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Slavica Ševkušić ■ Dušica Malinić ■ Jelena Teodorović

LEADERSHIP IN EDUCATION

Initiatives and trends in selected European countries



Institute for Educational Research, Belgrade, Serbia

Faculty of Education, University of Kragujevac, Jagodina, Serbia

Hungarian-Netherlands School of Educational Management, University of Szeged, Szeged, Hungary

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For the publisher

Nikoleta Gutvajn
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Editors

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Dušica Malinić
Jelena Teodorović

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Desktop publishing

Vladan Dimitrijević

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Miloš Đorđević

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Slavica Ševkušić, Institute for Educational Research, Belgrade, Serbia
Dušica Malinić, Institute for Educational Research, Belgrade, Serbia
Jelena Teodorović, Faculty of Education, University of Kragujevac, Jagodina, Serbia

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EDUCATIONAL MANAGEMENT AND STATE OF MANAGEMENT IN THE SCHOOL SYSTEM IN BOSNIA AND HERZEGOVINA

Hariz Agić*

*Pedagogical Institute of Tuzla Canton, Faculty of Pedagogy of the University
of Sarajevo, European University of Kallos Tuzla, Bosnia and Herzegovina*

Žaneta Džumhur

*Agency for Preschool, Primary and Secondary Education, Sarajevo,
Bosnia and Herzegovina*

Abstract. The educational process is one of the most complex service-oriented social activities. In education, clients are not just students, but their parents, the local community, the economy, and the wider social community. Therefore, in countries with a significant degree of democracy, education is of great importance because the progress of every social community depends on quality assurance in education. It is well known that 90% of a school's quality of work is its competent employees (Ender, 2000). This points to the importance of those who guide, educate, encourage, monitor, and evaluate students. This paper deals with the status of educational management in Bosnia and Herzegovina (BH) from the point of view of the educational complex structure in BH, legislation, with a focus on the position of the heads of school institutions. Conclusions are based on theoretical considerations of research in the field of education management outside and within BH. In the end, based on the results of positive local practice, we indicate ways to improve the state of educational leadership, as well as education and continuous professional development of the directors of the school institutions in BH. Based on these considerations, a list of priorities for thematic areas for director training is proposed.

Key words: educational management, leadership, training and professional development

INTRODUCTION

Globalization includes economic, political and cultural processes. It is very complex but controversial as well. Education and education systems cannot exist beyond these changes. No manager can assume that his organization is isolated from global activities. No school can ignore the global perspective. Education needs to be directed towards the context in which it functions

*E-mail: ahariz@pztz.ba

and to the full development of each person. The schools' tasks become more demanding, as education needs to prepare young people for new technologies and new value systems. School directors have a special role to play in accomplishing these tasks. According to Ender and Strittmatter (2004), the director must be prepared to respond to the needs of employees (e.g., development needs, new learning, support for teachers) which are arising from school development (e.g., optimization of processes, long-term school development). The teachers together with the director are the initiators of change. That is why it is said that the director must "lead, not shape" (Delors, 1998: 162).

Bosnia and Herzegovina (BH) school directors are being immersed in a profession for which they have not been educated. Some have a qualification as a manager in education, but very rarely. The majority of them get elected for this function based on an open tender that has very general requirements, and in no part of BH is there a demand in the procedure for management and leadership education. On the other hand, there is no supply of formats and methods of training that meet the needs and opportunities for learning of a school director. Learning styles, specific prerequisites for learning, and working conditions of a school are at the center for developing director's competences. Initial training for directors for developing competences important for business life is obtained outside the institution, by the self-initiative of appropriating knowledge, outside formal forms of education. Forms of informal learning play a major role in the biographies of directors. Standard seminar-based offerings do not meet the requirements of directors because they are not tailored to the specific and concrete needs of school directors' field of work. In BH, there are no opportunities and learning arrangements in the education system to provide quick and uncomplicated access to knowledge for the current problem. In this paper, we will address the situation in the area of education management and improvement of directors' competences in BH and on the basis of gained experience and research, in order to propose measures for the future.

EDUCATIONAL MANAGEMENT FROM A THEORETICAL PERSPECTIVE

By studying extensive literature in the field of management in education, it can be concluded that there is a lack of a single definition of the concept of leadership and the conceptual complexity of this phenomenon. In theoretical discussions and frameworks of conducted research, leadership is defined in various ways. As an illustration, there is data on the existence (up to 2011)

of 201 million internet sites and 6 million leadership books (Bolden, 2011). Despite being satiated with information about leadership, there are trends that are noted in the development of the concept of leadership and the common elements of its various definitions which have already been mentioned (Buchberger, 2017).

The central element of many definitions of leadership is recognizable as a process of influence. Petz (1992), Robbins (1995), Tavcar (2002) and Bush (2003), cite the influence of leader on the group as the main function and form of behavior in the process of leadership (in: Agić, 2009). Citing the authors Newman and Clarke (1994), and Gunter *et al.* (1997), Bolam (1999) defines educational management as “performing functions with the consent of politics” (in: Bush & Bell, 2002). He differentiates leadership from educational management through the core of formulating responsibility through transforming politics into the leader’s own organization. Bush, Bell, Bolam, Glatter, and Ribbins (1999) constantly emphasize that educational management should be focused on the goals of education. Goals must be measurable, realistic, focused on activities and tasks at school or colleagues. Goals, as the vital interest of education, management, and even those who set it up (politics), should be the center of attention.

Riches (in: Morrison, 2003: 209) has set five major tasks for the school leader: (1) sets clear goals; (2) serves as an example; (3) supports and respects colleagues; (4) develops and preserves culture in school; (5) sets and interprets the mission and vision into action. Bush *et al.* (1999) constantly emphasize that educational management should be focused on the goals of education. It is the subject of constant debate and disagreement. The main course of school management is activities, tasks at school, or colleagues.

THE STATE OF THE EDUCATION IN BOSNIA AND HERZEGOVINA

Bosnia and Herzegovina has a specific structure of education systems, jurisdiction and governance within its constitutional structure. In BH, 12 education systems operate in ten cantons, Republica Srpska, and the Brcko District of BH. The following table presents educational institutions in BH at different administrative levels, dealing with education policy, legislation in education, and the financing of education.

Table 1. Overview of educational institutions

Name of Institution	Level of Functioning
Ministry of Civil Affairs of Bosnia and Herzegovina, which has a Department for Education	state
The Ministry of Education and Culture of Republika Srpska	entity
The Ministry of Education and Sports of the Federation of Bosnia and Herzegovina	entity
The Government of Brcko District of BH, where there is a Education Department	district/local
Cantonal Ministries of Education within FBiH – 10 cantonal ministries	canton
Department of Education in Municipalities and Cities	local

The system of governance in education systems in BH implies two subsystems: managing the organization of the educational process from the financial, legal, and administrative aspect; and quality management regarding teaching content, methods of work, evaluation, continuous improvement EUICBE, and Education Development Strategy (in: BH 2008–2016: 7).

The following table gives an overview of professional education institutions in BH at different administrative levels.

