative Instruction MEST 08/2014
Lithuania	<ul style="list-style-type: none"> - Law on Education - Requirements for School Statutes - Qualification requirements for heads of state and municipal educational institutions
Macedonia	<ul style="list-style-type: none"> - Law on Primary Education - Law on Secondary Education
Moldova	<ul style="list-style-type: none"> - Strategy "Education 2020" - Educational Code - Labour Code - School Statute - School's Internal Activity Regulations - School Curricula - Framework Plan - Institutional Quality Standards - Regulation of The Administration Board of the educational institution - Regulation of the Teachers' Board of the educational institution - Regulation of the Pupils' Board from the institution - Regulation for organization and carrying out the competition to fill the position of director or deputy director - Framework plan

Mongolia	<ul style="list-style-type: none"> - Education Law - Primary and Secondary Education Law - General Education School Model Rule (2010) - General Education School and Kindergarten Council Model Rule (2002) - School and Kindergarten Development Fund Model Rule (2008) - Law on Budget (2011) - Glass Account Law (Budget Transparency law) - State policy on Education for 2014-2024
Montenegro	<ul style="list-style-type: none"> - Law on Education - school statutes
Russia	<ul style="list-style-type: none"> - Federal Law “On education” - Regional laws on education - Regional laws on school governance (established in 4 regions) - School charters

5.3 Annex 3: Governance bodies defined on the school level

Albania	<ul style="list-style-type: none"> - School principal - School Board - Commission of Ethics and Conduct - Council of Teachers - Parents’ Council - Students’ Government
Bosnia and Herzegovina	<ul style="list-style-type: none"> - School director - School board - Students’ Council - Parents’ Council - Teachers’ Council - class council - expert working group
Croatia	<ul style="list-style-type: none"> - School principal - School Board - Parents’ Council - Students’ Council - Teachers’ Council
Kosovo	<ul style="list-style-type: none"> - School principal - School Board - Parents’ Council - Students’ Council
Lithuania	<ul style="list-style-type: none"> - School principal - Deputy principals - School Council
Macedonia	<ul style="list-style-type: none"> - School principal - School Board

Moldova	<ul style="list-style-type: none"> - School director - Administration Board - Deputy director - Teachers' Board - General Assembly of Parents - Students' Board
Mongolia	<ul style="list-style-type: none"> - School principal - School Council - Principal's Council (advisory body) - Teachers' Council
Montenegro	<ul style="list-style-type: none"> - School principal - School Council - Deputy Principal (in schools with more than 600 students) - Parents' council - Students' Parliament
Russia	<ul style="list-style-type: none"> - School principal - School Governing Board or other collegial body (84% of schools of the Russian Federation have governing boards)

5.4 Annex 4: Short overview of studies in participating countries.

1. National studies

One of the studies that was carried out in **Albania** was analyzing the parent involvement in the education system. It showed a generally satisfactory level of appreciation of schools and teachers' work by parents and that both teachers and parents understand the benefits of an extended participation for children, parents and schools. There were some interesting findings. It showed that teachers and school managers don't have necessary competences regarding communication and cooperation with parents, and that parents are weak in self-organizing and representing themselves at all levels. Parents are present only at the school level while there is a lack of structures that represent parents above school levels (RED, MoES). There are also visible weaknesses in the functioning and coverage of parents' associations, especially on national level and lack of an institutionalized cooperation between MoES and these associations.

The study recommended to raise parents' awareness on the value of their children's education, and the benefits from their presence in school as well as their participation in decisions making regarding education in general. They also recommended to enhance teachers', parents' and school managers' capacities to strengthen the cooperation at school level. One of the recommendations was to change and improve the legal framework about the role of the board regarding joint management (together with the director) of the school funds and the democratic procedures and rules for elections in the school boards and parents' councils and associations.

The work of school management, both school boards and school directors has been monitored by OSCE office in **Bosnia and Herzegovina**. As a result of this monitoring, the Mission has

observed that many democratic mechanisms in schools lack transparency, accountability and efficiency. According to OSCE report, in the education sector, political influence, interference and manipulation have been observed in the appointment procedures of schools boards and school directors. Although the work of education inspectors should be independent and impartial, allegations have been made that they have, at times, been subject to undue political pressures within their working environment.

Study “Does decentralisation enhance a school’s role of promoting social cohesion? Bosnian school leaders’ perceptions of school governance“ show that school leaders and school boards, supposedly representing the interests of local stakeholders, did not appear to be actively engaged in the deliberate process of promoting social cohesion. While school directors tended to view themselves as being independent from the school boards, ethnically diverse school boards provided important support to proactive school leaders for their inter-group activities.

In the last 15 years several researches in **Croatia** have shown that professional development of school principals, educated school governing bodies and competent teachers significantly contributes to the quality of the school, better school climate and school culture, better relationship among students, parents and teachers. The most relevant researches were dealing with the school management, pedagogical management, human resources management, leadership planning and self-evaluation. Many of them were published as manuals.

There are no specific studies are carried out in **Kosovo** regarding school governance. Usually, school governance is discussed as a part of more generalized studies. However, there is one smaller scale report on the functionality of the school governing boards, parents’ council and students’ council.

