

# The Positive Implications Of The Decentralization Process On Primary Education Management

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**Abstract**—Democratization has emerged as a need for the good of citizens, to improve the quality of life, the process of accession to communities (democratization of society, creating a democratic, accountable, transparent and accountable government) and to improve and maintain stable interethnic relations in the country. As in other segments, decentralization in education refers to the transfer of responsibilities from national to local level, thus placing primary and secondary education under the jurisdiction of municipalities. The decentralization process is changing the way schools are managed and managed where schools tend to become open learning centers, involving more entities, including parents and students, and local government officials, increasing cooperation with enterprises and NGOs such as and utilizing local resources in order to enrich the experience and raise the level of skills acquired. The research part is aimed at determining the effects of primary education management before and after the decentralization process. The research was conducted on a sample of respondents from primary school teachers, principals, ie deputy principals and professional associates from the pedagogical-psychological service in schools. A research questionnaire technique was used to conduct the research. The poll is anonymous and the questions are clearly worded. The obtained results from the research are processed quantitatively, and certain areas will be interpreted qualitatively.

**Keywords**—component; education; primary; decentralization; effects; management

## I. INTRODUCTION

The legal implementations for territorial division increase the responsibilities and competencies of the local self-government units, ie the municipalities. Competencies primarily relate to public services, urban and rural planning, environmental protection, local and economic development, local finance, social

and health care, culture and, of course, education.

In all segments, responsibilities are transferred from national to local level, in order to bridge the gap between central and local government, but also reduce the vacuum between the citizen and the state, and overcome the threat to the local environment, inefficient and ineffective satisfaction of the interests and needs of the citizens. Namely, each municipality is better able to adapt and monitor the characteristics of local development as well as local problems and priorities on the one hand, but also to ensure the presence and participation of local people in local government decisions in political processes on the other hand.

As in other segments, decentralization in education refers to the transfer of responsibilities from national to local level, thus placing primary and secondary education under the jurisdiction of municipalities. Thus, each municipality takes over the ownership of the school property, the obligations for its maintenance and the payment of salaries to the employees from the education sector. Among other things, with the decentralization process, each municipality manages the financial resources intended for education. The decentralization process is changing the way schools are managed and managed where schools tend to become open learning centers, involving more entities including parents and students, increasing cooperation with enterprises and non-governmental organizations as well as the use of local resources with in order to enrich the experience and raise the level of acquired skills.

Decentralization in education redistributes responsibilities for key issues in education at all three levels: national, local and school. Responsibilities have increased at the local and school level, as opposed to previously concentrated competencies at the central level. The responsibilities of the entities at the state level are responsible for external quality control in the educational institutions, while the local entities are in charge of providing conditions for higher quality, in accordance with the national standards for quality of education.

The manager of a modern school has an important role as a leader of change, ie careful data management, careful analysis and making appropriate decisions. The manager of the school, in addition to managing and organizing the educational work, makes decisions, represents the school before third parties, and is responsible for the legality of its work. Hence, I believe that the managerial skills of the leaders at the municipal and school level are essential

for ensuring a high quality educational process and education according to modern trends.

## II. DECENTRALIZATION

Decentralization as a first step towards democratization in a society, above all is a need for the citizens. They should be actively involved in making decisions that affect their daily lives and decide on their own local needs and priorities, with the ultimate goal of providing better and better services close to where they live.

### THE ROLE OF MANAGEMENT IN EDUCATION

The most important educational institution is the school. The school as a whole is a specific organizational system that aims and task to implement such activities that will lead to high results and achievements of students. The level of these results is certainly determined by the environment in which the school operates, ie. from the values and expectations of the social environment.

A very successful attempt at a complex approach to school setting as an organizational system was made by Ubben and Huges.

According to this approach, the school is basically characterized by three components:

- 1) The external structure of the school
- 2) The behavior of the school principal
- 3) The internal structure of the school

The external structure of the school consists of:

- Institutional framework of the school;
- Beliefs, values and expectations of the social community;
- Beliefs, values and expectations of the school principal.

The behavior of the school principal includes a series of specific behaviors, distinguishing five types of power of the leader / administrator: professional, cadre, educational, symbolic and cultural.

The internal structure of the school consists of three elements:

- The organization and realization of teaching;
- School climate;
- School culture.

