

## DRAFT MODULE – **COMPARATIVE REVIEW**<sup>[1]</sup> OF GOVERNANCE AND ADMINISTRATION OF SCHOOLS AT CENTRAL AND/OR REGIONAL LEVEL (version September 2017\_ English Version)

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# COMPARATIVE REVIEW OF GOVERNANCE AND ADMINISTRATION OF SCHOOLS AT CENTRAL AND/OR REGIONAL LEVEL

## Chapter 1. Notions and Definitions

***Education system in the RF*** is a set of interacting successive educational programs of various levels and focuses, the federal state educational standards and federal state requirements, as well as educational institutions functioning in the State, the connections between them and general principles on the ground of which they function. (Art. 10 of the RF Federal Law “On Education” dated December 29, 2012, № 273-FZ). In general, education system is a system of formalized transmission of knowledge and values operating within a given society. It comprises laws, policies, regulations, public funding, resource allocations, procedures for determining funding levels, human resources, staffing, contracts, compensation, teaching resources, learning materials, etc.

***Education Service*** 1) with regard to a personality, means the process of transferring to the customer the knowledge and skills of educational and professional nature necessary for him or her in order to become a professional, for their self-development and self-affirmation, and carried out in close contact with the customer in accordance with the prescribed form and curriculum; 2) with regard to a business, is a personnel professional training process necessary to secure working capacity and development of the business under permanently changing market conditions; 3) with regard to the State, means expanded reproduction of the total personal and intellectual potential.

***Governance in Education*** is the means in which institutions for education are formally organized and managed through the laws, norms, and rules set forth by governmental bodies and ‘organized society’.[3] Under Eurovoc Thesaurus, 2005, governance must ensure that public resources and problems are managed effectively, efficiently and in response to critical needs of society. Effective governance relies on public participation, accountability, transparency, effectiveness and coherence.

***Educational Administration*** is a dynamic side of education representing a comprehensive effort to achieve specific educational objectives. It deals with the educational practices and involves educational institutions from the schools and colleges to the secretariat and is concerned with both human and material resources

***Educational Management*** means effective and efficient maintenance of current arrangements of an educational institution in accordance with the purpose or aims of education and the agreed policy of the educational institution.

***Governance and administration of educational systems*** is based on a number of principles, the key notions of which form a conceptual framework of the Module.

***Democratization and Humanization of governance and administration*** amount to developing autonomy, independence and initiative of all participants of the educational process (managers, teachers, students and parents), encouraging them to discuss publicly and make managerial decisions collegially. Also, democratization of managerial procedures in the sphere of educational institutions means implementation of democratic values, such as liberty and freedom in education, equality in education, fraternity, justice, cooperation (e.g. electivity of school principals, introduction of the system of selecting leading pedagogical staff on a competitive basis). It is implemented by means of regular reports of the administration and School Councils to the school collective and the public, and the publicity of the decision-making procedure.

***Centralization*** means concentration of power at the top level of an organization or a society. An extreme case of centralization is usually labelled as one-man rule.

***Decentralization*** means the transfer of decision-making authority closer to the consumer or beneficiary. In education, decentralization has different forms: deconcentration, delegation, devolution, and privatization. Under UNESCO's "Decentralization in Education: National Policies and Practices," the main goal of decentralization is eventually to manage, plan, mobilize and use resources, implement plans, monitor and evaluate the education system in order to improve educational service at the local level.

***Unity of command principle*** is the principle ensuring the unity of effort under one responsible person for completing a task.

***Principle of collegiality*** is the principle that means that authority is shared among people working toward the purpose (e.g. colleagues).

***Autonomy*** means the transfer of authority from a central government to provincial, state or regional entities, to municipal, county or district governments, to schools and communities for exercising educational, research, administrative, and financial activities, drafting and enacting local regulatory acts.

***School autonomy*** is a form of school management in which schools are given decision making authority over their operations. In many cases accountability is applied to balance autonomy.