Lithuania carried out a number of studies. There was a series of studies, initiated by the Ministry of Education and Science, researchers and their groups, as well as studies completed as a part of European projects. One of them was a longitudinal study. In 1996 (Želvys, 1996), 2001 (Želvys, et al., 2001) and 2009 (Mečkauskiene, 2009) surveys were conducted in order to find out the school principals’ attitude towards the educational system changes at the end of each period of the education reform in Lithuania. The results of the surveys allow to compare and evaluate the school principals’ attitude towards these changes and to reveal their attitude dynamics in the period of over ten years. A comparative analysis shows that the majority of respondents go on stating that the present educational system is better as compared to the Soviet system of education. There has still remained a defensive wish of the majority of school principals to see a less centralized educational system. Moreover, they still go on stating that changes in the education system are being implemented more and more on the “top-down” principle showing the tendency of centralization in the decision-taking. A high stability is seen in the principals’ wish to have more rights in management authorization and the optimization of the school network.

Based on the reports of the integral evaluations that are conducted in primary and secondary school by the State Education Inspectorate an Annual Report on the Quality of the Education in Primary and Secondary Schools the Republic of **Macedonia** is prepared. In the reports for the last two academic years there are some interesting findings. When the members of The School Board are changed, in most of the schools no training is provided for the new members. The members of the School Boards formally implement the activities that they are responsible for and do not use the possibility for taking proactive and meaningful role for managing the school.

There is neither system for regular assessment of the school director's work nor rewards and bonuses for quality work. There are several cases when a director can be dismissed before the end of the mandate. Although the legislation provides mechanisms to ensure that the best candidates are selected for directors, as well as mechanisms for their dismissal, in practice, the Mayor as political appointee, has strong influence over the decision making process for selection of director in the schools that are under the jurisdiction of the municipality. For these reasons, the directors often change, and the best candidates are not always interested to apply for the position of school director. The school directors in Macedonia also have many administrative tasks and challenges related to providing physical conditions for school work and additional finances that often consume their time that they should be dedicated to educational work.

There were three major studies carried out in **Mongolia** regarding the school governance. The project "Supporting the implementation of Education laws and Improving the management and monitoring system at schools". Within the project, the "Policy document to Support a School Good Governance" was developed in March 2010. Findings of the study under this project presented several common problems in current practice of school council that affect consistent and effective functioning of the council and monitoring school principals etc. They included weak mechanism for composition of representatives and selection of the council members (because school principal and the member of the Founder is a part of it); lack of financial support, no incentive system; and the rights, duties and responsibilities of members are not clearly regulated. With this study, the existing School Council Model Rule was revised and alternative version developed and recommended. Changes included: Increase of parents representation, exclusion of school principal and the member of the Founder as members, and incentive or fee for members for their service paid by parent donations.

A case study "Increasing of public involvement in public education" provided the following findings: weak operation of the school council, no decision making power, schools have common interest to have prestigious people in the council rather to have representatives of ordinary people, principal appointment process may get into political influence, no space guaranteed for community/public to monitor activities of the school and school principal. Besides, there are negatively influencing factors such as limited power and responsibility of school council (by law, the council shall only propose, suggest and advice). Furthermore, there is a lack of publicity to raise understanding that citizens have the right to contribute to education through the school council. Therefore, there is not a legal environment in place that school council work in its real sense.

UNESCO's large-scale needs assessment of school management in Mongolia "Training Needs Assessment of School Principals in Mongolia" in 2008 suggested areas of training needs for school principals. School principals have generally assumed their positions with no training or preparation in management or leadership. They have been functioning largely as "managers" who are charged with monitoring and reporting, rather than as "leaders" modelling with vision and an agenda for change. Currently, however, with the increasing demands and complexity of schooling, more is expected of school principals and they face major challenges in fulfilling expectations of MECS, ECDs, parents, community members and teachers. The priority training needs were developing competences in strategic visioning, planning, and organization for school improvement, including development of School Development Program; competence for

building professional learning ; and deep and up to date knowledge of pedagogical theory and leadership theory as well as the skills to assist teachers to use it.

The Open Society Institute carried out in 2010 the study School Governance and Social Inclusion- Involvement of Parents; Parent participation in the life of schools in South East Europe. Part of it refers also to **Montenegro**. The recommendations based on these results are threefold:

- National and local policymakers, school principals, advisors and teachers should do much more to attract, invite and include all parents as important resources and partners in the life of their children's schools and in schools generally. Schools should invest time, energy and creativity to discover, set up, and make use of the currently neglected dimensions of parent participation, and develop partnership-oriented co-operation with parents.
- Parent representatives should be given a much better founded role. National policies should be developed to ensure better ways of selecting parent representation and provide training opportunities for parent representatives. Parents should be empowered to take more initiative in building up their potential for involvement in school life through a wide range of training and media activities. Associations of parent representative bodies at the municipal, regional or national level should be established to give a voice to parents and create forums to discuss education-related issues and support school-level representatives with information and advice.
- Special care must be taken to nurture the inclusion of parents from vulnerable groups, especially Roma. Schools should actively reach out to Roma parents and involve them substantially. Legal provision should ensure that parents of a Roma origin have a seat on school boards and parent councils. This would ensure that Roma parents' needs are addressed, that they are informed appropriately, and that school policies take their views into account.
- Finally, in order to support a developmental leap in parent-school co-operation new legislative solutions are certainly needed, but they will not be sufficient to bring about substantial and sustained change. School development support and guidance need to become functional, good examples and best practices need to be identified, rewarded and disseminated, schools should co-operate among themselves in terms of exchanging examples of best school-parent partnership practices and, above all, a new information and resource-sharing mechanism which includes and empowers parents in a more direct way needs to be established