Table 2. Overview of institutions dealing with professional issues in BH education

Name of Institution	Level of Functioning
Agency for Preschool, Primary and Secondary Education	state
Agency for Higher Education	state
Pedagogical Institute of Republika Srpska Entity	entity
Pedagogical institution of Brcko district	district/local
Pedagogical institutes at Canton level – 8 cantonal institutes	canton

From a review of the legal regulations at all levels, Table 2 provides a list of basic functions of the mentioned educational institutions in BH (Damjanović, Suša, Škunca, Milenković, Ristić, 2012):

- Coordination of activities in the education sector including: coordination of education administration, coordination of the education system, cooperation with other sectors in BH, cooperation with NGOs;
- Planning and development of education policies including: strategic development of education, legislation, institutional development, human resource development;
- Monitoring, evaluating and improving the quality of education, including: education statistics and information systems, standards of student achievement and assessment of achieved results, development of common core curricula, accreditation and certification, other tasks and tasks within the jurisdiction of bodies, agencies and other professional institutions and bodies established at the level of BH and the lower levels of government, inspections;
- Financing of education with macroeconomic planning, financing of educational institutions;
- Planning of a network of educational institutions and
- EU integration and international co-operation.

Among the authorities and bodies dealing with the issues of education and professional issues from Table 1 and 2, there is no true cooperation or binding legal regulation. There are very sporadic examples of transferring experiences from local environments to a higher level, whereas cantons and entities are responsible for all issues (apart from a few) in the field of education, practice exchange, creating joint plans, and joint projects. The only opportunity to exchange experiences and results is engagement through project activities that are funded by international institutions.

Educational management in BH is not properly set up at state level. Article 52 of the *Framework Law on Primary and Secondary Education in BH*¹ stipulates that “the director is responsible for the day-to-day management of the school and for the conduct of the school’s pedagogical activities”, whereas the School Board is responsible for “determining and implementing school policies, and the efficient use of human and material resources” (Article 51), whereby the school “enjoys an adequate degree of freedom [...] especially with regard to recruitment of teaching, professional and other staff, and freedom of work for teachers” (Article 41). Articles from the Framework Law become significantly transformed when they are incorporated in laws of the cantons and entities.

¹ Pronounced under Article I. IV. 4.a) and II.4.) of the Constitution of Bosnia and Herzegovina at the Parliamentary Assembly of Bosnia and Herzegovina at the session of the House of Representatives held on 27 June 2003 and at the session of the House of nations held on 30 June 2003.

Although political interference, which should not be a subject in the area of school autonomy, is prohibited, in practice it is different. Not only is the choice of director a political matter, but also the employment of teachers is a matter of political assignment. Of course, declaratively, officially, employment is the director's responsibility; however, this is not the case in practice.

Interestingly, the last paragraph of the cited Article 108 is filled with what cannot be under the obligations of other sections of that article, which are the foundations of school management. From formal and informal conversations with the director of educational institutions, it can be concluded that the content of the indents "performs other activities in accordance with the law and school rules" refers to the following activities:

- providing additional financial resources for school work, investments and capital investments,
- procurement of funds, materials and the like,
- preparation and realization of various projects,
- supervision and control of the work of employees,
- legal affairs – interpretation of the law, legal disputes with associates,
- cooperation with parents, the local community, governmental and non-governmental organizations,
- work with students – pedagogical jobs
- professional development of teachers
- organization of competitions.

During the training sessions for school directors, an impression is gained that directors, due to lack of money for regular and extracurricular activities, spend most of their time obtaining additional financial resources for various projects, and co-operation with businesses, parents, and the local community. According to the statements of school directors, they are exhausted in unnecessary administrative and legal affairs due to improper and imprecise legislation (Agić, 2009). In this way, time, as a resource, is lost at the expense of pedagogical leadership activities. "As long as they [directors] work and hold to their administrative tasks and only take care of the school building in which their school works, we cannot expect directors to devote themselves to working with people" (Erčulj, 2001: 88).

Thus, educational management in reality is reduced to administration, transmission of information, instructions, and orders of the ministry in charge. From the jurisdiction of school directors, which is prescribed by law, the direct powers of director should be seen through the dual role – leadership and managerial, and many authors have given their theoretical contributions to explaining this role (Bell *et al.*, 1999; Bush & West-Burnham,

1994; Bush & Bell, 2002). By comparing directors' attitudes² with theoretical approaches to management (Bush & West-Burnham, 1994; Everard & Morris, 1996; Morrison, 2003), we come to the conclusion that the current state of education in BH is more oriented toward managerial than toward leadership approaches. We have prioritized tasks that directors would like to work in:

- improvement of educational work
- professional upgrading of teachers and management
- work on the motivation of employees and
- creating a favorable climate in school.³

These priorities are fully contained in a list of elements that directors, as pedagogical leaders, must take into account in their educational leadership (Bush & Bell, 2002: 73).

Thus, when it comes to educational management in educational institutions, it can be concluded that there is disagreement between the statements that define educational leadership and the actual situation of management in schools in BH. Such generalization of presented attitudes for the level of BH is justified, because the educational processes in BH are all more or less, similar or the same. Although there has been no research at BH level, it can be concluded that there are positive practices at local level in treating educational management.

One good example is the Pedagogical Institute of Tuzla, which, based on the experience of attendees of the School of Directors in Slovenia, organizes training for school directors in the Tuzla canton in a modular pattern, with topics that are suitable for adult learning (three modules per 3 days training, in total 9 days). In this canton, the education of directors and members of school boards is a legal obligation. Education is intended for new directors in the first year of their term of contract. In the Zenica–Doboj Canton, a director of a school is obliged to obtain a certificate of qualification for performing the function in the first year of his/her mandate. Training is brief, two days for legislative topics and one day for financial management. On the topic of teamwork, trainees are required to develop a project to improve the quality of educational work. The Commission consisting of 3 members conducts an interview and decides on certification.

In the following text, we will present an overview of education management in BH with a focus on leadership.

² From the Report on the training of directors of primary and secondary schools TK Module 3. 2008, Pedagogical Institute TK.

³ *Ibid.*

AN OVERVIEW OF EDUCATIONAL MANAGEMENT IN BOSNIA AND HERZEGOVINA

A more organized approach to the implementation of educational management in education institutions began after the implementation of numerous educational development projects funded by the European Commission⁴, the Open Society Fund of BH, KulturKontakt Austria, the CES project of the Finnish Government, Save The Children for South East Europe, etc. Significant project activities that had very good results were achieved in the first decade of this century. We highlight Soroš's "Model for Systemic Changes in Secondary Education in BH" project, which was accomplished in cooperation with the relevant Ministry of Education in Tuzla canton (TK). One of the results of the project was the education of 20 directors of primary and secondary schools in TK in the School for Directors of the Republic of Slovenia. After that, 17 students enrolled in postgraduate studies at the University of Kopar (Faculty of Management), in collaboration with Manchester Metropolitan University. The result is that all, 10 participants obtained master degrees, and 3 completed doctoral theses in management in education. Below we will outline several research results that came from a group of authors employed in schools, the relevant ministry, and the TK Pedagogical Institute. Research is mainly focused on examining the existence of various models and leadership styles in educational institutions.