***Collegiate (collegial) management body of school management*** is an educational or organizational unit characterized by equal sharing of authority among its members and mainly consisting of the teaching staff of an educational institution.

***State-public education management*** forms a specific type of interrelation between the State and society that, on the one hand, involves permanent and responsible

participation of entities that express and represent the interests of the State in the field of education, and, on the other hand, represents and enforces the interests of the society, business, parents and students themselves based on mutual recognition of certain rights and obligations in this area.

In the Russian Federation there are three levels of education management bodies: *federal education management bodies, regional education management bodies and municipal education management bodies.*

***Federal Education Management Body*** is a body that governs education at the federal level. In the Russian Federation, the Ministry of Education and Science and the Federal Service for Supervision in Education and Science govern education at the federal level and perform the functions of elaborating the state policy and normative and legal regulation in the sphere of education.

***Regional Education Management Body*** is an executive agency (e.g. ministry or department of education) that governs education at the level of a constituent entity of the Federation. Regional education management bodies are authorized to supervise, license and certify educational activities of educational institutions operating within the territory of the constituent entity.

***Municipal Education Management Body*** is a department of education or administration for education of a municipality that is authorized to organize and to provide citizens with free and accessible pre-school, primary general, basic general, secondary general education in accordance with basic general education programs in the municipal educational entities. :-

## **Chapter 2. Centralized and Decentralized Approach in School Governance**

### **2.1. The Concept of Centralization/Decentralization**

The concepts of centralization and decentralization are important approaches to consider as they ultimately affect the effectiveness of schools in educating the children of a nation.

Centralization refers to the condition whereby the administrative authority for education is vested, not in the local community, but in a central body. This central body has complete power over all resources: money, information, people, technology. It decides the content of curriculum, controls the budget, is responsible for employment, the building of educational facilities, discipline policies, etc.

Decentralization, on the other hand, refers to the extent to which authority has been passed down to the individual school. Site-based management is an example of

decentralization in which individual schools can make their own decisions related to finances and curriculum. However, the locus of power remains with the central body. Advocates of decentralization believe it will result in higher student performance; more efficient use of resources; increased skills and satisfaction for school administrators and teachers; and greater community and business involvement in and support for schools.

## 2.2. Centralisation versus Decentralisation in School Governance

There is currently a global trend of decentralizing education systems. Most countries are experimenting with or contemplating some form of education decentralization. The process transfers decision-making powers from central Ministries of Education to intermediate governments, local governments, communities, and schools. The extent of the transfer varies, however, from administrative deconcentration to much broader transfer of financial control to the regional or local level (Application1). [3]

There are many connotations related to relevance/application of the concept of centralisation-decentralisation in school sector; for instance:

- How far the state accepts responsibility for provision of school facilities vis-à-vis the individuals, families, social groups or private organisations?
- To what extent, the division of power exists between the central, state/provincial and local governments in school matters?
- And finally, to what extent, the decisions are concentrated in the Ministry of Education or in any other educational organisation?

Three Forms of Decentralisation in Education International Encyclopedia of Education identifies three forms of decentralisation in education system

1. Organisational Decentralisation
2. Political Decentralisation
3. Economic Decentralisation.

*Organisational Decentralisation* refers to an arrangement whereby the professionals in schools make important decisions regarding the educational wellbeing of children. Organisational decentralisation is also compatible with the concept of democracy, where organisational authority is assigned to professionals of various fields to make decisions in their respective areas.

*Political Decentralisation* refers to an arrangement whereby the parents of children studying in the public schools make policy decisions through a representative Board of Governors. Such boards may exercise some executive powers in appointment of key personnel of the institution, such as, principal/headmaster,

heads of different departments, administrative staff, etc. Public school system is a valid example of such decentralisation, whereby the Board of Governors (representing provincial/district government, philanthropists, community leaders, or renowned personalities/professionals) is entrusted with legitimate authority to take decisions in defined areas of the school management.