There was a range of national and international studies in **Russia**. In 2001 there was a baseline study conducted by the team of a Russian-British School governance project. The main finding was that most schools had no governance structures. The only exception was the city of Krasnoyarsk where several schools already had boards of trustees who in their functions and structure were similar to the British pattern of school governing boards. Subsequently, as school governing boards began to emerge, there was a study of main needs of school governors conducted and a training manual produced. Recommendations on the format and content of training were also elaborated. There were several regional case studies on the basis of which local legislation was produced in 4 regions and recommendations were made on the functions of governing boards in each region.

2. *International studies*

Albania participated in already mentioned international study on “School Governance and Social Inclusion” – Parent participation in the life of schools in South East Europe, supported by Open Society Foundations in 2010. The study showed that schools do not recognize parents as resources in many important areas of volunteering, extra-curricular or curricular involvement, where consulting with parents and involving them could also be in the self-interest of the schools. Schools usually exclude them from decision making on any financial or management issues. As an example: 70% of parents had never received any written information about school rules or how to help with learning. Another research was conducted within School governance and social inclusion project, funded by OSI and connected with parent involvement in decision making.

Most of the studies in **Croatia** were carried out in the context of European projects, as part of the country analysis in the EU accession process (Rethinking Education: Country Analysis; Education and Training Monitor; Study on Policy Measures to Improve the Attractiveness of the Teaching Profession in Europe). Data were also provided for the Eurydice publication Key Data on Teachers and School Leaders in Europe (2013). Croatia participated in the OECD Teaching and Learning International Survey - TALIS 2013, with results published in 2014 (Talis 2013 Results: An International Perspective on Teaching and Learning).

Kosovo took part in a regional research and evidence based initiative Advancing Education Quality and Inclusion in South East Europe which examined Experience and Accounts of Principal’s Views and Parent’s Views funded by Education Support Program of Open Society Institute. This study is one of the most comprehensive studies undertaken on school principals and parents. However, one of the weaknesses of this study is lack of funding for inclusion of all school governance relevant stakeholders in the research (school council, students’ council and other educational representatives in local and national level).

OECD TALIS 2008 (Teaching and Learning International Survey) results show that **Lithuanian** school principals are among the most active (together with Bulgaria and Slovakia) in applying punitive measures for underperforming teachers. Lithuania (together with Bulgaria and Slovakia) was among the countries where school evaluation and evaluation of teachers’ performance was conducted most frequently. Though Lithuanian teachers often attended in-service activities and were among the leaders, the number of days for in-service training provided for Lithuanian teachers was less than the TALIS average. Lithuania did not participate in TALIS 2013.

Some observations were made by international experts during the development of a proposal for the setting up of a National School Inspectorate in 2014 in **Moldova**. School Principals seem to have high autonomy and managerial accountability, but lower accountability with respect to learners’ attainment. Some are perceived as managing to evade the consequences of poor school leadership since they are selected by local councils, and issues of loyalty – be their personal or political – sometimes transcend issues to fitness for purpose and effectiveness in school leadership. Some Principals have been in post for a very long time and ‘their’ school is identified with them, decreasing the possibility of reform for improvement. They appreciate the devolution of funds to the schools that is a recent political reform in favour of decentralisation, but lamented that this has increased managerial responsibility and bureaucratic burden. Although they observe each teacher at least three times a year, they

wished they had more time to observe and give feedback to and support their teachers. They also feel that there is insufficient pre-service and in-service training for their position. The Principals are required to produce action plans for their school with their staff, but in practice these are mostly done as a reaction to a school inspection. Since there could be a span of ten years from one inspection to the next, it is clear that schools do not have a culture of ongoing development planning and review.

Montenegro participated in PISA 2012. In chapter on School Governance, Assessments and Accountability it is stated that Montenegro is among those countries that grant the least responsibility to schools in making decisions about curricula and assessments, which can be stated as a weakness. Over 98% of students attend public schools which is maybe a strength that Montenegro is still having a good school system that is providing students with a quality education and they are choosing public schools.

The main international study that **Russia** participated in was TALIS-2013. It has identified a number of strengths and weaknesses for Russia. Russian schools have a shortage of administrative staff and their number keeps shrinking. As a consequence, the burden of administrative work is carried by school principals who hardly have any time for pedagogical leadership and by teachers who have less and less time to prepare for lessons and to interact with students. The research has shown that Russian school principals have more administrative work than their peers in most countries, 56% of their time is spent on administration. Although most school principals have been trained for their job, they mostly had this training after they have already been appointed. Most Russian school principals (96%) said they had school management teams and 84% said they had school governing boards. Yet 46% of the sampled school principals agreed with the following statement “ I make all important decisions myself”. When asked about functions they delegate to their governing bodies or management teams most school principals have said that they themselves make decisions about resource allocation, hiring and firing staff, add-ons to staff salaries and recruiting students. If they delegate the right to make decisions those are mostly decisions on disciplinary measures, curriculum design and assessment policies. Again these are mostly delegated to their deputies rather than governing bodies. Russian school principals are more authoritarian than their colleagues in countries leading in international league tables. Younger school principals (aged 30 to 40), however, are more likely to delegate responsibilities to governors. Russian school principals report a lack of qualified human resources as well as material resources but the deficit is less than in 2008.

