LIDERAZGO PEDAGÓGICO EN LOS CEIP Y EL SERVICIO DE INSPECCIÓN EDUCATIVA

PEDAGOGICAL LEADERSHIP IN SCHOOLS AND THE EDUCATIONAL INSPECTION SERVICE

Raquel Vicente Colmenero.

Counselor. EOEP Las Rozas- Majadahonda (Madrid).

Resumen

Las demandas educativas del siglo XXI hacen necesario replantearse los modelos tradicionales de gestión y liderazgo en los centros educativos y apostar por un enfoque centrado en lo pedagógico, en el liderazgo distribuido, en el desarrollo participativo y colaborativo de la escuela y en el crecimiento profesional docente.

El liderazgo pedagógico engloba todos estos aspectos y se perfila en la investigación educativa actual como el modelo más efectivo para lograr mejoras sostenidas en la escuela, teniendo una gran importancia en el logro de mejores resultados puesto que juega un papel principal en la motivación de los docentes y en el ambiente escolar, razón por la cual este liderazgo deberá ser una prioridad en los sistemas educativos en todo el mundo.

En España con la nueva ley que regula nuestro sistema educativo se otorga a los directores/as de los centros docentes públicos la oportunidad de ejercer un mayor liderazgo pedagógico y de gestión buscando el equilibrio entre tareas administrativas y pedagógicas.

Abstract

The educational demands of the 21st century make it necessary to rethink the traditional models of management and leadership in schools and opt for an approach centred on pedagogy, distributed leadership, participatory and collaborative development of the school and on the professional growth of teachers.

Pedagogical leadership encompasses all these aspects and is emerging in current educational research as the most effective model for achieving sustained improvements in schools, being of great importance in achieving better results as it plays a major role in the motivation of teachers and in the school environment, which is why this leadership should be a priority in education systems around the world.

In Spain, with the new law that regulates our education system, headmasters and headmistresses of public schools are given the opportunity to exercise greater pedagogical and managerial leadership, seeking a balance between administrative and pedagogical tasks.

1. INTRODUCTION

Research to date shows that there are several key elements to improving education, including investment in teacher development, high expectations and goals for students, prioritising school leadership, supporting disadvantaged schools and students, autonomy with support and accountability, and achieving stability in the public space (Hattie, 2015; 2009; Fullan, 2010; Hargreaves and Shirley, 2012; OECD, 2012; OECD, 2015).

The increasing autonomy and accountability of schools in processes and outcomes, supported both by research that improves change management and

by education policy trends and regulations, have enhanced the leadership perspective on the contribution leadership makes to improved learning at the school organisational level. This is demonstrated by the studies of the OECD Programme for International Student Assessment (PISA), which show how each school in the countries participating in the international assessment decided on curriculum development, management, teacher recruitment, teacher evaluation, among others, which allowed for greater local decision-making power in management teams and greater responsibility for the results achieved and their communication.

In our country, Organic Law 2/2006, of 3 May, on education, modified by Organic Law 3/2020 (LOMLOE), of 29 December, dedicates its Chapter IV to the management of public schools and, more specifically, article 131 refers:

"The management of educational centres must combine institutional responsibility for the management of the centre as an organisation, administrative management, resource management and pedagogical leadership and dynamization, from a collaborative approach, seeking a balance between administrative and pedagogical tasks".

School principals can have a major influence on school results and school improvement by moving from an administrative role to a results-focused task.

Principals have an indirect impact, an impact that is difficult to measure directly, but key in establishing good learning and teaching processes: they set goals, contribute to the development of teachers in the school, establish collaborative processes among teachers that focus on results, maintain relationships with the community surrounding the school and, finally, create positive environments for student learning processes (Pont et al., (2009), Improving School Leadership Volume 1: Practice and Policy, OECD).

2. THEORETICAL FRAMEWORK

2.1. LEADERSHIP

There are as many definitions of leadership as there are authors and studies on this topic (Kaufmann, 1997). A common aspect in the various definitions is the understanding of the concept of leadership as a process of influence between the leader and the followers (school community) to achieve set goals and common objectives.

We highlight some definitions of the concept of leadership:

"We define leadership as the process of influencing others in such a way that they are encouraged to contribute voluntarily to the achievement of group goals" (Haslam, Reicher, & Platow, 2011: 79).

"Leadership is perceived as the promoter of organisational and institutional change. The leader, therefore, has the mission of promoting and managing organisational change" (Villa, Escotet, & Goñi, 2007: 53).

"A situation of superiority in which a product, a company or an economic sector finds itself within its field". Dictionary of the Royal Spanish Academy.

In the different definitions, leadership is emphasised as a process of influence (individual or group) with the aim of achieving joint goals, it is considered the driving force of the organisation, with a creative and forward-looking function, of a participative and persuasive nature.

In leadership, the actions and events that are undertaken within the organisation are not random, they are the product of careful, joint and intentional planning, so that the results obtained are everyone's responsibility.

2.1.1. LEADERSHIP FACTORS

In order to establish a general framework of the properties that should accompany this leadership, some factors that should be taken into account are highlighted:

1. The first leadership factor is strategic thinking: you must know what you want and where you are going.

2. The second leadership factor is that of exemplarity: leaders, at all levels of leadership that can be envisaged, must establish a code of conduct that is an example to be followed, which requires high self-demand; you cannot expect from others what you cannot give to yourself.

3. The third leadership factor is that of motivation: the leader must be able to inspire the rest of the team to face the challenges posed by the project, and this motivating influence must in turn be transferred from the team, and, in turn, from the team must emanate this motivating effect towards the rest of the staff, for which they must have the ability to make everyone feel part of a transcendental project, identified with its goals and objectives, protagonists and proud of their achievements.

4. The fourth leadership factor is that of communication: it is important to be able to communicate, to transmit information, expectations, achievements, reasons, arguments... and, at the same time, to be able to absorb the concerns, initiatives, questions and contributions of all sectors.

The four factors described above represent conditions for effective leadership without which it will not be possible to achieve desirable levels of quality. For these factors to be relevant, they must be "commitment-based, not compliance-based" (Ingvarson, 2006; quoted in OECD report 2008), only then will they become real guidelines for actual practice.

