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PROCESSES OF DECENTRALIZATION IN THE FIELD OF EDUCATION IN DIFFERENT COUNTRIES

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Actuality of the theme is that in many countries there is a trend of decentralization of management in the education system. All the diversity of national models organization in the field of management education by many authors is reduced to two historically developed systems - centralized and decentralized. The author proposes a combined model of governance, which combines elements of both centralized and decentralized models. The research results may be useful in the process of transfer of powers between the different education levels of government (central, local authorities and schools). Not every country is ready and able to exercise the decentralization process. The purpose of this article - to show decentralization trends in various countries.

Keywords: *delegation of authority, decentralization, work.*

PROCESELE DE DESCENTRALIZARE ÎN DOMENIUL EDUCAȚIEI ÎN DIFERITE ȚĂRI

Actualitatea temei derivă din existența tendinței de descentralizare a managementului sistemului de învățământ în multe țări. În viziunea multor autori, întreaga diversitate de modele naționale de organizare a managementului învățământului se reduce la două sisteme dezvoltate istoric – centralizat și descentralizat. Autorul propune un model combinat de guvernare, care îmbină elemente ale ambelor modele: centralizate și descentralizate. Rezultatele studiului pot fi utile în procesul de transfer al puterilor între diferitele niveluri de învățământ de stat (autorități locale, centrale și școli). Nu fiecare țară este pregătită și capabilă să pună în aplicare procesul de descentralizare. Scopul propus în acest articol este de a arăta tendințele descentralizării în diferite țări.

Cuvinte-cheie: *delegare de autoritate, descentralizarea muncii.*

Introduction

At the turn of XX-XXI centuries social problems of management school in the world increased substantially, as their solution depends largely on the effectiveness of educational processes. One of the most urgent tasks in the field of management education in the modern world is searching for the best management model, characterized by democratization, humanization, diversification, etc. This aspect is important to monitor and track key trends in the development of education in the world and the adaptation of national systems in order to increase their effectiveness.

The mechanism, which provides an overview on the subject are international comparisons in education, contributing not only to conduct a comparative analysis of performance of different countries, but also the construction of its own educational system.

One of the key issues that have become a subject of debate and research in many countries is the mismatch models management of national education systems, as well as educational organizations to new challenges of the global world, growing migration, dramatically changing demands of the economy, society, identity.

Methods and materials applied

The research was performed on the basis of specialty literature. For account information collected and investigations were applied the following methods: induction, deduction, analysis, synthesis, abstraction. To present the results obtained through analytical calculation method was used graphic and tabular method. The conclusions were formulated using the method of induction and scientific abstraction.

The obtained results and discussion

Three main aspects that directly affect the choice of models and management mechanisms can be distinguished:

1. Development of the market of educational services
2. The level of state regulation of education
3. The level of self - organization (autonomy) educational institutions.

It should be noted that each of these aspects is different depending on national factors. This - the state system and the general system of public administration, legal distribution of responsibility for the provision of education

and management structure, the degree of decentralization of management, as well as existing for decades historical and cultural national traditions.

In most countries with a developed educational system is implemented approach to school management based on decentralization. Decentralization - is the transfer of competences in the decision-making from the central government education authorities to the subordinate organizations, ie at that level, which is much better known all the circumstances that are important for the adoption of a decision. As a result of the decentralization processes is an increase in the effectiveness of the school by improving the quality and speed of decisions, the probability of making the right decision, as well as stimulate local initiative.

The decentralization of education governance has become more common since 2000. This principle was reflected nowhere more clearly than in the Dakar Framework, which called for a move from highly centralized, standardized and command-driven forms of management to more decentralized and participatory decision-making, implementation and monitoring at lower levels of accountability. It was hoped that improving education governance would, in turn, improve equality of education in general [1].

Reforms in education governance before the 2000s were often part of wider decentralization. The many factors underlying decentralization agendas included reducing national budgets by transferring costs to regional and local governments, dismantling large and costly bureaucracies, satisfying political demands for democratization, giving citizens more voice in shaping public resource allocation and defusing ethnic and regional tensions by allowing greater autonomy.

Attempts to decentralize authority and responsibility in education were also motivated by the perceived failure of central governments to provide high quality education. Over the past few decades, the education sector has been fertile ground for decentralization. Most countries have transferred responsibility away from central government (UNESCO, 2009a). The transfer has taken various forms, including assigning tasks to lower levels within ministries, devolving decision-making to elected representatives at subnational levels and investing authority and responsibility in schools and communities.