5.5 Annex 5 – School Council Training in Russia

Exemplary topics for the training of members of the school council in Russia

SECTION 1. The State-Public Educational Management.

1. Introduction to the theme “The State-Public Educational Governance”.
2. History of the state and public governance in Russian education.
3. The current situation and the state policy in the sphere of the state-public educational governance.
4. Foreign experience of stakeholder participation in matters of school educational policy.
5. Regional experience and best practices of state-public educational governance.
6. Legislative and other legal and regulatory framework of state-public educational governance.
7. The Governing Board role in the management of a modern educational organization.
8. The formation of the Governing Board.
9. The public governor: the status, rights and responsibilities.
10. Working bodies of the Governing Board (committees, commissions, working groups)
11. The Governing Board participation in the decision of the most important issues of modern school management: problems and model solutions.
12. Organization of the Governing Board work.
13. Situation, Trends and Prospects of the State-Public Governance – experts.
14. The training of public governors.

SECTION 2. The Governing Board in the Strategic Management of Modern School.

1. How is the modern school organized?
2. The school development: improvement through innovation.
3. Strategic school management.
4. The school development program.
5. Designing a school development program. The Governing Board participation in the design of a school development program.

SECTION 3. Transparency in Education.

1. Transparency of data in Education.
2. Public Accountability in Education.

SECTION 4. Assessment and Public Quality Control in Education.

1. Policy and statutory regulations of social control and the independent assessment of the quality in education.
2. Models of the independent assessment of the quality in education.

5.6 Annex 6 – Brochures in Russia

List of brochures (Russia)

Welcome to the Governing Board
 The Governing Board committees and commissions.
 The school principal and the Governing Board: working together.
 Students in the Governing Board.
 The Governing Board Chairman.
 The Governing Board secretary.
 Manual of rules and regulations of the state-public educational governance.
 School economy for school managers.
 The Governing Board and strategy: let's make the school better.
 Designing a school development program. Manual for The Governing Board members.
 The Governing Board: the verge of transparency.
 Students' health management.

5.7 Annex 7 - The Parents' Council

	Appointment procedure	Responsibilities
Albania	<p>Parents' Council is the body consisting of representatives of the parents of students of the Educational Institution.</p> <p>The School Parents' Council is composed of 6 to 9 parents who are elected through voting of all chairpersons of all the Class Parents' Councils. Class Parents' Councils (composed of 3 – 5 parents) and their chairpersons are elected at the general meeting of parents of the students of each class (through voting) within the first 10 days of the school year. The exact number of the School Parents' Councils is defined in the internal school regulation. The Parents' Council is elected every year.</p>	<p>Parents' Council has the right and obligation to:</p> <ul style="list-style-type: none"> - Protect and promote the rights of the parents of the Educational Institution; - Express their own opinion and organize parents in order to express their opinion toward the quality of service of the educational institution; - Call the general meeting of parents; - Undertake initiatives for parents' support to the progress and success of the educational institution and to develop them in collaboration with the directorate of the institution.
Bosnia and Herzegovina	The method and procedure for establishment of the parent's council is defined by school acts	<p>a) promote the interests of the school in the community in which the school is located,</p> <p>b) represents the parents to the school board,</p>

		<p>c) encourage the involvement of parents in school work,</p> <p>d) inform the school board on its positions when it deems necessary, or at the request of the school board, on any issue, related to the operation and management of the school,</p> <p>e) participate in the preparation and implementation of the relevant projects which encourage and promote educational work in school and</p> <p>f) Nominate and elect representatives of parents to the school board.</p>
Croatia	<p>Primary and Secondary Education Act prescribes the formation of a Parents' Council which comprises one parent from every class (voted inside each class by all parents), and the president of the Parent's Council is appointed a member of the School Committee.</p>	<p>a) gives its opinion on the proposed school curriculum and school's annual work program</p> <p>b) discusses the Principal's reports on implementation of the curriculum and the school's annual work program</p> <p>c) considers parents' complaints regarding the educational work of the school</p> <p>d) proposes measures for improvement of educational work in school</p> <p>e) elects its representative to School Board</p> <p>f) performs other duties in accordance with the Statute of the school.</p>
Kosovo	<p>Parents' council is elected with hidden votes of all parents that attend classes in those institutions.</p>	<p>Duties are determined by judiciary acts. Parents Council has the right to complain to the school management, municipality or ministry regarding the quality of teaching and school environment.</p>
Lithuania	<p>The committee of parents (mokinių tėvų komitetas) consists of the representatives of parents, elected in the meetings of classroom parent communities.</p>	<p>The committee deals with the questions of pupils' attendance, behaviour, safety, catering, consultancy and providing information, helps to organize school events.</p>
Macedonia	<p>The Parents' Council is elected out of the pool of parents and students in the school through a procedure prescribed with the statute of the school. Usually there is one representative from each grade/class. The procedures are prescribed with internal act of the school or the statute of the school.</p>	<p>The Parents' Council exerts its influence by selecting representatives of the parents in the School Board, but it can also deliver proposals for discussion to the School Board and may participate in the discussion.</p>

