Editors

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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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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BALANCING SCHOOL AUTONOMY AND HEAD TEACHERS' ACCOUNTABILITY FOR SCHOOLS IN SLOVAKIA

Alena Hašková*

Faculty of Education, Constantine the Philosopher University in Nitra, Slovakia

Abstract. The paper presents an analysis of the changes which have been introduced into the legislation on education in Slovakia. The paper, in its first part, presents an analysis of the transformation process which the system of education in Slovakia has undergone during the period of the last three decades. Within this process a great number of responsibilities have passed from the central authorities to local municipalities and individual schools. The changed conditions and the increased autonomy of schools meant that schools had to face new tasks and challenges. The new demands required new professional competences and calls for the professionalization of school leaders became part of a wider movement for school reforms. How the professional development of the school leaders is currently solved in Slovakia, what kind of education primary and secondary school head teachers are obliged to undergo, who are the main providers of this education, how it is provided, and how it is structured as to its content are described in the second part of the paper. The last part of the paper presents main results of research aimed at an evaluation of the scope of autonomy given to schools and powers given to head teachers from the point of view of an optimal amount of this autonomy in relation to actual needs and requirements of the head teachers.

Keywords: school legislation, school autonomy, powers of head teachers, head teachers appointment process, functional education of head teachers

INTRODUCTION

Teacher shortages are one of the most serious problems of primary and secondary schools in Slovakia. There are two main reasons of this phenomenon. One is the aging of in-service teachers and the second one is the low attractiveness of a teacher profession. The result is that numbers of teacher novices incoming to practice are much lower than numbers of teachers retiring from the job (CVTI, 2016). This discrepancy is increasing from year to year since a significant number of in-service teachers leave their jobs due to the low attractiveness of the profession and low teacher incomes. Therefore, strategies to increase teacher retention are very important. As results

*E-mail: ahaskova@ukf.sk

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of some research studies show (LPI, 2017), head teacher leadership plays a significant role in teacher turnover. It is one of the crucial determinants for teachers to stay either in a school or in the profession. While teachers directly influence pupils in their classrooms, head teachers impact both pupils and teachers in their school, promote organizational growth, influence changes, and create a positive school climate and culture. Since, from this point of view, head teachers are a key to teacher and pupil success, it should be important for both national and local authorities to develop policies that support head teachers throughout their careers.

The legislative changes introduced in Slovakia after the political changes in 1989 have changed the status of head teachers significantly as well as the scope of their duties and responsibilities. The key point of these changes is the autonomy given to schools and their leaders. A question is how this changed autonomy of schools is reflected in practice, what is the impact of these changes on school operations and the performance of the head teacher position, how professional development of head teachers in the new conditions is supported, and how head teachers perceive adequacy of the level of autonomy the schools and their leaders were given.

MAIN LEGISLATIVE CHANGES IN SCHOOL LEADERSHIP

Political changes in Eastern Europe at the end of the last century initiated transformation processes of the systems of education in these countries, and Slovakia was not an exception. The whole system of education in Slovakia, including school leadership, has undergone significant changes during the period of the last three decades. In the case of school leadership, the introduced changes were influenced by new conditions in which schools were operating. Schools obtained autonomous status, which meant that a great number of responsibilities were passed from the central authorities to local municipalities and individual schools. The objective was to empower school communities by giving schools greater decision-making authority over key aspects of their operation such as staffing and budgets.

The increased autonomy of schools meant that schools and their head teachers started to face new tasks and challenges. Calls for the professionalization of head teachers became part of a wider movement for school reforms. Previously, a head teacher was a practicing teacher with added technical and administrative duties, whilst from that time a head teacher was to be a professional, a full-time manager responsible for developing instructional, human, financial and physical resources to ensure the sustainable quality of the education offered and provided by the school.

The School Management and Governance Reform paid increased attention to ensuring the participation of local authorities, municipalities and regions in the administration of schools. This was specified and legalized by the so-called competency law of 2001, *Act No. 416/2001 on the Transition of Certain Powers from the State Administration to the Municipalities and Higher Territories* – the self-governing regions, and the Act of 2003, *Act No. 596/2003 on State Administration in Education and School Self-Government.*

Based on the given laws, the administration of schools and school facilities of local importance (kindergartens, elementary schools, language schools, school children's clubs, interest centres, leisure centres) was transferred to municipalities. The municipality controls their management and allocates funds to them, not only to the schools it establishes, but also to private schools and church schools in the municipality. For the transfer of state administration, funds are allocated to municipalities from the state budget. Municipalities run the administration of schools at secondary level while the head teacher leads this administration at primary level. The municipality appoints and recalls the head teachers of schools and school facilities belonging to its administration. The representatives of the municipality, along with the school council and the head teacher discuss the concept of school development, the budget of the school and the material and technical conditions of the school and school facilities, the municipality's requirements for the care of pupils and a report on the results of school education. In the municipality or in a number of municipalities with a common municipal office, the educational authority provides professional activities in the areas of education, youth, and physical culture.