To date, foreign management science there is no single clear system of criteria for analyzing the degree of centralization or decentralization of education management. Different authors use different approaches and sets of criteria and give different classification of countries on this basis. The author has combined different classification models in the education management system and presented them in Figure 1.

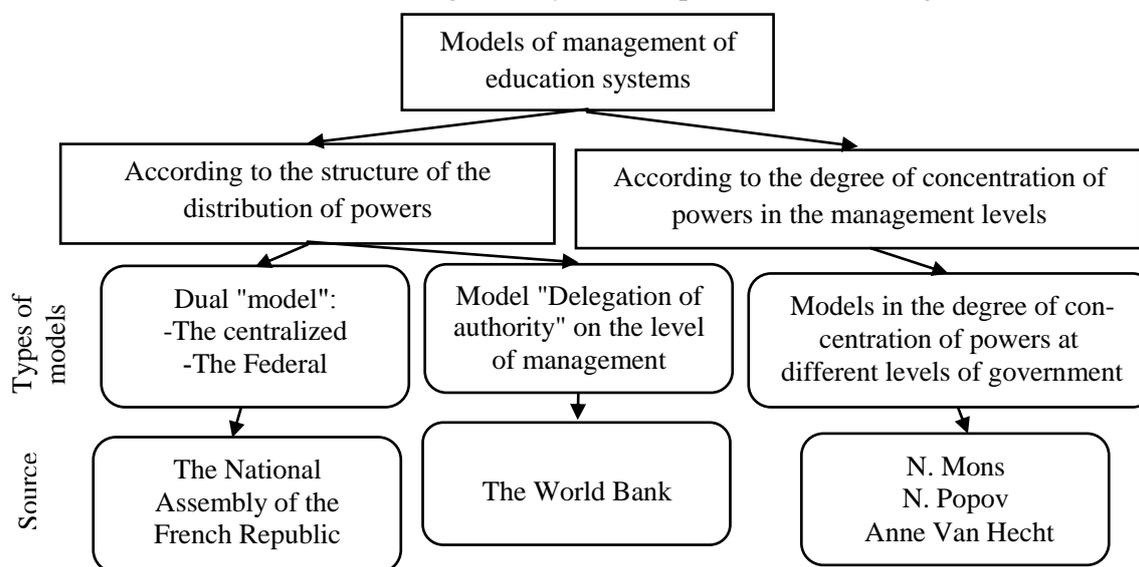


Fig.1. Classification of education management models, depending upon centralization / decentralization.

Source: developed by the author.

The National Assembly of the French Republic, the report in the autumn of 2004 [2], a classification, which will be called the dual, intended for the European Union. It identifies two models of education management: centralized management model (eg, France) and the federal model (eg, the US). According to the first model, all the education system controls are state-owned. Under the second model, much of the authority: the content

of educational institutions, some of the issues of funding, accreditation of educational institutions and other questions are the powers of regional and local authorities.

Classification of "empowerment" has been described in detail in the analytical report of the World Bank and is somewhat reminiscent of the first, as its basis the principle of delegation of authority. Two basic models of delegation of authority from the central government agency can be identified on Education (the Ministry), in accordance with the different levels of government:

- 1) The authority can be transferred to regional governments;
- 2) The authority can be transferred directly to schools.

In states with a regional management organization form the central educational authorities retained the functions of coordination in the implementation of state educational policy. These countries include Australia, Germany, Canada, USA. Note that this model overlaps with the federal model of the previous taxonomy, as in fact is representative of the state structure of these countries.

One of the central management models of education management authority continues to exercise direct management of schools, however, delegate their considerable powers to ensure that the role of the central authority is increasingly reduced to strategic management. Typically, such a model is used in national systems of small scale.

In the same vein, however, on several other grounds, builds his concept of government formation N.Mons. His classification is based on the principle of a greater or lesser degree of decentralization.

Based on the analysis of the formation of public administration in countries of the OECD (Organisation for Economic Co-operation and Development), N.Mons asserts the existence of four types of decentralized management of education systems [3].

1. Countries with a "minimum" decentralization of powers.
2. Countries with a "balanced" decentralization of powers.
3. Countries with "cardinal" decentralization of powers.