	Usually there is one representative of each grade/class.	
Moldova	<p>Parents teachers associations (PTA) is involved in decisions related to the management and financial aspects.</p> <p>The association has a Board of Directors made up of one representative from each class parents (13 members).</p> <p>The association operates under a statute that is registered with the Ministry of Justice, holds account and seal.</p>	<p>PTA periodically convenes the meeting and discusses some intervention priorities related to pressing needs of the school. The administration of the institution may attend meetings to motivate some discussion may be needed or without the participation of school administration, in this case parents decide on issues.</p> <p>With the support of PTA is possible to strengthen material and technical basis of the institution.</p>
Mongolia	<p>Each grade/class have own Parent's Council, consisting of 3-5 people, established by a class teacher.</p> <p>The head of each class Parent's Council is automatically elected as a member of School Parent Council.</p>	<p>School social worker is in charge of directing, coordinating activities of these councils' and support within the scope of her duties.</p>
Montenegro	<p>Consisting of one parent from each class of children currently attending the school.</p> <p>Each representative is being chosen during the first parent-teacher meeting.</p>	<ol style="list-style-type: none"> 1) they elect representatives of parents to the school council; 2) they review the draft of the annual work plan of the institution; 3) they review the report of the institution; 3a) they participates in the process of proposing elective courses; 3b) they give opinions on the program of the organization excursions for students; 3c) they review internal and external reports on the determination of the quality of educational work of the institution; 4) they consider complaints of parents and students regarding the educational work; 5) they perform other duties in accordance with the law and statute of the institution.
Russia	<p>The Parental committee consists of parents of school students. The composition is usually determined in the course of the election or by delegation from each class or parallel. (legal basis: the School Charter).</p>	<p>The main function is participation in the organization of extracurricular activities, organization of feedback from parents to school administration".</p> <p>The impact on school management is by representatives in the Governing Board.</p>

5.8 Annex 8 - The Students' Council

	Appointment procedure	Responsibilities
Albania	According to Article Nr.36 of the law on Pre-university Education and related Instruction on the establishment and functioning of Students' Government, Students' Council/ Government is a body that is established by the initiative of students in each school every year. Its elections are organized at the beginning of the school year.	<ul style="list-style-type: none"> - To protect and promote the rights of students and support the progress of the educational institution - To contribute to the development and fulfilment of students' interests; - To represent the school students in their relations with the school directorate, community and students of other schools; <p>It is also responsible for:</p> <ul style="list-style-type: none"> - Organizing activities, through which students can express their ideas and opinions about what's best for them and the school and be heard by teachers and school directors. - Contributing to the creation of a positive climate in the school, especially to the resolution of conflicts among students, and between teachers and students. - Contributing to the prevention and reduction of tobacco, alcohol and drug abuse, as well as school dropout, - Providing support to students with learning difficulties or social problems
Bosnia and Herzegovina	Vijeće/Savjetučenika – Student Council According to the Framework Law on Primary and Secondary Education In Bosnia and Herzegovina, and taking into account the age of students attending the school, the school helps them to establish a student council. The method and procedure for establishment of the student's council are defined by school acts.	<ul style="list-style-type: none"> a) promote the interests of the school in the community in which the school is located, b) Represents the views of students to the school board, c) encourage the involvement of students in the school d) inform the school board about its positions when necessary or at the request of the school board
Croatia	Student school councils (<i>Act on primary and secondary school education, Ministry of Science, Education and Sports, Zagreb, article 71., www.mzos.hr</i>) has one student from each class that is elected each	Representatives of the students' council participate in the activities of the school bodies when pupils' rights and obligations are being identified, but they do not have the right to vote.

	year on classroom elections (usually through anonymous voting). President of the Students Council is a member of the School Board.	
Kosovo	Pupil council has at least one pupil for each class and it is elected every year.	The role of the Pupil Council is to work towards improvement of the learning environment and working conditions related to security and welfare of the pupils and representation in the Governing Council.
Lithuania	Self-governing body of pupils (mokyklosmokinių savivaldos institucija) consists of the pupils delegated by the classroom meetings. The legal basis is the Law on Education, which requires participation of teachers, parents and students in schools' self-governance bodies.	The body deals with the issues of organizing the school events, formal and non-formal educational activities, volunteer initiatives, discusses school documents, delegates representatives to the school council
Macedonia	.	The Student Union can propose topics for discussion to the School Board and participate in the discussion.
Moldova	Student council (SC) is constituted under "Operation Regulations on Student Council". There are annual, free elections with secret voting, under the responsibility of Election Commission (EC) that is approving lists of "voters", of approved candidates and organizing elections.	Council engages students and makes decisions related to the organization of free time of students in various educational projects involving the local, regional, national or international participation. SC works according to the annual activity plan, developed by the students, that is correlated with the institution's operational plan. EC has representation on the Administrative Board of school, and in some internal committees.
Mongolia		Student council's mission is to protect the interests of students, proper spending of their leisure time and entertainment, facilitate students' interest in social and cultural activity with the support of school administration. However, the status and the operation of these organizations vary at schools. There are other different clubs by students, established by projects, by other initiatives such as Eco club, Debate club, Student

		publication club etc. run by students under the guidance of a respected teacher.
Montenegro	Students' Parliament is comprised of one student representative from every class. The Law on Education prescribes that a representative of the parliament may attend the sessions of the School council.	The scope of work of the SP is defined through the statute of the institution, as defined by the Law on Education.
Russia	The Student Council consists of students of the school. As a rule the compos by way of delegating representatives from each high school class or parallel. (legal basis: the Local School Act).	The main functions are: participation in the organization of extracurricular students' activities, organization of events and competitions. The impact on school management is through representatives in the Governing Board.