*Economic Decentralisation.* A community following the concept of economic decentralisation prefers an arrangement whereby parents choose a particular school (considering it the best) for their children. In such a case, parents sponsor these institutions by paying tuition fees and/or by donating some money. Such educational institutions usually function on the basis of economic principles; school is considered as a service-provider and children/parents as customers.

Decentralization of school management, depending on the context and on the support provided by the central government, can lead either to improving schools and learning, or to increasing inequality, and even to the spread of corruption. When resources are limited, decentralization can simply mean that different regions, different schools will develop at different rates.

Obviously, the state represented by the Ministry of Education, and central planning and supervision should retain some key functions in the management of the process, including financing schools, setting standards, creating guidelines for curricula, monitoring achievements, direct financing and support of backward schools.

The combination of centralization and decentralization in the in-school administration ensures the activities of the heads of administrative and public bodies in the interests of all stakeholders, creates the conditions for discussion and decision-making at the professional level, eliminates duplication and enhances the coordination of actions of all structural units of the system, ensuring transparency of the entire management system. By increasing the participation of parents, community-managed schools show significantly lower rates of student and teacher absenteeism.

### **2.3. Degree and Scope of Decentralisation of School Governance in Russia**

In the Law on Education of the Russian Federation (2012, No.273) sets out the scope for the decentralization of the management of the educational institution, including schools, by declaring it as a local subject. So, in accordance with paragraph 1. 28 (Competence, rights, duties and responsibilities of the educational organization) of the said law, the educational institution is given the right to independently determine the normative legal basis of its activities.

A lot of administrative matters fall under the jurisdiction of the respective regional governments and schools. However, the role of the central government or the Ministry of Education and Science is to establish the fundamental framework of the system of school administration by creating laws, setting rules and regulations, implementing a system of local education management, textbooks and teaching aids approval, unified requirements for the results of education, school licensing and teacher certification.

### **Chapter 3. The Levels of School Governance and Administration**

**Only Russian version is available now.**

### **Chapter 4. The Bodies of School Administration and Their Functions**

Administration in educational sphere is an essential element of educational system in any state. The modern tendencies concern different mechanisms of interaction between general educational institutions and other bodies that have an impact on their activity. In general, such tendencies may be divided into two types: centralization and decentralization of administration of schools.

#### **4.1. Administration of schools in the Russian Federation**

The Federal law “On education in the Russian Federation” stipulates legal and organizational basis of school administration. Art. 26 prescribes that administration in this sphere is realized in accordance with the law of the Russian Federation in consideration with specific features provided by this Federal law.

There are two main principles which form the basis of administrative process in the sphere of education:

- principle of one-person management;
- principle of collective leadership.

In addition to these principles we should consider one more – principle of autonomy of educational institution. According to the Federal law “On education” the autonomy of educational institution means the independency in the education, science, administrative, financial and economic activity, development and enactment of local legal acts in accordance with this Federal law and other laws of the Russian Federation.

The system of administrative bodies in schools and their functions are determined exactly in accordance with these principles.

Individual executive body in schools is represented by head-master who provides day-to-day management. The functional responsibilities of head-master are stipulated in the Statute of school in accordance with the Federal law “On education”. In general, such responsibilities are the following:

- to represent the interests of school;
- to manage the finance and assets;
- to provide the educational process;
- to be responsible for activity of educational institute etc.

Collective executive body which is also involved in the process of school administration is formed from school teachers.

The most common collective executive bodies are the following: General Meeting and Teachers` Council. In accordance with Federal law the establishing and operation of these administrative bodies at schools is obligatory.

The main function of General Meeting is to enact local legal acts of educational institution and to approve reports on school activity.

Teachers` Council administrates school in two main spheres:

- methodic and organizational support of educational process;
- disciplinary regulation of educational process.

