

# Introduction comparative indicators and its criteria

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## INTRODUCTION COMPARATIVE NOTES

In this enlarged and revised 2012 edition 66 countries are reviewed. This chapter tries to light up their analogous and differences according the three dimensions of Freedom, Accountability and Autonomy. It gives light on the process towards the indicators and criteria, giving hints of how to interpret them. As well as gives some specific considerations about the relevance of the used indicators with some practical comparative examples as well as suggestions of criteria which have come out of this comparative analyses.

For each dimension different main indicators are distinguished. The indicators are used to discriminate the highlights of how countries have tried to find the balance in a ranking of high to low policies, from 5 to 1. It shows us that every country has come up with interesting features to find this balance, and no country is on all the dimensions superb. Especially in the last 10 years big changes in educational policy are being shaped by rising countries in all continents. This can be of confirmative motivation to learn from others to find the right balance, including the know richer countries.

The process to distinguish the indicators presented below was comparative in nature. During the process of taking the comparative notes the following happened:

- In 2002 we used **group titles** to divide characteristics of countries across an indicator. With 66 instead of 28 countries as in 2002 it is impossible to rank the countries in groups without a qualifying ranking **number**. So we needed a framing to rank the policy of a country on an indicator in a number. We have chosen for 1-5 (or no-, no, limited, yes, yes+) to be able to frame with enough space for difference, but not too much for interpretation variations.
- While analyzing the different countries across the indicators we have tried to further distinguish appropriate **criteria** by each indicator to make the ranking transparent. These criteria were not known up front by the contributors of the country reports. Therefore some notes and its ranking are not comprehensive, function as first sight and may contain errors.
- We have chosen for simple highlights as explanation of a ranking, which may not do justice to the subtlety of the complete policy. The highlights therefore do not address all the indicators. As a consequence, the ranking is **not conclusive** and will evolve in the future via further analyses and corrections. Suggestions for correction and improvement are welcome!
- The **criteria are related to each other** and to other indicators as well, resulting in overlap. So when a country, as part of the structure of schooling, chooses to give the responsibility for education targets to the provinces, it depends on other actions if this is good or bad for finding a right balance on the indicator Accountability of educational targets. Although in general we could value this less positive when it comes to primary education because it gives schools less security about their long time space for development of their curriculum.
- Some criteria make it possible to use **limited answers** which we could value in a simple yes or no. Others not because they depend on answers on other criteria for their valuation or because the answer possibilities can only estimated in a curtain level of score, and has to be open .

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- Because of the complexity of structure of schooling and legal framework we have not used an indicator to rank these.
- Other indicators appeared to be important although they are not all mentioned separately in each report. It became clear that **accountability of quality** contains too many different aspects which would not be done justice if valued as once. To give an example: In some countries accountability regarding the targets of education is very detailed, but at the same time accountability of governance is redistributed with participation of representatives of teachers and parents in the board of schools. If you value the first as a 2, and the last as a 4, this would give a 3. We therefore distinguished between 5 different indicators: accountability of educational targets, educational results, quality of teachers, quality of professional space & development, governance of stakeholders and qualification.
- A high problem of assessing the value of 1-5 is between formal regulations and practical accessible requirements and margin of interpretation by authorities.
- As explained below we have assessed the space for public schools as well on different indicators. This makes it sometimes difficult to rate when public schools are obliged per subject of one or more approved textbooks and private schools not.
- In many countries there is a distinction between private but aided schools and pure private schools. The former most time named as independent schools.

### Read wisely, reading suggestions

- Every indicator ranking is ranked by number of ranking between 5-1, from high balanced to low balanced. Within a ranking countries are visible from A-Z, so now value is connected with the placement within a ranking number.
- The notes per country per indicator are a **summary and/or highlight** of its policy from the viewpoint of the indicator. To read more you can read in the chapter regarding the country report. The amount of texts differs pro country and its different indicators, mostly because it looked interesting to give more specific details.
- Some answers for an indicator contain policy aspects which are **relevant to different indicators**. This counts especially for Accountability of targets, - results vs. Distinctive character. As well as Accountability regarding teacher quality vs. Decisions about staff. Leading to overlap in some or more answers. This will be of continuing attention, wherefore we value tips and suggestions.

