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Management of primary and secondary schools

Introduction

For many years, schools as the holders of a part of social development have been situated on the road of reorganization, supplements and changes. Such changes, especially if it is a matter of schools, are sensible if the staff included in the educational system develops a higher level of skill as well as of competence. According to the Croatian National Classification, schools don't belong to economic activities. The common characteristics of all the institutions situated out of econimic activities are that they are founded in order to meet social needs and not in order to make direct profits (private schools excluded). For this reason, the earnings arisen from the activities made by nonprofit organizations are exclusively used in order to improve the same institution. Primary and secondary schools we will talk about, as nonprofit organizations are today challenged, more than ever, by the philosophy-culture management. From the phylosophical viewpoint, management is a process that creates, administrates and leads, according to new trends and market demands, and everything in order to create new values. As other activities, in the same way, school management manages the exchange of its own values, precisely knowledge, means of labour, teaching staff etc. "The nonprofit marketing is the one that is applied to extra-economic activities without regard to their types" [Meler 2003: 55]. We often identify the concept of marketing with the sale or exchange of values on the market of two or more economic subjects. However, services and products include the school "aquatorium" in the market because in this case it is a question of sale (transfer) of knowledge from teachers to pupils, and the pupils return this transaction by acquiring knowledge. This process is an inevitable part of all the levels of society functioning as well as the fact that we are all part of a process at a definite time and in a definite place. Unfortunately, school systems acting as a pillar in favour of social communities, are sometimes considered as unproductive, mysterious and unregulated. Questions are put about the responsability of the members of a teaching staff, in relation to the frequent inefficiency existing

among young people after completing their own education, when the acquired knowledge should be directly applied to the process of production. "The school system of a community or country is constituted by the institutions that organize the educational process of school population, and create education through the contents of activities by acting partly or totally. The work of schools is regulated by basic laws and implementation regulations while by regulating their relations with other school institutions the School System is created" [Mušanović 2001: 54]. The theme of this study is the management of the system and the improvement of it on the more and more demanding "market".

1. Schools as the holders of the educational role

Primary and secondary schools acting as nonoprofit organizations can't be considered as independent entities because they are part of a much vaster market- the world. Although the contents of the work and functioning of a single school can and must be identified with the social environment in which it is situated, it doesn't mean that it (the school) is not accountable to a greater audience, as it directly products young staff to be generally included in the process of production and economy. The social environment, especially the rural one, as the environs of Poreč, has it own specific qualities which arise from the less adequate level of school accessibility and poorer offer in the field of free activities [Ilak, Peršurić 2003: 248]. Consequently, there are worst conditions of work for teaching and managing staff [Ilak, Peršurić, Gautier 2005]. If we compare a school with a corporation, we can say that school sensibility to the social environment corresponds to the corporation capacity for connecting its own activity with "policy with the social environment in a way used by corporations and society" [Davis, Frederik 1984: 564].

2. School management

If we accept the "product" of schools as programmes of instruction, the teachers who "produce" teaching, spaces and other teaching equipment, then it is the holder of the complete educational system as well as the teamwork done by many people and the utilization of different equipment. The composed teaching procedure puts the teaching staff (teachers, professors) in the first place but in order to do their own job undisturbedly, trained persons need an adequate lead-ership-management. The school management is relatively a young discipline in Croatia, but it has turned out to be necessary. If we coordinate one of the possible definitions saying that "Management is the procedure of formation and preservation of a social environment, in which single individuals, working together in groups, realize efficaciously their own designed aims" [Werhrich, Koonts 1998: 4], we can conclude that management is the one that assumes the role of planning, organizing, leading and controlling schools at all their own level in a complete way. On the basis of everything there is the concept of transaction-