The administration of secondary schools and school facilities surpassing local importance was transferred to *superior administrative units* (*self-governing regions*). Self-governing regions establish and abolish secondary schools and school facilities that are being managed by them, and appoint and recall the head teachers of schools and school facilities that are being managed by them. Besides that they carry on economic supervision of the funds allocated to schools they establish, and provide meals and accommodation for pupils of secondary schools of which they are founders.

The Act on State Administration in Education and School Self-Government legalizes the strengthening of democratization in the management of education not only through the competences of local and regional self-government in management but also through the legalization of the broader competences of school councils – self-governing bodies of education. The implementation of self-government through a school council began in the 1990s by the adoption of the Act on the State Administration in Education

and School Self-Government of 1990 (Act No. 542/1990), in which the school council is defined as an autonomous body for the promotion of local interests of parents and educators in the field of upbringing and education. However, its function was defined only broadly, not specifically. The specification and particularization of its function is defined by the Act of 2003. It characterizes the school council as an advisory self-governmental unit of the school, which takes a stance on current school problems, promotes the interests of parents, pupils and teaching staff of the school and school facility, and performs the function of public control of the school's activities, but also conducts selection procedures for the head teacher, proposes candidates for appointment to this function, and also takes a stance on the conceptual intentions of the school and its school management budget.

In general, a head teacher is appointed and recalled by the founder of the school upon the proposal of the respective school council, on the basis of competition. The competition is announced by the founder through press or other mass media. Applicants for the head teacher position must fulfil the following requirements:

- qualification requirements of education for the given type of school or kind of school facility,
- at least five years teaching experience,
- first qualification exam including a defence of a written thesis, so-called attestation,
- personal and moral integrity requirements,
- good command of Slovak language in official contacts (members of national minorities),
- after appointment to the function the successful applicant must complete the appropriate form of in-service training (so-called functional education, which has to be completed within three years of appointment).

In addition to these requirements, each applicant is asked to submit to the selection committee his/her own proposal of a school development concept.

The selection committee consists of members of the respective school council and two other members, one delegated by the municipality and the other one by the State School Inspection. The members of the school council are elected representatives from school staff and parents, and delegates from the founder of the school are the municipal self-government and the social partners of the school. The school council usually has 5–11 members. In the case of an 11-member school council, two members represent pedagogical staff of the school, another member comes from the pool of non-pedagogical

school employees, four members are representatives of pupils` parents, and four representatives come from the school founder.

The nominee principal concludes the contract with the founder of the school for the period of five years. The number of periods in the head teacher position is not limited.

Responding to reflection on the application of procedures in practice, the *Act on State Administration in Education and School Self-Government* was twice amended in 2017. Introduced changes relate to a head teacher position and the repeated possibility to stand for a head teacher selection if the applicant is a person who was invited from this position.

Among the reasons which make it impossible for a recalled head teacher to reapply for this post was also recall because of a breach of obligations and legal enactments. This restriction was set without any exception, including violations like delayed property admission submission or violation of the ban on business due to negligence. The law amendment established that, if the legal violations were not serious, it was possible to reapply for the head teacher position.

The second change resolved absence of reasons for a head teacher's dismissal. In practice it was common that one of two different approaches was applied, mainly if a head teacher resigned from his/her function. One way this situation was solved was that the founder acknowledged this decision, without performing any further legal acts. Another approach to solving the same situation was that the founder, due to the absence of any regulations, recalled the head teacher after his/her resignation. To make these situations uniform, in relation to head teacher performance termination the following clauses (possibilities) were specified in the relevant paragraph: expiration of the mandate, resigning from the post of a head teacher based on a written announcement addressed to the school founder, recall from a head teacher's post, validity of the decision of the court on a ban on the capacity to enter into legal acts, elimination of the school from the system of education, and death or death presumption.

If a head teacher resigns from his/her position, his/her performance of the head teacher function will be terminated on the date of delivery of his/ her written announcement to the founder, if a later date is not stated. Resignation cannot be withdrawn.

To be nominated for a head teacher position, i.e. to be a successful candidate, the applicant must gain absolute majority of the selection committee votes. If some members of the selection committee are not present at the selection, the number of the necessary votes does not decrease (the absolute majority only of the present members of the selection committee is not

sufficient for election). If no applicant obtains the absolute majority, the competition has to be repeated.