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### Finding right balance: public education vs. private education

In the 2002 edition we have given less attention to the level of school autonomy in public schools as well. In this edition, especially in the comparative notes, we have tried to do more justice to the level of school autonomy in all schools, private as well as public, with its relevant aspects regarding accountability. Although it is not easy to do this, already only for the sum of text that will appear which could make reading less comfortable, as well as using an acceptable measure of inconsistency when the policy around public education is mentioned or not. As a whole this has to do with the relatedness between the space for autonomy in public schools vs. the space for independent schools as such, which would need further research to get the right data. This relatedness has different aspects, to name a few:

- There seems to be a trend toward giving more school autonomy to public schools in countries with more independent/private schools. Which could mean that the existence, and public will, to accept diversity in education as realized with space for independent/private schools gives incentives in the long term to more school autonomy for public schools as well.
- There are different practical reasons for states to increase the level of school autonomy for public schools. Like ability to financial cuts, need for smaller state, financial risk stability/redistribution, quality of education, image of public schools, space for partnerships with parents, diversity of children and thus also schools. Most of these reasons are more existent then before. When public schools get more school autonomy, it could lead to more space for independent/private schools because the legitimacy of barriers for independent schools is lower.

- Different tracks of research do have some coherent points of policy in advice: quality of teachers as well as quality of schools as one of the best predictability factors of good education. both of them are not parse related to input factors. A very qualified teacher can lose his motivation due to work circumstances in less than 6 months. In some research the development contribution to quality from years of experience counts for only the first 2 years. School autonomy is therefore a consistent factor of educational results because a school who have more autonomy to manage the different resources, demands and relations into a school as a bridge to the future can give more quality. In the well known PISA research, school autonomy is therefore a consistent factor of quality and good results of education, whereas the existence of private education is less conclusive for high PISA scores when reanalyzed for SES scores of differences of parents from private and public schools.
- New visions about the place of education and pedagogical views and research request more professionalization of education but especially more flexibility and intrinsic motivation and development of the professionals. Thinking of 21<sup>st</sup> Century Skills, ict possibilities of learning and cooperation, cooperation of schools with their environment. Public and independent schools have a shared agenda regarding diversity in education with more school autonomy in this regard.

## DIMENSION FREEDOM

### Legal basis to establish independent schools

With the legal basis we refer to the legal possibility to set up private or independent schools. Schools for expatriate are not at the focus, because most of the time there are not many legal laws around it and if they are their legal opportunity to exist is independent of the legal opportunity for private/independent schools. On formal level this is guaranteed by the Constitution and or the legal laws about Education. Depending on the structure of education there are separate laws around pure private schools and independent schools, the last sometimes more or less supported by government funding. Pure private schools have to meet minimal standards to comply with the norm of compulsory education. Usually independent schools in most cases have to comply with almost the same requirements as public schools.

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An important difference is if it is allowed to set up a private or independent school with a religion as inspiration, or only for pedagogically different schools.

Although the legal norms can make it possible to establish independent/private schools, it is in the details if there is really a space to establish independent schools. Further analyses could maybe better distinguish between private schools sec and private schools with governmental recognition, in much cases in favor of public funding.

*The different possibilities as we can see in the comparative notes may lead to the following criteria to assess the measure of legal basis to establish independent schools:*

1. Level of legal protection to establish independent schools. From constitutional protected, to legal or comparable protection or no legal basis.
2. Yes/no freedom to choose your own form of organization. 1) If it is possible for individuals to set up a school or only legal entities. With the present ict, financial and legal transparency it is nit necessary any more like in older times to demand a foundation or society. 2) Which judicial forms are legal required to use or is this open. 3) Is it allowed for profit organizations or only for non-profit. 4) If it is only possible for citizens or also for foreigners.
3. Legal basis for private/independent schools even if it is religious grounded, or on a religion other then national religion.
4. The level of clarity of rules to start a school by decision makers to reduce the risk of political decisions.
5. The level of accessibility of rules to start a school. In some countries it is only possible to change from private to independent school if you are already in existence for more than 1 year (b.e. in South

Africa), or if you have a certain amount of money, leading to an entrance barrier for independent schools only accessible for initiatives with enough money.

## Legal basis for financing of independent schools

A legal basis for financing of independent schools is of significant importance for different reasons.

- For some countries their constitution means that they cannot fund religious motivated schools because of a specific view about the relation between public and private. Whereas for other secular states Constitutional funding religious schools is no problem.
- A situation which can be seen a lot is the legal mentioned possibility of state funding of independent schools. As a consequence this could mean that if there is funding, and the state has to cut its budget, independent schools are one of the first who have to bleed, like in Portugal recently.
- If there is no legal embedment or obligation to fund, it gives rise to political motivated choices of which independent school gets funding and which one not, and/or protective choices towards funding in relation to independent schools in the neighborhood of public schools. In some laws this protection towards public schools is embedded in the laws regarding funding of independent schools (like in South-Africa), meaning that an independent school gets only funding if it does not operate in the neighborhood of a public school or when the catching area is already loaded.