marketing. A lot of teachers feel some ambivalence towards the concept of marketing considered exclusively as an economic category, which ambivalence can land in a dilemma, transaction of knowledge among teachers and pupils as well as a priori exclude management from school before it is established in it. Transactions or exchanges of values (in our case knowledge) have to be syncronized, modernized, free from prejudices in the traditional form of school-teaching based on unidirectional communication and frontal work; communication in practice has to be directed towards two directions: teacher-pupil. The exchange of values includes the product, money and services. It can also include energy, time and feelings. Exchange is a procedure in which on one hand it is possible to give, while on the other hand, it is possible to receive, everything in order to realize some usefulnes. "Most pleaders agree that the final aim is to improve the quality of pupils learning" [Stol, Fink 2000: 95]. The modern approach of school organization requests such management that will administrate school environments so that young trained staff can be permitted to find a job more easily as well as to find its way about in the field of economy after the conclusion of its own educational process. Such a modern approch to school management lays emphasis on "new" while the basic changes are observed when analysing experiences carefully in the field of traditional working methods. It is time to break the sentimental relations in the sphere of educational process with everything has proved to be inefficient. The modern managerial approach recognizes teachers and pupils' personalities in practice emphasize the teamwork done by teachers and pupils as well as the construction approch to education to which pedagogical activities aspire, and it also has its own foothold in the economic sphere of profit realization. Concretelly, in the sphere of school system, the higher profit is constituted by pupils themselves (private schools excluded) and their competence to become part of the process of employment on the working market as soon as possible and in terms of high quality after the conclusion of educational process.

2.1. The functions of school management in the sphere of local social environments

In order to understand the demanding and active role of school management at a global level, as well as in the sphere of a smaller social environment as Poreč (Croatia), and its environs we will mention the basic functions to be performed by a manager:

- 1) PLANNING: it includes the selection of tasks and aims as well as actions necessary to achieve them. It requests to make decisions and to select the direction of actions. The right plan can not exist until the decision connected with human and material resources is defined.
- 2) ORGANIZATION: as a part of management, it includes people working in groups in order to achieve their own aim, and each one of them has their own duties. The purpose of the organizational structure is to create a social envi-

ronment in which it is possible to develop human activities correctly. It is only a way of achieving management. It is not an end in itself. The roles given to workers have to be shaped according to human capacities and motivations.

- 3) ENGAGEMENT OF STAFF: it is the function of filling a position in the sphere of organizational structure and keeping it. It is kept by promoting, evaluating, remunerating and additionally training employed persons.
- 4) LEADING: it is the function of influencing people and their own relations. Interpersonal relations are matters of great importance in the sphere of organization because most of problems are caused by people, and quality leaders are those who have followers who believe in their actions and proposals.
- 5) CONTROLLING: It is the function of measuring and correcting the individual and organizational sphere of activity so that work can be done according to a determinated plan. Control activities include the measurement of the realization of one's own aim, while the control means represent the expense budget. If there is a withdrawal from work, it is necessary to appoint a person who will be responsible for this problem and to establish the right way to solve the problem.
- 6) COORDINATION: Its purpose is to bring into harmony single efforts in order to fulfill a final purpose. For this reason coordinators have to coordinate individual aims with the complete organizations aims.

The functions performed by managers, are supplemented by new ideas and scientific cognitions, experiences, results of researches and everything can advance these functions. Although the programmes of instruction are done at the level of the Republic of Croatia, the strategical part of realization of the same in single segments should be conformed to the areas on which schools themselves are situated. In this part, management has a great role as the holder of adaptations and interests of schools themselves. Although schools are not founded in order to made profits, however they should "do business" according to the principle of solvency, because the organization and operation of every managementmarketing do business according to the principles of economic calculus which means "to make incomes by doing business in order to cover expenditures" [Radišić 1989: 15–16].

The management (marketing) of schools, by accepting all the equivalents of the social environments in which they are situated, has to complete the following tasks:

- 1) to establish long-term and short-term plans of school development,
- 2) to make preparations in order to develop these plans, to determine its staff,
- 3) to coordinate its actions of development,
- 4) to include all the available information systems,
- 5) to intensify the negotiability of information at every level of management,
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- 6) to conduct and organize research marketing in order to establish the priority of targeted market segments,
- 7) to set out (based on researches) the aims of marketing and the marketing of school strategies,
- 8) to set out a final school working programme,
- 9) to appoint the members who will participate in the relations with the public (TV spokespersons),
- 10) to conduct affairs in order to fix the price of determined programmes (financial sector),
- 11) to organize group and individual meetings in order to try to solve school problems or pupils' individual problems,
- 12) to get in touch and to keep in touch with sponsors and givers,
- 13) to get in touch with related schools trained persons on the international plane,
- 14) to conform actions done by pupils and teachers to the current problems of our area, tensions as well as trends,
- 15) to conform the assigned theories with educational contents to the area of service and social marketing on which the school is situated,
- 16) to establish good interpersonal relations in the sphere of educated institutions,
- 17) to animate pupils, teachers and other persons employed in school in order to develop new projects or only to start them (manager/team),
- 18) to research the needs and desires expressed by every member of educational institutions with continuity because "every activity making profits has to consider man's needs as well as the time at which they emerge and disappear" [Vukmirović 1993: 8],
- 19) to aspire to the development of a competitive precedence over other schools by using one's own quality, capacity and results because the competitiveness on the market is one of the most important strategy and marketing aims. According to Ansoff [1965: 110] "A competitive precedence will offer to a company (school) a strong competitive position (before other schools)". In this case by using the quality provided by one's own work,
- 20) to stimulate the incorporation of cultural contests of a community in the sphere of school events ,,because these two components in their own nature, has to act harmoniously and mutually" [Jadrešić 2001: 37].

If school management completes all these tasks and leads its own educational institutions to the level of powerful institution, according to the organization and results got from its own work, it will have also a "market power". It is a question of "monopolistic power when you can manipulate the price of goods you product and sell" [Ferenčak 2003: 88]. In our case it is a question of staff quality that has finished an educational process. Although in this case it is not

a matter of direct sale, we can't exclude the theories talking about the "sale of knowledge and knowledge of a profession".

It is logical that every school that is correctly managed, is predisposed to show interests for a greater number of pupils, and consequently for a higher capital turnaround because for "potential investors or investment analysts at the moment of making decisions or suggestions, it is very important the concept of profitability" [Novak 2002: 35]. The investors acting in the school segment can be private persons – givers or states.

3. Management of the primary and secondary schools in poreč (Croatia) and its environs

3.1. Research results

In order to understand in which measure and in which way management as a form of administration or as a subject in the programmes of instruction represented in the elementary and secondary schools of Poreč, and its environs, in view of the profile of schools and professional profile build up by leaders of the concerned schools, a poll has been carried out in order to conduct the research. Management as a kind of administration shows today a global tendency towards the development of our society which is also applied to the development of our local milieu as the town of Poreč (Croatia) and its environs. The data collected by carrying out this research, although it is a question of a relatively small specimen, can be indicative. The research was carried out in 2009. It was accompanied with the consent given by the Ministry of Science, Education and Sport and confirmed by the Secretary of elemantary and secondary education.

3.2. Aims, tasks and hypotheses of the research

Considering that the basic problem of the research has been the representation of management, theories and practices in the elementary and secondary schools of Poreč and its environs as well as the Principals' relations with this theme the following aims, tasks and hypotheses have been set out:

A) Aims and tasks of the research:

- 1) to know the representation of management in the sphere of the programmes of instruction of elementary and secondary schools,
- 2) to know how much Principals are informed about the theme of management,
- 3) to examine Principals wishes with regard to the insertion of management as a subject of instruction and as a form of school administration,
- 4) to know Principals past experiences and knowledge of management,
- 5) to know the relations between the professional profile of school leadeship and its views about management,
- 6) designations of the directions of observed patterns application.
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B) Hypothesis:

In the sphere of this work we pressume the hypothesis that management in primary and secondary schools is differently represented depending on the distintive features related to the school profile and professional profile of a school manager (Principal). Because of the systematic approach to the reseach in the field of work, two sub-hypotheses have been formulated.

SH1- Management is better represented in secondary schools than primary schools.

SH2- Management quality is higher among trained staff working in school administration, which has an academic education, nearer to production and technical activities, than the social and humanistic ones.

3.3. Specimen of the research

The research has been carried out by taking a specimen of eight school Principals. Exactly, two secondary schools and six elementary schools. The Principals' response to the questionnaires has been positive. The total number of pupils (of all the 8 schools) was 3.413, of which 2.394 of them belong to the elementary schools, and 1.019 of them to the secondary schools.