The scope of rights and duties of a school head teacher are set by the *Act on State Administration and School Self-Governance in Education*. A head teacher is responsible for observance of generally binding rules, study plans and syllabi, for professional and educational standard of educational work, for effective use of funds allotted for provision of the school activities, and for property management. The other duties of a head teacher are set by the *Work Order for educational staff and other employees of the schools and school facilities* issued by the Ministry of Education, Science, Research and Sport of the Slovak Republic in 2010. These duties are:

- to manage, control and regularly evaluate the work results of school employees,
- to get subordinate employees familiar with organisation rules and labour legal rules,
- to create favourable working conditions and ensure security and health protection at work,
- to use equipment and funds obtained economically and purposefully,
- to provide for remuneration of employees according to legal rules and collective agreements,
- to create favourable conditions for elevating professional level of employees and for fulfilment of their social needs,
- to secure that no violation of working discipline takes place,
- to adopt early and efficient measures for protection of the employer's property.

In addition to these duties a head teacher fulfils the basic teaching load with consideration to the type of school and number of classes, or pupils. The scope of the load is set by the *Government Regulation 422/2009 establishing scope of direct teaching and direct educational activities of teaching staff as amended by Government Regulation 433/2012.* The basic load of head teachers ranges from 3 to 23 hours.

In accordance with *Education Act* amendments and supplements (*Act* on the *Education and Training and on the Change and Supplement to Some Acts as Amended by Subsequent Provisions*) a head teacher is responsible for:

- adherence to the state educational programs designed for the school s/he manages,
- drafting of and adherence to the school educational program and instructional program,

- elaboration and fulfilment of the annual plan of the in-service teacher training,
- annual evaluation of educational and professional staff.

A head teacher's employment is concluded by the founder of the school who appointed him/her to the function. The functional period of a head teacher is five years. By recalling his/her function employment is not terminated. The head teacher as a member of the management staff receives extra pay, which is terminated by the employer as a percentage share from the salary brackets of the highest salary grade s/he was ranked into. A municipality or autonomous region is obliged to provide legal counselling to head teachers.

The *Act on State Administration in Education and School Self-Government* includes the *Municipal School Council* among the self-governing bodies in education. The Municipal School Council focuses its activities on expressing, assessing and controlling public interests in schools within the municipality. It discusses the activity of a school and school facilities, the school development concept, the material and technical conditions of a school and school staff, and reports on education and educational outcomes of schools and school facilities. Its members are elected by employees of local schools and school facilities, pupils' parents, and the municipal council.

In the territory administered by the self-governing region, a *Territorial School Council* acts as a self-governing school authority. The composition of the Territorial School Council and its activity reflects the work of this body at the regional level, similar to the composition of the Municipal School Council, as its activity gets reflected at the municipal level.

According to the *Act on State Administration in Education and School Self-Government*, a body of school self-government, representing the students of a secondary school and representing their interests in relation to school management is the *Student's School Council*. It discusses the issues and measures of the school in the field of rearing and education, school rules, presents its proposals and remarks and elects and recalls its representatives on the school council.

Functional education of school leaders

As mentioned above, after appointment to the function of a head teacher the successful applicant must complete the appropriate form of in-service training, so-called functional education. This education has to be completed within three years from appointment.

The main national provider of the functional education for school leaders is The Methodology and Pedagogy Centre, an institution for teachers' continuous education and training established by the Ministry of Education, Science, Research and Sport of the Slovak Republic. Besides this, further providers of the functional education can be educational organizations of another central state administration authorities and higher education institutions or, in the case of pedagogical and professional employees of church schools and church school facilities, a church institution.

The goal of such education is to obtain appropriate professional competences necessary for performance of the school leader's position.

A graduate of the functional education should have broadened and improved his/her professional competence profile in:

- ability of professional development and self-development,
- ability to apply generally binding legislation in school (school facility) management,
- ability to create and implement a school (school facility) development plan,
- ability to apply project management rules in school (school facility) management,
- ability to manage the school (school facility) economically,
- ability to manage creation of the school and school facility educational programs,
- ability to manage realization processes of school and school facility educational programs,
- ability to manage self-evaluation of school and school facility educational programs,
- ability to create competence profiles for the pedagogical and professional employees of the school (school facility),
- ability to create systems of evaluation and remuneration of the work performance of the pedagogical and professional employees of the school (school facility),
- ability to create systems of professional development of the pedagogical and professional employees of the school (school facility).

The scope and content of the functional education is set by the *Decree No 445/2009 on continuous education, credits and attestations of pedagogical and professional employees*. The total scope of the education is 200 lessons, of which 164 are in face-to-face form and 36 in distance form. Duration of the education is a maximum 24 months from its beginning.