There are quite a lot of countries with a Constitutional or good legal base for funding private/independent schools. In some countries it is even allowed and stimulated like in South Africa and Singapore that a independent school may become a public school and vice versa to foster diversification!

*The perspective of legal funding of independent schools contains the following criteria to asses:*

1. Yes/no legal/constitutional bases for funding. Especially important in relation to the position of religious motivated schools. In some countries only alternative religious schools are allowed, not pedagogically.
2. Yes/no legal/constitutional duty for funding
3. Yes/no legal/constitutional duty for equal funding or the level of funding.
4. Level of clarity and fairness of funding rules regarding access to be a school.
  - 4.1 Regarding operational governance. In some countries existence of more than a year is required. Although comprehensible regarding governance of management of schools it decreases the space for new independent schools a lot, making it only accessible for present private schools with enough parents with enough money.
  - 4.2 Regarding educational program. In Uruguay for example private schools are aided. But in practice it means that they have to follow the national program which contains not much space for proliferation.
  - 4.3 Regarding the educational target group, regarding their background and/or talents. In different countries funding arrangements for private schools are given if private schools admit students from lower income parents, of if they cover special needs kids. Something especially private initiatives can be seen around. In others funding is available for special talents, like sports or vocational education.
  - 4.4 Regarding the procedure. Timetables of admission, involvement of different authorities who have to give their approval.

## Home schooling

Some people think of homeschooling as an exceptionally thing, especially in countries where it is not allowed people who affiliate with homeschooling are treated spastically. To others it is a normal issue because of practical nature when in rural areas schools in the direct neighborhood are absent. Or because of a during illness of the child. Or because of ideology because they are able and willing to educate their child and have their own opinion about how to educate, when, and if allowed also what. Or of mixed nature, for example with parents who are traveling/mobile and willing to educate their children, or by parents who want to let their children follow certain subjects at school, and teach them certain subjects themselves. With the upcoming of ICT the last could be of more importance in the future. Homeschooling either is something that in most countries is not easy allowed. It seems to really testify our nature of thinking about the right on learning, as foundational for the legal translation in compulsory free learning. Whereas in most countries homeschooling is allowed for medical reasons, in some countries even that is not allowed.

Two policies are interesting to mention around homeschooling:

- Countries where homeschooling is part of qualification of informal or non-formal learning like in the Philippines, Czech Republic, Chile, Denmark, Georgia and Norway. Which is really something for the future to think further. On the one hand cause of its logical cohesion. On the other hand because of the need to develop qualification of informal learning for real lifelong learning in an integrative approach, including the ‘developed’ countries.
- Countries where there is not only allowance of the practice, but also support of it with a role of local schools. In quite a lot of countries qualified/local schools have a natural role in supporting parents in homeschooling with training, coaching, learning materials and/or examination. In Estonia it is even allowed for children to follow certain subjects like arts, manual training). Norway has one of the best balanced regulations of home schooling.

*Homeschooling could be assessed via the following criteria:*

1. Yes/no right on home schooling on medical grounds, the absolute minimum although sometimes decreasement of this option can also be of consideration because schools can misuse the option of home schooling to pressure parents of special needs/behavior kids to use homeschooling.
2. Yes/no right on home schooling on pedagogical/religious ground. Sometimes only religious grounds are accepted, whereas pedagogical grounds can be of eminent motivation as well.
3. Yes/no right on homeschooling for motivation of mobility. By example for a world travel of the parents with the kids, or for work of parents. In most cases not allowed, but in present international times no unique entry.
4. Level of intensive inspection of quality. In some countries parents have to get re-approval every year via an extensive educational plan, or children have to follow tests every week (Philippines), use the same textbooks and so on. In others children only have to closure primary home schooling with a final exam, and inspection only at random.
5. Right on financial support/tax reduction/level of facility support if homeschooling is practiced. In some countries financial support is available. Not illogical because it saves tax money to education and home schooling is also part of the right on education.
6. Level of facilities and financial support for support of good learning material or quality of instruction/guidance of home schooling (because of saving tax money to education and right on education).
7. Level of support of experts for support of good learning material or quality of instruction/guidance of home schooling.
8. Level of support and right on recognition of qualifications of homeschooling via examination and others.
9. Level of accessibility of the procedure for the right on homeschooling if present (in some countries parents do not have to inform anyone, in others youth care have to give their approval, parents have

to have certain education and/or get approval for an extensive plan of how to reach the comparable targets.

