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IMPROVING SCHOOL LEADERSHIP
COUNTRY BACKGROUND REPORT for Slovenia

Andrej Koren (ed.) Šola za ravnateljeNational School for Leadership in Education

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Glossary of Terms

Elementary school: compulsory basic education for children age 6-15

Upper secondary school: vocational, technical professional and general secondary schools (age 15-18 or 15-19)

FE (further education): post-secondary professional, vocational schools

HE: university study, being in accordance with Bologna processes or the still existing traditional system.

Professional worker: the term embraces profiles like psychologist, social worker, speech therapist, pedagogue, and librarian. They usually don't have teaching load but help students on individual basis and also provide support and addeputy to teachers, head teachers and deputy head teachers.

Elective subject: National curriculum consists of required, compulsory subjects, elective or optional subjects, based on choice of students, and compulsory elective subjects.

Compulsory elective subjects: it is a group of subjects from which students must take e.g. one, but they can choose among many of them.

Executive Summary

The study was conducted between April 2006 and January 2007 by the National School for Leadership in Education. In order to obtain valid data, some external experts from the Ministry of Education and Sport, Head teachers of schools, Association of elementary school Head teachers and others were consulted on specific issues. According to the instructions provided by OECD no special study was designed to explore the field. Rather voices of representatives, statistical data available at Statistical Office of the Republic of Slovenia web page and knowledge accumulated by the National School for Leadership in Education were collected and represent the main source of data in this report.

The national context of schooling, the legal framework and the implementation of legal requirements is presented in figures and in descriptive way. From chapters 3-6 an important issue emerged, namely much has been done in terms of legal framework, the development of the curriculum in schools, increased autonomy and different system of financing public education as well as for improving leadership in schools. However, there is substantial lack of empirical, research based evidence, on evaluation and impacts that restructuring and reform initiatives and solutions had on everyday practice of schools. Beside general statistical data on the school system, there are few studies completed mostly by those employed in the National School for Leadership in Education that deal with leadership and school leaders. These studies influenced the program designed for and delivered to Head teachers, teachers, for programs of networks of learning schools and postgraduate studeies in the filed of leadership in education..

There is no evidence what the future changes will be, although the process of restructuring the curriculum for upper secondary schools started as well as project MOFAS, which aims to increase the autonomy of Head teachers, teachers and schools and also to bring about a major change in modes of allocation of financial resources to schools.

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Chapter 1

THE NATIONAL CONTEXT OF SCHOOLING

This chapter sets out the broader context of Slovenia, emphasizing the main political, demographic, economic, social, and cultural developments that shape the issues that have impact on schools, teachers and school management. These are:

(i)   economic, social and cultural background of Slovenia and their implications for schools, teaching and school leaders;

(ii)   broad population trends (in terms of numbers, age structure and cultural diversity) and their implications for schools, teaching and school leaders;

(iii)   economic and labour market trends in Slovenia that have implications for schools and school leaders.

1. 1   *Economic, social and cultural background of Slovenia and their implications for schools, teaching and school leaders*

The Republic of Slovenia is a parliamentary democracy and a social state implementing the rule of law. Slovenia has a population of 2 million, of which 83.1% (census 2002) are Slovenes. The official language is Slovene. There are also two national communities of Italians and Hungarians. Italian and Hungarian are, in addition to Slovene, official languages in these two ethnically mixed areas. In addition to these national communities, there are also 123,872 members of other ethnic groups, mainly immigrants from the territory of the former Yugoslavia, who came to Slovenia primarily for economic reasons. The Slovenian constitution and its legislature guarantee to its two minorities their fundamental and special rights – using their own language, expressing and developing their culture, as well as the right to receive and promote instruction in their mother tongue. Roma population is likewise granted special educational rights that aim to decrease the asymmetry in their educational attainment and socio-economic conditions.

In the 15 years since independence in 1991, Slovenia has made considerable progress both in the political and the economic sector by establishing democratic institutions and enshrining respect for basic human rights and fundamental freedoms as well as in establishing a market economy. Since 1991, Slovenia has privatised a large part of its economy, stabilised inflation and increased wage and decreased the unemployment, released the flow of capital and modernised its taxation system. This period has also been marked by a strong economic growth. For the past 8 years, Slovenia has enjoyed healthy growth figures, averaging 4.0% annual GDP growth with a GDP per capita in 2005 estimated at U.S. $17,008 (slightly more than 75% of the EU-15 average). The inclusion of Slovenia in the EU and NATO in 2004 also had a favourable impact on the stability and security of the country as well as its further socio-economic development.

1. 2 Broad population trends (in terms of numbers, age structure and cultural diversity) and their implications for schools, teaching and school leaders

The changes in the political sphere and the socio-economic development of Slovenia over the last decade have had considerable impact also on education, e.g. the share of GDP related to education has been growing steadily.[1] Moreover, the reform of the school system in Slovenia carried out between 1996 and 2000 has been marked by these major political, economic, social, and cultural developments of the country. During this period, the school system in Slovenia aimed to ensure that as many people as possible implement their right to education, thus achieving a higher educational level. Over the last decade, the educational profile of Slovenia's population has considerably improved. The percentage of young people aged 20-24 years who had attained at least upper secondary education (i.e. with an education level ISCED 3-4 minimum) in 2003 was 90.7%. The percentage of the adult population (25-64 years old) that had completed at least upper secondary education was 76.8%. Women are better educated than men and have, by and large, an education better suited to the requirements of the work they do. The best educated are those employed in the area of education and public administration, and the unemployed are still less educated than those in employment. More than 15% of persons aged 25 to 64 was in some form of education or training in 2003.

Moreover, altogether 98% of primary school leavers decide to continue their education, and 84% of upper secondary school leavers go on to tertiary education. There are twice as many students in higher education as there were at the beginning of the 90-ies. The number of graduates is also growing: in 1998 there were 50% more students than in 1990. Further-more, lifelong learning is also augmenting and gaining steady support both from educational authorities as well as the social partners.

Table 1. 1: Population aged 15 and over by school attainment and age (2005)[2]

	Total (x1000)	Age groups (years)						
		15-24	25-34	35-44	45-54	55-64	65-74	75+
Total	1714	266	290	306	319	221	189	123
Without education, incomplete basic education (1-3 years)	13	(1)	(1)	((1))	((1))	(1)	5	(2)
Incomplete basic education (4-7 years)	75	4	(1)	(3)	8	12	25	22
Basic education	406	107	23	47	71	55	57	47
Secondary vocational education (short term -3 years)	429	41	79	89	93	60	44	23
Secondary technical education	424	66	96	91	79	51	28	13
Secondary general education	99	42	18	10	10	7	6	6
Post-secondary education (not higher education)	89	(1)	12	20	22	19	11	(4)
Higher education, professionally oriented	41	(2)	16	11	7	(2)	(2)	(1)

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[1] See, Ch. 2 (section 2.3 [Figure 3 & 4] for further details on the availability of public and private resources for schooling as well as the public expenditure for education in Slovenia.

[2] Source, *Slovene Statistical Yearbook* (2006).

Higher education, academic type	118	(1)	40	28	23	13	9	(4)
Post graduate education (specialisation, MSc, PhD)	19	.	(4)	6	(3)	(2)	(2)	((1))

The period of the last ten years has thus been marked by two equally important factors, i.e. (i) *increased enrolment* in upper secondary and higher education; and (ii) *improved educational performance* of the population. However, the projection of growth rates in number of pupils *aged 5-9* (primary education) and of pupils *aged 10-14* (lower secondary education) by 2010 and 2015 show a steady decline in the number of pupils enrolled in compulsory education. Despite this negative trend, the number of those employed in the teaching profession continues to grow (in elementary education) or remains almost unchanged (in upper secondary education).[3]

Table 1. 2:   The number of pupil/teacher ratio in full-time equivalent (elementary education and upper secondary education)[4]

	2000/01	2003/04	2004/05
elementary education	15,4	13,9	13,2
upper secondary education	13,8	13,8	13,3

1. 3   Economic and labour market trends that have implications for schools and school leaders

Slovenia's economic structure is gradually approaching the structure of advanced industrialised economies, as the importance of agriculture and industry is diminishing and the role of serdeputys is growing. Among the latter the share of private as well of public serdeputys is growing, but still large gaps behind advanced economies are seen in business and financial serdeputys. The restructuring process continues in manufacturing, but this is slow, especially in the strengthening of technology-intensive industries. The labour force (as monitored by labour force surveys) averaged 1,007,000 people in 2004, 943,000 of whom were employed and 64,000 unemployed. Employment continues to grow most rapidly in financial intermediation and business and public serdeputys, while it is still decreasing in industry and construction. The average number of registered unemployed in 2004 was 92,826, which corresponds to a registered unemployment rate of 10.3% (down from 10.9% in 2003).

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[3] See, Ch. 2 (section 2.2 [Figure 2] for further details on the number of teaching personnel in elementary and upper secondary education in Slovenia.

[4] Source, *Slovenia in Figures* ([2006], available at www.stat.si/doc/pub/slo_figures_06.pdf).

Table 1. 3:   Persons in employment by activity (in 1000)[5]

	1995	2000	20005
Agriculture, hunting, forestry and fishing	92	85	83
Manufacturing	314	269	278
Public administration and defence, compulsory social security	39	53	59
Education	53	57	68
Health and social work	47	46	51

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[5] Source, *Slovenia in Figures* ([2006], available at www.stat.si/doc/pub/slo_figures_06.pdf).

Chapter 2

OVERALL DESCRIPTION OF THE SCHOOL SYSTEM

This chapter outlines the main features of the school system in Slovenia, its goals, trends and key policy issues and considers its impact on school governance and leadership that follow in Chapters 3-6. These are:

(i)   *structural features* of the school system in Slovenia;

(ii)   *availability of public and private resources* for schooling in Slovenia;

(iii)   basic *governance* of, and *regulatory framework* for, the school system in Slovenia, including the major legislation that applies to it;

(iv)   *goals and objectives* of the school system in Slovenia, and their development over the last decade;

(v)   status and role of *teacher unions* and *association for school leaders*;

(vi)   the broad *public perceptions* about the role of schools, the quality of schooling, and the status of teachers and school leaders.

2. 1   Structural features of the school system in Slovenia

2.1.1 Types of schools

The structure of the education system in Slovenia (2006-2007) consists of pre-school education; basic education (primary and lower secondary education); (upper) secondary education (vocational and technical education *and* upper secondary general education); post-secondary vocational education; and higher education (including undergraduate academic and professional education and post-graduate education. The system starts with *pre-school education*, which is not compulsory. It is carried out by pre-school institutions and pre-school units in elementary schools for children between the ages of 1 and 6. *Basic education* (which combines the primary and lower secondary levels of education) lasts nine years. It is compulsory and is divided into 3 three-year cycles. Children must be 6 years old to enter the first class. Successful completion of basic education enables pupils to proceed to an education in a choice of upper secondary school.

(Upper) secondary education follows the compulsory general education. It is provided by vocational schools, technical schools and *gimnazije*. Vocationally oriented schools provide various kinds of vocational and technical education. In principle, they end with a final examination and offer a variety of content and levels of difficulty. 3-year vocational programs can be provided by vocational schools alone or in co-operation with employers as dual system of apprenticeship and in-school education. Technical programs last for

four years and end with a *poklicna matura*. Upper secondary general education is provided by *gimnazije.* The *gimnazija* prepare students for study at university level and finishes with an external *matura* exam.

2.1. 2 Overall size and composition of the school system in Slovenia

The enrolment of pupils in elementary and upper secondary schools shows that the overall size and composition of the school population (ISCED 1, 2 and 3) is in decrease.

Table 2. 1: Enrolment of pupils in elementary schools and upper secondary schools[6]

	2000/01	2001/02	2002/03	2003/04	2004/05	2005/06
Elementary schools	**181594**	**178345**	**175370**	**177535**	**172521**	**167890**
Public	181390	178169	175211	177336	172325	167668
Private	204	176	159	199	196	222
Upper secondary schools	**104840**	**103528**	**103538**	**103203**	**101876**	**99860**
Public						
lower and middle vocational program	28937	26808	24991	23170	21293	19566
Middle technical and professional program	41482	40004	39924	40664	40786	40335
General and private gymnasiums	32663	34861	36664	37319	39797	37813
Private lower and middle vocational program	126	-	-	-	-	-
general and private gymnasiums	1632	1855	1959	2050	2039	2146

Projected changes in the number of pupils aged 5-14 between 2000, 2010, and 2015[7]

As the other new member states of the EU, Slovenia will be especially affected by the decrease in the number of young people of compulsory school age (the 5-14 age group) by 2015. Demographic projection of young people of primary school age (the 5-9 age group) by 2010 (compared to 2000) shows that the decrease in population size in Slovenia is estimated at 12,6 % and at 13,8 % by 2015. The expected fall in numbers of young people of upper secondary school age (the 10-14 age group) show that the decrease in population size in Slovenia by 2010 (compared to 2000) is especially striking since it is estimated at 24,9 % and at 27,0 % by 2015. Demographic projections for young people of compulsory school age (age 5-14) in Slovenia clearly show that major changes in future requirements for teachers and school leaders are expected.