The content of the functional education of head teachers (school leaders) provided by the Methodology and Pedagogy Centre is divided into 6 modules, with two alternatives for module 5¹. See the modules and their topics in Appendix 1.

To complete the functional education a participant has to fulfil (according the *Act No. 317/2009 on Pedagogical and Professional Employees*) the following requirements:

- to participate in at least 80% of the total scope of the face-to-face education,
- to fulfil distance-learning assignments D1–D8 in written form according to given criteria,
- to write a final thesis, the scope of which is from 25 to 35 pages,
- to obtain a positive assessment from the thesis reviewer,
- to defend the final thesis successfully,
- to pass the final exam on a topic drawn from the content of the educational program modules.

The defence of the final thesis is done before a three-member committee. In the case of a failure in completing the functional education, participants can pass a second examination (defence of the final thesis or the second final exam) within 18 months after the date of the failed final exam, but only after six month at the earliest.

In consistency with the law, the functional education is valid for a maximum of seven year from its completion. Its validity can be prolonged by means of the functional innovation education, which has to be completed before the functional education validity expiration. Validity of the functional innovation education is five years from its completion. In contrast to the functional education, the following functional innovation education (functional innovation education I) is carried out only on the basis of face-to-face education. The scope of the functional innovation education I is 60 lessons, over a maximum 12 months from its beginning. The content of the functional innovation education I is divided into 5 modules.² See the modules and their topics in Appendix 2.

Functional innovation education I is followed by the functional innovation education II, designed for graduates of the functional innovation education I. The total scope of the functional innovation education II is 60 lessons, of which 48 lessons are carried out face-to-face and 12 lessons are in distance-learning form. Its duration is also a maximum 12 months from the

¹https://mpc-edu.sk/sites/default/files/vzdelavacie_programy/funkcne_inov_pre_ved_pz.pdf

² (https://mpc-edu.sk/sites/default/files/vzdelavacie_programy/fiv1.pdf).

beginning of the education. Content of the functional innovation education II is divided into 5 modules (https://mpc-edu.sk/sites/default/files/vzdelavacie_programy/fiv2.pdf). See the modules and their topics in Appendix 3.

Positive and negative aspects of the legislative changes in school leadership

The transfer of competences in the management of education to municipalities and self-governing regions, and also their involvement in education through school councils and the problems associated with them was critically assessed by Beňo, Šimčáková and Herich in the School Management and its Implementation study (2007). When analysing the problematic areas of self-government in education, they pointed out that the state has renounced its responsibility for schools, but that local governments are not professionally prepared to manage it. The head teachers, according to the authors, were given more powers, but on the other hand, municipalities and higher territorial units, more often mayors of municipalities or officials of higher territorial units with meagre competencies in education, are taking their powers back. They therefore recommend precise clarification of the position of the school head teacher in relation to the founder of the school and avoiding less competent interference in the management of the schools by the founders. They recommend strengthening the powers of the head teacher in labour relations and defining the powers of the founder towards schools which act as legal entities. They criticize the fact that schools' status as legal entities led to overload of head teachers in the area of economic management of the school, at the expense of providing management of pedagogical quality. Furthermore, they recommend optimizing the network of schools according to the needs of the labour market and abolishing economically inefficient schools. The authors of the study further propose changing the composition of school councils and increasing the representation of teachers in them. Some of the respondents in research – both head teachers and teachers – proposed the removal of the authority of the school board to elect the head teacher. They recommended that head teachers be selected by a professional selection board. In the area of funding, the authors of the study recommend removing inter-institutional funding of schools through their founders (municipal and regional governments), as they often restrict funding under differing pretexts. Therefore, they recommend that funds be transferred directly from the state to the school account.

Apart from this critical analysis of the involvement of self-government in school governance, positive aspects can also be seen. These mainly concern the development of self-government, introduction of school councils, and the activation of teachers, parents and older pupils in secondary schools to participate not only in formal school operations but also in "school life". The problematic side is mainly the inappropriate proportion of representatives in school councils. As further positives we see the replacement of centralized management, applied over decades by the state administration, mainly through the Ministry of Education, Science, Research and Sport and in certain periods and areas, through individual regional departments of state administration (regional authorities, district authorities, district offices, regional school authorities) and territorial self-governance (municipalities, cities, and higher territorial units). Territorial self-governance has been, despite shortcomings in comparison with the state administration, closer to the problems of the schools located on the territory of the municipality, the town, or the region. By decentralization, territorial governments have gained more competences at the expense of state administration, which we see as improving the democratic governance of schools. Also positively valued is the increased attention of local self-government to the current education funding issues. Although the problem of school funding has still not been satisfactorily addressed, the municipalities and cities represented by the Association of Towns and Municipalities of Slovakia deliberately apply pressure to the state administration to raise funds for schools, particularly by increasing the percentage of allocated tax revenues.