Regarding the organization and realization of teaching, this part of the school structure includes:

- organization and implementation of curricula (curriculum);
- staffing, organizing, coordinating and communicating staff;
- division and grouping of students by class

and groups;

- distribution of classes by subject executors and class leaders;
- preparing a schedule for students and teachers;
- selection, application and strategy for development of appropriate and modern educational technology;
- selection of books, magazines and other types of professional and pedagogical literature for the school library;
- work program of the teacher council, professional assets and other professional bodies and bodies;
- program for working with students' parents;

More recently, the role of management, and thus of management in education, comes down to regulating the relationship between the one who manages and what is managed in terms of achieving the set goals. Therefore, the basic functions of management are the embodiment of the necessary forms, actions and processes that exist in a given organization in order to achieve the desired and predetermined result.

Practically, for the management of educational institutions it is necessary to have knowledge of theories of motivation, of course intertwined and assisted with the ability to cope in certain different situations and to encourage their employees because it depends on the success or failure of each educational institution, the people themselves as the most important resource in it. Of course, material resources also have their meaning and importance, but more important than anything else are certainly the people who practically provide and manage those material resources. Management in education is a special process of planning, motivating and controlling the accomplishment of the mission of the educational institution with the help of man and other resources.

We need to know that every organization, including the educational one, cannot move on its own. A series of components and realization of many functions and actions are needed to help in the realization of the tasks of that organization. But the essential and most essential functions of the organization are precisely the management.

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## STAKEHOLDER ENGAGEMENT ANALYSIS

With the decentralization process, the municipalities take on new competencies and responsibilities and especially emphasize the cooperation between the municipality and the principal, but also the school boards, teachers and parents. In this way, the needs of more stakeholders in the educational process are heard. The municipality must listen to the needs, solve the problems and get involved in the discussion of issues related to education for all groups involved in the educational process.

1. School principals - who as managers play a key role in organizing and planning educational activities. The main expectation of the principals is that the municipality will provide them with sufficient funds to improve the conditions for their schools and that the municipality will respect their professional autonomy and the right to manage the pedagogical process. The municipality must allocate the already insufficient funds in such a way as to strengthen the autonomy of the schools, and at the same time to minimize the potential conflicts between the schools.

2. Teachers - the largest group in the school staff. The main expectations of teachers after the decentralization process are that the municipality will improve their working conditions in schools, as well as the regular payment of salaries and job guarantees, especially in the regional schools where due to demographic changes the number of students is reduced. What teachers also expect from the municipality is the introduction of new professional guidelines, especially in terms of the impact of such changes on their employment.

3. Parents of students are the largest group who are directly involved in local education and have very specific needs and expectations. Their expectations are aimed at making the school a pleasant and safe place for their children, they expect success in learning, they expect the teachers to meet them both in acquiring new knowledge and skills, as well as educational activities for the children.

4. School boards - composed of teachers, parents and representatives of local authorities. The school board should focus on the interests as well as on solving the problems of the school, cooperating with the municipality.

5. Students are the stakeholder and the central emphasis is given to their needs in order to acquire knowledge and skills in teaching and extracurricular activities.

6. Local business community - represented by owners and managers of enterprises that have a direct interest in the staff coming from high schools. It also emphasizes another aspect of cooperation with the business community, where the business

community is expected to provide equipment support and improve school conditions.

7. Non-governmental organizations - which through presentations and workshops encourage students to volunteer and support the goals that the organization strives for, and in return offer additional educational activities in the school. The field of activities of non-governmental organizations includes democratic processes and values, human rights, civil rights, multicultural traditions, ecology, animal protection, etc.

## THE ROLE AND OBLIGATIONS OF THE MAIN ENTITIES IN THE DECENTRALIZATION PROCESS IN THE PRIMARY EDUCATION

The main entities in the education sector are at three levels, namely: entities at the macro - state level, entities at the secondary - municipal level and entities at the micro - school level. Entities at the macro level are: the Ministry of Education and Science, the Bureau for Development of Education and the State Education Inspectorate. As part of the responsibilities of the Ministry of Education and Science, we will mention:

- Adoption of pedagogical standards and norms (proposed by the Bureau for Development of Education);
- Adoption of plans and programs for public schools prepared by the Bureau for Development of Education;
- Selection of a public school that will serve for the implementation of pilot projects aimed at introducing new pedagogical forms and contents in the curriculum;
- Approval of concepts for textbooks (prepared by the Bureau for Development of Education in accordance with the plans and programs for appropriate subjects);
- Establishment of a commission for expert evaluation of the proposals for textbooks for appropriate subjects;
- Adoption of a program for taking the final national exam in high schools, matura or international matura in secondary education (at the proposal of the Bureau for Development of Education);
- Adoption of regulations for the pedagogical forms, procedures and conditions for professional and pedagogical training;
- Nostrification or confirmation of the equivalent of certificates obtained abroad;
- Establishment of an expert commission composed of representatives for the professional bodies of the Ministry and the universities and compiling an exam for school principal;
- Monitoring the legal compliance of the

implementation of the programs for the primary and secondary schools.

The Bureau for Development of Education functions within the Ministry of Education and Science and has the following responsibilities:

- Development of curricula;
- Building and maintaining knowledge standards and norms and standards for an effective school;
- Determining the concepts for textbooks and the methodology for their evaluation;
- Participation in the assessment of the adequacy of the textbooks and teaching aids with the goals and the curriculum;
- Preparation of the program for professional development of teachers;
- Building programs for extracurricular and educational activities of young people in schools and school dormitories;
- Strengthening the pedagogical-psychological service in schools by clearly demarcating the competencies of the staff and focusing them on the development sphere;
- Providing professional assistance to schools in ensuring quality in line with national quality standards;
- Supporting projects that aim to improve the quality of education and are in line with state priorities;
- Establishment of a system for rehabilitation of the teaching staff;
- Cooperation with the non-governmental sector;
- Research-development component of education.

The State Education Inspectorate is a body of state administration that functions under the Ministry of Education and Science. As part of the responsibilities of the State Education Inspectorate, we will mention:

- Supervising the work of teachers;
- Professional and pedagogical upgrade;
- Use of textbooks;
- School management and administration;
- Implementation of the curriculum and extracurricular activities;
- Determining the criteria and analyzing the results of the entrance exam;
- Control of keeping pedagogical records.

The State Education Inspectorate also monitors the implementation of regulations and laws in the field of education. There are also authorized municipal education inspectors in the municipalities who have the task to supervise the legitimacy of the activities in the field of education for the competent municipality.

Entities at the middle, ie municipal level are the mayor and the municipal council. The Mayor:

- has a decisive role in the appointment, ie dismissal of school principals, upon a previous proposal of the school board;
- three months before the expiration of the term of the director, makes a decision for election of a new director;
- Appoints a new deputy principal no later than 15 days after receiving the proposal from the School Board;
- Appoints a trustee in case the director resigns or is dismissed;
- Authorizes a person for the duty of inspector of education.

The municipal council also has its role and responsibilities in education, such as:

- Establishing a school;
- Abolition of school;
- Deciding on a location for a certain school;
- Appointment of members in the schools (in primary two and in secondary three members), as representatives of the municipality;
- Providing access to primary and secondary education.

Micron level entities are the school board, the school principal and the professional school authorities. The school board is composed of teachers, parents and local government representatives, so as such they do not represent a specific group of interests. In small primary schools, the total number of board members is seven, in large primary schools it is nine members.

The responsibilities of the school boards in the primary schools are:

- Adoption of the statute of the school;
- Proposing an annual work program;
- Submitting reports on school achievement;
- Proposing an annual financial plan to the municipality;
- Proposing annual financial accounts of the municipality;
- Announcing a public announcement for election of a school principal;
- Interviewing the candidates applied for a previously announced competition for school principal;
- Nominating a candidate for school principal to the municipality.

It is important to emphasize the need for good cooperation between the municipality and the school board, in order to ensure that common interests and common views prevail.

School directors are a group of stakeholders that the municipality must work with from the beginning. Every director has a role and responsibility:

- To organize and manage educational activities;
- To provide educational materials for the school;
- Legal compliance and financial operations;
- Proposes an annual work program and its implementation;
- Implementation of school board decisions;
- Selection, as well as making decisions for the beginning, ie termination of the employment of teachers, professional associates and technical staff;
- Making decisions on the engagement of teachers, professional associates and administrative-technical staff;
- Submits an annual report on the implementation of the planned program to the Ministry of Education and Science and the municipality;
- Submits reports on the achieved results of the school to the Bureau for Development of Education.

