PROFESSIONAL STANDARDS FOR EDUCATIONAL MANAGERS: ANALISING THE EXPERIENCE OF COUNTRIES WITH DIFFERENT SOCIO-ECONOMIC DEVELOPMENT WITH THE VIEW OF ITS POSSIBLE USE IN UKRAINE

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Abstract. *Professional standards for educational managers establish the compliance of a person with the professional requirements; therefore, it is important to study them in order to develop the content of university training programs for school principals. The aim of the present research is to examine the experience of standardization of educational managers' professional activity in the countries of different socio-economic development and various degrees of participation in the global educational integration processes, as well as to highlight the possible use of best practices to develop and implement the most effective university training programs for educational managers. We conducted the study during 2018 – 2020 according to the methodology of the aspect analysis, having distinguished two aspects: functional and behavioural. We analysed the professional standards within the framework of regional clusters taking as a basis the mutual convergence and interaction of their educational systems, namely regions that are the generators of integration processes; regions that respond positively to integration processes but do not initiate them; regions that are inert to the integration of educational processes. Furthermore, we chose a few countries from each cluster, which adopted the standards at the state level or at the level of individual administrative units within a particular country. The results of the analysis made it possible to identify general and special trends, peculiar to certain groups of countries. The results obtained within the framework of the study made it possible for us to develop the construct of the standard that takes into account the particular features of socio-economic development of Ukraine.*

Introduction

Handling the problem of professional activity standardization is significant for the development of higher vocational education, as professional standards not only determine the guidelines in assessing the performance of the employee, but also establish the compliance of the graduate from an institution of vocational education with the requirements of the profession, reflect the distinctive connection between the educational system and constantly changing labour market.

The content of the requirements for the education manager in each country has its characteristic features and depends on the level of its socio-economic development as well as the impact of educational integration processes in which the particular country is involved. These peculiarities should be reflected in professional standards, and through them realized in the practice of professional training of educational managers.

The research aim: to identify general (typical for most countries), special (peculiar to certain groups of countries) and specific (characteristic of one country) trends in the content development of professional standards for education managers; taking into consideration the results of the study, to provide rationale for the content of the professional standard, which would best meet the expectations of the world community regarding the personality of the educational manager.

The study was conducted according to the methodology of aspect analysis suggested by the Centre of Study for Policies and Practices in Education affiliated with the Organization for Economic Co-operation and Development (OECD, 2013) Two aspects of the standards were analysed and compared: functional (competencies imposed by the job responsibilities of the educational manager) and behavioural (competencies that are manifested in the system of behaviour or activities of the educational manager).

Research methods: contextual, structural and comparative analysis of professional standards, specification and generalization of theoretical provisions in psychological and pedagogical works of domestic and foreign scientists and practitioners, prognostic modelling.

The research was conducted during 2019-2021 in three stages:

- analysis of approaches to the content and structure of professional standards for education managers in different countries;
- justification of general trends, as well as special and specific characteristics of professional standards;

- development of a universal construct of a professional standard for education managers, which takes into account the best characteristics of the analysed standards of different countries of the world.

Literature review

The problem of professional standards for education managers on an international scale is not sufficiently considered by modern scientists. The question of the content and structure of the professional standard of an education manager is presented more fully in science. Professional standards cannot be based only on knowledge of the functions of current labour activity (Mansfield & Schmidt, 2001). The description of labour functions should be carried out taking into account the prospects for further development of the profession on the basis of: best examples of existing practice; modern international requirements and experience; new workplace requirements related to considerable transformations of economic trends; changes of methods, technologies and culture, etc. Within the framework of education managers' professional training, professional standards' development is associated with a change in the headteacher's mission by acquiring a new content (Crum, Sherman, & Myran, 2009; Hallinger & Heck, 2010). Scientists (Davies & Davies, 2006; Robinson, 2007; Johnson, Moller, Pashiardis, Vedoy, & Sawides, 2011; Ylimaki & Jacobson, 2013) have determined the type of leader who is able to adapt quickly to the conditions of the current economic situation and production is developing in modern world. Such a leader has to demonstrate mobility, flexibility in relations with employees, partners and stakeholders, find the best alternatives in complex conditions of an educational institution.

