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“INNOVATION: DRIVING FORCES AND GOALS: INNOVATION VERSUS CHANGE”

INSPECTION IN BULGARIA – INNOVATION IN THE BULGARIAN EDUCATIONAL SYSTEM

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“All EU citizens have the right of access to quality and inclusive education, training and lifelong learning in order to maintain and acquire the skills that guarantee them full social participation and successful transitions on the labour market. The European Union can do a lot to support the mobilisation of the full educational potential as the drive for creating new jobs, economic growth and social justice.” Krasimir Valchev, Minister of Education and Science of Republic of Bulgaria and Chairman of the Council of Ministers of Education, May 2018.

The final documents explicitly stress the **important role of quality assurance at education system level.**

I. ACTUAL STATE OF AFFAIRS

1. Modern trends in the education environment

Pursuant to the Preschool and School Education Act (PSEA), “educational environment” is the set of conditions, factors and elements assuring the effectiveness of the educational process and the active interaction of all stakeholders in order to achieve sustainability in the functioning of the preschool and school education system. **The education systems in the 21st century are in a stage of change caused by the clearly observed contradiction between the outpacing development of social systems and the deficits of the educational ones.** This results in rapid development of the pedagogical science based on the modern human sciences.

The educational leaders turn to new approaches, based on the ideas of free development of the personality and its pedagogical maintenance, such as the Montessori and Waldorf pedagogics, democratic learning, STEM education, entrepreneurial education, suggestopedia. Intensification of the requirement for personal responsibility is observed in educational systems which affects the relations between the individual and the educational institution – the school or the kindergarten. Redirecting the educational system control processes towards consulting in order to support the improvement of results is also observed.

2. Strategic changes in the sectoral policy

For the past few years the modern Bulgarian society has witnessed the creation and development of wide social coalition focused on changing the social attitudes towards the school and the teachers and in support of the educational changes. The expectations of the Bulgarian society are towards:

- + change in the philosophy, the organization and the methodology of the educational process;
- + wide civil participation of parents and students in managing, fostering and developing the school community at absolute publicity in terms of its state and changes;
- + harmonization of the educational system with the European terms;
- + **improving the quality of education.**

Understanding the educational system in order to improve the quality of education includes:

1. Mastering key knowledge, skills and competencies by introducing adequate modern state educational standards
2. Perfecting the mechanisms for (self)management of the quality of school education results
3. Creating a comprehensive autonomous system for quality assessment assuring its adequacy in time; monitoring the individual achievements of the students
4. Providing the necessary resources and facilities including by improving the control and management system

By adopting the PSEA and the State Educational Standards within the preschool and school educational system (2015-2018) there are two areas of main changes related to the quality development and improvement which are expected to be elaborated and applied:

- Creating institutional autonomy and organizational frameworks: mandatory development of schools based on self-assessment allowing the schools to improve the main results of their activity;
- Creating an independent external quality assessment system coherent with the bigger autonomy and responsibilities of schools and in accordance with the European Union directions for quality assurance.

II. STRATEGIES AND PRIORITIES FOR INCREASING THE QUALITY OF EDUCATION

1. Quality of education

There is a significant necessity to clearly define the term “quality” of education at international level. Throughout the years have been adopted several different definitions of quality which have gone through development and upgrading with time.

Here are some examples of definitions given throughout the years by different educational experts and institutions

The quality of education is a measurable term which characterizes both the system and the processes in it and in particular:

- *the ability of the system to react to the changing realities in the world and to satisfy the social and individual education needs changing with them;*
- *optimization process of the system in terms of its essential aspects - management, educational environment and services, teaching practices and qualification forms, monitoring*

The adequate definition of quality of education should include:

- *the results of the students,*
- *the essence of the educational experience helping achieve those results - the educational environment.*

The quality is associated to the relationship between the satisfaction of the student and the one of the teacher in terms of learning.

For the purposes of NIE we shall define **quality** as the **Set of features of the educational process leading to realization of the goals and policies related to:**

- ✚ **the level of knowledge, skills and competencies of students;**
- ✚ **the degree of development of personal qualities and social competences;**
- ✚ **the satisfaction of the needs of the society, parents and students.**

2. Quality management

Quality standard = ORDINANCE No. 15 of 08.12.2016 on the inspection of kindergartens and schools

According to PSEA the quality management is a constant process of organized development based on analysing, planning, executing the activities, assessing and introducing improvements into the work of kindergartens and schools.