Professional school bodies have a role to play in decision-making at the school level. Professional school bodies are the teachers' council, the class council (council of subject teachers) and the heads of the classes, professional assets (teachers who teach the same subject). The obligation of the professional school bodies is to organize and conduct a quality educational activity and to achieve the goals of the annual program and the extracurricular activities provided by the program.

### III. MATERIALS AND METHODS

Given the complexity of the decentralization process, several issues arise that could be explored from several aspects. Regarding education as one of the segments that was covered by the decentralization process, I believe that it is extremely important to determine the effects of education management.

The research was conducted on a sample of respondents from primary school teachers, principals or deputy principals and professional associates from the pedagogical-psychological service in schools. The total number is 69 respondents.

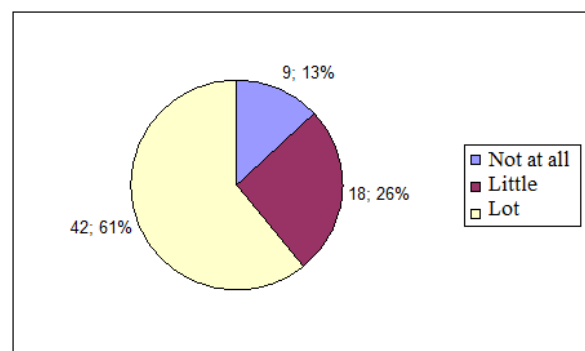
Respondents	Total
Teachers-central	40
Teachers-regional	15
Director / Deputy	4
Pedagogical-psychological service	10
<b>Total</b>	<b>69</b>

The obtained research results will be processed quantitatively in order to give an objective picture of the opinion of primary school teachers. The research technique questionnaire was used to conduct the research. The poll is anonymous and the questions are clearly worded.

The data processing will use scientific methods that are most often used in research in the social sciences. In that sense, in addition to theoretical research, analytical, inductive-deductive, comparative, quantitative and logical methods will be used.

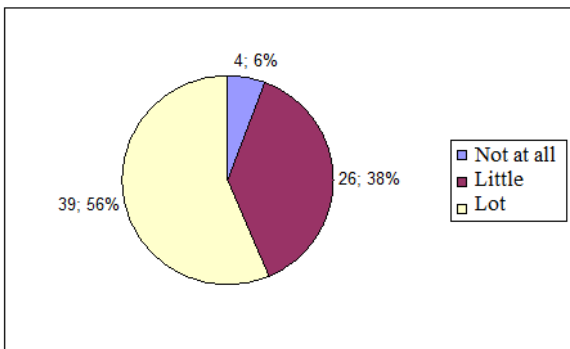
	Gender		Age				
	male	female	to 30	31-40	41-50	51-60	up 60
<b>Teachers-central</b>	4	36	8	11	15	4	2
<b>Teachers-regional</b>	2	13	4	5	4	1	1
<b>Director / Deputy</b>	2	2	/	/	2	2	/
<b>Pedagogical-psychological service</b>	1	9	/	4	3	2	1

To the question "How much do you think the working conditions in your school have improved after the decentralization process", 9 respondents (13%) answered no at all, 18 (26%) answered with little and 42, ie 61% of the respondents answered with a lot. Out of a total of 40 teachers employed in schools in the downtown area that were included in the survey, 4 answered with no at all, 8 with little and 28 with much. Of the teachers working in district schools outside the downtown area, 2 answered with no at all, 7 with little, 6 with a lot. One of the directors answered with little, one with no at all and 2 directors answered with a lot. From the respondents from the pedagogical-psychological service, 2 answered with no at all, 2 with a little and 6 with a lot.