A number of international studies conducted by various institutions (The International Successful School Principal Project success sustained, 2001-2015; Improving School Leadership, 2006-2011; European Dimension in Educational Leadership, 2009) created an international discussion platform on effective school management and endeavoured to revise the professional standards of education managers. Centre of Study for Policies and Practices in Education, Organization for Economic Co-operation and Development conducted during 2013-2014 the Comparative Study 'Learning Standards, Teaching Standards and Standards for School Principals: A Comparative Study' (OECD, 2013). The Centre's experts analysed the standards for school managers in Australia, Chile, Germany, Korea, as well as individual US states and some Canadian provinces. However, this study cannot be considered complete, as it examines the professional standards of individual countries exclusively with a high level of socio-economic development.

Research Methodology

The study was conducted according to the methodology of aspect analysis suggested by the Centre of Study for Policies and Practices in Education affiliated with the Organization for Economic Co-operation and Development (OECD, 2013). Two aspects of the standards were analysed and compared: functional (competencies imposed by the job responsibilities of the educational manager) and behavioural (competencies that are manifested in the system of behaviour or activities of the educational manager).

In order to provide objective conclusions of professional standards for educational managers on an international scale, we have analysed standards of countries with different socio-economic development. Due to the fact that not every country has developed professional standards for educational managers, we chose the countries where such standards were adopted at the state level, or at the level of individual administrative units within a particular country.

Research results

A considerable array of information was obtained while we analysed the professional standards for educational managers in the United States. We studied the US professional standards developed by the Council of Chief State School Officers and the State Consortium on Education Leadership, the Southern Regional Education Board, gained insight into regional standards for school leaders developed at the level of individual states.

ISLLC-Based Model (CCSSO, 2008). developed by the Council of Chief State School Officers and the State Consortium on Education Leadership in 2008, updated in 2015, brought together a wide range of state education agency (SEA) personnel, public officials who headed departments of elementary and secondary education, representing 24 different states.

The aforesaid document (CCSSO, 2008) was recommended as a model for regional professional and educational standards for heads of general secondary educational institutions. It draws special attention to the idea that such standards have to ground on the basic values of the leader, which determine their professional behaviour and reflect high expectations of the community regarding their activities (CCSSO, 2008). The structure of 'Performance Expectations and Indicators for Education Leaders' reflects the principles of activity approach. Each of the domains consists of 5 components: the broad concept of the standard (Performance Expectation); 'Dispositions' that reveal the model of professional behaviour; basic concepts of the domain (Narrative); 'Elements' serving as organizers for performance indicators; description of specific actions required to meet the 'Performance Expectation' and ensure the successful management of an

educational institution (Performance Indicators). The basic requirements to the education manager are as follows: responsibility for the development and implementation of teaching and learning framework, professional culture development, effective organizational decision-making, protection of children, comfort and safety provision for students and the staff; compliance with the legal norms regulating professional relationships, regional and federal legislation on education; promotion of social justice policies.

In 2014, the Southern Regional Educational Board, the advisory body to 16 southern states of the United States, developed the Draft Standards for School Leaders, which highlights general recommendations for regional education departments. The Draft includes 11 domains: 'Vision and Mission', 'Instructional Capacity', 'Instruction', 'Curriculum and Assessment', 'Community of Care for Students', 'Professional Culture for Teachers and Staff', 'Communities of Engagement for Families', 'Operations and Management', 'Ethical Principles and Professional Norms', 'Equity and Cultural Responsiveness', 'Continuous School Improvement' (CCSSO, 2014). The domains do not contain a specific description of competencies, but the Draft provides rationale for the activity of educational leaders in accordance with the domain name. For example, the domain 9 'Ethical Principles and Professional Norms' is grounded on the idea of ethical leadership, which is realized by the process of acquiring by the education manager the skills that constitute the internal 'moral compass' of behaviour.

The analysis of the standards of the states in the Southern Regional Education Board and the State Consortium on Education leadership has demonstrated that the recommendations provided by the ISLLC-Based Models and Draft Standards SREB are considered differently at the state level. The Departments of Education and universities do not follow a common standard, although each state acknowledges it indispensable.

In order to provide an objective study we analysed the standards of 9 states (Alabama State Board of Education, 2010; Florida Department of Education, 2011; School Administrators of Iowa, 2010; Department of Education New Jersey, 2014; State Board of Education, 2015; Ohio Department of Education, 2018; Oregon Department of Education, 2009; Texas Education Agency,1999), which geographically represent almost all parts of the United States. The results of the analysis allowed us to determine the general trends for developing the content of the standards, namely: high requirements for the level of professional knowledge and moral qualities of the education manager; a detailed description of the qualities ensuring a responsible professional conduct (such requirements are grouped within a separate domain, which has a different name in different standards: 'Ethics and Integrity', 'Ethics', 'Moral Leadership', 'Ethical Principles and Professional Norms', 'Professional Culture for Teachers and Staff', etc.).