The scientific managerial approach has proven that the application of quality management models helps realize the organizational processes and allow the managers to implement in practice the systematic managerial approach. Moreover the focus of modelling is concentrated on the role of the human factor. **This circumstance places in front of the educational system managerial staff the requirement to develop and apply suitable organizational behaviour systems considering to full extent the national psychology, dispositions, customs and aspirations of people.**

2.1. Quality assessment systems

European countries apply different systems for quality assessment generally divided into three types:

1. Quality management according to a defined model: Example. EFQM (Excellence) is an internationally recognised model of the European Foundation on Quality Management (www.efqm.org) encouraged by the European Commission. Introduced in the schools of different European countries. Excellence is a model which gives the opportunity to easily see the good results of students by determining 9 quality criteria in the field of school education and forms the foundation for review of the ongoing processes of school development.
2. Quality management governed by special Standards, Acts and other regulations: Example. in Germany:Verordnung zur Qualitätsentwicklung und Qualitätssicherung in den Selbstständigen Schulen, Australia: AS/NZS ISO 9001:2008 Quality Management Systems
3. In most European countries the school activity is being assessed by professional structures (inspectors): Example. In the UK the external inspections and the internal assessment play significant role for the quality of education. By the Education and Inspection Act of 2006 was created the sole inspectorate in England, the “Office for Standards in Education, Children's Services and Skills (OFSTED)”, assuming the functions of the inspectorates operating to date

2.2. Models of assessing the education process

1. Classroom Assessment Scoring System (CLASS)
2. Framework for Teaching (FfT)
3. International Comparative Analysis of Learning and Teaching (ICALT)
4. International System for Teacher Observation and Feedback (ISTOF)
5. Mathematical Quality of Instruction (MQI)
6. Teaching and Learning International Survey (TALIS)

Main observations

- Each model has its own criteria referring to the quality of teaching
- All models produce qualitative data which provides feedback for the teachers and their quality of teaching
- The focus is on the classroom management, the instructions of teachers and the behaviour and attitude of students
- None of the models measures the learning as it cannot be monitored
- Consent on that the observation of teaching of lessons is one of the measures
- Experts agree that their models are not 100% reliable
- Consent on that models detect the general aspects of the quality of teaching but the factors associated with the specifics of subjects are also important.
- The models are developed for certain cultural specifics and may not work in another education system
- Consent on that the observation should be focused at school level and not on individual teachers

Qualimetry allows us to give “quantitative assessments of quality features” which helps measure and establish the quality of education.

III. POSITIVE MOTIVATION

1. Motivational theories:

- + Content-based
- + Process-based

1.1. Motivational theories for the content put the question: what instigates, encourages or starts a given behaviour? The answer of this question is associated to needs. In relation to this the following motivational theories can be indicated:

- + The theory of A. Maslow of the hierarchy of needs. According to this theory people in a given organization are motivated to act in order to satisfy certain inner needs
- + The theory of Frederick Herzberg on the two factors. According to Herzberg there are two different factors affecting the behaviour of individuals. He divides these factors into two groups - external and internal
- + ERG theory of Clayton Alderfer—E.R.G. – theory of motivation—C. Alderfer defines 3 groups of needs: Existence needs; Relatedness needs; Growth needs.
- + The theory of achievements of David McClelland—he places the focus on the relationship between the need of relations and the economic effectiveness

1.2. Process-based motivational theories

The content-based motivational theories are accepted as a factor affecting the motivation of consumers. However these theories do not clarify why people choose given behaviour in order to satisfy their specific needs. The answer of that question is given by the **process-based motivational theories**.

The main theories of that type are:

- + The theory of expectancy of **Victor Vroom**—developed by Victor Vroom, L. Porter, E. Lawler and others, developed for a long period of time, based on the understanding that human motivation is affected by the results expected from their actions. It is also based on the understanding that human motivation is affected by the results expected from their actions
- + The theory of justice of **John Adams**—the employees in the organization compare their efforts and remunerations with the ones of other people or a group of people. Justice is present when the given employee has established that the ratio of their efforts to their remuneration is equivalent to the ones of others working in similar conditions. If there is a discrepancy, this causes certain injustice which will lead to tension in the individual thus resulting in behaviour aiming at restoring the justice.
- + The goal-setting theory of **Edwin Locke** is introduced by his published work “Toward a theory of task motivation and incentives”. He considers the individual conscious goals and intentions as the first determinants of behaviour. The theory highlights the importance of conscious goals for explaining the motivated behaviour. Objectivity requires saying that

before Locke a number of statements on the management with the help of goals have been expressed in the works of **Peter Drucker** and **Douglas McGregor**. In general the model describing the process of goal-setting consists in the following steps:

- awareness of the environment in terms of emotional state
- setting the goals which define the direction and intensity of actions
- performing the actions
- satisfaction from the results

✚ The theory of intensification of Burrus Frederick Skinner—it is based on the understanding that the manager trains their employees for a certain type of behaviour. The theory gives great importance on the feedback from the manager towards the employee as well as on the choice of influence techniques. They are used to support certain behaviour of the employee or to show them that their behaviour is inappropriate.