Villa Sánchez (2011) analyses Robinson's (2007) meta-analysis of a series of eleven research studies on leadership to establish a broad conceptual framework in which to address questions such as how leadership operates in schools, the size of its effects on school and student outcomes. In addition, Villa Sánchez (2011) provides a brief reference on the five dimensions of leadership that have a significant impact on students' academic and non-academic outcomes (Figure 1).

Figure 1.

Dimensions of leadership identified by Robinson (2007), in Villa Sánchez (2011).

Note: Diagram prepared by the authors cited above.

2.1.2. DISTRIBUTION OF LEADERSHIP

In the leadership relationship, roles are not fixed; at any given moment the leader can be a collaborator and the collaborator a leader. In this way, the multidimensional position of effectiveness is emphasised, "[...] since it encompasses aspects of the organisation's functioning, from various points of view, in which, probably, several leaderships make sense" (Smith, Peterson, 1990).

With this concept of leadership in mind, co-responsibility and redistribution of power is necessary; such a condition implies a set of capabilities in all staff, so that an unequal distribution cannot lead to formal leaderships (Bolívar, 2000; Kotter, 1990).

From this perspective, the main task of management is to foster the creation of new skills and knowledge from different parts of the organisation, leading to a shared management responsibility. To achieve this efficiency, it is necessary to decentralise the organisation, especially in decision-making, to foster commitment from all parties and, as mentioned above, to develop the competencies of all staff.

According to Bolívar (2011), "distributed leadership is the result of a process of creating a sense of community with common tasks and objectives that require the participation, initiative and collaboration of the staff". Therefore, it is not about delegating responsibilities but about leadership being assumed in each area of work by those who are competent and prepared to exercise it.

This does not mean that the role of the leader is reduced or impoverished; they must be the dynamiser of the entire organisation, encouraging the contribution of all, so that the needs of the organisation are met. As Elmore (2010: 116-17, quoted in Antonio Bolívar) explains, "decentralised management does not mean that no one is responsible for the overall performance of the organisation. Rather, it means that the role of leaders is primarily to develop the skills and knowledge of the people in the organisation".

2.2. SCHOOL LEADERSHIP

Santos (2015) finds that the principal can be a leader if they exert a charismatic influence; a technician if they master the professional strategies and resources of the centre; a boss if they have powers of control and sanction; an advisor when they are with other members and sharing special information; a

coordinator, if they know how to promote cooperation among all members; and a dynamiser, if they have communication and empathy skills.

According to Ainscow et al., "management and leadership remain inextricably linked, but positive strategies are needed to develop leadership in schools and to reflect this in leadership structures" (2001), where leadership is defined as a factor that determines their capacity to deal with problems, to make changes and to make improvements in schools.

To achieve effective educational management, it is necessary to focus on improving the quality of teaching and learning, professionalising, strengthening and supporting the role of educational leaders, clearly defining the roles of the various stakeholders in education, adopting a collaborative approach, recognising the role of educational leaders. The strengths and skills of teams have sufficient independence to share resources and explore innovative teaching methods, and assume the responsibilities that come with leadership.

The report "Improving School Leadership, Volume 1: Practice and Policy", produced by the Organisation for Economic Co-operation and Development (OECD) in 2008 considers that "successful schools need effective leadership, administration and management. Although the report focuses on leadership, the term can also include administrative and supervisory functions. These three elements are so closely intertwined that one of them could hardly succeed without the others".

The OECD states that distributed leadership is a way of thinking about leadership, promoting policies for the mobilisation of efforts in which school leadership teams and school councils can play a vital role in school development (OECD, 2009). One dimension of this perspective is shaped through action area 2, supported by OECD (2009), as distributed leadership, whose practices would be generated from the following actions, reflected in Table 1.

Table 1

Distributed school leadership

ACTIONS	QUESTIONS FOR DIAGNOSIS AND EVALUATION
Reducing the burden on school principals.	What contribution can other actors make to reduce the school leadership burden of principals in your context?
Distributing leadership for school	What incentives exist in your system to encourage

effectiveness.	people to participate in distributed leadership teams?
Supporting school councils in carrying out their role.	What measures are currently taken in your context to ensure that school councils are representative and demonstrate an appropriate level of skill and commitment?
Reflecting distributed leadership in politics.	To what extent does existing policy support or hinder distributed leadership?
Sustaining distributed leadership.	What challenges and opportunities in schools can be addressed most productively by distributed leadership teams?

Note: Source OECD, 2009, p. 18.

As a consequence of strengthening the autonomy of schools, it is also necessary to strengthen the management capacity of school management to enable them to lead the proposed changes. The current Spanish education law (LOMLOE) gives school heads of public schools, as representatives of the education administration in the school and as those responsible for the educational project, the opportunity to exercise better management and pedagogical leadership by seeking a balance between administrative and pedagogical tasks.

On the other hand, the managerial function is also strengthened through a system of prior certification of competencies for access to the post. The prior training required of future managers is intended to enable them to perform their duties effectively and efficiently.

Villa Sánchez (2011) points out some aspects about the importance of leadership and the role of managers as leaders of the processes and life of the school from the experience and research of the OECD (2009):

1. Leadership helps students learn better.

   Research in schools shows that school leaders can help students learn more by being the ones who can intervene in the environments in which teaching and learning take place.

   Research tells us that the relationship between leadership and student learning is mediated to a large extent by other people, events and organisational factors, such as teachers, classroom practices and school climate.

   In short, school leaders can influence teachers' motivation, capacity and working conditions, which in turn shapes classroom practice and student learning (OECD, 2009) (OECD, 2009).

2. Leadership bridges the gap between educational policy and educational practice.

Successful implementation and institutionalisation of reforms require school leadership to promote the adaptation of school processes and systems, as well as cultures, attitudes and behaviours (OECD, 2009, 20). Unless leaders have a sense of ownership of the reform and agree with its objectives, they are unlikely to engage their staff and students in externally defined reform objectives (OECD, 2009, 20).

In short, it is clear that the policy decision-making process must be oriented towards planning, design and implementation, in a participatory manner and between policy-makers and school leaders, generating a constant dialogue between both parties to ensure the success of large-scale interventions.