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[6] Source, *Slovene Statistical Yearbook* (2006).
[7] *Key Data on Education* (2005), p. 33 (http://www.mszs.si/eurydice/pub/eurydice/key_2005/context.pdf)

Table2. 2: Teaching personnel in elementary and upper secondary education[8]

School year	No. of schools	Class units	Professional staff	
			total	*women*
Elementary schools				
2001/02	447	8931	15625	13326
2002/03	448	8923	16039	13756
2003/04	446	9111	17145	14821
2004/05	446	8893	17446	15111
Upper secondary schools				
2001/02	145	3997	8703	5639
2002/03	143	3906	8482	5544
2003/04	143	3925	8640	5654
2004/05	142	3869	8563	5624

2. 2   Availability of public and private resources for schooling in Slovenia

2. 2. 1 Public expenditure for education in Slovenia

Public expenditure for education in Slovenia represents the resources from public budgets made up by the state budget and municipality budget. The education system in Slovenia is almost fully financed from the state budget; a small share of the finance is also contributed from municipal budgets. Public expenditure for education includes expenditure on basic compulsory, upper secondary and tertiary institutions, as well as the running costs of pre-school education, post-graduate study and expenditure related to boarding at some upper secondary schools and in university students' accommodation. Included are both state schools and private schools with concessions (private schools subsidized by the state) and, to an extent as determined by law, also other private schools. The state also provides most of the financial resources for the construction, maintenance and furnishing of school premises. The resources from public budgets are designed for financing education in public as well as private schools.

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[8] Source, *Slovene Statistical Yearbook* (2006).

Table 2. 3:   Public, private and international expenditure for educational institutions, by level of education (in million SIT) [9]

	Levels of education					
	total	preschool education	basic education	upper-secondary education	tertiary education	not allocated by levels
2001						
Total	296657	35290	132827	66048	62322	169
Public	255229	28068	119405	60567	47019	169
Private	40350	7222	13422	5481	14225	-
International	1078	-	-	-	1078	-
2002						
Total	335115	39108	154321	72223	69290	173
Public	288491	31558	138873	65504	52382	173
Private	45882	7550	15448	6719	16165	-
International	742	-	-	-	742	-
2003						
Total	367095	39717	170936	78681	77488	273
Public	316218	32331	154174	71167	58273	273
Private	50065	7385	16761	7515	18403	-
International	812	-	-	-	812	-

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[9] Source, *Slovene Statistical Yearbook* (2006).

2. 2. 2 Trends in terms of availability of public and private resources for schooling in Slovenia

Over the last decade, the share of public expenditure for education in Slovenia (in GDP) grew constantly, and is high compared to many other countries. The share of financial resources for education in 1992 amounted to 4.76% of GDP, and since 1998 it has been around 6%, which is the average for the OECD countries.

Table 2. 4:   Share of total public expenditure for formal education in GDP by level of education (%)[10]

year		Levels of education			
	total	preschool education	basic education	upper-secondary education	tertiary education
1995	5,87	0,56	2,42	1,54	1,34
1996	5,85	0,51	2,49	1,61	1,24
1997	5,98	0,46	2,61	1,69	1,22
1998	5,93	0,48	2,62	1,63	1,2
1999	5,89	0,47	2,52	1,59	1,31
2000	5,95	0,48	2,58	1,58	1,31
2001	6,08	0,58	2,49	1,67	1,32
2002	5,98	0,59	2,60	1,47	1,32
2003	6,02	0,56	2,66	1,46	1,34

2. 3   Basic governance of, and regulatory framework for, the school system in Slovenia, including the major legislation that applies to it

2. 3. 1 General administration of education at the national level

Implementation of national education policy is the responsibility of the *Ministry of Education and Sports*. It is especially responsible for the implementation of regulations in the sphere of education. Its authority also includes decision-making in administrative matters relating to pre-school education, basic, general secondary education, vocational and technical secondary and post-secondary vocational education, higher education, education of children with special needs, music education, adult education, education of members of the Italian and Hungarian minorities, Roma population, etc. The Ministry supervises the operation and management of public educational institutions and other institutions established for the purpose of education. Administrative supervision primarily relates to the meeting of staffing and space conditions, which are laid down for the

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[10] Source, *Slovene Statistical Yearbook* (2006).

carrying out of education. The ministry provides funds for the carrying out of these activities in accordance with the norms and standards determined by the minister.

The ministry is headed by the minister, who is responsible for the work of the ministry. His/Her competence also includes the adoption of upper secondary legislation regulating space and staffing conditions, which are necessary for the performance of educational activities, norms and standards for the carrying out and financing of education according to the law. He/She also lays down the admission procedure, rights and duties of pupils, students, apprentices, vocational college students, and higher education students, determine the school calendar of events and the method of assessment and grading.

2. 3. 2 General administration of pre-school education at the national level

Pre-school institutions in Slovenia came within the competence of the Ministry of Education and Sports in 1993. Before that date they were the responsibility of the Ministry of Labour, Family and Social Affairs. Public pre-school institutions are set up by municipalities, which also provide a part of the funds for the implementation of the program and all funds necessary for investments and maintenance and repairs. Funds are provided in the central government budget for pre-school units in educational institutions for children with special needs.

2. 3. 3 General administration of basic education at the national level

The municipalities found public elementary schools. Labour costs, material costs and costs of investments are covered by the state. Other costs and costs of investments as well as the costs of major repairs and maintenance are borne by local governments. The criteria of financing are laid down by the minister for education and are applied without variations to the whole country. The consistent use of funds for salaries and other employer's contributions are directly controlled by the ministry by means of the existing staff records. Staffing and space conditions laid down by the minister are supervised by the ministry on their registration and, at a later stage, by the inspectorate for education.

2. 3. 4 General administration of upper secondary education at the national level

The geographical distribution of public upper secondary schools is set up by the state. The deed of formation of a public upper secondary school is adopted by the Government, which also exercises its founder's rights on behalf of the state. The state is the owner of the property managed by schools. Funds are provided from the central government budget for the implementation of the program, investments, major repairs and maintenance. No tuition fees are allowed to be charged by public schools. The ministry co-ordinates the schools' activities, oversees the consistency of employment of funds with the specified purposes by means of the existing staff and enrolment records.

2. 3. 5 General administration of pre-school education at the local level

In the sphere of pre-school education, municipalities are obliged to maintain a public network of pre-school institutions. This public network of pre-school institutions includes public pre-school institutions, which are founded by municipalities, and private pre-school institutions which are granted a special concession by the municipality to carry out the pre-school education program, which is the same in both public and private pre-school

institutions. The public network of pre-school institutions must be organised so as to facilitate parents and children alike the access and choice of the program. Municipalities take part in the management of pre-school institutions by giving their opinion to the candidates for pre-school institutions' Head teachers and directly through their representatives in pre-school institutions' administrative body the pre-school institution's council. Municipalities provide part of the funds, which are necessary for the implementation of pre-school education program, and funds for investments, major repairs and maintenance from their budgets. Moreover, they have a significant influence on the sphere of employment since they give their consent to number of teaching posts determining the number and type of jobs in pre-school institutions. However, in giving their consent to the aforementioned subjects, municipalities must observe the norms and standards laid down by the minister for education and sports.

2. 3. 6 General administration of basic education at the local level

Responsibilities of municipalities in maintaining a public network of elementary schools are the same as those in pre-school education. The situation is slightly different in elementary school financing. Funds earmarked for salaries, the portion of funds for indirect labour-related costs and the portion of funds earmarked for investments in the sphere of basic education are provided by the state in the central government budget. Municipalities therefore have no competencies in the sphere of employment. The rules of job classification, which determine the number and type of posts in a school, and each new placement, are subject to approval by the minister for education and sports.

2. 3. 7 General administration of upper secondary and tertiary education at the local level

In the sphere of secondary vocational, technical, and general education, post-secondary vocational, and higher education, municipalities have no permanent responsibilities determined by law. Founder's rights and duties in these areas are exercised by the state.

2. 3. 8 Educational institutions, administration and management

Institutions in charge of carrying out education activities by individual areas of education are determined by law so that for each individual area it is separately indicated who may carry out individual types of educational programs. The management of educational institutions is carried out by the following administrative bodies: pre-school institutions and schools have the council of an educational institution, a Head teacher, professional bodies and a parents' council. The basic legislative framework regulating education in Slovenia is the *Organization and Financing of Education Act*.[11]

2. 4   Goals and objectives of the school system in Slovenia and their development over the last decade

Over the last decade, the Slovene education system has experienced thorough and all-encompassing modernisation. The basic document of the modernisation, *the White Paper on Education in the Republic of Slovenia* (English version 1996) established not

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[11]   The *Law on the organization and financing of Education in Slovenia* is available at the website http://www.uradni-list.si/1/objava.jsp?urlid=200598&stevilka=4298

only a policy framework but also the overall philosophy, values and core *principles* forming the basis for the renewal. These are:

- accessibility and transparency of the public education system;
- legal neutrality;
- choice at all levels;
- democracy, autonomy and equal opportunities; and
- quality of learning to take precedence over the accumulation of facts.

The White Paper led to the establishment of a *legislative framework* for change. The new legislation (1996–2000) includes a set of six acts: the Organisation and Funding of Education Act, Pre-school Institutions Act, Elementary School Act, *Gimnazije* Act, Vocational and Technical Education Act, and Adult Education Act, all adopted in February 1996. A special characteristic of the new legislation is the gradual introduction of changes with a simultaneous provision of material and personnel conditions, as well as financial resources, for its implementation. Last to be adopted was the act on vocational certification, which provides a legislative basis and framework for links between formal and informal education, one of the preconditions for implementing the concept of life-long learning. Of particular importance for improving quality in education was the Act on the Provision of Funds for Urgent Education Development Programs. This provided additional funding for the construction of pre-school institutions and schools, computer literacy programs, textbooks and modern educational technologies, foreign language learning, and school meals. Changes, introduced *gradually* pursuant to the legislation adopted, were implemented in parallel with the gradual provision of facilities and staff. The changes were also designed to achieve the following *objectives*:

- to increase the opportunities for the inclusion of children, young people, adults and individuals with special needs in education programs at all levels;
- to introduce a greater variety of pre-school education programs, educational forms, and paths to qualifications and various kinds of knowledge;
- to improve the opportunities for transferring between different categories of the education system and to improve access to full- and part-time studies;
- to improve functional and "cultural" literacy among adults and increase the number of adult learners;
- to set up mechanisms to provide equal educational opportunities for socially disadvantaged learners;
- to ensure equal opportunities for both sexes;
- to increase the mainstream inclusion of children with special needs; and
- to promote quality assurance.

Curriculum development and the development of assessment systems operated hand in hand with the formation of the basic features of the future education system. A network of experts, consisting of councils, committees and study groups, was responsible for this. The National Curriculum Council and its subject committees were in place until the Councils of Experts for general, vocational and technical, and adult education adopted new curricula. The content renewal of curricula included in particular the elimination of all ideologies from school subjects and a shift from memorisation of facts to learning skills and problem solving. The new curricula pay less attention to content and place greater emphasis on the process of learning and knowledge-acquisition. Following the renewal of most curricula and the introduction of the most important systemic changes, mechanisms for *monitoring the implementation of new developments* and *evaluating results and processes* were developed in 1999. Quality assessment and assurance,

based on the principle of institutional self-evaluation with external support of professional institutions, is becoming a key strategic goal. At present and in the immediate future, the renewal will focus on ensuring the transparency of the system, enabling an objective judgement on whether the system is functioning properly, how successful it is and the possibility of new starting points for planning further developments in education.