IV. INSPECTION

The solid educational basis in primary and secondary education can affect greatly the human ability for progress in life. The current international comparative studies of preschool and school education clearly demonstrate that the quality of education requires educational freedom based on clear standards but also with regular accountability for the achieved results. The policy of the Ministry of Education and Science on “Comprehensive, accessible and quality preschool and school education”, the budget programme “Providing quality in the system of preschool and school education” is a challenge for the new administration at the Council of Ministers constituted pursuant to art. 274, par. 1 of the Preschool and School Education Act (PSEA)—**the National Inspectorate of Education** (Decree No.36 of 13 March 2018 of the Council of Ministers) which has the **task to coordinate and steer the social efforts for a better quality of education in order to provide successful realization of staff prepared for the labour market and to secure economic growth.**

1. Inspection provides the opportunity for performing periodic assessment of the quality of education in a given kindergarten or school in order to encourage the development of the institution. The assessment determines the positive aspects of the activity established during the inspection as well as the ones that need improvement.
2. An opportunity is given to validate the good practices and to support the educational institution for measures in terms of the determined guidelines for improvement, the partnerships are encouraged and the effective management is stimulated.
3. **The guidelines for improvement should be reviewed as challenges forming the proactive position of all participants in the educational process.**

The inspection serves as a tool to make better managerial decisions to improve the quality of the provided education and its bond to the self-assessment process as elements of the management of the quality of education.

The inspection aims to provide independent, objective and well-intended assessment, with clear and measurable criteria while considering the specifics of the inspected kindergarten or school.

Mission: Inspection—a tool for positive motivation at increasing the quality of education

Vision: Validation of the NIE as an innovative, motivating, creative, positive state administration providing support, development and sustainability of the processes for assuring the quality of the provided education for successful realization of children and students.

1. Governing principles

- + lawfulness
- + loyalty
- + protection of the rights and lawful interests of citizens
- + stability
- + political neutrality
- + hierarchic subordination
- + impartiality and integrity
- + responsibility of participants towards the results
- + consistency and continuity of achievements from previous periods
- + practical orientation—considering the real social and individual needs of quality in the preschool and school education system
- + autonomy of institutions; independence in selecting the system for assuring high quality
- + methodical justification and soundness/goal orientation - applying criteria, indicators, analytical methods, assessment, feedback etc. that are effective and proper of the nature of preschool and school education.
- + openness and clarity of the inspection system—providing real access to the necessary information and possibilities for the relevant changes and perfections
- + informed access to the quality assessment system—providing preliminary and follow-up competent information regarding the main characteristics of inspection and the need to use it.

2. Priority directions in the work of NIE for the period 2018-2023

1. Developing common understanding for the quality of education process of all the participants in the preschool and school education

2. Building the capacity of NIE as the guarantor for objective and quality assessment of the performance of everyone working in the preschool and school education system.

3. Providing differentiated feedback for publicity and informing the students, parents, schools and kindergartens and stakeholders on the quality of the education process in each institution

4. Expert analysis and assessment of the quality of the provided education in kindergartens and schools in order to create educational policies

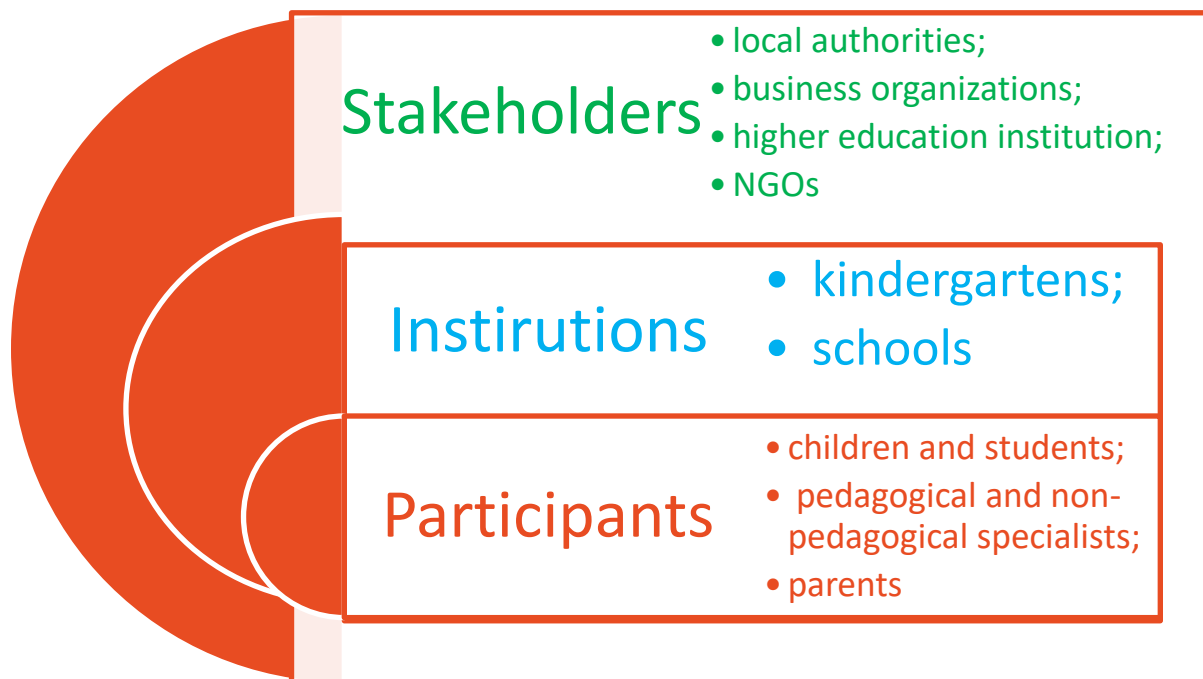
3. The quality assessment areas (inspection) of kindergartens and schools for which are developed criteria, indicators and assessment scales are: education process including both institutional environment and management and leadership,