NR	KIND OF SCHOOL / NAME	TOWN	NR PUPILS	NR TEACHERS
1.	Primary school "Poreč"	Poreč	1200	80
2.	Primary Italian school B. Parentina	Poreč	102	20
3.	Primary school "Tar"	Tar	269	30
4.	Primary musical school "S. Zlatić"	Poreč	207	14
5.	Primary school "J. Šuran"	Višnjan	400	36
6.	Primary school "V. Nazor"	Vrsar	216	30
7.	Secondary school "M. Balota"	Poreč	665	51
8.	Secondary school Profesional tourist school A. Štifanić	Poreč	354	44

Specimen of eight schools

Resource: Authors poll 2009.

3.4. Research based on polls

In order to carry out this research the following questionnaires have been drawn up:

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Table 1

Questionnaire number 1: in order to collect general identification information on schools as well as on management representation (table 1):

- the place where schools are situated,
- type and name of schools,
- total number of pupils,
- total number of the teachers performig a teaching procedure as well as the names of teaching courses (secondary schools).

Questionnaire number 2: in order to collect social-demographic information on the Principals as well as their own views about the necessity to include management in schools and the possibilities of existence of management in determined schools (table 2):

- Principals' age,
- years of service in the sphere of education,
- total years of service,
- sex,
- schools qualification (name of finished studies),
- total number of years filling the post of Principal.

Table 2

TIP OF SCHOOL	SEX	AGE	EXPIRIENCE IN LEARNNG – EDUCATION	SCHOOL QUALIFI- -CATION	HEAD MASTER IN YEARS
Primary school	F	59	40	HIGH SCH.	12
Primary school	F	64	40	HIGH SCH.	6
Primary school	F	58	36	HIGH SCH.	13
Primary school	F	37	15	FACULTY	6
Primary school	М	62	40	FACULTY	13
Primary school	М	52	40	FACULTY	0
Primary school	М	42	19	FACULTY	10
Primary school	М	50	27	FACULTY	13

Resource: Authors poll 2009.

After the elaboration of the results from the research, the following conclusions have been reached:

1) The main hypothesis has been confirmed: management is differently represented in elementary and secondary schools. In elementary schools management doesn't exist as a subject of their programmes of instruction con-

trary to secondary schools where this subject is a part of their programmes of instruction, but only in one school. In the first case (elementary schools) the reason for this is that children aged between 7 and 14 (15) are not ready to understand the basis of management because of their own age, perception and cognition. Besides, management is not necessary for them yet. All the Principals have agreed that management as a subject is more necessary in secondary schools.

- 2) Management as a subject has not been included in the programmes adopted by elementary schools.
- 3) The Principals' professional profile is not connected with the affinity for the theme of management as well as for its insertion into the programmes of instruction.
- 4) No school has a manager or a team of managers acting as a kind of administration at a school level.
- 5) Profiles, types of schools are connected with the insertion of management into programmes of instruction, for example, the secondary school "Anton Štifanić", (three-year old and four-year old school) that is connected with the tourist and hotel industry, doesn't include in its own programme management as a subject, contrary to the secondary school "Mate Balota" (fouryear school) whose programme of instruction has management as a subject, carried out by a trained staff.
- 6) Totally, a fourth of teachers are acquainted with the notion and purpose of management thanks to courses, school-teaching, additional schooling in the opinion of the Principals, while three-quarters of the Principals don't know how much their own staff is informed about the theme of management. All the Principals have given a positive answer to the question if the culture of management is purposeful and necessary for young people as well as in our society.
- 7) To the question if they (the Principals) agree with the necessity of management in our society, all have given a positive answer, but half of the Principals themselves don't miss management education as well as they don't want to became educated. The answers don't concern either Principal' age or their educational background.
- 8) 87,5% of the Principals are satisfied with their own function performed in schools in their capacity as manager, although except for only one Principal, no Principal has ever done manager courses, management schools or the like.
- 9) To the question if they (the Principals) think that their own schools miss a manager (team), 87% of the Principals have given a positive answer, while 12,5% of them have given a negative answer. It is interesting that just the person who has given a negative answer, has done a management course in

Opatija (Srića, V., Management Course). The following question must be put: Are management courses expensive or insufficiently informative, educative, or it is a matter of personal aversion to this part of education?