3. Leadership links schools to their environment.

According to Hargreaves et al. (2008; cited in: OECD, 2009) school leaders will increasingly need to lead beyond the school, as well as within, in order to influence the environment which, at the same time, has an important effect on their own work with students.

It is not a question here of negating the potential negative influence of certain elements of students' socio-economic contexts, but rather of accessing what, in conjunction with other members of the wider community, through strategic partnerships, can be intervened and improved.

From this, good school leaders can and should seek to improve students' achievement and well-being by engaging with other local members, such as businesses, sports clubs, religious groups and community organisations, and by integrating the work of the school with social welfare, justice and other agencies (PricewaterhouseCoopers, 2007; cited in OECD, 2009).

Complementing this, it is understood that "an essential function of school leadership is to ensure that both students and teachers can continuously learn, develop and adapt to changing environments" (OECD, 2009).

2.2.1. ROLE OF MANAGEMENT TEAMS

At this point, a question arises: what is the position of management teams?

The management team is the first team in the school and a model for all the others. It has a very important role in the creation, dynamisation and management of the other teams. The different teams constitute the framework, the network, which makes the school function properly.

It is therefore a question of distributing and making the talents of individuals and teams profitable. Schools need to learn to develop, grow and cope with change, i.e. to become learning communities. Change must be initiated internally, collectively, by encouraging the people involved to state verbally and in public their own goals for development and improvement.

This requires distributed leadership, which requires a set of internal conditions to be strengthened. The growing preference for horizontal organisational structures through groups, committees, etc. makes this type of management possible.

Some authors emphasise certain skills necessary in school management practice. Thus, J. Teixidó defines the following competences, based on Cardona and Chinchilo, 1999, at the national conference of FEAE (European Forum of Educational Administrators) 2007, which school heads should have:

1. Communication. Effective communication using formal and informal procedures and provides factual information to support findings and conclusions.

2. Organisation. Objectives and tasks are assigned to the right people to carry out the work and plan their follow-up.

3. Empathy. Listening, considering the concerns of others and respecting their feelings.

4. Delegation. Making sure team members have the determination and resources they need to achieve their goals.

5. Coaching. Helping them to discover their weaknesses and to develop all their professional skills and abilities.

6. Teamwork. Promotion of an atmosphere of communication, collaboration and trust between all team members and stimulates them towards the achievement of common goals.
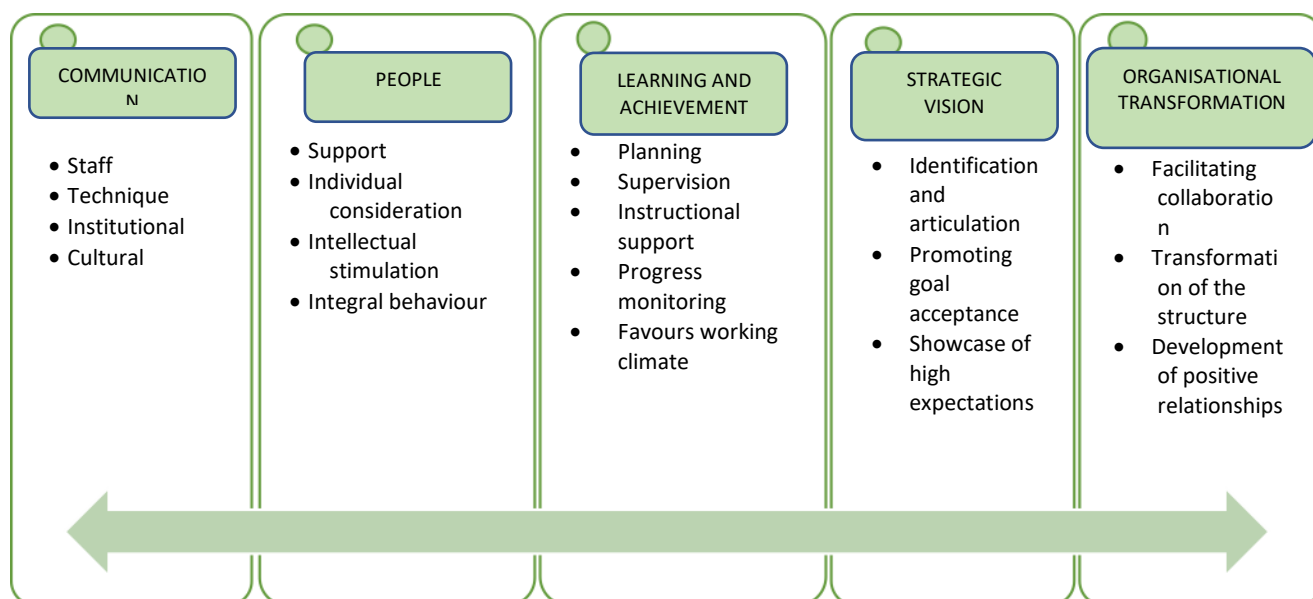
The model of management skills training described by Villa Sánchez (2011) highlights several key aspects that principals and management teams in training centres should pay attention to: emphasis on communication, emphasis on

people, emphasis on learning and achievement, emphasis on strategic vision, emphasis on institutional transformation, and emphasis on management and administration.

It thus proposes a model that integrates the basic competences necessary for the development of leadership in line with current needs and the practices that different international research has shown to have an impact on the good functioning of the school and are representative of a good educational leader (Figure 2).

Figure 2.

Model of leadership competencies

COMMUNICATION	PEOPLE	LEARNING AND ACHIEVEMENT	STRATEGIC VISION	ORGANISATIONAL TRANSFORMATION
• Staff • Technique • Institutional • Cultural	• Support • Individual consideration • Intellectual stimulation • Integral behaviour	• Planning • Supervision • Instructional support • Progress monitoring • Favours working climate	• Identification and articulation • Promoting goal acceptance • Showcase of high expectations	• Facilitating collaboration • Transformation of the structure • Development of positive relationships

Note: Adapted from Villa Sánchez, 2011.

Another interesting perspective on leadership is provided by Manuel Álvarez (in "Shared Leadership. Good practices in school leadership", 2010). For this author, there are certain indicators that explain leadership and its ethical vision from a practical perspective, such as the sense of responsibility, the sense of commitment and the sense of integrity. In this regard, he proposes a deontological decalogue of ethical leadership that is applied to school management (Álvarez, 2010):

1. Always make decisions with the common good in mind.
2. Have moral obligation.
3. Take a justified stance on what is right in the face of wrong positions.