2. 5   Status and role of teacher unions and association for school leaders

There are two major trade unions of employees in the education sector in Slovenia. One of these is the *Union of employed in education and research in Slovenia* (www.sindikat-vir.si) whose membership consist of both teaching and non-teaching staff from all levels of the school system. The other trade union is the *Education, Science and Culture Trade Union of Slovenia* (www.sviz.si). It has more than 40.000 members which includes those employed in education, training, science and culture on a voluntary basis in order to express and implement their interests in an organized way, safeguard their economic and social position, protect the employees' rights and to influence the policy set-up in education, science and culture. It is structured in the following trade union conferences, i.e.: pre-school education; elementary and music schools and adult training institutions; institutes for education and training of special needs children; secondary schools and student houses; high education and science; and cultural organizations. The level of union membership of teachers and school leaders in Slovenia is high also due to the legal protection offered. However, ever since 1991 membership in unions is in decline. Membership in unions felt from an estimated 42 % in 1991 to 28 % in 2003.[12] Elementary education Head teachers are associated on a voluntary basis in the Association of elementary education Head teachers (www.ravnatelj.si). There are a number of other associations of teachers and other staff working in education who actively participate at all levels of education, including education policy, teaching and learning, curriculum development, counselling, etc.

2. 6 Broad public perceptions about the role of schools, the quality of schooling, and the status of teachers and school leaders

For more than two decades, the general public perception about the role of schools (trust in public institutions), the quality of schooling and the status of teachers in Slovenia has been positive. Surveys of public opinion have shown that the Slovene public values positively the teaching profession. The picture below shows the results of the 2003 opinion poll conducted in Slovenia.

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[12]   See, http://cjm.si/sites/cjm.si/files/File/e-dokumenti/sjm2003-1_ogledalo.pdf (p. 191).

Table 2. 5: Status of various professions in Slovenia[13]

Profession	Value
military officer	3,18
policeman	3,1
journalist	3,43
university professor	3,93
judge	3,75
teacher	3,46
physician	4,18
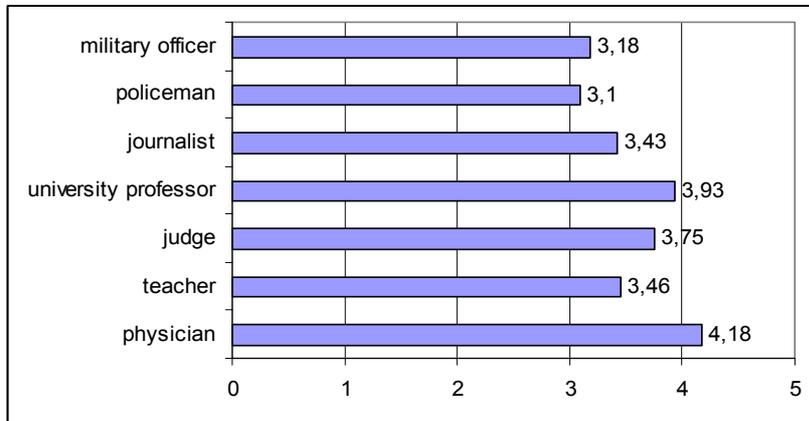
Compared with other professions, e.g. lawyers, physicians, judges, the teaching profession is valued positively. The analysis of two public opinion polls conducted in 1995 and 2003 showed the public as generally supportive of the teachers and the teaching profession. Moreover, these public opinion polls also included a set of questions concerning the trust in public institutions.

Figure 2. 1: Trust in public institutions in Slovenia
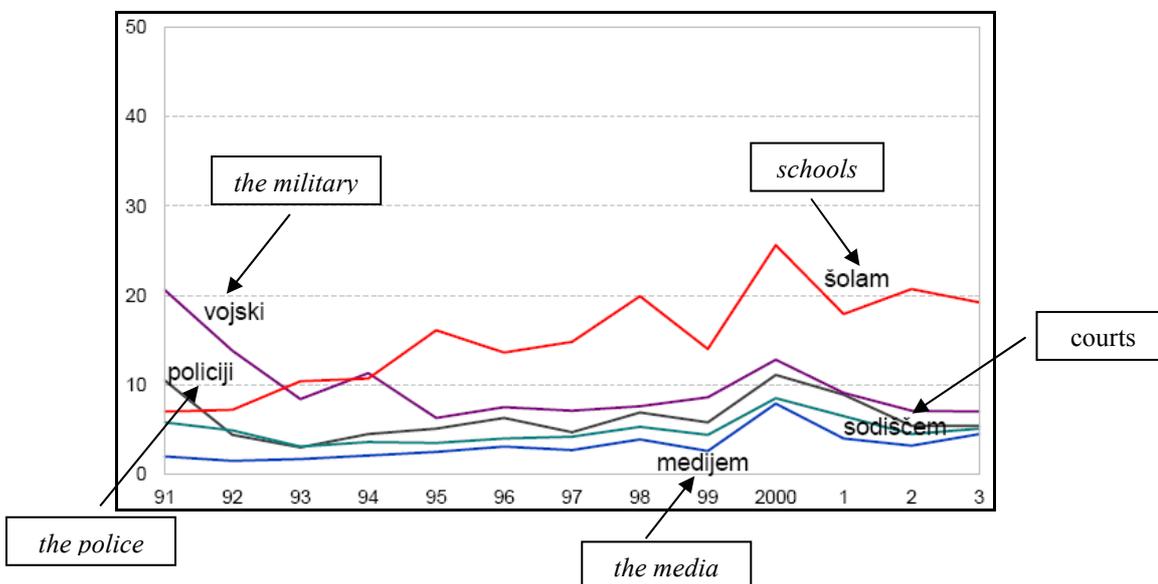
Among all major public institutions, schools benefit from the highest level of trust among the public.[14] Compared with other public institutions, e.g. the media, police, courts, the

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[13] See, http://cjm.si/sites/cjm.si/files/File/e-dokumenti/sjm2003-1_ogledalo.pdf (pp.60-64).

[14] See, http://cjm.si/sites/cjm.si/files/File/e-dokumenti/sjm2003-1_ogledalo.pdf (pp.44-51).

military, the schools have a considerably higher level of trust from the public which contributes positively to the status and importance of education in society in general.

Chapter 3

SCHOOL GOVERNANCE AND LEADERSHIP

This chapter aims to identify the roles and responsibilities of school leaders in Slovenian context. It provides evidence on the relationship between governance structures and contexts and effective leadership, as well as on the existence of a set of core competencies for effective school leaders whatever the organisational or environmental context.

3. 1 Conceptualisation of the term "school leadership"

The term 'school leader' defines a Head teacher who exercises the function of a pedagogical (instructional) leader and has, in accordance with The Organization and Financing of Education Act (ZOFVI), certain authority and responsibilities for the implementation of curriculum and for leading the whole pedagogical process.

In Slovenia, elementary schools (which provide basic, compulsory education) are led by Head teachers who besides exercising pedagogical leadership also manage the schools. Head teachers (or directors in case of upper secondary school centres) are autonomous in:

- The selection of staff
- Allocation of resources for material costs
- Buying the equipment for school
- Designing the content of elective part of the program
- Designing the program that is above the standard
- Organisation of school work
- Ensuring the quality of educational processes
- Cooperation with the environment

3. 2 Basic regulatory framework, roles and responsibilities of school leaders, and major legislation

Head teachers as school leaders autonomously lead schools on the basis of duties and competencies/authority that the state defined through various Acts and Rules. The most important legal documents are Institutes Act and Organisation and Financing of Education Act. Beside, the school governance is defined and operationalised through many Rules. The teaching/pedagogical workload is normatively defined by the Act.

With regard to the number of enrolled students or classes the number of employed technical, administrative and auxiliary staff is defined. At the state level, the 'standard'/compulsory program is defined (National curriculum including the extent of elective part of the curriculum, and standards). Head teacher is in charge to take actions to realise the program. The school work is monitored by inspections which operate at the national level.

3. 3 Challenges for school leadership

3. 3. 1 Major policy concerns

The number of teachers in some schools exceeds the employment needs – vacancies - which can be assigned to the decline in birth rate in Slovenia. Also, some other employees in schools fail to meet the norms for employment because the basis for their employment is the number of classes per school. According to the data (Statistical Office of the Republic of Slovenia/ www.stats.si) there were 26009 teachers and other professional workers employed in elementary and upper secondary schools at the end of 2004/05 (17446 in elementary, basic schools and 8563 in upper secondary schools). Despite the decline in students' population the number of employees increased for 2494 between 1996 and 2004 partially due to the curriculum reform of elementary school and changes in norms and standards. In the last 10 years the employment of fully qualified teachers improved.

For all teachers at all levels of undergraduate schooling, a university degree – pedagogical stream (e.g. university degree in math – 'pedagogical' math) is required. Those teachers who teach theoretical and professional subjects in upper secondary schools meet the qualification requirements if they have a university degree and peadgogical-andragogical exam. The requirements are specified in the Organization and Financing of Education Act and in Regulation about level and stream of education, which is adopted by the Minister.

3. 3. 2 New school policies

After 10 years changes in school policies and legislation are initiated from the Ministry and will be discussed in the Parliament in next years. Schools are to get greater autonomy as they used to have regarding the differentiation of teaching (streaming) and elective part of the program in elementary schools and app. 20% of the curriculum (elective subjects and compulsory elective subjects) in upper secondary schools. National education policies emphasize the focus toward students' needs and related individualisation. There is also declared openness to expansion of private schooling.

3. 3. 3 Changing composition of student population

At the level of elementary schools there has been no major change in students' composition. However, at the level of upper secondary schools since 1996 the share of students enrolled in vocational and technical schools has been decreasing and the enrolment to general secondary school (gimnazija) increased. In 1996 20% of student population enrolled in gimnazija while in 2004 40% of the generation enrolled in gimnazija which led to the increase in the number of these schools/programs.

3. 3. 4 Rising accountability for results and social equity

The issues of accountability and social equity are expressed through introduction of external examinations (external exam at the end of elementary school and matura at the end of secondary general and technical professional school) and related to enrolment in

higher levels of education. The results of external examinations and matura serve as a selection criterion in oversubscribed schools. The Head teacher is hold accountable for results by the School Council.

3. 3. 5 Changing societal and community expectations

Changing societal and community expectations are, partially due to ensuring economic competitiveness, related to school effectiveness and efficiency. The Ministry of science has had a major promotional activity in order to present to future upper secondary and HE students the role and significance of science and technology education in gaining economic competitive advantage and to encourage them to enrol in schools that provide these programs. The curriculum restructuring, that has been going on in vocational and other upper secondary schools, is meant to address the needs of the environment better as it was in the past. For that purpose, 20% of flexible curriculum is left to schools to design contents that best meet the needs of the environment.

3. 3. 6 Innovations

There is strong emphasis on ICT use for teaching and learning and technological development of schools. Many innovations, regarding the ICT use, instructional and organizational changes are supported, for example a project 'flexible timetable', that has been supported and guided by the National Education Institute, didactical restructuring in upper secondary schools, European classes in gimnazija and restructuring of vocational programs. In many schools innovative projects focused on teaching and learning have been developed and implemented.
In the area of leadership and pedagogical work in schools, there are national projects and programs, such as The Network of Learning Schools, Quality Assurance and Assessment, Mentoring for Newly Appointed Head teachers etc.

3. 4 Distribution of responsibilities for decision making among the various levels of government and individual schools

3. 4.1 Financing and resource allocation (including allocation of teacher time) among and within schools

The municipalities are founders of public elementary schools. The salaries and material costs are allocated from the state budget while the maintenance and above standard expenses are covered by the municipalities.

Public upper secondary schools are fully financed through the state budget. Their founder is the state. For some professional, vocational schools and some FE institutions the co-founders are companies. In these cases they also co-provide practical training and education (e.g. School for Telecommunications). There were some private FE schools founded in the last 10 years.

Additional material resources can be acquired through School Fund or by selling the serdeputys and products in the market (which can be the case of vocational and

professional schools). These resources have to be re-allocated to teaching technology or to the development of a school.

The budget, assigned to a school, is defined by The Organization and Financing of Education Act, The Rules on norms and standards and by other Acts and Rules. The resources are allocated for defined purposes which means schools need to use them in accordance with legislation related to area of public finances.

With regard to deregulation of school system and introduction of enhanced autonomy which was the aim of the bilateral project MOFAS (Modernisation of financial and administration system) in the school year 2005/2006 a group of 30 upper secondary schools was formed in order to 'test' the new system, which brings about »lump-sum« financing system. The aim of the project is to develop a system which supports more careful and rational planning of school activities and expenses and allows schools to be flexible in forming the classes, groups and in the whole organization of school work. Head teachers are responsible for the division of teachers' workload at the school level regarding the division of contact hours and other extracurricular activities. Employment requirements are defined and stipulated by the educational legislation, collective agreement and rules on norms and standards. The budget for stimulation and awarding good performance consists of 2% of monthly mass for gross salary f employees.