5.9 Annex 9 - Procedures for dismissing a principal in case of breach of responsibilities

		Procedure
Albania	Y	<p><i>With the initiative of the head of the local education unit:</i></p> <ul style="list-style-type: none"> - The head of the local education unit presents to the board of the educational institution the initiative for the director's dismissal, when it has been noticed that the director has breached/violated the legislation, or when the school has had low results in tests or during inspections - The board of the educational institution (school board), with the majority of hidden votes, approves the dismissal of the director according to the proposal of the head of the local education unit, or proposes to give the director one testing school year with measurable duties/tasks. After the testing school year, the head of the local educational unit evaluates the director and fires him/her if s/he has not fulfilled his/her duties. <p><i>With the initiative of the board of the educational institution:</i></p> <ul style="list-style-type: none"> - The board with simple majority of hidden votes of its members requests from the head of the local educational unit the director's dismissal. - The director has the right to be listened to by the board of the institution, before they send the proposal for dismissal to the head of the local educational unit - The head of the local educational unit fires the director, or gives him/her one full testing school year with clearly set and measurable duties. - After the testing year, the head of the local educational unit evaluates the director and fires him/her if s/he has not fulfilled his/her duties.

Bosnia and Herzegovina	Y	<ul style="list-style-type: none"> - Principal can be fired by the School Board, in the case of “violations of the laws and professional incompetence”. - The Board decisions have to be approved by the ministry.
Croatia	Y	<ul style="list-style-type: none"> - In case the responsibilities, defined by the contract and the bylaw are breached school board terminates the contract with the principal. - The contract can be terminated if the principal does not fulfil its’ management and expert role in the school. - Termination of the contract is defined by the schools bylaw
Kosovo	Y	<p>A principal can be fired due to breach of responsibilities according to current legislation. Principal shall be dismissed on the grounds:</p> <ul style="list-style-type: none"> - of poor performance and poor results, - violation of code of conduct and - violation of the law that has resulted on criminal charges. <p>After the completion of the disciplinary procedure, the body in charge of personnel shall serve the notice announcing the termination of the employment relationship.</p>
Lithuania	N	<ul style="list-style-type: none"> - The principal can be fired only in cases indicated in the Labour Code. - Poor performance as a school principal is not a sufficient reason for losing the job.
Macedonia	Y	<p>The law regulation allows for the school director to be dismissed in the following cases:</p> <ul style="list-style-type: none"> - in cases of breaking a law, other regulations and general acts determined by the State Education Inspectorate and - if does not implement the work plan and the education plans and programs are not implemented - if by his fault the students or their parents or legal guardians or the society suffer damage - if allows payment that is not stated in the Annual Financial School Plan - if allows organization of activities that are contrary to the curricula and syllabi - if three years during his mandate at least 10% of the teachers and student support services employed in the school are in the group of teachers and student support services that show the weakest results on the external testing contained in the Annual report for the work of the teachers and student support services. <p>The procedure demands determining of some of the above stated cases by education inspector, and the dismissal is done by the mayor of the municipality.</p>
Moldova	Y	Principal may be suspended or dismissed, but there are no records of such cases.
Mongolia	Y	<ul style="list-style-type: none"> - Officials of state administrative bodies or educational institutions shall be liable for disciplinary punishment due to his/her insufficient execution of duties to provide basic education.

		<ul style="list-style-type: none"> - In job description, it says that the principal is Liable for penalties under the labour contract, the organization's internal rules, and other legislations in case of failing to comply with instructions given by school council and violation of ethics and criteria provided in the workplace, to meet requirements and fulfil the objectives. - Nothing specific and concrete is found.
Montenegro	Y	Principal of the public school is elected and discharged by the Minister.
Russia	Y	<ul style="list-style-type: none"> - In general the school principal could be fired under the Labour Code of the Russian Federation for the serious breach of responsibilities which was followed by injury or the property damage. - The latest Federal Law added 14 more reasons for the principals to be fired under "initiative of the employer" (i.e. local Department of Education). - The procedure includes the inquiry into the incident by corresponding divisions of the Department of Education, and issuing an order on termination of the labor contract with a principal.

5.10 Annex 10 - Responsibilities of the school council in principal nomination

	Responsibilities of the school council
Albania	The head of the school board is a member of the Evaluation Commission that is directly involved in the process of the appointment of the school principal.
Bosnia and Herzegovina	The School Board announce tender for principal position The School Board makes a list of candidates who meet the required conditions. After receiving approval from the Ministry, the School Board makes the formal decision on the appointment of the principal.
Croatia	The school board issue a call for principal's appointment The appointment is declared by the school board but with the preliminary approval of the Minister of Education, Science and Sport. The school board is obliged to issue the decision on the appointment of the candidate The board members being representatives of teachers, parents and employees are obliged to represent and advocate opinions of their appointing bodies during the election and appointment of the principal. The final decision about the election and appointment of the school principle is brought by the school board's members public voting.
Kosovo	Principal is elected according to the Law on Education and based on judiciary acts of the Ministry. Two members of the school council act as observers in the appointment process.