## **DIMENSION ACCOUNTABILITY FOR EQUITY**

Accountability regarding quality and equity can also be seen as two sub-dimensions of Accountability. We have used 3 criteria for accountability regarding equity. Level of funding (for schools other than public in order to be accessible by parents), and School choice not limited by family income. As we have explained in the introduction we have split Accountability for quality in more indicators than the country profiles at first impression would contain.

### **Level of funding, equity of financing**

The level of funding is of utmost importance for a country if it really wants to get more flexibility and choice in schools for the parents. Of course it is appropriate to be careful in this respect towards countries with a low or upcoming GDP. But when there is only the right to establish private schools, without any funding, it stimulates contra-productive issues regarding social cohesion:

- Feeds critique on high taxes, because parents pay double.
- The right on education is not clearly made as a believable right for all, if you only get education including the funding if it suits the state (by enrolling public financed schools).
- Low or no funding of private education makes it easier for higher society to segregate. Rich kids to private schools, lower income kids to public schools. Which is not good for social cohesion, quality of public schools and image of public schools.

A special trend is the stimulation in some countries of the diversification of schools with more school autonomy, including explicit stimulation of public schools transforming to private schools like in South Africa, Singapore, Qatar. Some countries like Qatar chooses to transform all public schools to independent schools.

*To assess the funding the following criteria could be assessed:*

1. Yes/no funding equal to public schools. If not:
2. Relation of funding to target groups and ratio of level of funding.
3. Relation of funding to categories of costs and ratio of that category:
  - 3.1. Yes/no funding of teacher salaries
  - 3.2. Yes/no funding of housing
  - 3.3. Yes/no funding of educational material
  - 3.4. Yes/no funding of staffing and administration
  - 3.5. Yes/no funding of other costs
4. Indexation rules regarding increasing costs. If a normal indexation is around 2%, and indexation misses, this will lead to defects in the budget of schools.

### **School choice not limited by family incoming (charging of not fees allowed)**

When parents would like to choose for a school but cannot pay the fee this reduces their school choice. If this topic is not addressed properly, the absence of this leads deprives the system of public schools from addressing the needs of these parents because of their lack of choice. It is therefore an indicator highly related with the Level of funding indicator. But it is not necessarily the same! Because if the level of funding is equal to public schools, but funded private/independent schools are allowed to use fees, the school choice of parents with lower income is still hampered.

Other aspects which are related with school choice not limited by family income are admission rules regarding the area, because if parents are only allowed to choose schools according their area of living, their choice is made dependent on their level of income as related to housing. And when funding is related to the budget of the local authority, also to the level of finances in that authority.

The topic of compensatory funding for family background regarding language of instruction or bilingual education and compensatory support for low income/education grade of parents is addresses separately. The issue of special needs kids recognition and support is not handled in this bundle.

#### *Criteria to assess school choice not limited by family income*

1. If funding is (almost) equal to public schools. And if tuitions fees are allowed, is there a tuition fee annual reduction policy?
2. If funding is not equal to public schools, is there tuition fee support for low income families from government?
3. If funding is not equal to public schools, is there fee support for schools regarding significant pupil participation from low income families or fee maximums regarding children of low income families?
4. If housing is not very integrated (which is in most cases). Is it possible for parents to choose independent/public schools outside the catchment area of their local independent/public school?
5. Is admission in primary education on grounds of academic results/ability forbidden (except for special talent schools).
6. If grade retention is possible on academic results in primary education and or lower secondary education: are they well balanced (not leading to grade retention if only 1 or 2 subjects are below minimum b.e.).
7. Is their good information for parents regarding their possibilities of choice. Regarding content of difference schools as well as procedure of admission. Sometimes when admission date is part of the admission procedure, there is an SES bias in date of admission.

### **Compensatory support measures and rights**

This is a indicator which directs the influence of the background of parents in terms of language, education and income.

When children have parents with another language then the language of public schools. They came with a difference of the national language in schools. If this is not rightly addresses, leads this to the risk that they are falling behind, although with the right language support they would not have fall behind. An equal right on education therefore consists of support of home vs. national language learning in relation to each other. From the standpoint of minority protection this is even so supported but also from other perspectives.