4. Manage the organisation's mission by combining ethics and a sense of efficiency.

5. Be responsible for creating an organised and pleasant working environment.

6. Always show an honest attitude.

7. Create an atmosphere of positive and respectful relationships with all people. Assume the role of mediator in personal conflicts according to the win-win principle.

8. Relate from the positive aspects of each person who makes up the team, with the aim of involving everyone in an institutional project that respects and brings together diversity.

9. In the face of uncertainty between the interests of the employee and the client, advocate respect for the employee's professional conscience, always bearing in mind the rights of the client.

10. In conflict situations, defend the positions of the weaker due to differences in gender, background or power.

Elmore (2008), proposes the creation of a new model of distributed leadership that involves defining the ground rules of what principals should do for school improvement and defining how they would share responsibilities, taking into account a number of basic aspects:

1. The purpose of leadership is the improvement of educational practice, regardless of function.

2. Educational improvement requires continuous learning, therefore distributed leadership needs to create an environment that understands learning as a good for all.

3. Leaders lead by setting an example of the values and behaviours they want others to adopt.

4. Leadership functions and activities are based on the specialised knowledge required for learning and improvement, not just on the formal dictates of the institution.

5. The exercise of authority requires reciprocity of accountability and capacity. In general, leadership roles based on expertise and reciprocity of accountability are those that best create the conditions for the

organisational learning that is the sine qua non of large-scale reform in education.

Finally, mention should be made of the Leithwood-Villa model of successful educational leadership, using the review by Villa Sánchez (2011) as the most up-to-date reference. According to this author, the basic practices of educational leadership (transformational leadership model) based on the reviews of effective leadership carried out by Leithwood and collaborators (Leithwood and Jantzi, 2005; Leithwood, Seashore-Louis, Anderson and Wahlstrom, 2004), comprise four dimensions identified in these reviews:

1. Setting directions.
2. Developing people.
3. Transforming the organisation.
4. Managing the teaching-learning programme.

Each of these categories encompasses a small group of more specific leadership behaviours that are reflected in Table 2.

Table 2.

Dimensions and practices of the transformational leadership model

DIMENSIONS	PRACTICES
Directon setting	• Identifies and articulates a vision. • Promotes acceptance of group goals. • Expectations of high performance.
People development	• Provides individualised status. • Provides intellectual stimulation. • Behaves with personal and professional integrity.
Organisational transformation promotion	• Facilitates the development of a collaborative culture. • Transforms structures to promote collaboration. • Develops positive relationships with families and the community.
School curriculum management	• Plans and supervises teaching. • Provides instructional support. • Monitors the centre's progress. • Fosters an appropriate teaching climate for the achievement of priorities.

Note: Adapted from Villa Sánchez, 2011.

We can therefore affirm that the management team is a key element in the creation of a collaborative culture. Promoting and facilitating team building is essential for this. This is not an easy task and requires solid training, as well as a series of specific personal and social competences, but above all a great capacity for dialogue and listening. Making visible and recognising the work of the school's

teams is not only a matter of justice but also a motivating element for them. Collecting, organising, enriching, structuring the contributions, proposals and decisions, and giving it back and communicating it to others are some of the key tasks.

2.3. EVOLUTION OF SCHOOL MANAGEMENT AND EDUCATIONAL LEADERSHIP IN SPAIN

If one is not familiar with school organisations, it seems logical to think that, as the people with the highest responsibility in schools, principals and their teams are in charge of ensuring the educational quality of the school, which implies, among many other things, promoting, encouraging and supporting the quality of the school. ....

However, as we shall see, this direct association between school leadership and the educational or pedagogical quality of the school has not always existed, far from it, but it began to be introduced into research in Spain a few years ago (Bolívar, 2013). At present, school management in Spain is undergoing a process of restructuring, a change of direction from an administrative management model to one based on pedagogical leadership.

2.3.1. SCHOOL LEADERSHIP AT INTERNATIONAL LEVEL AND ITS INFLUENCE IN SPAIN.

The importance of school management has grown over time not only in research, but also in educational policy, as evidenced by the fact that "the issue of school management is an important issue in the reform proposals that have been implemented in the last two decades in many countries in the Western world" (González, 2003).

Numerous efforts have been made to analyse problems common to different countries and education systems, starting from the premise, and trying to overcome it, that there is a wide disparity in ways of thinking about school leadership. While acknowledging these efforts (e.g. the OECD report Improving School Leadership, 2009), we should not forget that "caution should be exercised when applying national research findings on school leadership to other countries, since differences in educational policies, traditions, culture, professionalism, ideology, etc., are by no means unrelated to this issue" (González, 2003).

Gradually, the vision of the principal as administrator or manager, which has been predominant in Spain for a long time, has been losing support, and today the principal is considered responsible for the improvement of student

learning processes (Bolívar, 2012; García-Garnica, 2016), as well as the facilitator of the necessary conditions for an optimal teaching exercise by the teaching staff.

In this process of change, attention has increasingly turned to the Nordic and Anglo-Saxon models, as they have proven to be a model for the improvement that our school leadership model needs (Bolívar, 2013). In these models, school principals enjoy high social prestige by being involved in local decision-making, as well as high financial remuneration. The head teacher is selected by the local authority, which must assess their experience, training and management project; his/her functions encompass the entire management of the school and they are given autonomy to organise both the school and the teaching staff, whom they can select and must follow the results of the curricula, which they must evaluate and supervise, being evaluated every four years, measuring the success of their proposals.

2.3.2. SCHOOL MANAGEMENT IN SPAIN THROUGHOUT HISTORY

Traditionally, the profile of the headteacher in Spain has been that of an administrator and manager, a position with an administrative or bureaucratic character (Bolívar, 2013; García-Garnica, 2016). School management was "linked to control from a classical conception of school organisation taken from the management of productive companies" (González, 2003), with all that this implies, considering the enormous differences that exist, as organisations, between a school and a company.