In order to provide a more comprehensive and objective survey of global

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trends in the standardization of education managers' professional training, we analysed the corresponding standards of the countries that had not been studied by international educational institutions or reflected in world practice. These include, in particular, the countries of the Arab world. They tend to internal integration within the educational space on religious grounds, but working out common approaches to the development of professional standards of educational managers has not become a general trend yet. Therefore, there has been a significant diversity of standards that differ in format and content in the Arab states.

For example, the professional standards for school principals in the United Arab Emirates (Abu Dhabi Education Council, 2009) reflect the state requirements for an education manager according to 5 domains: 'Leading Strategically', 'Leading Teaching and Learning', 'Leading the Organization', 'Leading People', 'Leading the Community'. Of great importance are the requirements for the education manager's moral and leadership qualities, compliance with high standards of conduct, ability to reflexive self-development, effective conflict settlement, collaboration with people within the school community on the principles of respect, equality and tolerance, careful conservation and increase of national heritage and culture within the school.

The Professional Standards for School Leaders of Qatar (Ministry of Education and Higher Education of Qatar, 2014) are more comprehensive and detailed. Requirements for the educational manager are set out in 7 domains: 'Lead and Manage Learning and Teaching in the School Community', 'Develop, Communicate and Report on the Strategic Vision and Aims of the School Community', 'Lead and Manage Change', 'Lead and Develop People and Teams', 'Develop and Manage School–community Relations', 'Develop and Manage Resources', 'Reflect on, Evaluate and Improve Leadership and Management'. An important component of each domain's format is the description of minimum required performance indicators separately for second-ranking (vice-principals) and high-ranking school leaders (principals).

The document (Ministry of Education and Higher Education of Qatar, 2014) states that individual performance of an educational manager contributes to high standards of productivity, interpersonal relationships, personal integrity and ethical conduct, respect for the priorities, values and problems of students' families. The leader's conduct reflects an understanding and respect for individual differences and the use of methodology adapted to meet the specific needs of students, teachers, parents and community members. The education manager should foster professional relationships based on mutual respect, trust and openness in accordance with the labour laws and school employment agreements.

Thus, despite the differences in the structure of professional standards for educational managers in Arab countries, their content is similar, which is

manifested, in particular, in common approaches to understanding the high mission of the leader, strict requirements to their leadership behaviour.

Professional standards of African countries have significant differences. The Commonwealth of Nations, a voluntary intergovernmental association of countries including Great Britain and almost all its former dominions, colonies and protectorates, as well as Mozambique and Rwanda, plays an important role in standardizing the professional training of education managers in African countries. During 2011-2014 the organization developed the Standards Framework for Teachers and School Leaders (Keevy, 2014) aimed at providing recommendations to the countries of South Africa, the Caribbean and island countries on the development of national professional standards for school leadership.

The peculiar approach of the Framework developers is reflected in the strict differentiation of competencies in accordance with the professional level of the leader – 'Initial', 'Proficient', 'Distinguished'. There is a good reason for classifying the standards. The text of the recommendations states that the requirements for an educational manager in South Africa, the Caribbean and South Pacific differ significantly. Each of them reveals its own vision of professional competencies, so the Standards Framework (Keevy, 2014) focuses on the minimum requirements for education managers ('Initial' level) in the event of inability to appoint to a leadership position a person with a higher level of qualification. The level 'Proficient' describes the standards for the professional activity of an education manager who has experience in teaching, but does not have the corresponding Master's degree. The level 'Distinguished' reflects the full commitment to perform the professional functions of an educational manager who had work experience in an educational institution before entering the second level of higher education for at least 6 years and successfully accomplished the Master's program.

The Commonwealth Standards Framework (Keevy, 2014) states that the activities of the educational manager must be ethically sound and exemplary. The standards of professional ethics, values and attributes define the requirements to their professional conduct clarifying them within the domains 'Respect for Learners' Rights and Dignity', 'Role Model to Learners', 'Trea Parents and Guardians with Utmost Respect and Courtesy', 'Respect Contract(s) Duly Entered into with Employer and Other Parties'.