In the research among directors and teachers in 8 primary school in TK, Isaković (2007) investigated the existence of a transformational style of leadership, which is a "type of educational leadership that is necessary to introduce schools to the 21st century" (Fullan, 1991, Leithwood *at al.*, 1999; Sergiovanni, 1992; Harris, 2002; Bush, 2003; in Agić, 2009: 102). It was shown that the transformational style of leadership is not predominant in schools in BH. Hasanović (2009) in his study of 250 directors of upper secondary schools from all parts of BH showed that the general concept of transformation and transactional leadership and the transactional style of leadership individually, fall into the middle rank of development, while the transformational leadership of upper secondary school is transitioning to a high level of development in the system of upper secondary education in Bosnia and Herzegovina (Hasanović, 2009: 206).

Huseinagić (2009) conducted empirical research among 60 of 120 school directors in TK, based on the Hersey and Blanchard model: situational

⁴ See in: *White Paper: A Joint Strategy for the Modernization of Primary and Secondary Education in Bosnia and Herzegovina*, 2003. Educational authorities in BH with the help of the EC-TAER program and the European Union.

model and eponymous questionnaire (Bass, 1990: 490). The research has shown that principals rarely use a “directing style”, “delegating” and “transferring responsibility”, which is a style of leadership appropriate for subordinates who are competent and consistent (R4) and capable of accomplishing the task set (Huseinagić, 2009: 158). From the tabular overview (Huseinagić, 2009: 137–138) it can be seen that 20.41% of directors were practicing “directive style” in 12 offered situations. “Encouragement to Cooperate” was used by 20.55%, “Delegating” by 11.52%, while “Teaching and Monitoring”, where the leader was highly focused on relationships and tasks perceived, was used by 47.50% of directors. It is clear that “Delegating”, where the leader is low directional to relationships as well as to tasks was very modest, with a level of only 11,52% (Huseinagić, 2009: 138).

When it comes to a situation-based approach to leadership, in his research, Avdić (2006), using the theoretical basis from Northouse (2001), showed that situation-based approach to leadership in BH, viewed through the prism of research on the Hersey–Blanchard model (in: Agić, Avdić, Bajrić, Halilović, Hasanović, 2006: 108–122) is present at the middle level of development of the directors of upper secondary schools. The most presented styles of leadership of school directors (S2 and S3) are aligned with the abilities and maturity of followers. Due to insufficiently developed “wider professionalism” of the teachers, it did not get into a high-level leadership style (S4)-delegating, which, due to the high degree of maturity of the followers, is characterized by the low level of directivity by director – leaders, both by tasks and by relationships (in Hasanović, 2009: 256).

Participatory leadership, through the level of delegating tasks by the directors of upper secondary schools to employees (Jahić, 2006; Agić *et al.*, 2006: 123–153), is at medium development, based on the survey in the TK. The level of delegation of tasks ranges from 40% to 93.50%. At the high level, tasks are delegated from the “pedagogical aspect”, but at the low or middle levels “managerial jobs and tasks” are delegated. The research did not succeed in providing a fundamental understanding of the meaning of the term delegation for all categories of respondents, i.e, whether the transfer of “jurisdiction and powers from a director to associates” is considered as a process of democratization of leadership or as a subtle control of associates (in: Hasanović, 2009: 256).

EDUCATIONAL MANAGEMENT TRAINING

When it comes to the educational training of directors in BH, the situation is very colorful. It is best implemented in the TK, due to staff who participated in the mentioned projects. The training of the directors of TK started in 2004, initially in cooperation with Slovenian colleagues, and later in the regular programs of professional training of the Tuzla Pedagogical Institute, with its own forces: new trainers who had graduated from Slovenian and English universities and university professors. The training program of TK directors was accepted by the Federal Ministry of Education in 2008 as a model for other cantonal ministries. In other cantons, there is no such form of education because ministries of education have not given their approval. The educational authorities of Brcko District implemented two of the three modules of this basic training program for management in education in 2009. In addition to the above-mentioned project, which was supported by the Open Society Fund of BH, some others have also addressed the issue of education management in BH. The CES (Corporation in Educational Sector) project is worthwhile. This was supported by the Finnish Ministry of Foreign Affairs and implemented by the TK Pedagogical Institute. Training of management teams from more than 200 schools was implemented by domestic staff (2004–2005). Another project was organized and supported by the Austrian KulturKontakt, and consisted of four modules (2010–2011). This training of directors from more than 100 schools across BH has been carried out, using domestic resources.⁵

Also, the Netherlands government has stimulated and helped set up a training programme for school management in many countries in South East Europe. Thus, BH was a participant of the program from 2010 to 2013, together with Albania, Montenegro, Kosovo, Macedonia and Serbia. This program was organized and led by the Netherlands School for Educational Management (NSO) and the Agency for Preschool, Primary and Secondary Education BH. Within the framework of the program, five people were trained to be school management trainers. Also, a collection of papers on this topic was issued, and a manual with created modules, lessons, exercises and tasks for future training participants were prepared. However, as with other similar projects, there was no opportunity for these trainers to gain further knowledge and competencies, as educational authorities did

⁵ These projects have weaknesses that are realized without taking into account the results of similar, already realized, projects. They are being implemented, and educational authorities have responsibility for their institutionalization. It is common practice that educational authorities do not sufficiently absorb the results of projects in the reform process of our education .

not show any interest in further activities in the area of school director training. More precisely, nothing has been done to introduce the training of the director as a systemic solution.

The projects implemented by the European Commission (EC-TAER and others), whose conclusions were accepted by all Entity and Cantonal Ministries of Education, contain statements on the need to strengthen the leadership and managerial competencies of directors of educational institutions. However, so far nothing has been done to institutionalize organized support for the management of educational institutions at state level.

The research in primary schools which was undertaken in the academic year 2010/2011 by the Agency for Preschool, Primary and Secondary Education (the Agency), also provides indicators for additional education of school directors. Thus, about 80% of directors had a chance to improve their management skills. However, for 85.79% of those who attended the directors' training such education was largely during their existing mandate and did not represent a prerequisite for the selection of new school directors. The largest number of directors who attended management education (66.7%) stated that these actions were not enough, and that they should be more frequent and of better quality. This should be kept in mind when it comes to designing and planning the strategy for improving the functioning of schools in BH. In all of these studies, it has been shown that investing in directors of educational institutions is highly profitable. Studies have shown that the introduction of change, the creation of a favorable school climate, the manner of decision making, and relations to employee development and self-development depend on the level of training of managers in educational management (Agić, 2010, 2011, 2012).

In almost all areas of BH, everything seems to do with politics. By dealing with school-based support and school management, we can conclude that the role and status of a director is endangered because the choice of director tends to be related to political affiliation rather than professional abilities. The future status, role and training of directors in BH must be different from the current situation. In our practice, directors have a mandate equal to the executive authorities that have appointed them. It is therefore impossible to carry out seriously long-term planning and implementation of their professional development. Directors, as an important link in the education chain, should be selected on the basis of professional competencies with the obligation of continuous professional training without the influence of political powers.