RESEARCH AIMED AT SCHOOL AUTONOMY AND HEAD TEACHERS' POWERS

With greater autonomy given to schools, school leaders face much greater responsibility than school leaders did twenty years ago. The autonomy of schools and the responsibility of school leaders, especially head teachers, was broadened not only in relation to the financial and administration matters of the school, but also in education matters (new possibilities given to schools e.g. in relation to the introduction of new study programs, curricula modification, teaching method innovations, etc. (Obdržálek, Polák *et al.*, 2007; Obdržálek, Polák *et al.*, 2008; Pisoňová, 2016; Pisoňová *et al.*, 2014)). School leaders face great accountability for school and pupils' results, responsibility for contributing to and supporting the school's local communities, other schools, and other public services. Quality of leadership has been currently recognized as an important aspect of each school operation, influencing its outcomes and its pupils' achievements (Lhotková, Trojan & Kitzberger, 2012; Pisoňová, 2011). School leadership has also become an education policy priority across OECD and partner countries (Pont, Nusche & Hopkins, 2008;

Pont, Nusche & Moorman, 2008). In this context, the most often discussed and observed topic is the question of the relevant professional competences a school leader should have. Answers to this question should result from empirical findings reflecting the real needs and demands of practice (Bitterová, Hašková & Pisoňová *et al.*, 2011). That is why many researches have been focused in this direction (NCSL, 2006; Revai & Kirkham, 2013; Whitaker, 2002). On the other hand, only a little attention has been paid to the assessment of the state of the school autonomy in the context of the current needs and requirements of the practice.

Changed conditions and the increased autonomy of schools has meant that schools and head teachers are facing new tasks and challenges, mainly in the following four fields:

- financial management under the autonomy given to schools,
- educational changes of the re-assessed and redefined character and mission of schools,
- public management connected with the change from a bureaucratic and institution-led approach to a performance-driven one, with an emphasis on the services delivered to the users,
- knowledge management, focused on the institution's own needs and demands for continuous learning.

As was already mentioned, in common practice a head teacher very often acts not so much as a leader of the school as an institution, but rather as an administrator in a wider bureaucratic school system. One of the reasons behind this can be an inappropriate level of autonomy assigned to schools.

To estimate how much autonomy is currently given to schools in Slovakia and whether this amount of autonomy is sufficient for head teachers, a research study was carried out seeking opinions of head teachers on the issue (Hašková & Bitterová, 2018; Hašková & Pisoňová, 2018).

The main research question was whether the scope of the powers delegated to schools is consistent with the needs and conditions of school leadership practice, i.e. whether the current scope of school autonomy matches the tasks and problems that school leaders, especially head teachers, have to cope with in the common, everyday practice of their school management. From the main research question two partial questions resulted. These were:

- Research question 1: Which powers and responsibilities of schools should be increased?
- Research question 2: Which powers and responsibilities of schools should be decreased?

The attention was focused on primary and secondary schools specifically (ISCED 1–3). The adequacy of autonomy given to schools (the head teachers of these schools) was assessed in five fields of school leadership. A list of the five observed fields F1-F5 is presented in Table 1.

Table 1. Fields in which the extent of school autonomy was assessed

Item	Field
F1	The ability to act within the whole scope of the school's functioning
F2	School curricula matters; influence and impact on the school curricula and educational program of the school
F3	School financing, influence and impact on the school's budget and its management
F4	Selection, termination and employment of employees, both teachers and other personnel
F5	Administrative and operational management

The fields of powers given to head teachers (school autonomy) F2–F4 are in agreement with the approaches to this phenomena which were used in the frame of PISA and TALIS international monitoring (OECD–PISA, 2012; OECD–TALIS, 2013), where four major fields of school autonomy were specified, in particular instructional policies (e.g. curriculum and assessment), staffing, budgeting, and student policies.

The research sample consisted of 93 participants in the functional education of teaching staff and vocational training instructors (as mentioned in the chapter dealing with legislation, in Slovakia only persons with qualifications for teaching or professional training performance can be appointed to the position of a head teacher and in agreement with the Act 317/2009 these nominees are obliged to complete a so-called functional education course within three years of being placed in this career position at the latest). Forty-two of the respondents were head teachers and 51 were deputy head teachers of either primary/lower secondary schools (58 respondents), upper secondary schools (21 respondents) or secondary art schools (14 respondents). In total, the research sample consisted of 26 males and 67 females, the age range of whom was from 26 to 61 years old (an average of 47.3 years). Thirty-four of the respondents had been in a leading position for less than 5 years, 27 from 5 to 14 years, and 32 respondents for more than 15 years.