Lithuania	The candidate is required to undergo evaluation of her/his competencies at the National Agency of School Evaluation and after that gains the right to participate in the competition announced by the municipality. Four representatives of a school community (usually the members of the school council) – a teacher, a pupil and two parents are delegated to join the commission.
Macedonia	The role of the School Board in municipal schools is to review the applications of the candidates for director and to submit a proposal to the Mayor about the most appropriate candidate (in primary school two candidates – if more than one has applied, and in secondary school one candidate).
Moldova	The Administration Board has the right to request the resignation of the director if 2/3 of the members voting for this decision. One of the members of the Board participates in the selection committee.
Mongolia	According to the 2002 Education law original version, the School council may provide and submit suggestions on appointing or replacing a principal. But, this provision is nullified by the Law of 2006.
Montenegro	The contest for the election of principal is announced by the school council The school board reviews the applications and submits the proposal to the Minister.
Russia	In some Russian regions (for example, in Moscow) the Governing Board is entitled to elect the school principal from three candidates proposed by the Department of Education. However, in most regions, the Governing Board has no influence on the process of appointing the school principal.

5.11 Annex 11 - Responsibilities of the school council

	Responsibilities of the school council
Albania	<ul style="list-style-type: none"> - to approve the mid-term and annual plan of the institution; - to approve the plan of expenses of the educational institution for the funds being ensured by the institution; - to approve the curriculum designed by the educational institution; - to participate in the procedures of appointment and dismissal of the head of the educational institution and teachers. - to review the internal school regulation of the institution, - to review the annual financial report of the institution/school - to follow/monitor achievement of the objectives of the annual plan of the institution/school - to ensure legal contributions from local or foreign sources for the progress of the institution.

Bosnia and Herzegovina	<ul style="list-style-type: none"> - selecting school directors, - addressing diverse complains, student disciplinary cases and faculty issues, - proposing and/or approving school policies and regulations and - approving school annual plan and budget. - determining and implementing school policy, - monitoring the implementation of policies and - ensuring that school resources are used rationally.
Croatia	<ul style="list-style-type: none"> - appoints and dismisses the school principle - provides the preliminary approval for employment at the school - adopts the statute and other legislation acts upon the school principal's proposal - adopts the school curriculum upon the proposals of the teacher's council and the principle - adopts the school annual plan and work program upon the proposal of the principle, and supervises its implementation - adopts the financial plan, interim and annual report upon the proposal of the principle - makes decisions about the workers' complaints on their rights defined by the contract being violated - provides suggestions to the school founder about the ways in which to improve the work of school and suggestions of other decisions related to the founder's rights - provides suggestions and opinions to the founder and principle about issues relevant for the work and safety at the school and - makes decisions and performs other tasks foreseen by the law, act on establishment and statute - independently defines the school statute that needs to be in accordance with the Act on Education in Primary and Secondary School - considers and makes decisions about the suggestions of citizens about the work of school - analyses the results of the educational aspect of work of the school - adopts the School Board Guidelines which the board members must abide by
Kosovo	<ul style="list-style-type: none"> - Drafting of the school rules for approval by the municipality; - election of the parent and teacher representative to serve as observers on school behalf; - all the functions related to the budget according to the law; decision-making for the parents fund; - approval of the extra-curricular activities; - approval of the teacher and pupil dress code; - approval of the text book and other materials list; - contribute in drafting of the school development plan and all other duties as assigned by the Municipality

Lithuania	<ul style="list-style-type: none"> - The self-governance of a school shall be founded upon education goals, the education programmes implemented in the school and the traditions existing in that school. - Self-governance bodies of the school shall collegially discuss issues of school activity and funding and, within the scope of their competence as defined in the statutes of the school, adopt decisions, influence decisions of the principal, perform public supervision of the school's management. The variety and competence of self-governance bodies of the school as well as the principles of their establishment shall be legalized by the statutes of the school. - The school council shall be the school's highest self-governance body, representing the learners, the teachers, the parents (guardians, curators) and the local community. The school council shall account for its activity to the members of the school community who have elected the school council” (Law on Education).
Macedonia	<ul style="list-style-type: none"> - adopts statute; - proposes Annual work programme and reports for the work to the municipal council; - proposes Annual financial plan to the founder; - proposes annual balance statement to the founder; - decides on the objections and complaints of students, parents, legal guardians; and - considers other questions determined by the statute at municipal level.
Moldova	<ul style="list-style-type: none"> - participate in the process of appointment of principal/director and deputy director of the educational institutions; - participate, through their representatives, in assessing the director and deputy director of the educational institutions; - organizing public hearings; - participate in the drafting of the budget, ensure a transparent process, including public hearings, and approves the budget of educational institutions and corrections thereto; - approve the school' development plan; - manages financial resources from sources other than the budget, ensure transparency and fairness of their capitalization; - approve the school component of the framework plan; - approves number of classes per years of study and number of students in each class; approves scheme of staff; - organizes completing reporting cards in seeking opinion on community satisfaction with services and development priorities of institution.