3. 4. 2 Curriculum development and implementation

National Curriculum is mainly defined at the state level and approved by professional council for general, professional education or council for adult education. Schools are flexible and therefore different in the area of elective subjects and streams. In gimnazija there are 17 hours per student to be of his/her choice. However, many of these hours have been used as additional hours for matura subjects (e.g. math). The idea of choice was not fully and successfully implemented in this regard. In vocational schools, there is up to 20% of 'open curriculum' by which the needs of the environments are expected to be better met. New programs are by the thumb of rule interdisciplinary. Despite national curriculum, the professional autonomy of teachers related to textbooks ad methods of teaching is emphasized although also limited by the forms of external examinations such as matura.

The timetable, allocation of instruction time to teachers is head teachers' duty. The Minister defines the school year in the school calendar. The timetable is designed by the head teacher or he/she can authorize a person to design the timetable which has to b in accordance with legally defined maximum weekly workload for students and teachers. The dates of national external exams and matura are announced by schools on the basis of Rules of assessment and Matura rules. Extra-curricular activities are defined by a school in accordance with approved educational programs. School Council adopts the annual and business report.

The culture of individual planning and implementation of teaching and other activities is still strong. Also, the coherence of teaching within programs is not as good as it could be, partially due to the lack of inter-subjects' connections and liaisons.

3. 4. 3 Employment of school leaders

Head teacher has a permanent employment as a teacher yet he/she performs the function of a head teacher for 5 years. He/she is appointed and dismissed from head teachership by the School Council which is in charge to conduct both procedures. Before appointment (or dismissal) School Council acquires opinion from:

- Academic assembly
- Local community where school is located
- Minister of Education and Sports

and fully follows the stipulations of the Organization and Financing of Education Act.

The requirements for appointment: to meet the requirements for being a teacher, to be mentor at least for 5 years, or advisor or counsellor and has to have or acquire the head teachership certificate. Newly appointed head teachers without head teachership certificate have to complete it within the first year as acting head teacher.

National School for Leadership in Education provides continuous training and education for school head teachers, provides certified program and certification of Head teachers. Head teachers by their choice attend also other training and education programs provided by universities and National Education Board.

The salary for a Head teacher depends on the school size and organization and is defined at the national level. Each head teacher is a in a 'pay class' which means a level according to the pay scale for head teachers. On the grounds of different criteria such as number of students and number of different programs, provided by a school, the Minister decides upon the pay level of a head teacher. The flexible part of salary which is based on effectiveness of Head teacher's work is assigned to the Head teacher once per year for the year by the School Council.

3. 4. 4 Employment of teachers

Employment of teachers is headtechers' responsibility with regard to the systemisation of posts. The school puts a public advertisement for a vacant post and requirements that candidates have to meet: education level, subject area and other special requirements. Selection criteria for applicants who meet the legal requirements are not published. Head teacher selects a teacher on the basis of applications.

Enabling and encouraging professional development of teachers is Head teacher 's duty. Teachers' professional development is defined by Organization and Financing of Education Act as legal right and duty of a teacher. 5 days per year are assigned to each teacher. They choose from a variety of offered programs, trainings and courses but they take into account specific school's priorities. Often, teachers choose courses related to their subject area. Some schools organize training by bringing a course to all staff. Professional development plan is part of school annual plan. The allocated finances for professional development are usually not sufficient for all needs and desires.

Teachers and other professionals in schools can be promoted to:

- professional classes (3 levels: mentor, councellor, counsellor on the basis of attendance of professional development courses, provided by verified institutions and by achievements in the area of 'additional work') and to

- pay scale (5 levels, every 3 years for 1 level higher).

Head teacher places the recommendation for promotion.

Dismissing (braking up the employment contract) professionals and teachers is defined by Employment Relationship Act. The reasons for breaking up the employment contract can be:
- guilty reasons or
- incapability to perform the work or
- on the basis of agreement

In the last 3 years there is so called 'technological surplus' due to decline in school population. Those who qualify for 'technological surplus' are entitled to redundancy payment in case of unemployment.

3. 4. 5 Student intake

Enrolment to elementary school is based on catchment areas, geographically assigned zones from which schools draw their student population. They start schooling at the age of 6. Enrolment in upper secondary education is regulated at the state level and has two phases:
- enrolment application on the basis of stated and publicly announced available capacities of schools
- enrolment.

Oversubscribed schools can limit the enrolment. The enrolment procedure for a school that limited enrolment is prescribed at the national level and has to be in accordance and based on the stipulations for enrolment.

Once a student is enrolled in elementary school it is expected they all proceed to higher grades. In upper secondary schools the difference between different programs is noticed. Table 9 shows the analysis of a sample (48% of upper secondary schools in Slovenia) and the % of students who completed the grade successfully for the year 2005.

Table 3. 1: % of upper secondary schools' students who completed the school grade 2005

Lower vocational education	94,1
Middle vocational education	88,8
Middle professional education	91,4
Vocational technical education	86,0
General gimnazija	97,0
Professional and technical gimnazija	94,0
total - average	91,7

Source: National Education Institute, 2006

According to the same source, 2% of the population drop out of education during the school year.

3.4. 6 Private school sector

Private sector does not differ significantly from public sector except in the financial area. If a private school want to hand out a publicly recognized certificate or diploma, then it has to be registered in the register of schools of the Ministry of Education and Sport. By this, it shows they meet the material requirements and staff qualifications in order to run the program successfully. The state subsidises 85% of the price of the public school program and is allocated on per capita basis. Private schools are financed through the tuition fees and donations and other contributions. This type of private school (state subsidized private schools or schools with concession) must respect legal requirements related to staff, curriculum implementation, professional development of teachers and professionals, the system of employment and dismissal of employees and similar.

Private upper secondary schools with concession enrol students according to the same rules and regulations as public upper secondary schools. Yet the results/ achievements of their students are not posted to publics.

3. 5 Governance structure of schools

The systemisation of posts for a school is on the basis of Head teacher's proposal adopted by Ministry of Education and Sport. The work of schools is monitored by School Inspection and other inspections. School Council is the highest level in school governance. Its composition is defined by the Organization and Financing of Education Act. It consists of three parts: 3 parents' representatives, 3 teachers' representative and 3 representatives from the local community (for elementary schools) or 2 representatives of a founder and 1 representative of local community for upper secondary schools. This composition was defined in 2006 and aims at equal representation of all stakeholders.

Parental Council is composed of 1 parent representative from every class. In upper secondary schools the student assembly gives initiatives.
Head teacher is responsible and accountable to the School Council. Every year he/she has to submit annual school plan, financial plan, report about work and financial report. School council appoints and dismisses Head teacher.

3. 6 Division of responsibility between school leaders and the school governing board or local/regional education authority

Head teacher is fully responsible for the leadership of a school. He/she is responsible for legal issues and has to implement tasks and duties that are adopted by the School Council. Annual school plan embraces the curriculum implementation, financial issues, enrolment policy and elective part of the program. School Council decides about complaints of employees or parents. Head teacher must implement all resolutions agreed by School Council that are in accordance with the legislation.

3. 7 Balance between autonomy, and transparency and accountability at the school level

Generally speaking, there is a balance between Head teachers' autonomy and transparency and accountability, although the autonomy is well framed by the legal framework. Through the plans and reports submitted to the School Council the requirement for transparency is met. So far, it is difficult to claim that head teachers are held accountable for student performance.

3. 8 Organisation and leadership structures within a school

In elementary schools there is a Head teacher and possibly deputy Head teacher (depends on the size of a school). In upper secondary schools organisation and leadership structures might be divided between directors of school centres and head teachers, or head teachers of organisation units, and deputy head teachers. In small schools, the role of director and of head teacher are 'combined' in one person or director and head teacher of one unit in one person. Division of work between director and head teacher is defined in Rules on post systemisation which is adopted by each school. Usually, director manages the school, while head teachers are regarded as pedagogical leaders of the organizational unit. Often, the division of work between director and head teacher or deputy head teacher means that director or head teacher manages staffing and the institution as whole while deputy head teacher is in charge of all daily operations of a school. There is no significant difference in division of work between different types of school.

Apart from this level, the structure is 'modest'. There are school leaders in charge of a group of their colleagues. They are by no means chairs of departments, units or similar because they have no authority. They recommend professional directions to be undertaken and take care about informing the group (aktiv) members. They are sort of heads of subjects, or heads of grades.
Others, such as leader of school cantina or similar are not considered to be leadership positions.

3. 9 Tensions over the relative weight that should be given to different leadership responsibilities

Over last years, the role of head teachers has becoming more managerial and less devoted to instructional leadership. The tensions have not been resolved at the national level and are left to head teachers.

3. 10 Collaboration with other schools and collaborative networks

Schools are encouraged to collaborate by applying for joint projects, networks of learning schools, becoming members of network of schools, such as UNESCO schools and similar. Upper secondary schools are forming consortia, partnerships and different

networks and liaisons with local communities, companies and associations. Head teachers are the 'steering wheel' for establishment of such partnerships and networks. Their role is central and essential at the initial stage – forming the partnerships.

3. 11 Expectations about role of school in broader community serdeputy and development

Especially elementary schools play a role in broader community by taking part in cultural events and development of their area. They also rent out school facilities in the afternoons to local sports associations and similar. Some schools are also open to their community to access the computer classrooms.

Upper secondary schools are more inclined to provide adult education although they also take part in cultural developments of their areas. This has been a long-lasting tradition of schools.

3. 12 Evidence about competencies in relation to school characteristics

No evidence about such studies is available.

3. 13 Evidence on the existence of a set of core competencies

There was no empirical research.

3.14 Recent innovations in Slovenia in relation to the organization of leadership roles in schools.

There is no recent innovation regarding organization of leadership roles in schools. There are, however, quite some projects and programs aiming at improving head teachers' work in terms of overall school performance, quality issues and similar. The programs are: Mentoring for Newly Appointed head teachers, The Network of Learning Schools, Leading for Learning, projects, funded by ESS, annual professional development courses for head teachers and similar. These projects and programs are organized and implemented by the National School for Leadership in Education, Ministry of Education and Sport and other experts in the field.

Chapter 4

ENHANCING LEARNING AND SCHOOL LEADERSHIP

This chapter focuses more particularly on the role of school leadership in enhancing learning and aims to identify the conditions and policies under which school leaders can exercise this role most effectively.

4. 1 Policy concerns about teaching, learning and assessment

We can refer to concerns about the quality of teaching, learning and assessment on two levels:

a) On the academic level there are several experts at all 3 faculties of education, faculty of arts, and some individual experts working in different institutions. They apply for national projects, write reports and recommendations and as such, they influence the policy of teaching, learning and assessment. The National Institute for Education and Centre for Vocational Education and Training develop in-serdeputy programs to support teachers to implement new curricula.

b) On the policy level the major concern is focused to assessment especially to external testing at all levels because the results affect pupils' and students' selection of schools or faculties. The main responsible body for assessment is National Examination Centre. The following acts regulate assessment in schools:
- Acts about assessment and grading in primary, general secondary and vocational schools;
- Acts about general and vocational matura
- Act about confidentiality during matura examination

4. 2 Role of school leadership in the development and evaluation of policies for teaching, learning and assessment

School leadership is responsible for respecting the acts defining policies for assessment and for organising and evaluating teaching and learning according to these acts. Beside this Article 49 of Organisation and Financing of Education Act defines the head teacher's roles and responsibilities, such as:
- organising, planning and leading work in schools;
- responsibility for development and implementation of school development plan;
- managing teacher performance (observing lessons and developing staff development policy).
These tasks bind them to implement rather than develop and evaluate policies for teaching, learning and assessment.

4. 3 School accountability

According to Article 48 of Organisation and Financing of Education Act the school council adopts school annual plan and the report about its realisation. As a consequence, the head teachers are accountable to the school councils. They are also accountable to the school councils for developing and reporting about financial operations in schools. In practice some schools must present school plans and reports to local communities and to regional units of Board of Education but this depends on the environment. Different evidence is provided, such as: students' academic achievement, number of rewards and sanctions, pupils'/students' presence rate, number of in-serdeputy training for teaching staff, etc. Financial report is provided in accordance with national regulations. From 2006 the Regulation on criteria for assessing head teachers' performance has been enforced. The following issues are assessed:

- realisation of the educational program;
- quality of realisation of the program (students' achievement);
- quality assessment and self-evaluation (whether these processes exist);
- material conditions in schools;
- management of teacher performance (number of observations, staff development activities);
- head teacher's co-operation with stakeholders;
- involvement in local and regional community;
- students' participation in national contests and competitions;
- participation in national and international projects;
- financial results.