CONCLUSIONS AND RECOMMENDATIONS

After training sessions of school directors, research has shown that they have a different attitude toward change, which does not have to be introduced from top to bottom (Fullan, 2001). On the contrary, they are encouraged to change within the school with high participation of all participants in education in all segments, from planning, especially strategic decision-making, to curriculum creation and the need to institutionalize change. The aforementioned research projects took into account the programs and content directors' training, with the proposal of its thematic framework. Here are some suggestions for the priority of the thematic areas required for educational leadership in the 21st century. The results are shown in Table 3.

Table 3. Overview of priority areas for education and training of directors

Agić (2009) ⁶	Hasanović (2009) ⁷	Erčulj (2001) ⁸
<ul style="list-style-type: none"> • Leadership, decision-making, planning, • Changes, management and control, resistances, • Financing, obtaining special revenues, programming and projects, • Legislation, reading and interpretation, and drafting of subordinate legislation, • Quality of education, quality school, • Staff development, teamwork, conflicts, managing meetings, communication, • Theories of organization, culture of organization and others. 	<ul style="list-style-type: none"> • Working with people, • Employee motivation, • Culture and climate in school, • Monitoring the work and professional development of teachers, • Conflict resolution in school, • Organization theory, • Cooperation of schools with the environment, • Theories of leadership in education, • Styles of learning and ways of creating knowledge, • Delegation of duties and powers to associates, • Introduction of change in school, • Strategic planning at school, • Communication in school, • Teamwork, • Evaluation of work of the school, • Project management at school 	<ul style="list-style-type: none"> • Legislation, • Participations, • Planning (short-term and long-term planning), • Managing meetings, • Working with people (climate, professional development of employees)⁹

⁶ Agić, 2009: 206

⁷ Hasanović, 2009: 257–258

⁸ Erčulj, 2001: 87–96

The content in Table 3 can form the basis for creating training programs for directors in BH. Those areas can be grouped in specific topics and modules. It is important that training encompasses all directors because more will be then achieved than if energy is used to improve the capabilities of only some of them (Drucker, 1993).

There is no alternative to investment in the directorates of educational institutions. Research by Agić (2009) has shown that a more favorable environment is concerned with: the introduction of change (climate, communication, participation in decision-making), relationship to (only) perfecting, communication, conflict resolution etc. in schools where managers were trained with disciplines from Management in Education in an organized way (Agić, 2009: 204–205). From experience in countries with a tradition of training managers and directors in education, (Slovenia for example), it is of crucial importance that decision-makers in this area should plan the initial training of directors before they enter their first director mandate. It is known that in the first few months of the directoriate, principals tend to create their “own style of leadership” (Roncelli Vaupot, 2001: 215–228).

Like many other issues in BH, the relationship to educational management is not adequate at the level of local communities. This must be a matter of social and political agreement in line with higher education strategies. Our country has a respectable resource that is competent in planning, implementing, and continuously improving the system of continuing professional training, as well as basic training in educational management. However, measures are deployed by entities and cantons, which operate without harmonized policies. Gathering all staff into one place with joint work on improving the status of educational management in BH would be of crucial importance for future activities and trends towards managers/principals more favorable status and better positions of leadership in educational institutions in BH.

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ABOUT THE AUTHORS

Christian Wiesner, MA, was the head of the Educational Standards Department and led its formative integration into the Austrian school system at the Federal Institute (BIFIE). He was responsible for the scientific development and improvement of educational standards in Austria. He was actively involved in many projects related to educational reforms and is now professor of education at the University College of Teacher Education, Lower Austria. His primary areas of work include innovation research; leadership; therapy and counseling theories in school practice, the development of personality, teams, organisations, and schools, as well as learning and feedback research.

Michael Schratz, Ph.D, has been working in the field of education in many countries, focusing on system transformation, leadership, and learning. He was the Founding Dean of the School of Education at the University of Innsbruck (Austria) and has been Austrian representative for the EU, OECD, and Council of Europe. Prof. Schratz is Academic Director of the National Leadership Academy and Chairman of the jury of the German School Award. He is Scientific Director of the European Doctorate in Teacher Education (EDITE), in which five universities work towards *Transformative Teacher Learning for Better Student Learning within an Emerging European Context*. He was President of ICSEI (International Congress of School Effectiveness and Improvement) from 2016–2017 and had the Fritz Karsen Chair at the Humboldt University of Berlin (Germany) in 2018. Michael Schratz is the author of many books, several translated into other languages, and editor of several journals on leadership, school improvement, and learning.

Hariz Agić became a professor of mathematics at the Faculty of Natural Sciences and Mathematics in Sarajevo. He graduated in postgraduate studies in Management Education from the Faculty of Management in Kopar, at the Manchester Metropolitan University franchise. In 2009, at the University of Novi Sad, he defended his doctoral dissertation entitled “Managing Director’s Activities and Managing Changes in Education”. Since 1982, he has been teaching mathematics: from 1993 to 2007, at the University of Tuzla, and from 2009 until now engaged as a teacher at Brcko District European Universities and Kallos Tuzla at the Faculty of Pedagogy of the University of Sarajevo. Since 2001 he has been employed by the Pedagogical Institute of Tuzla Canton, as Director until 2005 and as education advisor to date. He has published over 30 scientific papers in the field of methodics and areas of management. He has written several books in the field of mathematics and management in education. Married, he is the father of two daughters and grandfather of three grandchildren.

Žaneta Džumhur is employed by the Agency for Preschool, Primary and Secondary Education. She graduated from the Faculty of Sciences and Mathematics in Sarajevo and postgraduated from the Faculty of Humanities in Mostar. From 1991 until 2002 she taught mathematics in grammar schools in Sarajevo. Since 2002 she has been employed by the Agency for standards and assessment in education for the Federation of BH and Republika Srpska. She has intense experience in external evaluation at national and international levels. She has published several technical and experts reports at national level regarding the state of education in BH. She has actively participated in many projects related to educational reform in BH. She has organized and conducted many conferences, seminars and workshops for teachers and school directors. She has participated as a speaker or panelist at many international conferences. Married, mother of two sons.

Bozhidara Kriviradeva is an associate professor at the Faculty of Education, Sofia University “St. Kliment Ohridski”, Sofia, Bulgaria. She provides lectures in organizational culture in educational institutions, management of institutions of social work, children’s rights, working with children at risk, etc. Her main research work for the past decade is in the field of leadership and organizational culture at school, along with job satisfaction in educational and social institutions. Prof. Kriviradeva has served as deputy rector for strategic development at Kokshetau state University “Sh. Ualikhanov”, Kazakhstan for academic year 2016/2017 and also a lecturer in Leadership in education at the same University. She leads a master program “Pedagogy of deviant behavior”. Her research interests in leadership in education inspire intensive research work in the field, especially in relation to strategic management of educational institutions.