Bolívar (2013) establishes several stages in the history of school management in Spain: firstly, during the Franco dictatorship (1945-1970), a hierarchical-bureaucratic model prevails, in which teachers pass a competitive examination and form a "corps" of school management officials; with the General Education Act (1970), management becomes more participatory and non-professional; the administration chooses a candidate from among those proposed by the teaching staff. In both cases, and even more so in the first, the head teacher is a representative of the administration, in an authoritarian and non-participatory context. After the dictatorship, there was a demand for democratic management of schools, to which the LODE (1985) attempted to respond, bringing about a radical change in the education system, as well as in the mechanism for accessing and electing the headmaster, but the model it

proposed was weak (Bolívar, 2013) because, although the headmaster had a number of powers, decisions were ultimately taken by the School Councils or the Teachers' Councils.

At the beginning of the 1990s, major changes took place in the educational panorama with the Law for the General Organisation of the Educational System (1990), better known as LOGSE. This law included very innovative elements in the structure of the school system, its stages and teachings, as well as in terms of the responsibilities and autonomy of schools and teachers in the development of the curriculum, and in the evaluation of the system as a whole, and later, in 1995, the Organic Law on Participation was published, evaluation and governance of educational centres (LOPEG) was published in 1995, which further developed the provisions of the Law regulating the Right to Education (1985) with regard to the participation of the educational community, as well as the organisation and functions of the governing bodies of public centres, bringing them into line with the provisions of LOGSE.

From 1995 onwards, regulations have been aimed at professionalising management, with some of its characteristics being "prerequisites, longer tenure, clarification of competences, professional careers and financial incentives".

The subsequent laws of the different parties that have governed Spain (LOCE, 2002, LOE, 2006 and LOMCE, 2013) moved towards one extreme or the other: the LOCE towards a more professional model with less capacity for election by the educational community, supporting the exercise of the management function by providing it with the necessary management autonomy to promote quality improvement, organising training and refresher courses and totally or partially relieving the management team, especially the head teacher, of direct teaching tasks and proposing recognition of the management function through the payment of economic amounts, the LOE balances and returns to this eligible nature, considering participation as a basic value and on this basis guaranteeing the collaboration of the school community in the organisation, governance, operation and evaluation of schools, while at the same time granting greater power to the collegiate governing bodies (cloister and school council) and the LOMCE, which in line with this return to the managerial or administrative nature of the head teacher, grants them greater decision-making capacity on certain matters, transferring to them a large part of the decision-making powers

previously held by the School Council, thus reducing the democratic nature of the functioning of school organisations.

Throughout this historical perspective, we can observe the predominance of a non-professional model far removed from European canons, which has been debated between elective and selective processes, and which has oscillated between the control exercised by the Administration and the concessions given to teachers; without there being any real autonomy in schools that would allow them to develop their own pedagogical projects adapted to their needs, from which the improvement processes emanate.

The LOMLOE gives school heads of public schools, as representatives of the educational administration in the school and as those responsible for the educational project, the opportunity to exercise greater pedagogical and managerial leadership by seeking a balance between administrative and pedagogical tasks.

As stated in its preamble, "The management of educational centres is identified as a key factor for the quality of the educational system, and a professional management model is proposed that is in line with European recommendations on this figure, which must combine institutional responsibility for the management of the centre as an organisation, administrative management, resource management and pedagogical leadership and dynamisation, from a collaborative approach, and the logic of seeking a balance between administrative and pedagogical tasks".

Among its functions, two are included with a new wording, which emphasise its pedagogical rather than purely managerial aspect:

1. Promoting experimentation, pedagogical innovations, educational programmes, work plans, forms of organisation, rules of coexistence, extension of the school calendar or the timetable of areas or subjects.

2. Promoting the qualification and training of the teaching staff, as well as research, experimentation and educational innovation at the school.

On the other hand, the managerial function is also enhanced through a system of certification of competencies for the position. The aim of the required training is to equip the manager with the necessary skills to perform his or her job efficiently and effectively.

2.4. THE RESTRUCTURING AND CHANGE OF DIRECTION OF SCHOOL LEADERSHIP IN SPAIN: TOWARDS PEDAGOGICAL LEADERSHIP

With regard to this transition or evolution of the profile of the principal, there are different currents. Bolívar (2013) analyses that, on the one hand, there are those who consider that teachers' qualifications in management aspects should be increased; in other words, principals should be teachers who undergo complementary training in order to be principals with pedagogical leadership. On the other hand, there are those who argue that the profile of the principal has very different elements from those of a teacher and that, therefore, it should be a different profession, and that the selection process should also be different, underpinned by a technical vision of the profession of school principal.

Bolívar (2013) refers to supporting the first current that "from the defence of pedagogical leadership, the challenge is not so much to professionalise managers, but to qualify teachers in management and leadership tasks, with the creation of appropriate mechanisms, which cannot only be training courses" (Bolívar, 2013).

The second current advocating the professionalisation of school leadership returns to and takes up ideas and concepts from earlier stages whose more technical profile has already been shown to have failed in many countries and at different times.

In this current restructuring in which we are immersed, one of the keys is for school management to facilitate the work of teachers, if we take into consideration that "teachers are key to this improvement, principals must create the conditions and the context for teachers to improve their professional practice" (Bolívar, 2013). One habit that will be difficult to change, but which must be tackled, is the resistance of most teachers to others observing the work they do in their classrooms (García-Garnica, 2016), which has traditionally been a space shared only between teachers and their students. If the head teacher is to be a key factor in improving teaching and learning processes, as we have been asserting, they need to observe them first-hand (Bolívar, 2013; García-Garnica, 2016), without this being interpreted by the teacher as a questioning of their authority.

Another current problem in the transition to a pedagogical leadership model of school leadership is the lack of attractiveness of the role of school head.

The complexity and involvement of this role and the lack of professional and/or financial incentives have meant that, for years, in many schools in Spain, candidates for the post of head teacher did not apply. As Bolívar (2013) points out, there is a need to improve the status of the school headship function, which implies, among other possibilities, broadening the powers, responsibilities and incentives.

The OECD report (2009) took this aspect into consideration and placed it as one of the four main lines of action it proposed: "redefining school leadership responsibilities, distributing leadership, developing competencies for effective leadership and making school leadership an attractive profession".