The task of the respondents was to assess the adequacy of the power they (the schools) have within each of the given five fields (items F1-F5). The assessments were recorded in a questionnaire in which the particular items referred to the given fields of head teachers' competences (F1-F5).

Respondents passed through these items twice and each time they gave their responses based on a different point of view:

- 1. At first the respondents expressed their opinions on the current state of the powers they have. They evaluated the extent of powers given to them to act on behalf of the school they manage in the specified key fields of school leadership. The respondents were asked to express their opinion using a 5-point scale: 1 minimal powers; 2 little powers; 3 average powers; 4 broad powers; 5 very broad powers.
- 2. Secondly, the respondents expressed their opinions on the optimal state of powers they (the schools) should have in the specified key fields of the school leadership. The respondents were asked to express their opinions on whether the current scopes are adequate or whether they should be extended or reduced.

The collected data were processed in relation to different sub-groups of the respondents (created on the basis of various factors, e.g. gender, career position they hold, duration of their previous experience in the leading position, type of the school they lead) but no outstanding differences among the responses of the particular sub-groups of respondents were identified. (More details on differences among the respondents' answers depending on particular factors can be found in Hašková & Bitterová, 2018.) An overview of the main results obtained from the collected data for the total group of the respondents is presented in Table 2.

As Table 2 shows, average score values for all items are within the interval from 2.87 to 3.89, i.e. the school leaders evaluate the scope of the powers they currently have either as with average or broader powers. In their opinion, the broadest scope of powers they possess is in the field of administrative and operational management. Despite the expressed positive assessment of the scope of powers the school leaders have, at least half of the respondents still felt the necessity to broaden these scopes (see the demand to increase the given autonomy at items F2 - 49.5%, F4 - 53.8%; F1 - 67.7%, F3 - 79.6%).

Table 2. Assessment score of the extent of school autonomy in the specified fields of school leadership and demands to change current extent of school leader powers and school autonomy

	Assessm. score of the extent of school auton.		ase the nomy	Adequate autonomy		Increase the autonomy	
Item	Average score	Frequency absolute	Frequency relative [%]	Frequency absolute	Frequency relative [%]	Frequency absolute	Frequency relative [%]
F1	3.28	0	0.0	30	32.3	63	67.7
F2	3.51	6	6.5	41	44.1	46	49.5
F3	2.87	2	2.2	17	18.3	74	79.6
F4	3.59	3	3.2	40	43.0	50	53.8
F5	3.89	4	4.3	61	65.6	28	30.1

The only exception is item F5 – extent of powers and autonomy in the field of administrative and operational management. The respondents assess the extent of powers and autonomy in this field as broad (item F5 – 3.89): 65.6% of the respondents assess them as adequate, while 30.1% would like to have them increased.

The highest demand for an increased extent of powers and autonomy is in the item related to the field of school financing and budgeting (item F3). The respondents also declare this field as the one in which they are given the lowest level of powers. The opinion that reaching an optimal state of school management in Slovakia would require an increase in the current extent of powers and autonomy in the field of the school financing and budgeting is shared almost by more than three quarters of the respondents (item F3 – 79.6%).

Calls to decrease the scope of powers given to schools were isolated in the case of all five assessed autonomy fields, i.e. a general need to decrease any of the given fields was not shown. Although no differences were proved among different sub-groups in this study, more detailed analysis of the results showed a tendency that those who would appreciate even broader powers in the fields of administrative and operational management (item F5), which are already quite broad, are the head teachers. Deputy head teachers consider the level of school autonomy in this field as appropriate, and are satisfied with it. At the same time, respondents with 5–14 years of

previous practice in a leading position assess the current level of the autonomy and powers in the fields of staff recruitment, selection, employment and termination (item F4) as broad (average score 4.07) while the other two groups of respondents (i.e. respondents with previous practice in a leading position of less than 5 years and respondents with practice of more than 15 years) assess it as average (3.41 and 3.38).

CONCLUSION

The answer to the main research question, whether the scope of the powers delegated to schools is consistent with the needs and conditions of school leadership practice, follows from the finding that school leaders evaluate the scope of the powers they have as average or broader. On the other hand, although the school leaders assessed the level of the powers they are given in a positive way (as average or broader), they still feel a need to have a broader scope of the powers and responsibilities, mainly in the field of financing and budgeting (the field in which, in their opinion, they have the lowest level of power). The second strongest call for the increase in autonomy was recorded in connection with the field of school activity as a whole. Calls to decrease the scope of powers given to schools were isolated in the case of all five assessed autonomy fields. So the answer to the main research question is: yes, the scope of the powers delegated to schools is sufficient. Answers to the particular research questions 1 and 2 show whether there is a need to optimize in some way the present state of school autonomy. Following the opinions of the school leaders such a need does exist, because the answer to the particular research question 1 is that powers and responsibilities of schools in all of the five given fields should be increased (a need to decrease any of the given fields does not occur).