These issues slightly vary between kindergartens, primary and upper secondary schools with regard to specifics at different levels.

Concerning the new Regulation the implications for school leaders are of financial nature (they do not get extra payment for effective performance). Generally, implications for school leaders are not very clear. In theory the school councils may even dismiss the head teachers for bad results but in practice this has not been the case.

4. 4 Monitoring student learning, outcomes and disciplinary behaviour

Every year each pupil and student receives the record of achievement containing academic achievement and the number of absent hours. In the first three years of the primary school the record contains descriptive assessment, after that all subjects are graded by numbers. During the school year pupils'/students' achievements are recorded in "Book of grades" as a basis for overall achievement at the end of school year.

After the final examinations (matura) each student receives a certificate of examinations (matura) results and number of points (credits) based on his/her academic achievement in the final two years and matura. From this year on each general secondary school will be obliged to prepare their »identity card« where students' achievements in final examinations (matura) will be presented to wider public.

Analysis of learning progress, disciplinary behaviour and outcomes are discussed within schools at least three times a year. In case of serious problems these issues are discussed in teams or among all staff. These events are usually organised and led by head teachers.

Students' disciplinary behaviour is regulated by Regulations about pupils' rights and responsibilities (Official Gazette, 75/2004) for primary schools, and Rules of behaviour for upper secondary schools (Official Gazette, 82/2004). In both cases head teacher is responsible that all partners respect the provisions defined in the acts. There are some specific tasks concerning the head teacher:

- to undertake the activities related to pupils' safety;
- to ensure that the procedures concerning disciplinary measures have been respected;
- to define school rules (school order, safety in school, criteria for awards and sanctions) in upper secondary schools.

Concerning disciplinary behaviour head teachers are According to Article 49 of Organisation and Financing of Education Act responsible for:

- respecting pupils'/students' rights;
- informing parents about changes concerning pupils'/students' rights and responsibilities;
- deciding about sanctions and awards.

Each school is also obliged to record sanctions and rewards in Sanction and reward file (Official Gazette 61/2005, 63/2006) which must be kept for 1 year.

At the informal level head teachers monitor pupils'/students' behaviour during lesson observations, they are also actively involved in problem-solving beyond the classroom level. The level of involvement varies among schools.

4. 5 Curriculum implementation

Curriculum is developed at a national level while schools may decide about the so called »elective part« of the curriculum (app. 20 %) Article 17 of Elementary Education Act, for example, defines that every school should offer at least 3 elective subjects in the last cycle of the primary school (7th – 9th grade). However, they can be selected among subjects offered at a national level and cover natural and social sciences. In upper secondary schools app. 20 % of the curriculum is left to schools. Schools also decide about extra curricular activities, about timetable, about allocation of instruction time among teachers and within a week. Head teachers plan these activities in accordance with pupils'/students' preferences (elective part and extracurricular activities) and in accordance with availability of the staff. Elective subjects and extracurricular activities are defined in the annual plan and a head teacher is responsible for development and implementation of school development plan (Article 49 of Organisation and Financing of Education Act).

In general, curriculum is rather prescribed so that teachers and head teachers do not have much influence on number of hours for individual subjects, number of students' instructional time, etc. This does not differ very much between different parts of the system or between different sectors.

School leaders allocate instruction time among teachers (they try to find the best solutions for teachers and for schools), organise timetable (or delegate it to someone within school, usually to their deputies), organise examinations, organise extracurricular activities (or delegate it to someone within school) and ensure that subject teams provide annual teaching plans based on national guidelines.

4. 6. Teaching responsibilities

According to Regulations about norms and standards head teachers' teaching responsibilities depend on the size of the schools (number of class units). They can teach subjects, work in after-school classes or perform other educational activities, such as counselling, library work, ICT specialist work, etc. Weekly responsibilities are defined according to the following criteria:

Table 4. 1: Criteria for defining responsibilities

Number of class units	Teaching	After-school classes	Other activities
8 or less	6	7	12
9 to 10	5	6	10
11 to 12	4	5	8
13 to 14	3	4	6
15 to 16	2	3	4

In kindergartens with less than 15 class units head teachers must work 1,5 hours with children or perform 2 hours of counselling work for every two "missing" class units.

In schools with more than 16 class units (in kindergarten 15), head teachers do not have any teaching responsibilities.

4. 7 Teacher observation/peer coaching/mentoring

According to Article 49 of Organisation and Financing of Education Act head teachers must observe lessons, evaluate teachers' work and give addeputy to teachers. In practice head teachers observe teachers' lessons, record observations and give feedback. There are no guidelines related to this process at the national level but the inspection requires some evidence that head teachers perform this role. Teacher observation is more a professional than policy issue so different institutions provide training for head teachers (etc. National Education Institute, NSLE).

Peer coaching is promoted in some schools by head teachers but it is not an instituted process.

Mentoring is an instituted process defined by Regulation of Induction and Professional Examination in Education. The head teacher's role is defined in various articles of this Act as follows:
- approves the program of induction developed by the mentor (Article 17),
- ensures conditions to implement the program of induction (Article 18),
- appoints the mentor with the possibility to change him/her (Article 19),
- reports about induction together with the mentor (Article 20),
- evaluates mentee's performance after observation of at least 5 lessons (Article 22),
- monitors the process of induction in accordance with the program and monitors mentee's teaching (Article 24).

4. 8 Teacher performance evaluation

Evaluation of teacher performance is mainly limited to teacher observation (see previous item). Criteria are set by head teachers themselves according to priorities of lesson observations for the current year or they use general criteria of "good lesson" that may be found in different books and manuals. They are given in the form of a protocol for observing lessons. There is no national policy concerning this issue.

When evaluation of teacher performance leads to promotion head teachers have to follow two acts:
- Regulation of Promotion to Professional Titles (Official Gazette 54/2002);
- Regulation of Promotion on Pay Scale (Official Gazette 41/94, 49/95, 66/96, 54/99, 2/2001, 19/2001, 39/2002, 55/2002)

Within the procedure of promotion to professional titles head teachers must prepare a written document about evaluation of teacher performance. It consists of the following criteria:
- work with children,
- cooperation with parents,
- team work and cooperation with teaching staff,
- application of professional knowledge,
- special tasks that are related to the profession or to the position within organisation

These criteria are relatively broad and the assessment is mainly left to head teachers' subjective judgement. The final decision about promotion to titles is taken by the minister.

Within promotion on pay scale head teachers must assess teacher performance in accordance with conditions for promotion (Article 9 – 13). According to Article 14 head teachers assess employees' performance by using the following scale: below average, average, above average. The assessment list must be complemented by written certificates about fulfilling the criteria. Head teachers decide about promotion on pay scale.

Ineffective teachers are almost never sanctioned in practice.

4. 9 Teacher professional development

Teacher professional development is defined by Regulation of In-serdeputy Education and Training in Educational Organisations (Official Gazette 64/2004, 83/2005). According to Article 27 each educational organisation must respect the right of employees to participate in in-serdeputy education and training in accordance with regulations for employees in education.

A head teacher develop such plans in agreement with teachers and in accordance with national priorities (i.e. matura, changes in curriculum) but the policy of professional development is mainly dependent on individual schools and so is need identification. Therefore, tensions may exist in individual schools and/or at individual teachers' level.

According to Article 56 of Collective Agreement the program of continuous professional development is defined by the head teacher following the previous opinion of the

professional body. Head teachers adopt conclusions about individual staff development activities and once a year they discuss the report about continuous professional development.

Article 53 of Collective Agreement defines the number of days every teacher is eligible to take part in professional development activities with school's reimbursement of costs: 5 days per year of 15 days in 3 years.

Head teachers play the major role in defining school policy of professional development because they are responsible for organisation of teachers' work (supply teachers when teachers participate in training during working days) and for allocating the budget for teacher training.

4. 10 Evidence about leadership practices that are effective in promoting learning in schools

There are same researches on headteachers' tasks related to learning (Koren, 1999, Erčulj, 2003, Roncelli, 2004). The research *Perceptions on 'effective head teacher's leadership of Slovene schools of second phase of education* was conducted in years 2000-2004. The first part of the survey based on a sample of 197 respondents indicates that head teachers rarely associate 'effective' head teacher's leadership with improvement of learning and teaching. Yet the second part of that study in which five 'effective' head teachers' practice was examined (six case studies) head teachers focus their attention on teaching and learning. On that area they were perceived as problem-solvers and they had visions for their schools as well as concrete goals. They were also perceived as they established social alliances in particular with pupils and that they had strong motives for improvement of teaching and learning. Pedagogical leadership was strongly characterised by head teachers of all case studies. Their pedagogical leadership could not be reduced to lesson observation or helping teachers to develop their teaching competence on, but might be more as promoting learning for all as a general principle within the school. They were also perceived as being a role model of good teaching. Values which they regarded as 'right' in teaching were strongly promoted within the school. Yet the complexity of pedagogical leadership within a concrete school needs to be considered as strongly contextually bound 'concept' and as such not easily replicable. Still some commonly emerged issues might be regarded as pointing to some elements which could be regarded as specific for leadership in all six cases studies.

4. 11 Evidence about contexts and conditions that are conducive to learning-centred leadership practices

No evidence was found.

4. 12 Policy initiatives that support learning-centred leadership

In 1995 National School for Leadership in Education (NSLE) was established to support professional development of educational leaders. The following programs to support learning-centred leadership:

- headship licence program
- mentoring newly appointed head teachers
- action research for head teachers
- learning-centred leadership
- Networks of learning schools – program for head teachers.

More information about these programs can be found on www.solazaravnatelje.si .

For all these programs we have developed evaluation procedures but there is no direct evidence about the impact of these programs on learning-centred leadership.

There are other state institutions that have developed initiatives to support leader-centred leadership:

a) The National Education Institute (Zavod za šolstvo)
The National Education Institute and its Counselling centre follow two main goals, namely the school autonomy and promoting of life long learning. The heads of regional units and consultants offer counselling support to head teachers of primary schools, kindergartens and upper secondary schools in developing of their professional competency and identity, analyzing of current issues in the field of education and promoting school improvement, action research and innovation projects. The Institute stimulates head-teachers to explore the potential of planning for sustaining an effective approach to managing quality through whole-school improvement and development with self-evaluation as its central issue. The role of the institute is to provide the external view as a critical friend, to offer tools for self-evaluation and take an active part in facilitating the learning processes.

b) Centre for mobility and EU programs (CMEPIUS)
The program *Lifelong Learning* is an opportunity and challenge for schools as well as for their leaders. *Comenius School Partnerships* support pupils/students-centred projects or whole-school projects. Within these projects international mobility supports planning of project activities and staff professional development. *Comenius Individual Mobility* and *Leonardo da Vinci – Mobility Projects* are intended for study visits. International co-operation can be promoted also through the action eTwinning – this is about linking schools and sharing experiences without complicated applications. Head teacher's role in terms of learning-centred leadership is to recognise the potentials of such initiatives and to support them.

c) Centre for vocational education (CPI)
No data are available from this institute.

4. 13 Future policy development in strengthening learning-centred leadership

The following stakeholders were involved in gathering data about the highest priority for future policy development in strengthening learning-centred leadership:
- Ministry of Education and Sport
- Association of Kindergarten head teachers
- Association of Basic School Head teachers
- Association "Head teacher" (upper secondary school head teachers)

Their views on future developments are summarised as follows:

a) Ministry of Education and Sport

Representatives from the Ministry of Education and Sport pointed to changed demographic situation. On the on hand we face low birth rate; on the other hand the number of immigrants has increased. This is relatively new situation in Slovene schools and will alter the role of head teacher. Beside this, low birth rate will also result in different status of some schools. Split-site units and smaller schools (less than 9 classes) will be either cancelled or joined to larger schools.

In the future regions will be established in Slovenia and they will take over some responsibilities related to managing schools. However, this situation has not been clarified yet.

One of the priorities in the Ministry of Education and Sport is also to give schools more autonomy. In order to promote it some regulations will cease to be defined by the Ministry and will be given into schools' own jurisdiction. Some examples: rules defining disciplinary behaviours, rules related to students' rights and responsibilities, etc.