	Not at all	Little	Lot	Total
Teachers central -	4	8	28	40
Teachers regional -	2	7	6	15
Director / Deputy	1	1	2	4
Pedagogical-psychological service	2	2	6	10
<b>Total</b>	<b>9</b>	<b>18</b>	<b>42</b>	<b>69</b>

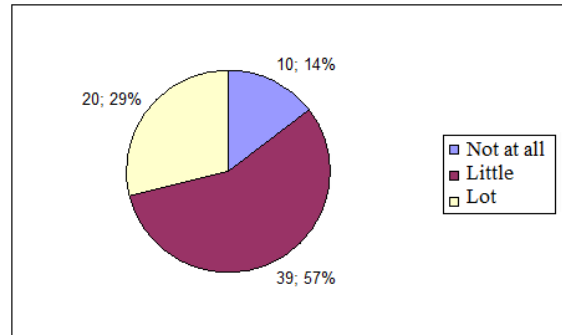
To the question "Do you think that the teaching staff has a greater influence in making important decisions for the school after the decentralization process", 4 respondents (6%) answered no at all, 26 (38%) answered with little and 39, ie 56% of respondents answered with many. Out of a total of 40 teachers employed in schools in the downtown area that were included in the survey, 3 answered with no at all, 14 with little and 23 with a lot. Of the teachers working in district schools outside the downtown area, 1 answered no at all, 4 answered little and 10 answered much. The directors answered in the affirmative, ie that their influence on decision-making is great. From the respondents from the pedagogical-psychological service, 8 answered with a little and 2 with a lot.



	Not at all	Little	Lot	Total
Teachers central -	1	20	19	40
Teachers regional -	2	10	3	15
Director / Deputy	/	1	3	4
Pedagogical-psychological service	1	6	3	10
<b>Total</b>	<b>4</b>	<b>37</b>	<b>28</b>	<b>69</b>

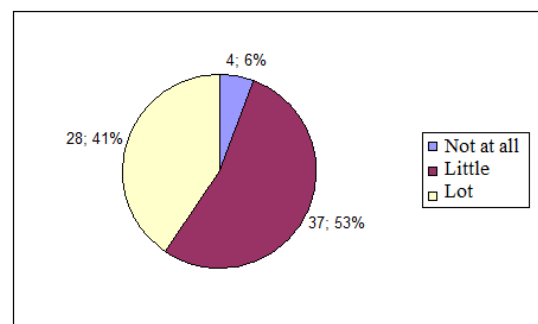
To the question "Do you think that the teaching staff has a greater influence in creating a vision for the school after the decentralization process", 10 respondents (14%) answered no at all, 39 (57%) answered with little and 20, ie 29% of the respondents answered with many. Out of a total of 40

teachers employed in schools in the downtown area that were included in the survey, 6 answered with no at all, 18 with little and 16 with much. Of the teachers working in district schools outside the downtown area, 3 answered no at all, 11 answered little and 1 answered a lot. Of the principals, 3 responded with little and 1 with much. From the respondents from the pedagogical-psychological service, 1 answered with no at all, 7 with a little and 2 with a lot.



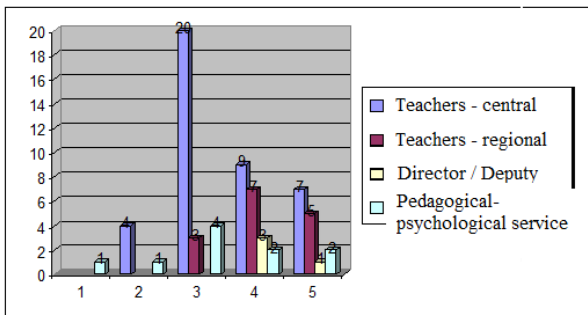
	Not at all	Little	Lot	Total
Teachers central -	6	18	16	40
Teachers regional -	3	11	1	15
Director / Deputy	/	3	1	4
Pedagogical-psychological service	1	7	2	10
<b>Total</b>	<b>10</b>	<b>39</b>	<b>20</b>	<b>69</b>

To the question "How much do you think your school establishes a successful relationship with the local community after the decentralization process", 4 respondents (6%) answered no at all, 37 (53%) answered a little and 28, ie 41% of the respondents answered a lot. Out of a total of 40 teachers employed in schools in the downtown area that were included in the survey, 1 answered with no at all, 20 with little and 19 with much. Of the teachers working in district schools outside the downtown area, 2 answered no at all, 10 answered little and 3 answered very much. Of the directors, 1 answered with a little and 3 with a lot. From the respondents from the pedagogical-psychological service, 1 answered with no at all, 6 with a little and 3 with a lot.