The Standard for Principals in South African (Department of Basic Education, 2015) contains 8 interdependent key areas: 'Leading Teaching and Learning in the School', 'Shaping the Direction and Development of the School', 'Managing Quality and Securing Accountability', 'Developing and Empowering Self and Others', 'Managing the School as an Organization','Working with and for the Community','Managing Human Resources (Staff) in the

School','Managing and Advocating Extra-mural Activities'. The requirements for educational managers' professional conduct are considered within in each domain.

In contrast to Rwanda Professional Standards for School Leadership the similar document of Ethiopia (Ministry of Education Ethiopia, 2010) illustrates the state requirements to an educational manager at 4 levels: 'Beginner Principal', 'Proficient-I Principal', 'Proficient-II Principal', 'Lead Principal'. Each of the 5 domains ('Lead and Facilitate Vision of Learning', 'Develop and Manage School – Community Relations', 'Lead and Manage Learning and Teaching', 'Lead and Develop Individuals and Teams', 'Lead and Manage School Operations and Resources') contains 4 descriptors in accordance with the specified levels.

The analysis of the Standards (Abu Dhabi Education Council, 2009; Rwanda Education Board, 2014; Department of Basic Education, 2015) showed: the general requirements for educational managers are practically the same for all levels. They include: serving the interests of the community, adhering to its cultural values, traditions and respect for each ethnic group, demonstrating the role model of professional conduct and activities, creating an atmosphere of trust and law in the educational institution, fair distribution of resources, building ethical conflict resolution practices.

Conclusions and discussion

The results of the analysis of the professional standards for educational managers in the countries with different socio-economic development and various degrees of involvement into integration educational processes made it possible to identify the following general tendencies:

1. The predominance of the practical approach while formulating the content of the standards, the gradual rejection of their traditional structure, within which the requirements for education managers are realized through the description of their knowledge, skills, abilities; focus on the basic values, credo and commitment of the educational manager, introduction the dispositions showing the models of professional conduct as the components of the standards.

2. Demanding requirements for the professional conduct of the education manager, a detailed description of deontological and ethical aspects of the profession. The lack of unified approaches of the world educational community to the structure and content of the professional standards for education managers makes the trend even more significant, because within the national and regional standards, regardless of the countries' socio-economic and political systems, this factor remains cross-cutting.

3. The domains of the standards for the educational manager comprising ethical requirements practically in all standards developed at the national and

regional levels require educational managers' knowledge of international, state and regional legislation on education and protection of children's rights, describe their moral qualities, the deontological model of the professional conduct, dispositions aimed to reveal the moral and normative relations of all the participants in the educational process (teachers, students, their parents and the community).

In the course of the research the following special trends inherent in certain groups of countries were found out: determining minimum standards to be achieved by the leader (the model of standards in Great Britain, France, Germany); describing a standard as a system of educational manager's actions to ensure the effective functioning of the educational institution (American-Canadian model); defining behavioural domains within the general standard (the model of standards in the United Arab Emirates and Qatar); framing the requirements for the manager of education according to their level of qualification and educational background (the model of standards in South Africa, Rwanda, Ethiopia).

The study enabled to describe the specific trends in the standards of particular countries that show their diverse structure, the total number of domains as well as the content of the standards. They are as follows: structuring the standards as a system of the 'areas of practice' (New Zealand), developing the standards on the principles of the activity approach (USA), describing the professional standards for teachers and school leaders separately (Qatar), emphasizing the behavioural indicators of the educational manager in the standard (African countries).

The results obtained within the framework of the study made it possible for us to develop a construct of the standard that grounds on four principles, namely:

1. Axiological principle (a professional standard should rely on basic values of the leader, which determine his professional conduct and reflect the high expectations of the community for his activity).

2. Activity principle (a standard should contain dispositions that describe the standards of professional behaviour of the education manager).

3. Domain principle (the structure of the standard should consist of separate domains that give insight into various aspects of the professional activity of the education manager).

4. Deontological principle (the content of the standard should reveal the scope of responsibility of the education manager within each of the domains).

The conducted research does not cover all the problems of standardization of professional activities and training of education managers. The scientific inquiries are limited to the specific conditions of the research (describe particular countries) and express the standpoint of the authors. The correlation between the educational and professional standards, which is different in every country,

remains an unresolved issue within the framework of the present study. The following areas would benefit from further research: case studies of applying professional standards while training educational managers at universities of different countries; comparative analysis of the content of the professional and educational standards for education managers in a particular country in order to create a holistic picture of educational trends and use best practices of world educational experience.

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