The **education process** area includes: training, upbringing and socialization; assessing the results of training, the individual progress of every child and student and the provided support for personal development; the interaction and cooperation in training.

The **management and leadership** area includes: effective leadership, quality management, human resources management including attestation of pedagogical specialists, management of the financial, information and technological resources, management of partnerships for developing the kindergarten or school and for improving the results of the education process.

The environment factors include: suitable physical environment, developing organizational culture of the kindergarten/school, developing social environment aiming at support and effective interaction among all the participants in the education process and with all stakeholders, satisfaction of the participants in the education process.

4. Consumers towards who are directed the products/services provided by NIE:



5. Goals:

The strategic goal of the National Inspectorate of Education is: Achieving sustainability of the processes of assuring the quality of provided education for successful realization of students and children

GOAL 1. Preparing the NIE to perform the activities of inspecting schools and kindergartens

GOAL 2. Preparing the preschool and school education system for quality assessment of the provided education

GOAL 3. Performing regular inspections of schools and kindergartens according to a plan for each school year

6. Key activities for accomplishing the goals:

Activities under Goal 1. Preparing the NIE to perform the activities of inspecting schools and kindergartens

1.1. Developing a set of tools for inspection: Criteria, indicators, assessment scales, feedback questionnaires

1.2. Creating an Inspection Management Electronic System (platform) (IMES)

1.3. Developing the administrative capacity:

- Trainings of inspectors
- Certification of external inspectors
- Gathering teams for performing the inspections

1.4. Approbation of criteria, indicators, descriptors and procedures for performing the inspections

- Approbation of criteria, indicators, descriptors and assessment scales at schools and kindergartens
- Improving the instruments and the IMES platform
- Approbation of procedures for performing inspections: -Performed inspections at schools and kindergartens

Activities under Goal 2. Preparing the preschool and school education system for quality assessment of the provided education

2.1. Assuring publicity of information:

- regular publications at the NIE website

- public discussion of the inspection procedures and results at conferences, forums and work meetings
- participation in work meetings and forums of the Standing International Conference of Inspectorates (SICI)

2.2. Providing feedback for suggestions and corrections

- periodic conduction of anonymous surveys of the preschool and school education system on the matters of inspection
- feedback form at the NIE website

2.3. Validation of a Framework for Inspection after analysis and corrections with improved procedures, criteria and indicators per sectors

2.4. Submitting annual reports to the Minister of Education and Science with an analysis of the quality of education in the inspected kindergartens and schools in order to develop educational policies

Activities under Goal 3. Performing regular inspections of schools and kindergartens according to a plan for each school year

- performing primary complete inspections of schools and kindergartens
- performing secondary partial inspections of schools and kindergartens in case of demonstrated unsatisfactory results.

7. Resources for accomplishing the goals

The necessary financial resources shall be provided from state budget funds, revenues and funds from national, European and international programmes and projects and from own revenues from payments for the trainings of external experts (art. 3, par. 2 of the Rules of Procedure of NIE).

Network management is a process of simultaneous and complex analysis, control and assessment of time, value and resources invested into the different activities. Network management requires thorough preparation and precise idea of the funds and time needed to execute the activities. In order to achieve the goals, the principle of distribution of the activities by teams shall be applied at the NIE by including a bigger number of external experts thus supporting the realization of the goals of NIE.