Vesna Kovač is a full professor employed at the University of Rijeka, Faculty of Humanities and Social Sciences, Department of Education. Her central academic interest has been focused on the field of education policy and leadership. She is a principal researcher of a research project titled “Predictors and Obstacles of Instructional School Leadership in Croatian Schools”, supported by the University of Rijeka. She runs various courses on education policy, leadership, and quality at the level of undergraduate, graduate and postgraduate study programs. She is the head of the postgraduate specialist study program intended for school’s principals. In 2015, she was appointed as a member of the Ministry of Education’s Expert Working Group responsible for improvement of educational leadership. She has been a member of the European Network for Improving Research and

Development in Educational Leadership and Management (ENIRDELM) since 2015.

Stjepan Staničić, PhD, graduated in pedagogy, obtained an MSc degree in the internal school development, and a PhD degree in the field of leadership in education. He was a teacher, pedagogue, and principal of primary and secondary schools, as well as an educational consultant and the head of the Institute of Education in Rijeka. For the last 15 years, he has been a professor at the Department of Education, Faculty of Humanities and Social Sciences in Rijeka. For more than 25 years, his key research interests have been management and leadership in education. Thus, he introduced a course School Management and lectured at undergraduate and postgraduate studies of several faculties, as well as participating in numerous national and international conferences. He was leading the national committees for the development of conceptual and operational documents on educational leadership (professional training programs, principal's certification exams, competency standards, licensing model, etc.). He was the expert leader of the School for Principals of primary and secondary schools. He is the author of the book *Management in Education* (2006) and around 50 field-related papers.

Milan Pol works at the Faculty of Arts, Masaryk University, as Professor of Education and, since 2014, Dean of the Faculty. His professional interests are divided between school leadership/management and educational evaluation, recently focusing more intensely on evaluation in higher education settings. Among other subjects, he has been involved in research in school culture, school governance, organizational learning in schools and life/professional careers of school leaders. He is author and co-author of a variety of domestic and foreign publications and has been editor-in-chief of the journal *Studia paedagogica* since 2009. Currently, he is also board member of ENIRDELM (European Network for Improving Research and Development in Educational Leadership and Management).

Bohumíra Lazarová works as an associate professor at the Department of Educational Sciences, Faculty of Arts, Masaryk University. Her main focus is on teachers' professional development, mentoring, and school counseling. She is a co-founder of the Czech Association of Mentoring in Education and acts as a trainer in courses for mentors of teachers and headteachers (see <https://www.phil.muni.cz/en/about-us/faculty-staff/2201-bohumira-lazarova>).

Jukka Alava is former director and emeritus professor of The Institute of Educational Leadership in The University of Jyväskylä. He earned his PhD degree at The University of Kentucky. He has been an adjunct professor at East China Normal University and a visiting professor at the University of Pretoria. His research interest and focus in training are school leadership, educational change and development, organizational change and learning, strategic change, and organizational culture. He has lectured in several universities and he has been a consultant to over 200 major organizations in Europe, Chile, China, Croatia, Nepal, Serbia, South Africa, USA. As the CEO and senior consultant of Didactica Consulting he has developed several frameworks, instruments and technologies to be used in training and consulting. He has published several articles and book chapters in managing and leading change in schools.

Tibor Baráth graduated at MSc level as a Mathematics and Physics teacher and took his Doctor's degree in Mathematics in 1986. He took part in leadership and expert training programs offered by the Netherlands School of Educational Management (NSO) and University of Amsterdam (UvA) in Holland. He has acted as the director of the Hungarian-Netherlands School of Educational Management (HUNSEM) at the University of Szeged from 1998. He led the development of several MA level training programs for directors and experts in education. He is a change manager (PricewaterhouseCoopers) and quality assurance adviser. His specific field is leadership, organizational and human resource development. He was involved – as leader or leading expert – in 10 national and 11 international programs in the field of education. He takes an active role in the European Network for Improving Research and Development in Educational Leadership and Management. He established a team – called Learning Experience Laboratory – for researching and improving the learning in HE institutions. He is involved as board member of three tracks of the Applied Human Factors and Ergonomics and Affiliated Conferences. He is an invited editor for different journals and books.

László Horváth, PhD, is an assistant professor at ELTE Eötvös Loránd University (Hungary) Institute of Education. He has an MSc degree in economics (leadership and management) and an MA degree in adult education (andragogy). Currently he is working in a state-funded research project concerned with the emergence and diffusion of local innovations in education. Previously he was engaged in several national and international public and higher education development projects. His research interests are higher

education management, learning organization, knowledge management and educational innovations.

Attila Nóbik is an associate professor at the Institute of Special Education, University of Szeged. He graduated as a history teacher. He defended his doctoral thesis in 2011 and completed his habilitation in 2018. His research interests are: content regulation in Hungarian education, history of childhood, professionalization of elementary teaching, and the history of schooling. He participated in various educational leadership programmes as trainer and developer.

Éva Verderber is a PhD candidate at the Doctoral School of Education at the Faculty of Education and Psychology, ELTE. Her main research interest focuses on the effect of school leaders' reflective thinking on the organizational learning process and organizational reflective capacity. She is a soft skill trainer who has experience in developing training programmes; she also took part in several institutional development projects. Now she is leading a Regional Teacher Training Center at ELTE within a European Union Project which focuses on decreasing early drop out from Hungarian schools.

Biljana Maslovarić has over 25 years of experience of working in education, as follows: from 1992 to 1998, she was hired as a professor of social sciences. From 1998 to 2001 she was an employee of the Open Society Foundation/Open Society Institute – Representative Office in Montenegro. From 2001 to 2010 she was working as a coordinator of the Pedagogical Center of Montenegro (PCMNE). Since 2012 she has been the executive director of the Pedagogical Center of Montenegro. In 2007 she obtained an MA in Management in Education at Faculty of Philosophy, University of Novi Sad. In 2009 she earned her PhD in Management in Education with the thesis "Democratic Education and the Role of Teachers in Forming a Democratic Attitude of Students". In 2007 she took the position of a teaching associate at the Faculty of Philosophy. She was appointed assistant professor by the Senate of the University of Montenegro in 2011 and from 2016 she was re-appointed for a period of five years. She has been serving as a Deputy Dean for Science and International Relations at the Faculty from 2014.

Jelena Ivanović, MA, completed her Bachelor's and Specialist's degree at the Department of Pedagogy, Faculty of Philosophy, the University of Montenegro, on time, with the highest mark. She defended her graduation thesis,

entitled “Models of identifying gifted children in elementary schools”. In the academic year 2017/18, she enrolled in the postgraduate studies at the University of Montenegro, and defended her master’s thesis entitled “Models of identifying and encouraging gifted children in the third cycle of elementary schools”. She took part in a literacy volunteer campaign for RAE students in Konik refugee camp. She participated in the International Pedagogy conference “Innovations in teaching”, which was held on May 2016 in Novi Sad. Since January 2018, she has been engaged as a teaching assistant at Study program for Pedagogy, Study program for Preschool education and Study program for Teacher education.