Appointment of head teachers has also been changed. It is not anymore required that the Minister approves the appointment; he/she can only send his/her opinion about the candidate to the school council.

b) Association of Kindergarten Head teachers

Three issues were pointed out:

First, head teachers should be released from some administrative tasks, such as financial and legal management. They all have educational background therefore they are not experts in administrative tasks and they spend too much time on them.

Second, training in communication should be emphasised especially communication with adults (staff, local community, educational authorities). This issue becomes problematic particularly in cases when head teacher is promoted from the staff.

Third, head teachers should not "strive for survival", i.e. the operation of kindergartens should not so strongly depend on local community in terms of financial resources. Thus, head teacher cannot harmonise their views on learning-centred leadership with real conditions. This incompatibility often results in head teachers' dissatisfaction and they are often barriers to changes in teaching process.

c) Association of Basic School Head teachers

Time for pedagogical leadership (learning-centred leadership) is the greatest challenge. Head teachers are overloaded with administrative tasks and their responsibilities are still growing. Most of them are focused to procedures and administration.

Another challenge is related to managing teacher performance. On the one hand, the new payment system defined by Regulation on criteria for assessing head teachers' performance "forces" head teachers to observe lessons while on the other hand their payment depends on criteria, such as students' competition, extracurricular activities etc. (see item Q4.3). Hence it is difficult to balance between all these initiatives and criteria.

Curriculum management is also an issue that has not been properly considered at the policy level. Head teachers have too little knowledge about the contents and delivery of the curriculum so they remain at the level of organisation. Because of this they cannot take over the counselling role neither can they control teachers and they cannot sanction poor performers.

d) Association "Head teacher" (upper secondary school head teachers)
Systematic education and training in this area should be organised. Specific themes should embrace different aspects of learning-centred leadership and they should be organised as multidisciplinary sessions (teaching, psychology, adult education, management…). The methods of work should combine theory and practice so that theoretical concepts and specific leadership skills should be developed (managing teacher performance, managing staff meetings, staff development planning, creating learning environment, breaking the barriers of change, co-operation with parents for effective learning …).

e) National School for Leadership in Education
On the basis of our experiences and data randomly collected during workshops with head teachers overload with administrative tasks has been pointed out as the major challenge for learning-centred leadership. Some routine tasks could be taken over by special serdeputys that would serve more schools (this idea has already been pointed out by the undersecretary for basic education).
Lack or knowledge about learning-centred leadership has also been referred to. Although there have been quite some initiatives taken by NSLE, head teachers would still claim for courses that would develop their role as pedagogical leaders. Action Research for Head teachers and Leadership for Learning might strengthen their professional profile in this area.
Some policy initiatives could also support learning-centred leadership. Assessment of head teachers' performance as well as inspection could pay more attention to the learning aspect of school and this could also re-direct head teachers' activities and focus.

Chapter 5

THE ATTRACTIVENESS OF SCHOOL LEADERS' ROLE

This chapter addresses country concerns regarding the supply and quality of school leaders. It explores the characteristics of the school leadership workforce, as well as the types of employment conditions and support structures that make school leadership an attractive career for potential candidates and for those on the job.

5. 1 Major concerns about the supply and quality of school leaders

At the moment there are no major concerns about the supply of school leaders in Slovenia.

By providing a six-module training for the Headship Licence, to which anybody who has aspirations to become head teachercan enrol, the National School for Leadership in Education (NSLE) 'provides' sufficient supply, i.e. approximately 150 trained candidates for headship positions, 10% of which have already been appointed head teachers in the last year. The candidates are pre-school teachers, primary, upper secondary, special and music school teachers and school counselling serdeputy professionals, including some candidates from private, and further and adult education centres.

To ensure quality, many programs are run as part of professional development of head teachers, such as mentoring for newly appointed head teachers, follow-on programs, seminars, international and national projects etc., a national journal on Leadership in education *Vodenje v vzgoji in izobraževanju*, annual conferences *Leadership in Education,* annual conferences for deputy head teachers, three autumn three-day conferences of the Ministry of Education and Sport with heads of pre-school institutions, primary schools and upper secondary schools; self-evaluation manuals such as *Modro oko* (its chapter: Self-evaluation of head teachers), the Association of Primary School Headteachers and the Society of Upper secondary School Headteachers (*Društvo Ravnatelj*).

For the purpose of periodic quality assessment, the head teachers' mandate in Slovenia is 5 years with the possibility of re-election/ re-appointment.

5. 2 Monitoring of the supply versus demand

Monitoring of the demand of school leaders is provided by the Directorates with the Ministry of Education and Sport (and their Human Resource Department) but only for each ongoing school year. There is a computer program that has been developed in March 2006 for this purpose but it is still being tested and upgraded. The data listed below are mostly valid only for the Primary School sector.

The supply is monitored partially by the Ministry of Education and Sport, but so far they only have data for the current year. No cumulative data is available for the last 10 years. However, the NSLE keeps lists and numbers of the candidates who were awarded the Leadership Licence in the last 10 years. Of course not all applied for leadership positions. There is no available data about the number of candidates who applied for the position.

According to the Ministry of Education and Sport, the indicators of supply are: the salary and the completion of the head teacher's appointment procedure. The numbers of applications for leadership positions vary from 100 to 120 per year in the Primary School sector (total of 552 schools), which means from 2 to 10 candidates per one school leader post, varying depending on the locality (rural, remote or urban school), and on the fact whether it is a re-election of the acting head teacher or not.

There are no data on reasons, preferences or past trends in this area.

5. 3 Changes in total number and composition of school leaders over the past 10 years

In the last years the numbers of school leaders have changed according to the changing numbers of schools at all levels.

The evidence of the structure of school leaders is partially available from the Directorates at the Ministry of Education and Sport. On the average, the level of qualifications increased in the last 10 years, also due to the legal requirement about teachers' qualifications. Only 8% of head teachers still hold college degrees (2-year study) while 92% hold university degrees, post-graduate diplomas, masters or doctorate. Gender structure has changed from mostly male head teachers to predominantly female. There are no data available for the last ten years, only for this year and only for the Primary School sector. No data is available on head teachers' ethnicity, years of teaching experience or number of terms.

In the Primary sector there are 552 head teachers, 47 of them are acting head teachers (appointed for one year). 314 are female (and 27 female acting heads). Private sector only exists in pre-school and upper secondary or post-secondary education, whereas primary schools are all public at the moment with the exeption of Waldorf schools.

Table 5. 1: Professional titles (primary schools)

	Without title	mentor	advisor	counsellor
total	8	47	383	114
female	3	31	219	61
male	5	16	164	53

Table 5. 2: The level of completed education (primary schools)

	total	female	male
Upper secondary school	9	1	8
College	76	32	44
Higher ed. college	8	4	4
Higher ed. college – spec.	0	0	0
University	386	233	153
University + specialisation	31	19	12
MSc, M.A.	41	25	16
Doctorate	1	0	1

Due to changes in legislation in 1996, some head teachers can still hold their positions despite not having a university degree. These head teachers are close to retirement.

Table 5. 3: The age of head teachers (primary schools)

Up to 30 yrs.	total	female	male
31 – 35	10	6	4
36 – 40	36	26	10
41 – 45	87	54	33
46 – 50	160	101	59
51 – 55	121	77	44
56 – 60	98	46	52
Over 60	40	4	36

Due to the age spam 56 – 60 and more we can expect changes in the structure of head teachers and more advertised positions.

5. 4 Evidence on the reasons why qualified candidates may choose not to apply for leadership positions

No data or research results are available about this topic.

5. 5 Evidence on the proportion of teachers who aspire to school leadership positions as a part of their career path

No data available.

5. 6 Vacancies for leadership positions, applications and choice of successful candidates

The school leaders are not assigned to schools. In the public sector this does not vary depending upon the type of leadership post and applies also to Pre-schools and Music Schools. (There is no data available for the private upper secondary sector.). The system does not ensure an equitable distribution of school leaders among schools. The system

does not interfere with supply and demand. The candidates apply for a vacancy. The vacancies for leadership positions are advertised by School Council.

The selection procedure:
Before the appointment of the school leader, the School Council must obtain a written stance expressed anonymously by the whole teaching staff, the stance of the local community (municipality) and the Minister which should be expressed within 20 days after request (or, when this is not the case, the school leader may be appointed by the School Council irrespective of the stance of the local community representatives). There are various practices how candidates present themselves and how School councils select them. Usually, candidates present their 'school development program' to School Council and in some cases to teachers' assembly. Individual interviews are part of selection procedures and routine.

The school leader is selected by anonymous voting of the members of the School Council.

5. 7 The basis on which school leaders occupy their leadership positions

This does not vary according to the type of leadership post. In Slovenia, the school leaders sign fixed-term contracts for the 5-year leadership mandate, with the possibility of re-appointment.
When the leadership mandate terminates, the former leader remains employed as a full-time teacher (at-will contract).
The majority of other school educators have at-will contracts, only a small (but growing) proportion of teachers have limited contracts (normally for a fixed term of one school year) in programs with unstable intake numbers or for covering teachers on one-year maternity leave.
There have been attempts by the associations of school leaders for obtaining lifetime tenure for successful leaders after the second mandate, but this was strongly rejected by the Ministry two years ago.

In the last two years there has been a tendency in some local communities for the political interest to outweigh the professional references of the candidates. The composition of School Councils following the formula 3+3+3 has just been adopted with a purpose to ensure equal representation and minimise or eliminate political influence.

5. 8 Evaluation of school leaders and their employment renewal

This does not vary depending upon the type of leadership post. The re-election every 5 years is a way of evaluating the school leader's quality. The head teacher's work is being indirectly evaluated by the School Inspectorate and other inspectorates' controls when it gets to instigations, and by the School Council and the Parents' Council.

The quality of the leader's work is evaluated and rewarded yearly on the basis of the Annual School Report and Financial Report.

The contract renewal is decided upon every 5 years by advertising the vacancy, the selection and appointment procedure.

5. 9 Structure of leadership salary scales, performance-related compensation and recognition and rewards

The quality of the leader's work was evaluated and rewarded yearly on the basis of the Annual Report (incentive for the quality of work) until last year.

Leadership salary scales are now restructured according to school size (number of pupils and groups), number of educational programs, the level of educational serdeputy (primary or upper secondary, an integrated higher education program), special responsibilities (international baccalaureate, international school). Length of serdeputy, supplements for mentoring and for bilingual schools are additional factors.

Change has been introduced in March 2006 and the public sector school leaders' salaries have been published for all schools in the Official Gazette. In this way, the school leaders' salaries were aligned with comparable leadership posts in non-educational public sectors (such as director of local social serdeputy, health centre, museum, library etc.).

By implementing the new salary scales, more than 50 per cent of school leaders were ranked higher on the scale, only 80 leaders in primary sector were ranked lower (in small schools).

There is a new incentive scheme as from 2007: the school leader will be entitled to an incentive by the decision of the School Council every year of up to five monthly salary on the basis of attaining objectives such as the realization of the programs (e.g. attendance rates for pupils), evident from the reports of the Municipality/Local Community, staff's opinion, taking part in national and European projects, enabling the professional development of teachers, etc.

Another change was that the leaders' professional titles (mentor, advisor, counsellor) no longer make them eligible for a salary increase, which was strongly opposed to by the school leaders.

5. 10 Salaries, other financial and non-financial benefits and working conditions of school leaders compared with those of teachers or with equivalent positions in other governmental and non-governmental institutions.

Over the past 10 years, the salaries have improved reasonably. The demands and expectations of the parents and public have arisen a lot. Working conditions have improved in the technical sense (ICT, building and equipment modernization, cooked lunch provision, surveillance cameras, security staff etc.), but worsened in terms of heavier workload, shorter term holidays for the staff, augmented administrative and clerical tasks, and constant reformatory trends aiming at approaching and catching up with Europe.

The school leaders' salaries were aligned with comparable leadership posts in non-educational public sectors. They are eligible to a small retirement benefit (same as teachers) in the form of a retirement insurance sum paid monthly by the Ministry budget. (Pensions are restricted, the lowest being 450 euros, the highest for any profession four times the amount, which equals 1800 euros in 2007.)

There is an estimate that there are around 50 new leadership appointments per year on all levels.

There are no special bonuses for the school leaders and their salaries are often rather similar to those of the teachers with the highest professional title (the counsellor) and to those who are in the top-most pay rank. In small schools, the head teacher's salary is similar to that of an experienced teacher with the highest professional title.