Mongolia	<p>Main goals</p> <ul style="list-style-type: none"> - to support in developing and implementing the school development policy and programs; - to determine the internal structures and regulations of the school; - to inspect, monitor, evaluate and assist in learning and teaching activities of the school, school principal and education manager; - to develop proposals to improve the quality, and to protect the rights and interests of the teachers, students and the staff. <p>Duties and responsibilities</p> <ul style="list-style-type: none"> - Provide proposals and suggestions on the implementation of the development policy and programmes; - Define the organisational structure, rules and procedures; - Consider reports on kindergarten and school activities; - Submit proposals and suggestions to improve quality of instruction, outcome and the level of the work in protecting and developing children to the administration and founder the school; - Carry out external monitoring of the activities of the principal and provide assistance; - Protect the interests of teachers, staff, and students;
Montenegro	<ul style="list-style-type: none"> - adopt development project; - adopt the annual work plan and report on its implementation; - consider the programs and the results of out-of-teaching activities; - pass the Statute, the document on the internal organization and on systematization of working posts, and other general documents; - pass annual financial plan; - adopt the periodical and annual statement of account; - decide on the change of institution name and seat on the basis of the Founder's approval; - decide on the rights of employees, students, or of the users of services, as the second instance authority and in line with the law; - execute other jobs in accordance to the law and the Statute
Russia	<ul style="list-style-type: none"> - Social, partnership and civil responsibility for decisions made to the school community. - The Governing Board decides the strategic issues of the school life. - The Governing Board decisions shall be compulsory for everyone. - The members' rights, duties, responsibilities are stated in the School Charter.

5.12 Annex 12 - The composition of school governing councils

	Number of members	Composition
Albania	<p>In the educational institutions with less than 24 classes: 5</p> <p>In educational institutions with at least 24 classes: 7</p>	<p>Based on Chapter 3 of the Minister's Instruction on the Board of the Educational Institution, the Board consists of parents of the students, teachers, representative of the respective Local government unit, students (when it is possible) and other community members (with influence in the community, from business, representatives from NGOs that are not parents of the students). The school director is not a member of the School Board.</p> <p>In educational institutions with less than 24 classes:</p> <ul style="list-style-type: none"> - 1 representative of teachers - 1 representative of parents - 1* representative of students - 1 representative of the community - 1 representative of the Local Government Unit • 1 representative of the Local Education Unit with no right to vote <p>*student representative can be substituted with a second parent representative</p> <p>In educational institutions with at least 24 classes:</p> <ul style="list-style-type: none"> - 1 representative of teachers - 2 representatives of parents - 2* representatives of students - 1 representative of the community - 1 representative of the Local Government Unit • 1 representative of the Local Education Unit with no right to vote <p>*the 2 student representatives can be substituted with a third parent representative and a second representative of the community</p>
Bosnia and Herzegovina	3, 5 or 7 (depending on cantonal or entity laws and regulations)	<ul style="list-style-type: none"> - 1 – 2 representatives of the school staff - 1 representative of the school founder

		<ul style="list-style-type: none"> - 1 representative of the local community - 2 – 3 representatives of parents
Croatia	7	<ul style="list-style-type: none"> - 2 representatives of teachers and expert staff - 1 representative of the school employees - 1 representative of parents - 3 independent members, delegated by the Founder
Kosovo	9	<ul style="list-style-type: none"> - 3 parents' representatives - 2 community representatives, delegated by the municipality - 3 teachers' representatives - 1 student representative <p>* school director serves as a secretary of the board but has no right to vote</p>
Lithuania	?	<ul style="list-style-type: none"> - representatives of teachers, parents and students (on equal proportions) - 1 – 3 representatives of the local community
Macedonia	<p>Primary schools: 9</p> <p>Secondary schools: 12</p>	<p>Primary schools:</p> <ul style="list-style-type: none"> - 3 representatives of the teachers and student support services staff - 3 representatives of the parents - 2 representatives of the local self-government (the municipality/city of Skopje) - 1 representative of the Ministry of Education and Science <p>Secondary schools:</p> <ul style="list-style-type: none"> - 4 representatives of the teachers and student support services staff - 3 representatives of the students - 3 representatives of the local self-government (the municipality/City of Skopje) - 1 representative of the Ministry of Education and Science - 1 representative of the business community
Moldova	9	<ul style="list-style-type: none"> - director of education institution - deputy director - 1 representative appointed by the local government - 3 representatives of parents - 2 representatives of teachers - 1 representative of students

Mongolia	9 – 11	<ul style="list-style-type: none"> - representatives of teachers - representatives of school staff - representatives of students - representatives of parents - representatives of other organizations (nominated by the school founder)
Montenegro	depending on type of education	<ul style="list-style-type: none"> - 2 representatives of the Ministry of Education - 1 representative of the municipality - 4 representatives of employees - 2 representatives of parents (only in pre-school, primary, secondary general and vocational education and in student dormitories) - 2 representatives of students or apprentices (only in secondary general and vocational education, student dormitories or in institutions for adult education) - 2 representatives of social partners (only in vocational education and adult education institutions)
Russia	?	<ul style="list-style-type: none"> - representatives of parents - representatives of employees of the educational organization - representatives of students (in secondary schools) - representatives of the local community - principal - representative of the founder - representative of the trade union



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