Another important thing is whether outcome of children's educational career can be predicted because of their minority existence or something else. Ass more and more research has shown the level of education of the parents is by far the best predictable factor. Most of the time minority results in education are overshadowed by lower educational background of the parents, whereas in public opinion the first overshadows the latter. To realize an equal right on education extra support for children with parents from lower educational background is therefore a good opportunity. In countries like the Netherlands shifted in 2003 from an extra funding scheme pro lump sum in relation to ethnic background towards extra funding pro child when it's parents have received only secondary education. another way countries are dealing with this is extra

A third aspect, which also could be used as a indicator on itself is special needs kids support funding. The issue of special needs kids recognition and support is because of its separate complexity not handled in this bundle.

In some countries compensatory funding/facilities are offered. In Saudi Arabia secondary school students can get free housing and meals. In South Africa schools in areas with much children from parents with low income receive more money than average, in the Netherlands this was at place regarding ethnic background, and is in 2003 changed towards educational grade of parents.

*Compensatory rights and supports regarding parents language, education and income could be assessed with the following criteria:*

1. When a certain amount of pupils of a different home language are present, they may receive language in their home language, or a good proportion of bilingual education, at least in primary education or their first years of education. To fulfill these rights, as mandatory by international provisions for minority protection, the government has a clear funding.
2. Schools receive extra money if the education level of parents is low, because as a consequence it requires extra efforts to reach to full potential of children.
3. Schools receive extra money if the income level of parents is low. Because parents cannot afford a rich environment for their kids, and schools could give this rich environment to reach the full potential of children. Sometimes specific labeled via the concept of magnet school.

## **DIMENSION ACCOUNTABILITY FOR QUALITY**

### **Accountability for educational targets**

Accountability as we have concluded in the introduction contains a lot of aspects. But it begins with the question as to how far a government takes responsibility of the educational targets, and in this respect how far in a balanced way. Especially around accountability issues it is not easy to see the different criteria leading to one line of low to high answer, but to see them in coherence with each other. For some these criteria could be more normative than others. General trends:

- More and more countries develop school and learning standards as reference towards the educational targets.
- The existence of the trap/funnel of the level of detail of educational targets in relation to their means is still in place, although many countries release mandatory relations between requirements on subject base and how they have to be reached. Others still use mandatory timetables pro subject, subtargets pro year or more detailed as well as obligatory learning material by the subject. As a consequence this leads to a less effective usage of the possibilities of inter-curricular learning which would require international attention and deliberation, especially when due to economic crisis schools tend to abolish more creative/physical subjects. The space for inter-curricular subject learning is also narrowed because of the increase of participation in international comparative analyses, although does not necessarily have to.
- In different countries the last 20 years curricula are enhanced with more targets like citizenship, entrepreneurship, science and moral education. While didactics are changing from more subject orientation towards learner orientation, like in South Korea with the 2002 Vision of Creating a New School Culture and in Qatar. In other countries curriculum are renewed towards more basic skills for every subject, like in South Africa and Norway recently.
- The space for secondary schools to specialize according different talents of children is getting bigger. In more and more countries secondary schools are allowed to specialize or develop special qualifications regarding not only sports, but also arts, science, technology (not only vocational), as enhancement of traditional dichotomy between academic vs. vocational.

Generally spoken it can be said that when the targets are too specific in detail, it makes it difficult to address the diversity of children, the possibilities of the moment and surrounding and coherence with other learning activities in the school, and the talents of the teachers and vision of the school.



*Criteria to assess the balance of Accountability regarding targets of education:*

1. Central accountability regarding educational targets regarding International recognized rights of the child.
2. Level of detail of targets regarding its phases pro subject. If the phases are in such detail, (together with accountability requirements regarding testing and assessing), it could decrease pedagogical professional space regarding the pedagogical vision. This counts also for subject time tables because that limits the possibilities to make educational plans for more learning area oriented education, project based learning and thematic learning with almost all subjects included.
3. Level of details of targets regarding the to be used materials. When the scale is wide enough, a to detailed level of targets is present when only approved textbooks are allowed.
4. Protection of the child regarding a to narrow curriculum as a consequence of the vision of the school/parents, especially around religious based curricula or vocational oriented education (in secondary education).
5. Level of vision and development program to make the targets in coherence with the examination, testing and assessing programs at the one side and balanced regarding summative and formative assessment, and development of teachers and professional space in schools at the other side.
6. Implementation balance mechanism of changes. Regarding curricular changes, with pilot programs for big curricular changes to address its child diseases. Regarding implementation and the difference between obligatory changes and which obligations are neglectible, or which obligations really need a school (culture) team change in order to be effective.