Konstantin Petkovski is a full time professor at St. Kliment Ohridski University, Bitola, Republic of North Macedonia. His professional experience is also as school director, deputy director of Bureau for development of education, head of commission for school directors’ examination. His key qualifications are as researcher, consultant and trainer in educational management, HRM, VET and Entrepreneurship. He has experience in leading national projects and is an expert in international projects.

Zoran Hristovski obtained a master’s degree in MHR with the thesis “Management of generational differences and characteristics in the behavior of human resources in function of the school performance”. Currently he is a primary school Principal. He has experience as a trainer in courses: Teacher training for the subject of computer work, MRCGO, BRO; Professional competences among directors, professional associates and teachers at schools and developing a personal plan for professional development, Coaching – N.

Jelena Teodorović is an associate professor at the Faculty of Education in Jagodina, University of Kragujevac, Serbia. She is the head of the Education policy master programme and Leadership in education master programme. She obtained her doctorate in education policy with a focus on international education from the George Washington University, USA. Jelena recently led two international projects in education: Comenius project “Improving educational effectiveness of primary schools (IEEPS)” and TEMPUS project “Master program in Educational Leadership (EdLead)”. She was one of the editors of the handbook *Steering the quality of work of educational institutions – Handbook for principals*. Her professional interests are: leadership in education, teacher quality, educational effectiveness, and education policy.

Slavica Ševkušić, senior research associate, is employed at the Institute for Educational Research in Belgrade, Serbia. She is also a lecturer for doctoral studies at the Faculty of Education in Jagodina, University of Kragujevac, Serbia (course of qualitative methodology). During more than 30 years working in the field of education, Slavica has been involved in numerous national and international projects. She was the research team leader in the TEMPUS project “Master program in Educational Leadership – EdLead” (2013–2017). Within the framework of this project, she was the president of Programme Committee of the international scientific conference “Challenges and dilemmas of professional development of teachers and leaders in education”, held in Belgrade in 2015. She was one of the editors of the handbook *Steering the quality of work of educational institutions – Handbook for principals*. In 2016/2017, she was a member of the Working Group in the Ministry of Education of the Republic of Serbia for preparation of program proposals and training scenarios for principals of educational institutions and draft regulations that will address all issues of importance for training, examination and acquisition of a principal’s license. From 2009 to the present she has been the Editor-in-Chief of the *Journal of the Institute for Educational Research*, an international scientific journal (indexed in Scopus, ESCI-WoS, etc).

Dušica Malinić is a research associate at the Institute for Educational Research, Belgrade, Serbia. She has a PhD in education from the University of Belgrade. Her main focus is on the causes of students’ academic failure, teachers’ pedagogical and methodical competence, and leadership in education. She was involved in several national and international projects in the field of education. From 2012 she has been the head of a subproject „Accessibility, Justice and Participation in Education“ within the national project „Improving the Quality and Accessibility of Education in the Process of Modernization of Serbia“. She participated in the TEMPUS project “Master program in Educational Leadership – EdLead” (2013–2017) as a member of the research team. She was one of the editors of the handbook *Steering the quality of work of educational institutions – Handbook for principals*. Dušica was a member of the Working Groups for the preparation of the document “Framework for the National Curriculum” (2017) and for the Revision of the standards and indicators for the quality of the work of educational institutions (2017–2018).

Jasmina Đelić, BA in Pedagogy, is head of the Department for Monitoring and External Evaluation of the Quality of Elementary Schools and Pre-School Institutions at the Ministry of Education, Science and Technological

Development of the Republic of Serbia. Ten-year-long experience in the development and implementation of the national framework for the quality of education. Participation in the development of standards and indicators for the quality of schools and pre-school institutions. Head of numerous projects for the development of evaluation and self-evaluation methodology in education. Head of the team for the establishment and implementation of the system for licencing directors of elementary schools and pre-school institutions, and the development of training programmes for leadership in elementary schools and pre-school institutions.

Alena Hašková is a professor of Technology of Education. She works at the Faculty of Education, Constantine the Philosopher University in Nitra (Slovakia). Her primary interests are methodology of teaching, IT applications in education, development of educational environments and their use for specific purposes, and optimization of school management and school leadership. She acts as an expert in both national and international committees aimed at research in education. She regularly contributes with articles to the national and international journals dedicated to the topic of education. From her rich publication activity 46 publications have been indexed in WoS and 38 in Scopus database. Besides that, she is the author of several monographs or chapters in monographs and textbooks in the area of pedagogy. From those focused on school leadership the most outstanding are “The Role of School Leadership in the Improvement of Learning” (M. Schratz et al.; Budapest, Tempus Public Foundation, 2009) and “The Competences of School Leaders and the Impact of School Reform on Their Positions” (A. Hašková & M. PISOŇOVÁ, In *Progress in Education*; New York, Nova Science Publishers, 2019).

Majda Cencič is a professor of didactics at the University of Primorska, Faculty of Education in Koper, Slovenia. She deals with a variety of educational topics such as school space, teaching methods, quality and evaluation, reflexive teaching, etc. Since 2011 she has also been involved in researching leadership in educational institutions. In 2011 she was invited to participate in the international Lifelong Learning Programme titled “European Policy Network on School Leadership” (2011–2014) with FORTH (Foundation for Research and Technology) of Heraklion, Crete (Greece) as the leading partner. From 2014 to 2016 she participated in the Erasmus+ project “Entrepreneurial Competences for School Leadership Teams” (EC4SLT). Given the above, her main interests are in the areas of ethical leadership, competences, and roles of school heads, influence of school heads on the creativity of teachers,

and the like. In 2014 she edited – jointly with her colleague Dr Justina Erčulj – the fourth thematic issue of *Journal of Contemporary Educational Studies*, titled “Leadership in Education”. Majda Cencič is also involved in the activities of the Slovenian National School for Leadership in Education in the programme “Managing and Leading Innovative Learning Environments”. Since 2016 she has been a member of the editorial board of the journal *Leadership in Education*.

Justina Erčulj has been working in education for almost 40 years. Since 1996 she has been employed in the National School for Leadership in Education as a lecturer and lately as a programme and project developer. She has been involved in the development of several programmes for head teachers, such as the programme for headship licence, mentoring newly appointed head teachers, head teachers’ learning networks, etc. From 2016 on she has been coordinating an extensive national project “Leading and managing Innovative Learning Environments”. She has also coordinated or participated in international projects aimed at support for head teachers. At the moment she has been the lead Slovenian partner in Erasmus+ project “Leading Learning by Networking”. Beside this, she has also been a member of national project POGUM aimed at the development of entrepreneurship competencies of primary school head teachers. Her main interests are in the areas of head teachers’ lifelong learning programmes at different stages of their professional career. She is also interested in closer cooperation between schools, business companies, and different actors in schools’ environment. Therefore she has been searching for new ways of professional development that would help head teachers perform their role more effectively. She has been a member of several editorial boards of professional journals for teachers and head teachers in Slovenia.