School leaders must apply legislation but have no available legal advisor like other public sector leaders.

No official data is available for the nature of interests for leadership positions.

5. 11 Evidence on long-term career commitment or a short-term assignment as viewed by school leaders

There is no evidence.

5. 12 Numbers of school leaders who leave the profession, trends and factors involved

The data collected from the Directorates at the Ministry are only partial, since no systematic approach towards collecting such data has been introduced yet. The data given from the Ministry are as follows: approximately 30 head teachers retired from their posts in the Primary Education sector. This is similar every year. The average working experience of a school leader is 27 years. The reasons why head teachers are leaving their profession are: private entrepreneurship, becoming mayors, members of the national parliament, members of the local authorities, death, or in one case – resignation from the post.
No other data are available.

5. 13 Retirement age for school leaders

In Slovenia the school leaders retire when they fulfil the conditions for retirement (there is a sliding scale of retirement age, which is being prolonged every year). There are a number of concessions available, too, such as:
The minimum working years may be shortened by up to 5 years by a down payment of equivalent social insurance amounts: up to 4 months for raising one child (10 months for 2, 18 months for 3), up to 4 years of full-time under- or post-graduate study, one year in the compulsory military (or civil) serdeputy etc.

The same applies to teachers and other professions.

At the moment the retirement age in Slovenia is the following:

Women:
62 years and 8 months (with minimum 15 working years)
60 years and 8 months (with minimum 20 working years)
55 years and 8 months (with minimum 36 working years and 6 months).

Men:
65 years (with minimum 15 working years)
63 years (with minimum 20 working years)
58 years (with minimum 40 working years).

There are approximately 30 retired head teachers in primary sector every year.

5. 14 Instituted processes for leadership succession

In Slovenia there are no instituted processes for leadership succession. The leader chooses his/her deputy head teacher. The deputy head teachership does not lead automatically to the leadership position.

5. 15 Policy initiatives to improve the recruitment and retention of effective school leaders

In Slovenia there is an ongoing change of directors' salaries in the public sector. Therefore it is impossible to estimate if and how this will affect the retention of effective school leaders.

The MOFAS system is being introduced in the upper secondary schools and it is probably leading to establishing more clusters of upper secondary schools with central administration and one leadership position in place of former individual schools and their leaders. The purpose is efficiency or 'rationalisation' and increased autonomy. There is no available data about success of the project. It is assumed that responses could vary regarding the size of school and similar.

Introducing change and improving work conditions and retention of school leaders had been suggested by the Society Head teacher (*Društvo Ravnatelj*). The Ministry did not accept their suggestions and requests for:
- Life-term mandate.
- Entitlement to solidarity allowance.
- Alignment of salary ranks with other directors in public sectors (law).
-

5. 16 Priority issues for future policy development in attracting and retaining effective school leaders

These are: to enable professional autonomy to school leaders, to enable learning-centred pedagogical leadership, to minimize unnecessary workload in keeping records and other administrative tasks by establishing centralized data bases, to provide them with legal and financial support and consultancy, to base appointment procedures on professional references, to provide school leaders with a salary significantly higher than that of teachers, to provide them with continuous professional development of high quality, to assure them politically independent professional support from the part of state or local authorities, and to prioritise the Slovenia's steps towards a knowledge society by clearly placing in the first rank the quality and accessibility of education.

The most important challenges (as reported by informant Nives Počkar, Director of Upper secondary School Centre Ljubljana, President of the Society Head teacher (*Društvo Ravnatelj*) are:
- to mandate the status of the school leaders
- life-time tenure
- to employ legal officers in schools
- professional development for school leaders
- to establish a reasonable ratio between the salaries of school leaders and teachers
- to enable salary supplement for efficiency
- to change the school leader's appointment procedure.

Chapter 6

TRAINING AND PROFESSIONAL DEVELOPMENT OF SCHOOL LEADERS

This chapter aims to identify effective policies and practices to develop high quality school leaders, by exploring issues in relation to the structure, content, methods and effectiveness of existing preparation and development programs.

6. 1 Major concerns about school leaders' preparation, development or certification

After then years the program for head teacher's certification will be changed according to evaluations and new findings of the researchers and theories.
New projects are invented for head teachers, such as action research, leading for learning and similar.

6. 2 Main pathways to become school leader

There school head teacher is appointed is he/she meets the requirements stated in the Organization and Financing of Education Act (requirements are described in detail in section 6. 3). There are no other pathways to become school head teacher.
Other school leaders are proposed among the teachers and approved by the head teacher. They hold the position for one school year or until the project is completed. Because of the structure of the school, there is not only one e.g. curriculum development leader, but there are school leaders according to the grade (the leader of grade one, the leader of grade two etc.), if there are three classes of the same grade, and leaders of different projects. Finances, staffing, professional development etc. are the duties of the head teacher.
The deputy- head teacher is appointed by the head teacher and usually selected from the existing staff members. There is no alternative pathway to become school leader if employed or just appointed in school from other sector.

6. 3 Major requirements to qualify for the head teacher

Candidates become head teachers by following this procedure and requirements stated in The Organization and Financing of Education Act (129/2006, Official Gazette of the republic of Slovenia, 12. 12. 2006, Articles 53, 53a):

Article 53 of the above mentioned Act stipulates the requirements for head teachers. It is stated that any teacher or those who meet the criteria for teaching or school counselling serdeputys (e.g. also an engineer with pedagogic- andragogic exam) with 5 years of working experience in education, university degree, having the professional title mentor

at least for 5 years or advisor or counsellor, and has completed the Headship program (by exception they can/have to complet it in the first year of holding the position) can become the head teacher. They are appointed for 5 years. After that period the appointment procedure is renewed and the post is open to anybody who wants to apply for headship.

Appointment procedure is defined in Article 53a, Organization and Financing of Education Act (129/2006, 12.12.2006). School Council appoints the head teacher. Before taking the decision, School Council must acquire opinion about candidate from teaching assembly of the school, the opinion about the candidate from the local community (if the founder of a school is ethnic community then also their opinion is needed), from parental council of the school and from the Minister. For upper secondary schools also students' opinion is required (students don't vote about decision). School Council votes about the candidate.

The traditional path to head teachership was to become deputy head teacher first and then to apply for head teacher's position. Currently more teachers than in the past decide to move from teaching to head teachership directly if the requirements are met. People, coming from other professions than teaching, must have pedagogic- andragogic exam, five years of working experience in education, university degree and the professional title mentor at least, which means that there is not possible to come from other sector directly to head teacher's position.

There has not been tested any alternative pathway into leadership position.

The major requirements for other school leaders are defined by each school. One principle is the rotation of the leadership position. The other is seniority although it is not exclusive.

There have been no major changes recently initiated. The private system does not differ in this regard from the public system.

6. 4 Basic regulatory framework and legislation that applies to school leadership preparation (pre-serdeputy programs)

6.4.1 Type of the institution:

School leadership preparation (pre-serdeputy programs) is defined by the Organization and Financing of Education Act (1996, 2003) where it is stated in the Article 149 that the National School for Leadership in Education provides pre-serdeputy program called Šola za ravnatelje/ Initial Headship License Program. It is certified program which means that after the completion of the program, a person meets also the requirements for the position of a head teacher. This is public institution (javni zavod).

6. 4. 2 National School for Leadership in Education is funded from the state budget primarily. The institution also acquires funds on the market by applying for projects from European Structural Funds other similar sources. Some programs are designed on special request of the Ministry of Education and Sport.

6. 4. 3 Staff constitutes of 9 lecturers, the majority of them was trained abroad (8 acquired MSc degree in the UK, MMU, and 3 PhD at MMU, UK and 1 at OISE, University of Toronto, Canada) 6 are employed on projects, 1 is director and 2 administrative staff.

Entry requirements for the program are: 5 years of working experience, having the title mentor or higher.

6. 4. 4 The structure of the program

The purpose of the NSLE program of initial head teacher training *School for Leadership in Education* is to implement the Headship License Program. Slovenian legislation regulates that all school directors should participate in the training program leading to the Headship License. The program for the Headship License consists of 6 compulsory modules:
- Introductory module:
  Head teacher as manager and as pedagogical leader, team building, learning styles, and management of change
- Organizational theory and leadership:
  Organizational theory, models of school organizations, school leadership
- Planning and decision making:
  Vision, planning, approaches to decision-making
- Head teachers' skills:
  Managing conflicts, running meetings, observing lessons
- Human resources:
  Climate and culture, motivation, staff development
- Legislation

The aims of the program are to provide the participants with knowledge, skills and instruments to help them implement the objectives of their headship role – as pedagogical leaders and as managers in schools and pre-school institutions. Therefore the main objectives of the program are optimal implementation of the curriculum, pedagogical leadership of teachers, co-operation with parents and the environment, implementation of school's main goals, identification of school's advantages and disadvantages and finding ways towards a successful school.
The program is implemented in small groups of 18 to 21 participants, by which different forms of active work are made possible, such as workshops, work in groups, case studies, role playing, and exchange of participants' experiences and presentations of particular organizations. Also e-learning environment is provided. Initially, the program was oriented towards head teachers, but lately the attention has been refocused from school leaders to all practitioners in schools and to school effectiveness.

The goals of the program are:
- To qualify the participants for leadership and management tasks defined in Slovenian education legislation,
- To develop knowledge and skills that contribute to personal efficiency and organizational effectiveness,
- To prepare the participants for the Head teachership License.

The program is run over one school year. It consist of 6 modules and leads to the certificate for head teacher's position. Participants acquire the certificate when they successfully complete the following requirements for certification:
They submit written assignments in length 1000 words (theoretical part and application to their school) and present them to the group. The presence during the modules is compulsory and active participation is expected. There is one on-line module provided at the moment.

On-the-job mentoring is not part of this program. But in 2004 a project called Mentoring for Newly Appointed Head teachers was designed and it is based on the idea of peer on-the-job mentoring. In order to achieve the aims, the group of senior head teachers was invited to participate in the training, provided by the NSLE, in order to become mentors to nodeputy head teachers.

The certification program Initial Training for Headship License is evaluated as follows:
- Evaluation of the program:
- Regular evaluation of the program implementation in the framework of Slovenian in-serdeputy training system,
- Evaluation by the Professional Council of the NSLE that consists of the director, lecturers and external experts,
- Evaluation in the framework of the international Comenius project ESIST – *Evaluation Strategies for Improving School Leaders' Training Programs– A European Perspective.*
- A case study was done by Brejc (2005) on the evaluation of the Headship License program as part of the MSc studies.

6. 5 Agencies and organizations, involved in the development and evaluation of framework

There are no special agencies and/or organizations involved in the development and evaluation of this framework. However, the School Council assesses and approves the annual plan and the annual report about the content, financing, staffing etc.
The quality of the institution is evaluated on the basis of institutional self-evaluation, lecturers' self-evaluation, participants' satisfaction with the provision, and by:
- Evaluation of the program:
- Regular evaluation of the program implementation in the framework of Slovenian in-serdeputy training system,
- Evaluation by the Professional Council of the NSLE that consists of the director, lecturers and external experts,
- Evaluation in the framework of the international Comenius project ESIST – *Evaluation Strategies for Improving School Leaders' Training Programs– A European Perspective.*

There is no direct link between the quality of school leaders' preparation program and financing.

6. 6 Support and induction program for new school leaders

The project Mentoring for Newly Appointed Head teachers as induction program was designed in 2004. Every school year about 40 – 70 head teachers in the first year after the appointment participate in the programme. The programme is delivered by the National school for leadership in education, it is funded by the ministry

The programme is designed so that groups of 6 – 8 newly appointed head teachers (mentees) are linked to a group of head teachers – mentors. It consists of three interrelated parts:

- 1 meeting for mentors
- 5 meetings/workshops for mentors and mentees
- face-to-face meetings between mentors and mentees.

Meetings/workshops for mentors and mentees present the main part of the programme. They cover the following themes:

- Introductory meeting – getting to know each other, features of mentoring, presentation of the programme, expectations and experiences
- Legislation
- Planning
- Leading staff
- Managing teacher performance

These themes are covered by experts in the above-mentioned areas. During each meeting/workshop there is time for reflection on face-to-face meetings that occur according to an agreement between mentor and mentee, and some time for planning the next face-to-face meeting.

The programme lasts one year; it is carefully evaluated and amended according to evaluation results and to professional knowledge that is being constantly developed by new literature and experiences in the programme.