### **Accountability for quality of learning results and school quality**

Accountability regarding quality of learning results can be done via input supervision and regulation, throughput supervision and regulation (inspection and subject time tables) and output in terms of knowledge and/or skills/competences regarding the targets of education/subjects.

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Relevant trends in this respect:

- From input towards output. An interesting phenomenon is of countries where output is central examined like in Finland with only high quality standards of education of teachers (input). But without inspection of throughput, which as a result gives more professional space towards schools because in practice inspection can lead to act according the general vision of inspectors.
- A tension between curricula changes, results and teacher quality. In many countries all over the world learner and competence/skills centered curricula are put in place whereas schools and teachers cannot adopt that fast if obliged (like in Qatar or South Africa) or enough support to change misses.
- A tension between accountability of soft skills vs. core subject skills and its consequences in prioritization. While literacy and numeracy subject hours are rising, partly due to the impact of PISA, this may go of from the possibilities for soft skills/competences, although they are formally even higher valued (like 21<sup>st</sup> Century Skills like entrepreneurial competence, critical thinking, social competence). Partly this can be seen as a consequence of the lacking behind of appropriate means to assess the value of projects/subjects around these towards these competences as well as involved core subject elements. In some countries physical education is of the menu and in many countries arts/music education is decreasing, science education rising.
- The rising amount of schools who make usage of thematic education. Which is less easy to accountable regarding the different subjects involved.
- The instrument of inspection, in fact supervision of especially throughput (besides input and output) requires even more to the flexible and diversifying demands of the future a balance task according their added value due to the high impact it can have on school operational management. In this time of *'the post-welfare state'* the call for maintenance rises to close down schools which are making to low results according the used monitoring mechanisms, whereas to much maintenance practices can freeze the developmental power of much more schools.

- Other problems around supervision of throughput are about: What is being made public? And how impeccable the inspection standards are. Because some pedagogical visions tend to be in tension with general norms about timetable of learning, level of not-subject oriented learning or absence of testing cause of specific pedagogical visions.

*Accountability for quality of learning results can be assessed with the following criteria:*

1. Well equipped balance between different Governmental authorities regarding quality of education in relation with governance of accountability between stakeholders. This balance request especially thoughtfulness the matter local authorities are involved regarding independent schools. Local governments by example know their demographic changes better, cooperative possibilities and demands and housing options. But on the other side it can lead to too much involvement in the primary process of schools and too much instability regarding regulations and space of operation due to political changes/behavior.
2. National deliberated balance between input, throughput and output monitoring regarding it's functions: A: Transparency for different stakeholders for making appropriate dialogue and choices. Including effects on mechanisms of choice among parents and schools. B: Responsibility towards stakeholders, esp. at horizontal (parents) and vertical (government) level with appropriate maintenance. Including effects on mechanisms of public opinion about valuation of educational targets and results. If they are too tight, schools are withdrawn from there managerial capacity to perform and develop. C: Effectivity of education to make the right judgments and interventions. The measure they are less proportional, they hamper educational improvement. D: Efficiency of organization, to operate efficient using or changing the right management of operations. Especially when too much obligations exist at input/throughput level.
3. The government contributes to a wise development and governance of qualification of testing and assessment instruments at subject grade phases without (or with) obligatory usage. Especially regarding a balance in output monitoring instruments between summative vs. formative assessment, in order not to decrease the many ways in wich results can be reached by learners, teachers and schools.
4. Examinations and qualifications have civil effect as a result of meeting meaningful targets. Meaning that the targets, including qualification profiles of (secondary) education are well balanced towards different stakeholders.
5. The government if they do make wise use of here bigger scale opportunities to lift the educational quality. On the part of monitoring results via small scale building up new mechanisms before they are ruled out nationally with all its child diseases. On the part of quality of learning by example with digital enclosure of learning materials, support for (cooperative) development of learning materials or establishment of national qualification of learning materials/textbooks without (or with) obligatory usage for governance in the field.
6. The government has a widespread validation of formal and non-formal/informal learning to secure and value learning instead of only schools as monopolists of learning. In practice in reverse at schools this could also mean that some students may follow subjects on a higher level or lower level, according their abilities and talents.

### **Accountability for teacher qualification**

Teacher qualification in most countries is directed towards special training and/or higher/academic qualification for teacher education.