10) To the question about the tasks to be carried out by a manager (team) in educational institutions, all the Principals have agreed that school managers (team) should have a different knowledge which is also connected with the functions performed by managers. The most important questions to which managers (team) should anwer are connected with the sphere of finance, school, promotion, psicology, general culture and law.

Table 3

$Systematization-the \ questions \ and \ the \ answers \ from \ the \ poll \ research \ (questionary \ nr \ 1)$

	YES	NO	I DON'T KNOW	TOTAL
Do the teachers in the sch lecturing and additional e		n the idea and aim o	f the management th	nrough courses,
Primary schols	1	2	3	6
Secondary schools	1	0	1	2
Total	2	2	4	8
Does the management sul	bject exist in the	learning plan and p	program in your sch	nool?
Primary schols	0	6	0	6
Secondary schools	1	1	0	2
Total	1	7	0	8
Is this subject (if exists) is	s educated by th	e professional , cap	able staff-manager?	
Primary schols	0	6	0	6
Secondary schools	1	0	0	1
Total	1	6	0	7
Remark: In primary schoo	ols the answer i.	s NO – this subject 1	not exists	
Do you consider that man and programs?	agement subjec	rt (subjects) should l	be inducted into the	educational plan
Primary schols	0	6	0	6
Secondary schools	2	0	0	2
Total	2	6	0	8

"Management is the way tion"(pupils). Do you age			pective for the youn	g genera-
Primary schols	6	0	0	6
Secondary schools	2	0	0	2
T o t a l	8	0	0	8

(questionary nr 2)

	YES	NO	I DON'T KNOW	TOTAL
Are you satisfied with you	ır function in th	e school concerning	the organization an	nd managing?
Primary schols	6	0	0	6
Secondary schools	1	1	0	2
Total	7	1	0	8
Have you attended or you	ı are attending s	some management so	chool, course or stu	dy?
Primary schols	1	5	0	6
Secondary schools	0	2	0	2
Total	1	7	0	8
Do you want some manag	gement educatio	n – qualify?		
Primary schols	2	4	0	6
Secondary schools	2	0	0	2
Total	4	4	0	8
Do you consider that prin managers qualification?	nciple outside of	experience in pract	ice should have req	uired school
Primary schols	6	0	0	6
Secondary schools	2	0	0	2
Total	8	0	0	8
According to your opinion	n does your scho	ool miss a professio	onal manager or ma	nagers team?
Primary schols	5	1	0	6
Secondary schools	2	0	0	2
Total	7	1	0	8

	Promote and develop the school
	Communicate
	Analyze the working success in the school during the year
	To improve the work organization in the school
	Use the community knowledge
D' 11	Caring about school equipment
rimary schols	Modernize the school
	To cooperate with other subjects in the country and abroad
	To help the principle concerning the leader ship of school policy
	To find financial supporters (donators)
	To help about providing various school projects
	To solve the lawyer problems engaged
	To ensure special and material terms
	To improve educational process
Secondary schools	To improve communication system
	To manage the projects which improve the school
	To rise the level of quality in teaching
lame the knowledge th	hat a good principle should to have
	Organizational
	Administrative-financial
	Pedagogic-psychological
Primary schols	The foreign language (English)
	To own information technology skills
	To be empathetic, righteous, adaptive
	To posses general knowledge and be professional
	Pedagogic
	Economic
	Organizations
econdary schools	Management-legislative
	To own basic psychological knowledge
	Finance To have wide general cultural education

Instead of conclusion

- If we consider the results of this research we can conclude that the very actual theme of management has not reached the desired level of cognition yet as a necessary element in the field of correct management as well a sit has not reached an adequate level of representation as a subject of instruction in school programmes of instruction.

- In general, the view taken by those polled is that management should be included in schools, but the brakes hindering this inclusion are indirectly connected with the flow of management into schools. It is a matter of administrative blindness as well as of ignorance of the department that at a Regional level "Worries" about the school system development etc.