The evaluation of the programme was designed on Relationships with mentors, Organisation and contents of the programme, Benefits of the programme for mentees' future work. The answers about what specifically will help them in the future are listed according to their frequency:

- solving concrete problems
- sharing opinion and experiences
- quality of lectures/workshops
- shared work – community of mentors and mentees
- raising self-confidence (»realising that I am on the right way«)
- socialisation with other head teachers
- linking theory and practice
- realising that others have similar problems

We have identified some of the dissonance that exists between new head teacher expectations and the realities of their work once they are appointed to the principalship, we found out two cross-cutting themes that emerged, namely: (a) the struggle to balance pedagogical leadership and administrative tasks, and (b) the strongly expressed need for a formal mentoring process to support new heads.

6.7 Types of professional development options and programs for school leaders

The follow-on programs are offered to school leaders who completed the Headship License program. They consist of a broad range of information and professional skills for their continuing professional development in the areas closely connected to their daily work.

The programs are developed on the basis of the participants' evaluations of the National School for Leadership in Education programs and their views of what is needed for successful leadership in schools, and pre-school institutions.

The topics in the National School for Leadership in Education two-day follow-on programs implemented in the years 1996–2006 have been:

- Leadership for the better quality of schools
- Communication
- What is new in education legislation?
- Motivating teachers
- Participation of schools in international projects
- Inclusion of children with special needs
- Head teacher's role in the development of teacher professionalism
- Motivation for change
- Assertiveness and personal effectiveness
- Leadership (with a guest from the USA)
- Implementation of the provisions of the Employment Act concerning education
- Leadership for learning
- Women leaders
- Documents and forms
- TIMSS results analysis
- Legislation and regulations of personal data collection
- Systemization of working posts in education
- New accountancy standards
- PR for school leaders
- Access to information for the public

One-day programs for school leaders were about:

- The preparation of year business reports (300 participants in 2005)
- Appraisal interviews with teachers (200 participants in 2005)
- Train the trainers on group facilitation techniques

Seminars for professional development:

In the framework of European Structural Social Funds we have developed several seminars aimed at raising awareness about the concept of life-long learning and its usefulness for the professional development of educators.

- Quality, evaluation and strategic planning in schools/kindergartens
- Squaring the circle: pupil – parents – music school – primary school
- Qualitative analysis of planned and realized educational work in schools
- The power of feedback
- Planning and managing projects
- Head teachers researching their work
- Professional development of teacher based on individual and school needs
- Tolerance and accepting difference in schools
- School, children rights and teachers
- Teacher – class leader
- The role of the professionalism in educational organizations
- The impact of particularities of educational institutions on leadership

There are also annual conferences for head teachers, deputy head teachers and school leaders, as well as national and international projects aiming at school improvement and effectiveness.

A number of new projects for head teachers on action research, leading for learning, networks and sharing of good practice are taking place. Many of new projects and programmes are funded by European Structural Funds.

These programs and projects are informed by participants, who list the needed topics in the evaluation of any our module, project, program, and by the Ministry, who expresses annual priorities from their point of view. The evaluations of the programmes are mad by the national school for leadership in education.

6. 8 Professional development programs as a condition of continued employment

Participation in professional development programs is implicitly a condition of continued employment and it has been until just recently explicitly related to promotion and increased compensation because the attendance and participation in this programs, expressed in points, is part of overall points required for promotion to professional titles mentor, advisor, councillor which are related to increased compensation. These have changed last year, by introduction of pay scale for head teachers. There are no other legal, formal incentives for participating in professional development opportunities. The impact of such links on school leadership effectiveness is not measured, only orally reported on the individual basis.

6. 9 Evidence regarding the effectiveness of school leadership preparation and development programs

There is some published research regarding the role of school leadership, however no studies have published about the effectiveness of the program, although the ESIST project aimed at measuring the impact of school leaders' preparation program in seven European countries (Erculj et. al. 2006). The results were published in the manual.

6.10 Policy initiatives for improvement the quality of school leadership preparation, certification and development

There have been no structural and legal changes foreseen at the national level.

6. 11 Priorities for future policy development in school leadership preparation, certification and development

At the national level, no major changes are expected regarding the policy development in school leadership preparation, certification and development. However, there is a priority of the provider of certified program as well as other programs, offered to head teachers. It is a current initiative to restructure the certified program with regard to modes of delivery – the use of ICT in provision, as well as the adjustment of the program in term of the content, regarding the incoming groups of teachers – candidates for head teachers and their needs as well as experience in head teachership/leadership.

6. 12 Recent innovations in Slovenia in relation to school leadership preparation and development programs

One of the innovations is related to European Structural funds, which enforced and supported many development programs and projects. These projects, aiming at improving the school leaders' preparation and development programs, contribute to systematic approach to data gathering and improvement of school leaders. They are part of wider changes, not really reform processes and will inform also policy makers and influence the processes that have currently and in the future undertaken especially because European Structural Funds projects have well developed methodology for measuring and reporting on the outcomes of the projects.

Chapter 7

CONCLUSIONS

The purpose of this chapter is to give an overall assessment of policies, regarding school leadership in Slovenia, to comment on trends and changes in policy development, and to include a discussion of their vision for the future of policy in the field.

7. 1 Major strengths and weaknesses in current policy on school leadership

School leadership policies have, from one point of view, been in constant flow of changes and restructuring, being the governance of schools, curriculum restructuring or changes in the role, appointment and retention of head teachers. From the other point of view, regarding the expectations and needs placed upon the education system to contribute significantly to economic competitiveness of the country lead to fast changes and raise question about measurement and evaluation of the impacts that policies have on school effectiveness and outcomes, being in the form of students' achievements, employment policies and practices and school culture. There is a considerable lack of evidence about these issues and it marks this background report.

Slovenia has made major changes since independence in 1991. The figures and facts, presented in the first two chapters of this report show this significant development which has also continued to increase. However, in the area of school leadership, as in any other area, sustainable development is needed in order to be effective in the long run. For that reason, policies and their impact need to be assessed, measured and evaluated. Hence, data-driven sustainable development can reflect and embrace the quality of school leadership and of education system.

Slovenian governance in schools is not specifically dynamic. It means that a head teacher is the school leader who has authority, responsibilities and duties for managerial and instructional leadership and is accountable to stakeholders and specifically to School Council. Head teacher is a central leadership figure in a school beside the school Council as the 'highest' governance level. Deputy head teacher is appointed by a head teacher and depends on the internally (between head teacher and deputy head teacher) agreed workload and responsibilities. Other school leaders (subject leaders) have no formal authority and responsibilities. They are professional body with no decision – making power. In this framework, we understand and present and discuss 'head teacher' as 'school leader'.

7.1.1 Strengths in current policies on school leadership

Current policies on school leadership have the following strengths:

7. 1. 1.1 Roles of head teachers

According to the legislation, head teachers perform double role, the one of manager and of a leader. This division is specifically clear in the Slovenian language (to lead, to

manage). When head teachers talk bout their work they actually emphasise this double role which is also stated in the Organization and Financing of Education Act: Head teacher is pedagogical and managerial leader of a school.

The joint functions can be regarded as strength, especially if we build upon experiences in so-called double-headed leadership in other areas, such as medical care. Namely, there could be a significant discrepancy between managers and professional leaders, especially when efficiency and effectiveness are discussed. Under current education policies, head teacher has the power to make priorities, to decide upon staffing, division of workload and teaching load, investments into equipment and similar. The school annual plan and financial plan reflect head teacher's role, duties and responsibilities, although they have to be approved by School Council. By this position and role of a head teacher, transparency and accountability issues are addressed and ensured.

Greater emphasis is given on distributed leadership and new training programmes are encouraging head teachers to spend more time, responsibilities and focus on leading for learning in their work.

7. 1. 1. 2 Responsibilities of head teachers

Head teachers are accountable to School Council and responsible for effective and efficient leadership and management of schools. The Organization and Financing of Education Act (1996 and later adoptions) clearly defines the framework of responsibilities, listing the organizational, personnel and material and social/cultural issues that has to be addressed in a way that the best meets the needs of the environment as well as ensures equity and quality of educational provision. From this point of view, head teacher is a central person in a school.

7. 1. 1. 3 Training and professional development

Current policies contain one specific requirement for head teachers. Namely, in order to ensure quality in educational leadership, head teachers need to have a license which they acquire after the training provided by the National School for Leadership in Education. Those aspiring the leadership position can become licensed as 'candidates for head teachers', while it is stipulated by the Organization and Financing of Education Act that head teachers must obtain the license within their first year of head teachership or prior taking the position. The license itself can be viewed from different perspectives but the strength of 'licensing' head teachers is in the fact they become to some extent familiar with basic issues of leadership.

7. 1. 1. 4 Head teachers on the marketplace

Although there has been an on-going discussion about permanent (tenure) position of head teachers, which in opinion of associations of head teachers and head teachers themselves should be implemented and framed within current legislation, the fact that there is open competition for the post has many advantages. The positions are not assigned for life-time to head teachers disregarding the quality of leadership they provide. Also, 5 year period can be seen as a mechanism of quality assurance. Even more, it can be regarded as push toward constant change and improvement of schools.

Transparency is ensured by the requirement of public advertisements for the vacancy and by the process of selection, while equity and equal opportunities for candidates are ensured, among legal stipulations, also by the composition of School Council (equal representation of three groups of stakeholders).

7. 1. 2 Weaknesses of current policies on school leadership

Current policies on school leadership have the following weaknesses:

7. 1 .2. 1Roles of head teachers

Current governance of schools is overly centralised, especially if we take into consideration the fact that head teachers have all power concentrated in their position, although School Council also appoints and evaluates head teacher's work. However, it depends on head teachers how well they lead and manage the schools. Despite trends of 'project management' and distributed leadership and similar, the fact remains that those project leaders have no authority and therefore the structure of schools is fairly simple – School Council, head teacher, deputy head teacher.

Double role of head teachers leads, in practice, to emphasis of managerial duties and responsibilities while lacking time for leadership and specifically for learning- centred leadership which need to include time to work with teachers on issues revolving around teaching and learning. Therefore, it would be worth considering what changes could be made in order to emphasise head teachers as instructional leaders. Devolution, associated with MOFAS project, could emphasise 'managerial' role while enhance autonomy of schools simultaneously.

7. 1. 2. 2 Responsibilities of head teachers

By current policies a lot, perhaps too much responsibility is assigned to head teachers. There needs to be greater professional autonomy of teachers, while head teachers could be released from some of the responsibilities (emphasis on peer evaluation etc.). Different system of school governance could improve learning-centred leadership and instructional, pedagogical role of head teachers.

7. 1. 2. 3 Training and professional development

At least two issues can be addressed in this area. Firstly, how, why candidates for head teachers and head teachers attend the same program and secondly, current policies leave professional development and training of head teachers to their choice. By emphasising the managerial role of a head teacher, there is a threat that due to lack of time or any other reasons, head teachers would develop as managers rather than instructional leaders.

7. 1. 2. 4 Head teachers on the marketplace

Head teachers are re-appointed (or not) every 5 years. In practice some tensions are traced between 'pleasing the staff' and keeping 'integrity' in the last year before re-appointment period. Because School Council evaluates and awards (financially) head teacher's work head teachers could be 'tempted' to please the council rather than stand for the professional decisions. Appointment procedures have two particular weaknesses. Firstly, candidates present sort of their vision of a school, sort of idealised picture, and less emphasis is placed upon their understanding of education, leadership and their role in school. Secondly, the Minister is, despite changes in legislation, still involved in the process although he/she needs to provide opinion about candidate only. This can still be

seen as weakness, as it implies political interference into selection and appointment process.

7. 2 Trends and changes, anticipated in future policy development

The presented background report is shows that not much of anticipated trends and future policy developments was explicitly expressed or grounded in data. Rather, general statements were collected, such as 'increased autonomy and accountability', 'ensuring transparency', 'effective and efficient system', 'and flexibility' and similar. Little is known so far, what directions current curriculum restructuring at the secondary education level has taken and what changes in governance, especially in financing and organisational structure, can be expected.

However, we can anticipate some changes in organizational structure will continue to occur (forming centres of schools, rather than keeping small schools), rationalisation in staffing and financial resources allocated to schools through 'integrated budgets', possibly contracting - out services and emphasis on networking and partnerships between schools and between schools and companies.

In such context, the main issue could still remain as a tension, namely head teacher as school manager and school leader, and it could be anticipated that development, if not radically changed, will go toward managerialism of school leadership.

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