Besides these three types, N.Mons highlights the group of countries with a federal structure as the fourth species in the decentralization of powers.

According to N.Mons, the system of public administration of the first group of countries (eg, France, Portugal, Greece, Luxembourg, Japan, Korea) is characterized by minimal transfer of powers from the central level education authorities control peripheral. In these countries, the trend of centralization of management dominate the opposition of their decentralization trends. A full range of management functions from appointments, certification of educational institutions and staff to establish the volume of an academic load on students and teachers in specific disciplines and programs determined by the authorized central state agency (Ministry of Education, etc.).

The second group of countries "balanced" decentralization in the classification of N.Mons trying to find a "middle ground" in the process of redistribution of powers. Among them, it calls the Scandinavian countries, as well as Poland, the Czech Republic. The peculiarity of the formation of the control of such countries is that the state still defines educational standards: fix compulsory discipline determines their number of hours, sets wages, etc. Subjects of education and education management at the local level have the freedom associated with the choice of pedagogical strategies, with the selection of personnel, etc.

The third group of countries – the country's "cardinal" decentralization. Such as Hungary, New Zealand, Spain, etc., completely abandoned the policy of centralization of authority in the management of education. The state in countries retained the coordinator and supervisor functions with regard to the local authorities, they perform a direct operational management of the education system, taking the relevant decisions for this purpose. Educational institutions in these countries have maximum autonomy.

Violating the principles of their classification, N.Mons, however, highlights the fourth group of countries with a federal structure (Canada, Brazil, the USA, Switzerland and Germany). A special feature of government education systems of these countries, in its view, is the simultaneous co-existence of a permanent opposition of tendencies: decentralization and centralization.

Nikolai Popov identifies two main groups of countries: centralized management, subdivided into two subgroups - with strong and moderate centralization; and decentralized management, is divided into three sub-groups of countries - with proportional, uneven and full decentralization of education management.

Anne Van Hecht identifies three groups of educational systems [4]. First – predominantly centralized system of education, subdivided in turn into two subgroups: a) with a highly centralized management system; b) with centralized management systems have a tendency to "deconcentration", ie to what is sometimes called functional decentralization. This means delegation of certain administrative functions from the center of their regional and local structural subdivisions (departments, divisions, etc). The second group – a centralized system of education with a strong trend towards decentralization. The third component of the education system with mainly decentralized management.

Thus, according to the structure of the distribution of powers and the degree of concentration on a particular level of developed foreign countries can be grouped into two main groups: centralized, decentralized model of education system.

The group with centralized management of education there is a slight influence of local self-management school. The first is the relatively limited number of European countries: Ireland, Italy, Portugal, France and a few others, less industrialized. For the subgroup with a strong centralization in the management refers to the example of Greece, where virtually all the powers in the field of education are concentrated in the hands of the Ministry of National Education and its regional and local structures monitor the implementation of the directives and the center plans. More moderate centralization of management expressed in Italy and in France, where since the late 80s. there is a strong tendency to its gradual decentralization.

In the second group (with the decentralized management of education) the influence of local government on the management of school education is predominant. In most cases, the local education authority is responsible for the financial and staffing schools, helping to find sponsors for the school determines the direction of school activities, monitors the quality of the educational process, stimulates the work of teachers, etc. The second are Belgium, Germany, Great Britain, Israel, Spain, the Netherlands, Norway, Sweden, Switzerland and several other countries are more numerous and heterogeneous group in the degree of decentralization.

As seen from the above analysis, there is virtually no pure centralized or decentralized management in formation model. There are various share transfer of powers from the central level education authorities before peripheral.

According to the author, it is necessary to allocate a separate model of education system - combined model. It has elements of both centralized and decentralized models. In combined model a partial transfer of management functions in school from the central government to local governments. This model takes into account the regional characteristics, increase the autonomy of educational institutions, etc.

Taking into account the point of view presented here on the specifics of the control system of education around the world, we present a comparative analysis of the education system in Israel and the Republic of Moldova on certain criteria (Table).