For this reason, and progressively, the necessary means will have to be found to make the figure of the school head increasingly key to guaranteeing improvements in schools, which, together with possible incentives, will make them more attractive to teachers and future teachers.

3. INTERVENTION PROPOSAL

As Pulgarín (2021) points out, the supervision and evaluation of management teams is understood as a heterogeneous review process, in which the internal evaluation is carried out by the management as part of the self-evaluation process and is contrasted by an external evaluation carried out by the educational inspectorate.

3.1. OBJECTIVES

The following intervention proposal has the following objectives:

- Evaluating the management function of schools from the Education Inspection Service.
- Enhancing the management function and its leadership
- Increasing efficiency in the organisation and operation of educational centres, programmes and services.
- Improving the strategic results of the centres.

3.2. REGULATORY FRAMEWORK

The functions of the education inspectorate are set out in article 151 of Organic Law 2/2006 of 3 May on education, amended by Organic Law 3/2020 of 29 December.

Regarding the evaluation of principals, article 139.3 specifically provides that principals shall be evaluated at the end of their term of office and those who obtain a positive evaluation shall receive personal and professional recognition under the terms established by the Education Administrations.

Specifically in relation to the evaluation of the management function, article 146 of the LOMLOE refers to the evaluation of the management function:

- In order to improve the functioning of schools, the education administrations, within the scope of their competences, may draw up plans for the assessment of the management function.

- The evaluation of the management of schools, services and programmes shall be carried out by the corps of education inspectors and shall form part of their competences.

In the Community of Madrid, the regulations governing educational inspection are:

- Decree 61/2019, of 9 July, of the Governing Council, which regulates the organisation, structure and functioning of the Education Inspectorate in the Region of Madrid.

- Decree 236/2021, of 24 March, of the Regional Ministry of Education and Youth, which implements Decree 61/2019, of 9 July, of the Governing Council, which regulates the organisation, structure and operation of the Education Inspectorate of the Region of Madrid.

- Resolution of 17 August 2021, of the Vice-Ministry of Educational Organisation, approving the General Pluriannual Action Plan for Educational Inspection.

- Resolution of 10 August 2022, of the Vice-Ministry of Educational Organisation, approving the Annual Action Plan of the Education Inspectorate for the academic year 2022-2023.

With regard to school management and the management function, the reference regulations, both at national and regional level, are as follows:

- Royal Decree 82/1996 of 26 January 1996, approving the Organic Regulations of Infant Schools and Primary Schools (BOE of 20 February).

- Decree 63/2004, of 15 April 2004, of the Governing Council, approving the procedure for the selection, appointment and dismissal of headmasters of public schools in the Region of Madrid in which school education is provided.

Educational inspection is an essential factor in the quality of education, as stated in Decree 61/2019, of 9 July, of the Governing Council, which regulates the organisation, structure and functioning of the Educational Inspection of the Region of Madrid, and in Order 732/2021, of 24 March, of the Regional Ministry of Education and Youth, which implements the aforementioned Decree.

The aforementioned Order makes it possible to articulate the actions of the Education Inspectorate with greater efficiency and continuity over time, which will result in an improvement in the functioning of the entire education system. It is an important step forward, as the Education Inspectorate can systematically carry out actions over periods longer than the school year, which will allow for better monitoring of the deficiencies detected and the improvement measures implemented in schools. Among these actions are the so-called regular actions of greater relevance which will be carried out during the four years of the Plan and which focus on essential elements for the functioning of the education system, one of them being the evaluation of the management function.

3.3. PURPOSE

The purpose of the intervention is twofold:

- Formative evaluation: The objective of this evaluation is to identify deficiencies in the development of professional practice to provide feedback on the process and make the necessary corrections.

- Summative assessment: This is carried out at the end of a given stage of professional practice and provides information, judgements and results that will serve to determine the proportion of objectives achieved with respect to those expected and to make decisions linked to the issuing of an accreditation certificate that may be used for the purposes established by the Education Administration in the regulations in force.

3.4. INSTRUMENTS

If, as the research states, effective school leadership is key to students' academic success, technically proficient instruments are required to assess performance and effective leadership practices. As Porter et al. (2010b) point out, "an evaluation of principals focused on practices, which are known to be associated with improved student achievement, can lead principals to focus on improving their performance in key areas" (p.137).

In order to carry out this evaluation, which must be carried out by the corresponding Education Inspection Services, a checklist based on indicators aimed at assessing pedagogical leadership is proposed as an evaluation instrument.

The instrument identifies a number of key elements:

- Domain: This is each of the fields of activity in the development of pedagogical leadership that can be carried out in the professional practice of the head teacher. A domain may include several dimensions.

- Dimension. It is each of the activities that can be differentiated within the same area.

- Indicators: A set of descriptors or statements that specify the characteristics of a given performance or task. They will constitute the clear and precise reference when assessing the level of performance of a principal in the performance of the managerial function.

The assessment of the indicators will be determined by the degree of achievement of the levels of attainment of each one of them once the evidence observed has been analysed, referring to the performance of the tasks aimed at the fulfilment of what is described in said indicators and attending to the criteria of suitability, coherence, sufficiency and satisfaction of the actions.

Taking as the regulatory framework of the Region of Madrid the Resolution of 10 August 2022, of the Vice-Ministry of Educational Organisation, which approves the Annual Action Plan of the Education Inspectorate for the academic year 2022-2023, which establishes the areas of evaluation of the performance of the work of the school principal, a selection is made of those areas that are directly related to school leadership (transformational leadership model - Villa Sánchez, 2011) and a series of factors/dimensions with their corresponding indicators are determined in order to draw up the checklist to be used as an evaluation instrument.