As reviewed by the Grattan Institute (2013), a wide range of international studies shows that the direct influence of increased autonomy on learning achievements of pupils is relatively small. On the other hand, in PISA and TALIS, monitoring school head teachers' opinions confirmed the existence of this influence (OECD, 2012; OECD, 2013). Moreover as the data gathered in PISA 2009 monitoring showed, when autonomy and accountability are combined well, they tend to be associated with better pupil performance (OECD, 2011). Conceptually, leadership and autonomy can interact in two ways: autonomy allocated to a school may restrict the scope of leadership in daily operations or the ability to launch new initiatives, or leadership activities may be implemented to maximise the use of autonomy allocated to a school, remove existing limitations, broaden the scope of school autonomy

and create better conditions for school development and student learning (Cheng, Ko & Hoi Lee, 2016).

To achieve an optimal model of autonomy offered to schools proves very difficult, as an appropriate level of autonomy is dependent on both time and social conditions. Nevertheless, attempting to form a reality as close to an optimal state as possible is a worthy cause, as being shown in a variety of countries, not only Slovakia (Bush & Glover, 2003; EURYDICE, 2007; Leithwood, 2001; OECD, 2003; Townsend, 2007).

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Appendix 1. Functional education of head teachers: Modules and their topics

Modules and their topics	No. of lessons F to F form*	No. of lessons Distance form
1. Introduction to education	4	0
Educational Program goals, content, structure and value basis	2	0
Rules for working together and communicating with each other	2	0
2. Normative and economic management	24	0
Legislation of binding force – Acts No. 596/2003, 245/2008 and 317/2009 and their impact on the participants of functional education career position	8	0
Legislation of binding force and internal regulations and directives of schools and school facilities	8	0
Economic control, generally binding legislation relating to the economic management of schools, school facilities	8	0
3. School leaders self-development	24	0
School leader' self-diagnosis	12	0
Selected managerial competences	6	0
Plan of own professional development	6	0
4. Organization as a system	36	8
Sub-systems of a school and school facility and their function in the school (school facility) development	4	0
Mission and vision of the school (school facility)	4	0
Analysis of the current state of the school (school facility) development	6	0
SWOT analysis of the school (school facility)	6	
Design of school (school facility) development goals – theoretical and practical activity Distance assignment D1: a) to prepare SWOT analysis of your school (school facility) b) on the basis of the SWOT analysis to formulate intentions of the school (school facility) development c) to concretize the intentions of the development into the school (school facility) development goals	8	4

Creation of the development goal realization project – theoretical and practical activity	8	
Distance assignment D2: To propose an implementation project related to D1c		4
5. A) Pedagogical process management	40	16
Introduction into the pedagogical process management and professional (vocational) activities management	8	4
Distance assignment D3: To propose a goal of the own school (school facility) development which would be pedagogically formulated		
School self-assessment – topics:		
Areas of the school self-assessment Tools and methods of the school self-assessment Interpretation of the obtained data through the tools of the	6 6 6	
school (school facility) self-assessment Interventions for the school (school facility) improvement	6	
Distance assignment D4: a) to specify areas of your school (school facility) selfassessment b) to propose tools and methods for your school (school facility) self-assessment relevant to the chosen areas c) to implement (test) the proposed tools and methods of your school (school facility) self-assessment in the chosen areas d) to interpret data collected by means of the tools for your school (school facility) self-assessment e) on the basis of the interpretation of the collected data to propose interventions for your school (school facility) improvement		10
Innovations in pedagogical strategies	8	
Distance assignment D4: To process conclusions of the self-assessment in the selected areas and to formulate proposal to correct pedagogical strategies according to D4d and D4e		2

5. B) Management of the processes of the pedagogical- psychological guidance	40	16
Introduction into the school facility and professional (vocational) activity management	8	
Distance assignment D3: To propose a formulation of the pedagogical-psychological guidance aimed at your school facility development		4
School facility self-assessment – topics:		
Areas of the school facility self-assessment (diagnostic, advisory, therapeutic, preventive and rehabilitation)	6	
Tools and methods if school facility self-assessment	6	
Interpretation of the data collected by means of the school facility self-assessment	6	
Interventions for the school facility improvement	6	
Distance assignment D4:		10
a) to specify areas of your school facility self-assessment		10
b) to propose tools and methods of your school facility relevant		
to the chosen areas (areas in the phase diagnostic, advisory,		
therapeutic, preventive and rehabilitation)		
c) to implement (test) the proposed tools and methods of your		
school facility self-assessment in the chosen areas		
d) to process interpretation of the data collected by means of		
your school facility self-assessment		
e) on the basis of the data interpretation to propose interventions to improve your school facility		
Innovations in the strategies of the pedagogical-psychological guidance	8	
Distance assignment D5:		2
To process conclusions of the self-assessment in the selected		_
areas and to formulate proposals to correct strategies of the		
pedagogical-psychological guidance according to D4d and D4e		
6. Personnel administration	36	12
Introduction into the personnel administration	4	0
Competence profile of the pedagogical and professional employee	8	
Distance assignment D6:		4
To propose pedagogical and professional		•
employees competence profile resulting from the goal of the change D3		