Table

Comparative characteristics of school management in Israel and Moldova

Criteria	Israel	Moldova
Education Management Model	Combined model	Centralized model
The system of relations between central and local authorities	Local education authorities granted many rights	The development and implementation of educational policy not clearly distributed responsibilities and cooperation arrangements of all participants of education management
Levels and cycles of schooling	The division of schools into different "sectors" of education in the following four main features in accordance with: students with age (stage of training), the legal status of the educational institution, for the one who carries out the inspection of school supervision, on a sectoral school supplies	Level 0 – early education (pre-preschool and preschool education); Level 1 – primary education; Level 2 – secondary education, I cycle: high-school education; Level 3 – secondary education, II cycle: lyceum and secondary vocational education; Level 4 – post-secondary technical and vocational education; Level 5 – post-secondary non-tertiary technical and vocational education

The organization of educational process	On the basis of the state educational standards, approved by the Ministry of Education, regardless of the type of ownership and organizational-legal forms of educational institutions	On the basis of the state educational standards, approved by the Ministry of Education, regardless of the type of ownership and organizational-legal form of the educational institution
Control over schools	Supervises the activities of a large number of schools	Supervises the activities of all schools

Source: developed by the author.

Taking into account the point of view presented here on the specifics of the control system of education around the world, it should be noted that the management of education in Israel is also subject to the decentralization trend. Today the system of relations between central and local authorities varies. In recent years, there is the strengthening of local authorities, as well as the transition of schools to the principles of self-government.

Speaking about Moldova, we can the major obstacles to education development are the hyper-centralization of the educational system, the inefficient use of resources, restricting the role of direct beneficiaries in managing the educational institutions, lack of links with the labour market, persistence of a process-based instead of a result-based management.

From the perspective of the people who wish to form and to develop their professional competencies, the current structure of the educational system is a rigid one as it does not provide sufficient opportunities for return within the system after a period of labour activity and does not encourage lifelong learning.

Since its independence in the 1990s, the education sector in Moldova has constantly suffered from a lack of efficiency and declining education quality. Moldova's performance in international assessments illustrates the quality challenges the system currently faces. The results of PISA (Program for International Student Assessment) 2009 Plus show that the performance of the country's 15-year-olds in reading, math, and science is among the lowest in Europe. Around 60 percent of Moldova's 15-year-olds lack the basic levels of proficiency in reading and math literacy, needed to participate effectively and productively in the society. These results show the urgency to continue, consolidate and extend reforms in education.

Decentralization provides both opportunities and obstacles. Some governors and mayors do not support the national policy as strongly as others, and the subcontracting of many aspects of service delivery to non-state providers presents a challenge in ensuring uniform standards of quality [5].

In Moldova, held a general reform of the national education system on the basis of the national curriculum, which includes the following components:

1. The basic curriculum (includes general purpose of education, interdisciplinary general purpose; phased and tiered targets; targets for curricular areas; basic training plan; curricular standards);
2. The subject curriculum (subject concept, the general objectives of the subject, the content of education; methodological guidance; on the evaluation recommendations; bibliography);
3. Textbooks and pointers on the use of these textbooks.

State education component content is 70%, which is complemented by a component of the school (30%). National curriculum is open and flexible and provides a student-centered approach to learning provides active learning, critical thinking and intellectual curiosity of students [1].

According to the author, curricular reform is one of the first steps to decentralize the implementation of the system of education in Moldova.

Conclusion

Comparing national school systems in different countries in terms of their level of centralization or decentralization, the following conclusions can be drawn:

- given classification fairly conventional models, for each group of countries characterized by traits of other groups;
- from centralization in education management and strict state regulation of decentralization, which is prevalent in the whole developed world;
- the decentralized education management system are significantly different from each other due to the national peculiarities, elected political approaches and solutions, but have as a characteristic of a particular distribution of decision-making powers between different levels of education management;

- within a national system process can be ambiguous: the decentralization observed in certain aspects, and other things are contrary;
- in countries with a federal system it is impossible to talk about the national system as a whole. For example, in various states of Germany the situation may be quite different. Nevertheless, the problem of differentiation of educational powers between levels of government in a federal state actively discusses the specialists of different scientific disciplines and affects the organizational, financial, personnel, and many other aspects of the problem.

Thus, the global educational practices characterized by contradictory trends: in countries with centralized management of education are obvious trend of decentralization of its management system, in countries with a low proportion of state involvement in the school system - the trend focused on the growth of school autonomy. Find the optimum ratio of the various systems of participation in the development of school education in the world continues.

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