Table 3

Checklist

CHECKLIST

DIMENSIONS LEADERSHIP	FACTORS	INDICATORS	O
Direction setting	Pedagogical use of human and material resources.	• The inspection service's assessment of the efficiency of the timetables was favourable.	
		• The pedagogical criteria for the allocation of the teaching timetable are updated, presented and approved by the school staff.	
		• It has designed and implemented, in collaboration with the ICT manager and the corresponding coordinator, a teaching digitisation plan.	
	Dynamisation of collegiate bodies, teaching coordination bodies and teaching teams.	• The AMP includes objectives, actions, people in charge, timeframe and evaluation indicators and the revision of institutional documents.	
		• It has an established procedure for gathering proposals from the different sectors of the educational community.	
		• The school council or equivalent body has set up the committees provided for in the regulations and there is documentary evidence of their meetings and agreements.	
		• It prepares the annual report, gathering the proposals for improvement from the different sectors of the educational community.	
		• In the evaluation sessions, it is verified that agreements are reached on the measures to be taken on a general or individual basis and that these agreements are subsequently followed up.	
		• Convenes and holds, in accordance with the regulations, the meetings of the School Senate and the School Council or equivalent body, clearly formulating the agenda and providing the established documentation in advance.	
People development	Promotion and implementation of institutional programmes or training and innovation initiatives.	• It has promoted and implemented innovation programmes in the centre (Erasmus +, active methodologies, cooperative work, sustainability, theatre, choir, conferences on inclusion, conciliation, equality, summer camps, exchanges, etc.).	
		• It has promoted and implemented the implementation of training activities in the school in line with the objectives set out in the SGP.	
		• He has upgraded his management skills through training courses.	
	Dynamisation of attention to diversity.	• The attention given to these students has been considered favourable by the inspection service.	
		• The procedures for the referral of students with specific educational support needs are protocolised.	
		• There is effective coordination with the guidance counsellor in decision-making (tutorial action, assessment of acneae, advice to teachers, work with families, etc.).	
	Promotion of real gender equality.	• It has implemented a gender equality plan.	
		• It has ensured the appointment within the School Council or equivalent body of a representative to promote educational measures that foster real and	

DIMENSIONS LEADERSHIP	FACTORS	INDICATORS	O
		effective equality between men and women.	
Promoting organisational transformation	Promotion of internal evaluation and improvement plans.	• It promotes, plans and coordinates the internal evaluation of the centre.	
		• Improvement plans are adopted taking into account internal and external evaluation.	
People development	Transparency.	• The school's website contains updated information about the school: PEC, rules of organisation, operation and coexistence.	
		• The assessment and marking criteria and procedures for each area/subject/ subject/module have been made public.	
Promoting organisational transformation	Availability to attend to students and their families.	• It has established a plan for welcoming students.	
		• It has established effective information channels with the different sectors of the educational community (teaching staff, administrative and service staff, students, families).	
		• The opening hours for members of the educational community are public.	
		• Attention to members of the educational community is recorded.	
		• Regular meetings are held with the AMPA.	
		• Organise teacher meetings with families on a regular basis.	
	Organisation of complementary and extracurricular activities that favour the centre's openness and connection with the environment.	• It collaborates with other organisations and institutions in the area for educational and cultural purposes.	
		• There is a protocol for the use of the centre by other institutions.	
Promoting organisational transformation	Collaboration with the education administration.	• He listens to the indications of the administration and cooperates with it in order to achieve improvement in all areas.	
		• It has conveyed to the administration the centre's needs in terms of infrastructure, human resources and others.	
		• Communicates circumstances and incidents that are outside its scope of competence to the TAD for resolution.	
	Collaboration with other educational centres, companies and institutions.	• A co-ordination procedure is in place with the affiliated centres for the transfer of information on students.	
		• A coordination procedure has been established with the affiliated centres for the analysis of results and coordination of teaching teams.	
		• It promotes collaboration agreements with companies or institutions in its field of reference.	
		• Promotes the presence in the school of institutional plans related to master plans, Erasmus, gender equality, non-discrimination, sexuality, etc.	
		• Promotes collaboration with the City or District Council.	
School curriculum management	Degree of satisfaction of the different sectors of the educational community.	• Conducts satisfaction surveys among the different sectors of the educational community.	
		• It makes the results of the surveys public and takes action accordingly.	
Promoting organisational transformation	Prevention of absenteeism.	• There is a plan for the prevention and treatment of absenteeism.	
		• It has protocolised the actions of those responsible	

DIMENSIONS LEADERSHIP	FACTORS	INDICATORS	O
School curriculum management	Evolution of school success.	when a case of absenteeism occurs.	
		• The evolution of these results has been favourable over the last four years.	
		• The academic results are evaluated every term and at the end of the year in the teaching teams, the teaching staff and the School Council or equivalent body, conclusions are drawn and improvement plans are drawn up.	
		• External test results have improved during the principal's term of office.	
		• It promotes the analysis of the results of diagnostic evaluations and ensures the implementation of measures aimed at their improvement.	
	Promotion of coexistence and conflict resolution.	• The assessment of the Coexistence Plan by the Inspection Service has been favourable (HMR1) or, if not, improvement measures have been adopted.	
		• The evolution of school coexistence results has been positive over the last four years.	
		• It has promoted the implementation of bullying prevention and conflict resolution measures (mediation and conflict resolution programmes, student mediators, assistants, etc.).	
		• Promotes that the results of coexistence are evaluated each term in the School Council and in the School Board or equivalent body.	
		• At the end of the course, the results of coexistence are analysed, conclusions are drawn and proposals and plans for improvement are made.	
	Demand for school places in the centre.	• It takes initiatives to increase the demand for school places (publicity, educational offer, projects...) that have produced positive results.	
		• Encourages the participation of the School Council or equivalent body in the analysis of the evolution of the demand for admission.	

Source: Own elaboration

4. CONCLUSIONS

The task of principals has changed over time. The notion of principals changed substantially after the rise of organisational approaches in schools.

Until then, the figure of the head teacher was almost exclusively associated with that of the most senior and experienced teacher, and in some cases was even linked to the image of the most outstanding teacher. The role of the headmaster was therefore almost exclusively linked to the recognition of "good teaching". It was from the 1970s onwards that the notion of the school headmaster or headmistress took a conceptual turn.

It is the pedagogical movements of "Effective Schools" and "School Change" that brought leadership in school management into public discussion.

It can be argued that the role of school principals has evolved from administrative leadership to one focused on student outcomes, with greater autonomy and transparency, and with greater responsibilities for implementing reforms in schools and classrooms.

This role is also increasingly important, and a strong link between school outcomes and the quality of school leadership has been found in research, so it is safe to say that there is growing evidence and recognition of the importance of the role of school leadership. The evidence indicates that among the policy factors that can have an impact on improvement, after teaching, school leadership is the most important factor.