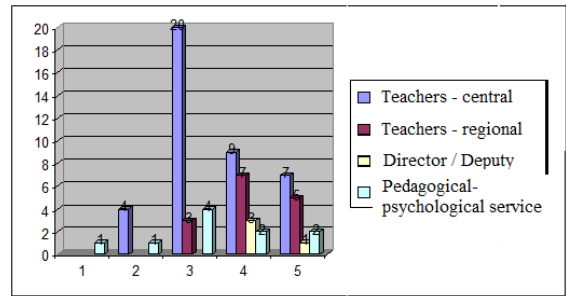
	Not at all	Little	Lot	Total
Teachers central	6	18	16	40
Teachers regional	3	11	1	15
Director / Deputy	/	3	1	4
Pedagogical-psychological service	1	7	2	10
<b>Total</b>	<b>10</b>	<b>39</b>	<b>20</b>	<b>69</b>

To the question "How do you assess the effectiveness of education after the decentralization process", 1 respondent gave a grade of 1, 5 respondents gave a grade of 2, 27 respondents gave a grade of 3, 21 respondents gave a grade of 4 and 15 respondents gave a grade of 5. The analysis shows that the results are higher than the previous question and higher values prevail, which means that the arithmetic mean is shifted to the right.



	1	2	3	4	5	Total
Teachers central	/	4	20	9	7	40
Teachers regional	/	/	3	7	5	15
Director Deputy	/	/	/	3	1	4
Pedagogical-psychological service	1	1	4	2	2	10
<b>Total</b>	<b>1</b>	<b>5</b>	<b>27</b>	<b>21</b>	<b>15</b>	<b>69</b>

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	1	2	3	4	5	Total
Teachers central	/	6	16	10	8	40
Teachers regional	/	/	7	6	2	15
Director Deputy	/	/	/	2	2	4
Pedagogical-psychological service	/	/	1	7	2	10
<b>Total</b>	<b>/</b>	<b>6</b>	<b>24</b>	<b>25</b>	<b>14</b>	<b>69</b>

### III CONCLUSION

Decentralization as a first step towards democratization in a society, above all is a need for the citizens. They should be actively involved in making decisions that affect their daily lives and decide on their own local needs and priorities, with the ultimate goal of providing better and better services closer to where they live.

In general, democratization is needed for the good of the citizens, to improve the quality of life, to democratize society, to create a democratic, accountable, transparent and accountable government, and to improve and maintain stable interethnic relations in the country.

Decentralization has brought new competencies to municipalities in the field of education as well. Their basic regulation is done by the Law on Local Self-Government, as "establishment, financing and administration of primary and secondary schools in cooperation with the central government, in accordance with the law, organizing transportation and food for students and their accommodation in dormitories."

The situation in education before the decentralization process speaks of the following problems:

- Centralized education with minimal competencies of the local self-government, the teaching staff and the parents, ie the community, so undoubtedly it is a space for politicization in the area;
- Extremely centralized, and thus politicized education;

- Overlapping competencies;
- Inadequate school network;
- Insufficient coverage of students with separate ethnicities in primary and secondary education;
- Lack of a national program for development of education;
- Dominance of factography;
- Minimal informatization
- Depreciated facilities;
- Chronic lack of information;
- Demotivated and instead inappropriate teaching staff;
- Unsatisfactory management capacities in the administration and educational institutions;

The expectations from decentralization are aimed at increasing the competencies from national to municipal and school level through:

- Reorganization of the educational administration and management through appropriate newly adopted laws on local self-government and financing of local self-government;
- Better education replacement and management strategy;
- Developing a more efficient system for financial planning, allocations and financial management;
- Improving the management at the middle and micro level, as well as the professionalism and effectiveness of the employees in the schools and the local self-government;
- Precise definition and restructuring of the responsibilities of the entities at all three levels;
- Building a system of school self-government and providing training for managerial positions in schools;
- Increasing capital investments in education.

From the results of my research, as well as from the opinions of experts in monitoring reports, we can generalize answers to the set goals: The decentralization process affects a more active and transparent management of schools involving a larger number of entities, thus enabling more efficient control of the work of the schools. Schools are gradually becoming open learning centers, and management teams should provide conditions for quality teaching through modern methods and active participation of

students in mastering the curricula. The curricula need to be enriched, and the teachers need to be permanently improved.

The management team should provide a good link with the local government and establish relations with business community entities, parents, NGOs, all in order to provide students with instruction that leads to the acquisition of lasting knowledge.

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