AUTHORS' INDEX

A

Agić, H., 33, 36, 38, 39, 41, 42
 Alava, J., 97, 98, 99
 Aleksova, M., 149
 Alfirević, N., 72, 73, 74
 Ali, A. K., 123
 Alibabić, Š., 170
 Amanchukwu, R., 48
 Anderson, S., 164
 Andevski, M., 72
 Anđić, D., 76
 Angerer, S., 23
 Anka, Á., 124
 Armstrong, A., 123
 Arnold, R., 136
 Arsenijević, J., 72
 Avdić, A., 39
 Avguštin, P., 222
 Avramović, Z., 169, 172
 Ažić Bastalić, A., 74
 Ažman, T., 217

B

Bajrić, A., 39
 Balázs, É., 115
 Baráth, T., 124, 128
 Barber, M., 175
 Bass, B. M., 39
 Beavin Bavelas, J., 21
 Bell, L., 33, 36, 37
 Beño, M., 190
 Beycioglu, K., 138
 Bilankov, M., 65
 Biott, C., 19
 Bitterová, M., 192, 194
 Blažević, I., 71
 Bocsi, V., 114

Bodroža, B., 177
 Bohony, P., 198
 Bolden, R., 33
 Bouda, T., 95
 Boudová, S., 95
 Brečka, P., 198
 Bredeson, P., 136
 Breit, S., 23
 Brunclíková, Z., 198
 Bryk, A. S., 18
 Buchberger, I., 33, 70, 73, 74
 Buhač, Lj., 70
 Burcar, Ž., 71
 Bush, T., 33, 36, 37, 38, 44, 45, 48, 197

C

Cameron, K., 123, 124, 125, 126, 127
 Čelinák, Š., 198
 Cencić M., 219
 Cheng, Y. Ch., 197
 Clark, M., 175
 Cseh, Gy., 124

D

Damjanović, P., 34
 Dampster, N., 223
 Delors, J., 32
 Dempster, N., 208
 Devos, G., 25
 Dewe, B., 20
 Đaković, O., 73
 Đerić, I., 177
 Đurišić-Bojanović, M., 169, 170, 172
 Dougherty, P., 162
 Drandić, B., 63, 66, 68, 75
 Drucker, P., 43, 136

Dubs, R., 15
 Džinović, V., 171, 172

E

Eger, L., 198
 Ender, B., 31, 32
 Erätuuli, M., 104
 Erčulj, J., 36, 42, 214, 215, 216, 217
 Everard, B., 37

F

Faerman, S. R., 126
 Fazekas, Á., 124
 Fegeš, K., 72
 Fend, H., 14
 Firestone, W. A., 23
 Fischer, W., 19
 Foley, P., 123
 Fráterová, Z., 198
 Fullan, M. G., 38, 42

G

Gajger, V., 72, 74
 Gajić, O., 138
 Garvin, D. A., 123
 George, A. C., 23
 Glatter, R., 33,
 Glover, D., 48, 197
 Goljat Prelogar, L., 214, 215, 216, 217
 Gonzalez, R. A., 23
 Gregorzewski, M., 19
 Gros-Ophoff, J., 27

H

Hafner, H., 24
 Halasz, G. 115
 Halilović, H., 39
 Halinger, P., 164
 Halttunen, I., 97, 98

Harju-Luukkainen, H., 100
 Harris, A., 38
 Harrison, C., 57
 Hartmann, M., 21, 22, 25
 Hasanović, H., 38, 39, 42
 Hašková, A., 192, 194
 Heck, R., 164, 178
 Heilinger, A., 136
 Hellström, M., 101, 104, 106, 108
 Helmke, A., 22, 23
 Hentschke, G. C., 219
 Herich, J., 190
 Hersey, P., 38, 39
 Hitrec, S., 65
 Hlousková, L., 123
 Hofbauer, C., 29
 Hoi Lee, T. T., 197
 Holečková, A., 95
 Hopkins, D., 192
 Horn, D., 115
 Horvárhová, K., 197
 Horváth, L., 124
 Hosenfeld, I., 27
 Hruzíková, Z., 198
 Hučín, J., 95
 Huseinagić, E., 38, 39

I

Iby, M., 22
 Ingersoll, R., 162
 Isaković, Z., 38
 Isosomppi, L., 98
 Ivanović, S., 172
 Ivanuš Grmek, M., 80

J

Jackson, D., 21, 109
 Jahić, M., 39
 Janík, T., 95
 Janković, M., 72
 Jantzi, D., 46
 Jašić, S., 137

Javornik Krečić, M., 80
 Jelovac, G., 137
 Joshevska, F., 150
 Jukić, D., 72
 Jurić, V., 70

K

Kanervio, P., 104
 Kašparová, V., 90, 91, 92
 Käufer, K., 15
 Kemethofer, D., 21, 23
 Kendelić, S., 71
 Kézy, Zs., 124
 Khan, I., 48
 Killion, J., 57
 Kirkham, G. A., 18, 19, 122, 192
 Kirveskari, T., 98
 Kitzberger, J., 192
 Knežević, Z., 138
 Koch, U., 23
 Ko, J., 197
 Kotur, J., 217
 Kovač, V., 70, 72, 73, 74
 Kovács, A., 129
 Kozák, A., 114
 Kozina, A., 80
 Kozma, T., 116
 Krenn, S., 28
 Kriviradeva, B., 55
 Kubr, M., 215
 Kunnari, E., 104

L

Laasila, S., 101
 Lahtero, T., 103, 104
 Lalovic, Z., 138
 Lančarič, D., 197
 Lašek, J., 92, 93
 Laššák, V., 197
 Lazarová, B., 92, 93, 94, 123
 Lehtinen, T., 101
 Lehtisalo, L., 97
 Leino, J., 104

Leithwood, K., 38, 46, 164, 197
 Leko, I., 62
 Lhotková, I., 91, 192
 Lintonen, P., 103, 105, 107, 108
 Lipponen, M., 103, 108
 Liusvaara, L., 104
 Louis, K. S., 164
 Lovšin, M., 222
 Lukas, J., 92

M

MacBeath, J., 208
 Mäkelä, A., 105
 Mäkinen, J., 102, 103, 105, 107, 108
 Maksić, S., 169, 170, 172
 Male, T., 208
 Malić, J., 62
 Malinić, D., 171, 172, 175
 Matijević-Šimić, D., 71
 Maxwell, J. C., 47, 48, 56, 57
 Meador, D., 136
 Menyhárt, A., 124
 Mihanović, Z., 76
 Milenković, S., 34
 Milin, V., 177
 Miljević-Ridički, R., 73
 Mitchelmore, S., 211, 220
 Mlinarević, V., 72, 74
 Moilanen, R., 99
 Moorman, H., 19, 22, 29, 192, 198
 Móré, M., 114
 Morris, G., 37
 Morrison, K., 33, 37
 Morrow, J. R., 109
 Mrnjaus, K., 70
 Mršulja, N., 137, 148
 Mulford, B., 123, 128
 Munk, M., 198
 Mustonen, K., 98

N

Najvar, P., 95
Nawaz, A., 48
Nikki, M. L., 98
Nissinen, K., 100
Nkengbeza, D., 109
Northouse, P. G., 39
Novotny, P., 96, 123
Nusche, D., 29, 192, 198