Due to teacher shortages in many countries regulations exist to start as an outsider in education while training on the job without formal qualification, in rich and poor countries ( like Philippines and Netherlands). A special arrangement is also to require a certain % of academic instead of higher educated qualified teachers at school team level, instead on individual level. Accompanying that with more freedom of qualification of not qualified teachers. Especially in talentdirected or vocational directed secondary schools rules are reduced in that respect of qualifications. For the future of getting

more teacher shortages, still existing teacher image issues, as well as need to realize more flexible arrangements with ICT and flexibility of other people who could be of meaning for learning of children, this could be an interesting way. Another way of matching the shortage is using other bright students for education. Bright students in secondary education in Cuba are offered such arrangements, in Saudi Arabia all graduates of secondary may be teacher assistants, in Mexico non-pedagogical higher undergraduates as secondary teachers.

*Possible criteria for assessing quality of teachers*

1. Yes/no qualification demands for teacher quality
2. Low-high qualification demands for teacher quality, secondary to academic
3. Possibility to proof teacher quality without formal education.
4. Existence and level of induction programme for newly teachers to support their first development after qualification.
5. Possibility for schools to be partner schools of institutes of higher/academic education regarding in-service learning and training.
6. Level of tuning of educational qualification institutes with schools around qualification profile development of teachers.
7. Existence or support of possibilities to make smart usage of other people willing to be of meaning for schools like students.
8. Level of general development, knowledge of different pedagogical approaches and possibility to specialize in certain pedagogical approaches.

**Accountability for teacher developmental space, professional space**

The professional space and support for development has a big overlap for its professional space with the level of support, facilities (not mentioned here), and level of tightness of requirements of input, throughput and output of education. Trends:

- A rising problem is the status of teachers relating to their professional image. This is highly related with other aspects covered by professional space.
- Another one is that of career perspective. In most countries only level of education, years of practice and further qualified training are taken into account and real promotion can be only a leadership function.
- In western countries a gender bias in education has risen. In primary education the teacher corps is for more than 70% female.
- While teachers are of utmost importance as recognized in research, their place in policies regarding lifting quality, other than raising qualification level and training programs, is not very clearly present. A special example in this direction is Jordan. In Jordan Each Directorate is responsible for evaluating performance of schools and teachers. Subject mentors assigned to oversee have a very active role in both evaluating the quality of teachers in practice as well as support for further development and follow up.

*Criteria to assess the level of teacher developmental and professional space*

1. Level of salary compared to other non-commercial sectors
2. Level of salary increase future regarding: quality of work, quality of contribution to the school, years of practice, level of education and further training.
3. Balance between lesson hours and preparing lessons hours and other hours (organizational, developmental, accountability).
4. Amount of pupils in the class, safe and useful housing and facilities, especially related to the availability of public or private funding of education.
5. Stakeholder participation at school level and national level.
6. Space for teachers to choose their own methods and learning texts within the margins of the school.

7. Space for teachers to develop education within their school or between cooperation of schools.

### **Accountability of quality for governance**

Accountability of governance refers to the level of involvement of stakeholders in the specific schools. As well as of stakeholders to choose within certain guidelines to choose from the level above secondary for specific qualification profiles with subsequent curricula. According the abilities, interests and talents of children on the one hand, and demands and future developments of society at the other hand.

- Interesting developments can be followed in different countries regarding the obligatory involvement of parents and/or teachers in the boarding of public schools. Which goes beyond the more usual regulation stakeholder commission rights regarding certain approval rights. Changing the landscape of when something is public/independent. Like in the Republic of Korea (creating of autonomous and participatory school communities); South Africa, Georgia, South Korea and South Africa were school boards are elected by parents and or teachers and learners; Qatar (all public schools being transformed to contract/licensed independent school operators).
- A unique example of governance in structure of authorities around education is Uruguay, because instead of a Ministry of Education or Secretary, educational policy is delegated to a self-responsible authority, with 1/3 of its members representatives of the field.

#### *Criteria to assess quality of governance*

1. Participation of pupils, parents/teachers in school boarding or commissioner advisory/approval rights.
2. Space for schools to choose a specific specialization regarding certain talents or groups of children, in secondary especially regarding comprehensive curricula according the talent field. Without favoring only subjects which can be easily tested (knowledge based: language and mathematics).
3. Stakeholders, parents and teachers can get information regarding the quality of different used education materials, books, testing and assessment materials are transparent according to different views about quality, including the scientific points of views.
4. Stakeholders have access to educational results.