In this paradigm shift, one important point has to be recognised, which is the increased responsibility, the need to cultivate a culture of cooperation formed by the need to share these tasks throughout the school and also across schools. School leadership is not a one-person task, but school management or leadership is a plural task, which can be shared. This concept of leadership includes not only principals but also head teachers, deputy head teachers as well as school councils, which also play an important role in the management of the school and the surrounding area.

Recognising the role of middle management and school councils and committees in school management and including and recognising it professionally within the management functions, implies a change in management and in the transparency of the tasks to be carried out.

School leadership is one of the most powerful instruments for schools to become effective and achieve quality results, and we understand that the evaluation of school leadership is a key aspect for the improvement and development of schools, knowing that the evaluation of school leadership also implies the evaluation of school management itself.

The evaluation of school leadership should be an example of objective evaluation, it is essential to ensure a high level of objectivity in the evaluation process by establishing clear and objective criteria through indicators.

Principals should be evaluated using transparent, clear, specific and objective standards, based on impartial sources of information, which deepen the formative approach of the evaluation process.

REFERENCES

– Ainscow, M., Hopkins, D., Soutworth, G., & West, M. (2001). Hacia escuelas eficaces para todos. Madrid: Narcea.

– Álvarez, M. (2010). Liderazgo Compartido. Buenas prácticas de dirección escolar. Madrid: Wolters Kluver.

– Bolivar, A. (2000): El liderazgo compartido según Peter Senge. En: Liderazgo y organizaciones que aprenden. III Congreso Internacional sobre Dirección de Centros Educativos. ICE: Universidad de Deusto. Bilbao: Ediciones Mensajero. pp. 459 – 471

– Bolívar, A. (2012). Políticas actuales de mejora y liderazgo educativo. Archidona (Málaga): Aljibe.

– Bolívar, A. (2013). La dirección escolar en España: de la gestión al liderazgo. En Ponencia presentada en el Congreso Internacional sobre Dirección de Centros Educativos: «Liderazgo pedagógico en los centros educativos: competencias de equipos directivos, profesorado y orientadores». Universidad de Deusto, Donosti (Vol. 1).

– Cardona, P. y Chinchilla, M. N. (1999). Evaluación y desarrollo de las competencias directivas. Business Review, número 89, Harvard-Deusto.

– Elmore, R. (2008), "Leadership as the Practice of Improvement", en B. Pont, D. Nusche y D. Hopkins (eds.), "Improving School Leadership, Volume 2: Case Studies on System Leadership", OECD, París.

– Elmore, R. (2010). Mejorando la escuela desde la sala de clases. Santiago de Chile: Fundación Chile.

– Fullan, M. & Hargreaves, A. (1996). La escuela que queremos. Los objetivos por los que vale la pena luchar. Madrid: Amorrortu Editores.

– García-Garnica, M. (2016). La relevancia del liderazgo pedagógico para la mejora y la calidad de la educación. Revista Internacional de Didáctica y Organización Educativa 1(2), 4-20.

– González, M. T., Portela, A. y Nieto Cano, J. M. (2003). Organización y gestión de centros escolares: dimensiones y procesos. Madrid: Pearson Educación.

– Hargreaves A., & Shirley D. (2012). The Global Fourth Way: The Quest for Educational Excellence. Corwin Press.

– Haslam, A., Reicher, S., & Platow, M. (2011). El liderazgo como gestión de la identidad social. In Liderazgo: hecho y ficción. Visiones actuales (pp. 77–116). Madrid: Alianza Editorial.

– Hattie, J. (2015). Visible Learning: A Synthesis of Over 800 Meta-Analyses Relating to Achievement. Routledge.

– Hersey, P., & Blanchard, K. (1993). La administración y el comportamiento humano. México: Pearson.

– Ingvarson, L., M. Anderson, P. Gronn y A. Jackson (2006), "Standards for School Leadership, A Critical Review of the Literature", documento preparado para Teaching Australia, Australian Institute for Teaching and School Leadership.

– Kaufmann, A. (1997). Liderazgo transformador y formación continua. Revista Española de Investigaciones Sociológicas, 77-78, 163–184.

– Leithwood, K. (2009). ¿Cómo liderar nuestras escuelas? Aportes desde la investigación. Chile: Salesianos Impresores.

– Leithwood, K., Harris, A., & Hopkins, D. (2008). Seven strong claims about successful school leadership. School Leadership and Managment, 28, 27–42.

– Leithwood, K., Patten, S., & Jantzi, D. (2010). Testing a conception of how leadership influences student learning. Educational Administration Quarterly, 46, 671–706.

– OCDE (2015). Education Policy Outlook 2015: Making Reforms Happen. OCDE Publishing.

– Pont, B., Nusche D., & Moorman, H. (2009). Mejorar el Liderazgo Escolar. Volumen 1: Política y Práctica. Paris: OCDE Publishing.

– Pulgarín Medina, M. del C. (2022). Factores de supervisión de la dirección escolar: Liderazgo pedagógico y rendición de cuentas. Supervisión 21, 61, 32. Recuperado a partir de https://usie.es/supervision21/index.php/Sp21/article/view/557

‒ Robinson, V. (2007). School Leadership and Student Outcomes: Identifying What Works and Why. ACEL Monograph Series, Nº41. Australian Council for Educational Leaders.

‒ Santos, M. A. (2015). Las feromonas de la manzana. El valor educativo de la dirección escolar. Barcelona: Graó.

‒ Smith, P. & Peterson, M. (1990): liderazgo Organización y Cultura: Un Modelo de dirección de Sucesos. Madrid: Pirámide.

‒ Viñao, A. (2004). La dirección escolar: un análisis genealógico-cultural. Educação, vol.2, nº 53, pp. 367-415.

‒ Villa Sánchez, A. (2011). "Estilos y competencias de liderazgo en los equipos directivos", en Jornadas para equipos directivos "Nuevos retos en la función directiva: cómo gestionar el trabajo en equipo".

‒ Villa, A., Escotet, M. A., & Goñi, J. J. (2007). Modelo de innovación de la educación superior. ICE: Universidad de Deusto. Bilbao: Mensajero.