O

Obdržálek, Z., 191
O'Donoghue, T., 172
Ololube, N. P., 48
Ouchi, W. G., 126

P

Pahić, T., 73
Palaiologou, I., 208
Pant, H. A., 30
Paseka, A., 20
Pashiardis, P., 138
Pastuović, N., 64
Paukkuri, E., 105
Pavičić, J., 72, 74
Pavlović, M., 173
Peček, P., 222
Peko, A., 71, 72, 74
Pelivanova, G., 150
Pesonen, J., 105
Petković, S., 72
Petkovski, K., 149, 150
Petrović, D. S., 170
Petz, B., 33
Petzold, K., 19
Pirolt, R., 24
Pisoňová, M., 191, 192
Píšová, M., 95
Plitzová, H., 83
Pol, M., 86, 89, 90, 93, 123, 128
Poláchová Vašátková, J., 95

Polák, J., 191
Pont, B., 29, 192
Pool, S., 19
Potužníková, E., 95
Pulkkinen, S., 104

Q

Quinn, E. R., 123, 124, 125, 126, 127

R

Raasumaa, V., 108, 109
Radeka, I., 71
Radišić, J., 171, 172
Radnitzky, E., 22
Radoslavova, M., 48, 57
Rafajac, B., 73
Rahm, S., 19, 22
Raivola, R., 97
Raković, J., 172
Rauch, F., 19
Rauscher, E., 28
Relja, R., 72
Revai, N., 18, 19, 122, 192
Ribbins, P., 33
Richter, D., 30
Riemann, F., 21
Risku, M., 97, 98, 104, 109
Ristić, Ž., 34
Robbins, S. P., 33
Rogić, A. M., 73
Roncelli Vauput, S., 43
Rösler, L., 29
Rowley, J., 211, 220
Rukavina Kovačević, K., 73
Rýdl, K., 198

S

Sajko, L., 70
Scharmer, O. C., 15, 21, 22
Schildkamp, K., 29
Schleicher, A., 214

- Schley, V., 21
 Schley, W., 19, 21, 22, 27
 Schliesing, A., 30
 Schmid, K., 24
 Schratz, M., 12, 14, 15, 19, 20, 21, 22, 23, 24, 25
 Schreiner, C., 23
 Schrittmesser, I., 18
 Schwarz, J., 23, 24
 Seashore, K. L., 26
 Sedláček, M., 92, 93, 95, 96, 123
 Senge, P. M., 15, 20, 29, 123
 Sergiovanni, J. T., 38
 Ševců, M., 95
 Ševkušić, S., 171, 172, 175
 Silins, H., 123, 128
 Šimčáková, L., 190
 Šimková, Z., 197
 Simon, T., 129
 Sipos, J., 124
 Sirinides, P., 162
 Sitášová, Z., 198
 Škunca, D., 34
 Slavić, A., 73, 74
 Smallwood, W. N., 21
 Smeds-Nylund, A-S., 97, 100
 Sorić, I., 71, 80
 Soukup, P., 95
 Southworth, G., 211
 Spajić, B., 72
 Stanić, I., 71
 Staničić, S., 62, 63, 65, 66, 70, 72, 75, 136
 Stanković, D., 171, 172, 177
 Stanley, G. J., 48
 Steinbach, R., 46
 Steinkellner, H., 22
 Štemberger, T., 219
 Stenvall, J., 107
 Stoll, L., 19, 22, 29
 Stolt, S., 100
 Strakoš, J., 198
 Strittmatter, A., 32
 Strugar, V., 64
 Sundqvist, R., 97, 100
 Sunko, E., 73
 Suša, B., 34
 Szabó, I., 115, 116
 Szebedy, T., 116
- ## T
- Tavčar, I. M., 33
 Teikari, K., 104
 Temperley, J., 109
 Teodorović, J., 171, 172, 175, 177
 Terhart, E., 22
 Thomann, C., 21
 Thompson, M. P., 126
 Tian, M., 104
 Tóblová, E., 198
 Townsend, T., 27
 Trnková, K., 95
 Trojan, V., 95, 192
 Trojanová, I., 198
- ## U
- Uljens, M., 97, 100, 101, 102, 105, 106, 109
 Ulrich, D., 21
 Urbánek, P., 92
- ## V
- Van Velzen, B., 26
 Varga, R., 71
 Velichkov, A., 48, 57
 Verderber, É., 124
 Veselková, J., 198
 Vettenranta, J., 100
 Vican, D., 71, 72, 73, 74
 Virtanen, P., 107
 Vizek Vidović, V., 73
 Vršnik Perše, T., 70
 Vujisić, B., 137
 Vulkko, E., 104
 Vuohijoki, T., 103

W

Wahlstrom, K., 164
Watzlawick, P., 21
Wenström, S., 104
West-Burnham, J., 36, 37
Whelan, F., 175
Whitaker, K., 192
Wiesner, C., 14, 17, 19, 20, 21, 22, 23
Wilkins, A. L., 126
Wu, N., 126
Wurster, S., 22, 23

Y

Yu, T., 126

Z

Zarins, S., 123, 128
Zavašnik, M., 222
Zenger, J., 21
Zrilić, S., 72
Žunić-Pavlović, V., 173



Slavica Ševkušić



Dušica Malinić



Jelena Teodorović

There are good arguments in favour of a publication about the development and current status of leadership in education in the context of the education policy and practice of Eastern and Central Europe. Indeed, compared to publications about educational leadership in Western Europe and Anglo-Saxon countries, there is a gap in knowledge... *Leadership in education - Initiatives and trends in selected European countries* reflects in a clear and readable manner the many developments and challenges of educational leadership in the selected countries and the work of many people who are committed to the scientific study of this field and to the development of schools and educational leaders.

Prof. Em. Dr. Eric Verbiest, University of Antwerp, Belgium

It is a great idea that the Institute for Educational Research, Belgrade, Serbia, Faculty of Education, University of Kragujevac, Jagodina, Serbia, and Hungarian-Netherlands School of Educational Management, University of Szeged, Hungary, have taken the idea to create very acute and topical material for education, school leaders and policy makers, and not only them: it is also very useful for students in higher educational institutions studying programmes of educational management and teacher education. This book gives us insight not only into educational leadership, but also the policy of education, the system of education, and vision of the future of the development of educational leadership.

Prof. Paed. Dr. Ilze Ivanova, University of Latvia, Latvia

The book reviewed here presents a range of qualities. The first of these is its cognitive value. The texts collected in the publication create a multi-voice and thus a rich picture of the experiences gathered during the process of development of leadership in education in selected European countries. It happened thanks to the careful selection of authors and the quality of the texts they have prepared... The book provides intellectual tools to analyze what happens when we undertake the effort to carry out changes in social practice. The message of the book is to encourage further exploration, emphasizing the ambiguity, ambivalence, and complexity of educational leadership.

Prof. Dr. Henryk Mizerek, University of Warmia and Mazury in Olsztyn, Poland

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