Besides obligatory bodies, there is a possibility to form optional bodies (Council of Overseers, Governing Council, Supervisory Council, etc.) in accordance with the Statute of School and Federal Law.

Federal law prescribes the necessity of taking into account the opinion of students and their parents in the process of school administration and enactment of local legal acts. In order to provide administration parents and students may initiate the forming of

Students' Council or Parents' Council and other bodies. It demonstrates the element of decentralization in the process of school administration.

The activity of Students' Council is directed to the development of civil culture, social activism of students, self-organization and self-administration skills and capabilities to take part in the social life.

Decentralization of administrative process in the sphere of education is reflected in the introduction of new mechanism – state and public administration. This mechanism corresponds to mutual rights and obligations of state and public institutions in the process of school administration. It democratizes the process of school administration which makes positive impact on the development of the whole educational system.

#### **4.2. Decentralization and Centralization of School Administration in Foreign Countries**

Centralization and decentralization of school administration are two main tendencies. There are some examples of these mechanisms in foreign states.

France was a good example of centralized approach in the sphere of educational administration. The central state bodies were responsible for it until recently. But the initiated process of administrative decentralization influenced educational sphere. The power of state bodies was limited to determination of the general purpose and main directions of development. It turns into increment of educational institutions autonomy. Nevertheless, the Ministry of National Education is still the head body in the administrative process in the educational sphere. The similar type of administration is established in Japan, where all lesson plans and programs are approved by central state body, but financial and organizational administration is realized by special committees of education on the level of prefectures and local authorities.

Federal states are common examples of decentralized type of school administration.

USA is the greatest example of decentralized system of administration in the sphere of education. All states have its own educational laws that prescribe rights and duties in the sphere of administration of educational institution. Council of Education elected by people or appointed by the governor of the state is responsible for school administration. Council of Education exercises the following powers: distribution of finance between educational institutions, keeping track of educational activity etc.

Nonetheless, even in the United States of America the Department of Education is the highest body responsible for educational administration (approval and realization of federal lesson program).

The similar type of administration is established in the UK that is determined by political and territorial division. In such conditions the autonomy and independence is transferred to the local administrative bodies and educational institutions. At the same

time the central state body (Department for Education) is responsible for common school administration.

Germany represents the decentralized system to the maximum extent. Lands have their own bodies responsible for school administration and schools are provided with broad powers of autonomy. But even in Germany federal state body has superior authority in order to plan and develop educational system.

## **Conclusion**

Taking everything into account we may conclude that there are two main approaches in the sphere of school administration (decentralization and centralization). The administration actively foster interaction of state and other bodies in the process of solving different issues concerning school and educational activity.

## **Chapter 5. School Autonomy and Democratization**

Under construction

## **Chapter 6. Case Law**

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### **Chapter 1.**

See the Russian version

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### Chapter 3.

See the Russian version

## Appendix

### The locus of decision-making in school governance

Function	Assignment/Rationale	
	Central	Subnational/Local
<b>Setting Educational Standards</b>	Central Government better equipped to address labor-market issues and target under-performing areas with additional technical assistance.	Some federal governments (for example <b>the United States</b> ) have successfully delegated monitoring and standards to states or provinces.
<b>Curriculum Design and Teaching Methods</b>	Central Government generally plans national curriculum within Central Ministry of Education	In heterogeneous societies (such as <b>Nigeria</b> ) local governments given some latitude to localize curriculum - introducing indigenous languages, for example. Student Evaluation.
<b>Student Evaluation</b>	National-level	Teachers, schools, districts,