## **AUTONOMY**

### **School distinctiveness protected by law and policy**

The field of distinctiveness is partly addresses via the curricular space in different accountability indicators regarding quality. Trends which can be seen:

- Places were schools with a certain quality level of teachers are allowed to do different. In Malaysia the university are operating a so called laboratory school, which tries out educational innovations of the institution, has its own curriculum and serves as a school mainly for faculty and staff.
- Process of where housing as traditionally was a responsibility of municipality are transmit to school boards.
- Process whereby specific budget rules are decreased for more space for budgeting.
- Governance rules around financial accountability.
- Process and rules to stimulate explicit ownership/diversification of school visions.
- In general a split between the what and how of education, although in practice the testing of quality of the how leads to a reduced space to implement the vision in the how to reach the national mandated what.

*Criteria which can be used to assess school distinctiveness*

1. Curricular freedom to address diversity of people within certain guarantees like the international children's rights towards a broad education. .
2. Budgetary freedom to be able to prioritize in terms of objects of financing, sources and time levels of allowance to spend sources.
3. Clairvoyance of sources of spending. In many cases the regulations are too difficult, which makes it less manageable for principals to anticipate on.
4. Availability of enough public or private funds for housing and good facilities.
5. Absence of too much specificity in targets, rules regarding learning materials, timetables pro subject, obligatory presence of teachers for every learning activity in order to be counted as education hour if national minimum education hours are prescribed.
6. Presence of alternative qualification procedures for the usage of alternative curricula, learning books, testing and addressing material.
7. Absence of level of detail in inspection towards learning standards or without maintenance consequences but only as public review, otherwise it interferes with the principle of giving space to more ways to the same target. Or learning standards as a handy tool, without creating a driving force network to use it to the test.
8. Schools have professional autonomy for quality evaluation of learning development of the child.

**Decisions about admitting pupils according to certain criteria**

Decisions about admitting pupils are in most times clearly bound by antidiscrimination rules. It differs pro country if and in which measure and on what grounds selection may be done on academic grounds for secondary education. in some countries even primary (private) schools may select on academic grounds. Trends:

- Whereas public education was and is in many countries regulated by admission according the area of living. There is a rising number of countries were pupils are allowed to admit for public schools outside their region, like in Ukraine.
- With the possibility of more specialized schools in secondary as well as primary education, admission regarding high skills in the related talent are allowed and practiced.

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*Possible criteria to assess decisions about admission policies*

1. Yes/no regarding religious background of the pupil
2. Level of admission possibility regarding academic level beyond 14 years of age.
3. Yes/no regarding other behavior assets of the pupil

**Decisions about staff according to certain criteria**

In some countries public schools have authority in hiring qualified staff. In still a lot of countries this authority lies at national or regional public level. Sometimes via recommendation of public schools, but also only via central authority via ranking of teachers or via preference of teachers like in Uruguay. As a consequence this can lower the ability of public school principles to work and develop as a team because of the instability of the staff.

In most countries private schools have authority to select qualified teachers on grounds related to their vision-mission like Uruguay.

*Possible criteria to assess decision policy regarding hiring and firing staff*

1. Yes/no hiring towards pedagogical/religious mission endorsement of the school.

2. Yes/no hiring towards objective behavior assets of endorsement of the mission of the school in private life.
3. Yes/no dismissal on ground of quality of work of teachers
4. Yes/no dismissal on ground of endorsement change of teachers

### Teaching of values

Value education is almost in all countries part of the mandatory curriculum. The content, way it has to be achieved differs and space for differentiation and specialization differs. Value education is part of the Declaration of the Rights of the Child, but may be seen in line with the target of critical thinking. Trends:

- In some countries the national religion is central in the curriculum, like in Saudi Arabia, in others where there is a very dominant religion like Mexico it is officially not present in public schools, although in practice it is.
- More countries choose for an integration strategy of value education, although still in many countries value education is directed towards acquiring of knowledge and behavior. In the Phillipines: Teaching of values had been for decades part of the subject in *Good manners and right conduct*, now *Values Education*. In the current curriculum, teaching and development of values as embedded in subject Makabayan, where values are integrated in areas such as social studies, art education etc. Values integration is also encouraged in all other (core) subjects wherever appropriate.

#### *Possible criteria to assess teaching of values*

1. Yes/no orientation on different religions in the state curriculum
2. Yes/no obligation for public to pay special attention (with facilitary support) when more than a certain number of pupils identificate with this religion.
3. Yes/no possibility to pay attention to values and religion within a specific subject directed towards this, or as integrative part of other subjects/projects.
4. Yes/no possibility for private/independent schools to make specific religious/value education part of their school curriculum, with or without possibility of parents to withdrew their pupils under specific requirements.