Manpower management	8	
Personnel administration	8	
Distance assignment D7: a) to propose system of criteria and indicators to assess the staff sensitive to the change according to D6 b) to create an application of the assessment system into the system of staff remunerating		4
Evaluating and remunerating system of pedagogical and professional employees	8	4
Distance assignment D8: To elaborate a proposal of the development system of the pedagogical and professional employees of the school and school facility in dependence on the goal of the change D3		

^{*}face-to-face form

Appendix 2. Functional innovation education I: Modules and their topics

Modules and their topics	No. of lessons F to F form*
1. Normative management	6
Up-to date enactments regarding school and school facility management	2
Application of the enactments into internal school and school facility standards, rules of creating internal standards	2
Solution of model situations in accordance with the enactments	2
2. Innovation trends in school and school facility management	6
Innovation trends in school and school facility organization and management (global trends, European trends, education policy)	2
Inclusive environment design (basic notions, coordination of the inclusion, education of foreigners` children)	4
3. Management of changes in schools and school facilities	24
Self-evaluation of the school and school facility (self-assessment as a mean of the school quality development, phases of the self-evaluation, areas, goals and criteria of the self-evaluation, methods and tools of the self-evaluation, realization process of the self-evaluation, methods of data processing)	12
Management of the change of the school and school facility into the learning organization (creation of the goals in context of findings resulting from the self-evaluation, school and school facility as learning organizations and their main features – responses to environment changes	12
4. Personal leadership at change realisation	16
Leadership of employees at change achieving (orientation of employees towards goals and the change, motivating and gaining trust of the employees, delegating responsibility to the employees, removing employee resistance)	8
Evaluation and development of the employees aimed at successful change achieving (professional standard and its use at evaluation and development of the employees, considering of the employee's competence profile in the context of the needs of the school and findings resulting from the self-evaluation, evaluation of the employees in the areas of the formulated competence profile, development of the employees in the areas of the change)	8
5.Own personal development	8
Self-knowledge and self-management	2
Working with time	2
Issue of stress	2
Prevention of the burn-out syndrome	2

^{*}face-to-face form

Appendix 3. Functional innovation education II: Modules and their topics

Modules and their topics	No. of lessons F to F form*	No. of lessons Distance form
1. Normative management	6	0
Up-to date enactments regarding school and school facility management	2	0
Revision of school documents in the field of subordinate legislation	2	0
Solution of model situations in accordance with the enactments	2	0
2. Innovation trends in school and school facility management	6	0
Innovation trends in school and school facility organization and management (global trends, European trends and education policy, synergy in modern management)	3	0
Development of the school and school facility in the area of inclusive environment design (coordination of the inclusion, application of the model of the inclusive environment into the school and school facility environment		0
3. Change of school and school facility	36	12
School and school facility working with data (data as key sources for decision making, kind of data and their relevance, target groups, internal data and their use, external data and their use, school institutions informing the public, data processing by the means of ICT, presentation of the data and the processed information for different target groups)		0
Accountability of the school and school facility (internal development of the school and school facility and accountability, internal and external accountability, approaches to accountability)	6	0
Distance assignment: To formulate a problem of the school or school facility for a selected area of the school or school facility management, to collect data necessary for its closer identification	0	12
Critical reflection of one's own practice and searching for examples of good practice (reflexion of own practice and identification of problematic areas – working with the distance assignment output, use of the participants' experiences for creation of proposals how to solve the problematic areas, identification of good practice and cooperation of the school leaders)		0

Methods of leadership supporting development of schools and school facilities (possibilities of the support and its focusing, team collegiate support of the employees, mentoring and couching)	6	0
School climate and culture (development and changes of the school and school facility culture, development and changes of the school climate, diagnostics of the climate and culture, change setting based on the results	6	0

^{*}face-to-face form

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 responsable 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 tehnical and experts reports at national level regarding the state of education in BH. She has organized 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 earnered 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 inernational 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 treachers, 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 Eramus+ 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.

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Dušica Malinić



Ielena 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. llze 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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