	examination systems can shape the general direction local evaluation and monitoring.	generally evaluate on a day-to-day basis. Also, developing school-based performance plans increases the information available so that local level players can take an active part in monitoring education quality.
<b>Textbook Production and Distribution</b>	Usually centralized in order to harmonize textbooks with curriculum design and development process; also to increase cost efficiency (due to scale economies in centralized procurement, production, and distribution).	
<b>Teacher Recruitment and Promotion</b>	Teachers are central government civil servants in most developing countries; conditions of service are determined centrally by the Public Service Commission, or an independent Teacher Service Commission.	In a few countries, mostly federal systems such as <b>Brazil</b> and <b>India</b> , where sub sectors for education are fully devolved, some teachers (primary and secondary education) are civil servants of intermediate governments.
	In many cases, including federal systems such as Pakistan, teachers have resisted reforms that would have placed them under the jurisdiction of local or intermediate governments on the grounds that they lose inter-jurisdictional mobility, comparable conditions of service, and prestige. Constructive dialogue with the relevant teacher unions and groups is an important priority in education reform, for teacher	

	<p>resistance to reforms of conditions of service designed to make them formally accountable to intermediate and local governments remains a common impediment to system reform.</p>	
<p><b>Education Financing: Despite private sector involvement, the bulk of education services are publicly provided in most countries.</b></p>	<p>Intergovernmental Transfers are a common financing mechanism. Where subnational governments have statutory or constitutional responsibility for some education sub sectors, central governments either assign taxes sufficient to cover these and other devolved responsibilities, or, if revenues sources are centralized, central governments factor expected education costs into the share of revenue it allots to various subnational governments. Some central and intermediate governments also provide additional matching grants to local governments to increase local expenditures on priority areas within education. In deconcentrated systems, field offices receive their budgets from the central ministry via the next highest level.</p>	<p>Many governments have implemented community management and cost recovery schemes in response to shrinking central fiscal resources and growing demand for basic education. it is felt that this approach also significantly improves sustainability compared with more centralized systems. In all cases, community financing involves full or partial beneficiary cost-recovery schemes. Types of partial community financing include: contingencies fees, reduced (subsidized) school fees, PTA contributions, and ad-hoc community contributions in cash or kind. Most countries have implemented a partial model. In rare cases communities are entirely responsible for school financing, usually for subset of schools. In <b>China</b> for example there are government schools <b>gonban</b> and community-run schools <b>minban</b>. On the management side, communities are increasingly given substantial control over the day to day operation of schools. In many countries, local school committees and district education boards/ committees comprising mainly community representatives have been set up for this purpose. In rural <b>El Salvador</b>, the elected members of a community education</p>

		association are vested with the legal responsibility for enrolling a specified number of students, establishing classrooms or new schools, and hiring and supervising their teaching staff. <b>Zambia</b> and <b>Bhutan</b> also provide good examples of this trend. The <b>United States</b> , <b>United Kingdom</b> , and Ireland also have highly developed school level management systems. PTA roles are highly variable across schools, community income levels, and countries.
<b>Construction and Maintenance</b>	In some cases, e.g. Tanzania, central government finance both.	This is traditionally among the most decentralized education subfunctions. In some cases- for example local governments in <b>China</b> for some schools- subnational governments with statutory responsibility finance both.
	Responsibilities for construction and maintenance are often divided between government tiers-- for example the province provides resources for construction and major rehabilitation, and the local government conducts routine maintenance; (iv) communities and their representatives share costs. Usually, local governments and communities focus on basic education and not on tertiary education	
<b>Teacher's Salaries</b>  Salaries are usually paid from the recurrent budget of the level to which teachers report administratively. Formal budgetary responsibility, however, goes beyond simply preparing the check it involves planning and resource	Most teachers are members of a unified national civil service, and pay scales are set by the relevant service commission. Even in highly centralized systems physical	Where communities finance schools they often finance some teachers' salaries, and this helps to make affected schools more responsive to community needs. However, community financing of salaries is controversial with

allocation as well.	payment is usually made by the local education office or the school, but from resource transfers that are meticulously earmarked for salaries.	teachers' unions because it can create inequities in salaries and student-teacher ratios among poorer and richer communities.
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