– Although they are positively inspired by the theme of research it seems that management is more treated as an experimental method and trend from the west than as a necessary element in itself. In order to give a contribution to the research, it has been observed in which way the Principals are not informed about how much their own staff is acquainted with the concept of management. We can also insinuate that it is a matter of alienation in communication relations or a inaccessibility of the same theme. Inaccessibility, in the sense that we are not acting very much in order to inform teaching structures about this theme by using different modules of education (seminars, courses, workshops etc.).

– It is interesting that the Principal of the secondary school with a greater number of pupils, thinks that management is necessary in schools to improve the system of communication and interpersonal relations existing in educational institutions.

- In the opinion of those polled, except for communications skills, a manager (team) should be educated by a lot of subjects, that's to say it should have a wide knowledge in different domains: economy, pedagogy, organization, culture, administrative-legal domain etc.

- Having examined the personal data collected from those polled, it has been established that half of the Principals don't have university qualifications but two-year post-secondary qualifications. Of half of the Principals with two-year post-secondary qualifications, a quarter of them are interested in additional schooling, improving and other kinds of education in the field of management. In this way they think to improve the position of their own schools.

- By carrying out the research, we have reached the conclusion that if we consider that schools themselves need a manager (team), it is also necessary to include, organize studies of school management or schools in order to improve Principals at undergraduated and postgraduated study level.

- Management is an important factor in the organization of success and development, while human knowledge and behaviour become more and more important for success. More successful and quality kinds of managers are the ones that ensure an optimal engagement of all the employed persons, material factors

as well as the resources of the business process. Doubts about the competence of management as a discipline, probably are raised because of an inadequate knowledge of this theme as well as of a low flow of information given to a number of educational workers. For the purpose of comparation, we mention the example of the neighboring Republic of Slovenia that for many years has provided education for Principals in which it is also included the management of education (www.solazaravnatelje.si).

- It is certain that the inclusion of management in the models of teaching practice, teaching, naturally, can't be realized overnight as well as either our behaviour can't be changed at a great speed or formed in one day, but certainly the experience gained having educated generations, has a new quality today that accompanied with an adequate professional sensitized teaching staff can make a revolution in teaching systems.

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Abstract

Primary and secondary schools are under the influence of reorganizations and processes in which development of human potential is streaming to higher

professionalism and education qualities of education and management staff. The process of education is very complex and should place the education staff at first, but it order to function without obstacles the education staff should be supported by adequate managing staff that creates the sphere of "economic approach" and creation of a "product" called complete pupil that can after secondary school approach the employee market as a quality candidate. Schools runes in a good quality sense gain higher rates and higher interest of pupils for inscriptions, and these are the tasks for managing staff. Therefore our papers is directed upon research about the management subjects in primary and secondary education, to see how much managers are "into"management issues, what are the wishes of mangers about management subjects in classes and as important for them in running the schools, to school managers about management knowledge they have and relations between school management and management functions applications. The research was conducted in eight schools, two secondary and six primary schools. We confirmed our hypothesis that management is different in primary and secondary schools. In primary schools there is no subject called management as part of education program such exists in one secondary school. The professional profile of school manager was not connected to thematic of management and involving management as a subject in school programs. With the aim and meaning of management in education only 25 percent of education staff and school managers were acquainted. All managers answered that management is necessary and useful for pupils and young people in the society. The majority of school managers (87,5 percent) were content with their roles manager. The same percentage answered that they would need a team for school management. All school mangers agreed that this team should have different knowledge and skills connected to management capabilities. The most important duties would be in filed of finances, promotions, psychology, law and general culture.

Key words: management, education and managing staff, primary and secondary schools, education.

Zarządzanie szkołami podstawowymi i średnimi

Streszczenie

Aktualnie szkoły podstawowe i średnie są pod wpływem procesów reorganizacji, w których rozwój potencjału ludzkiego jest skierowany na wyższe poziomy profesjonalizmu, jakości edukacji i kształcenia kadry kierowniczej. Proces kształcenia jest bardzo skomplikowany, ale aby szkoła mogła funkcjonować bez przeszkód, pracownicy oświaty powinni być wspierani przez odpowiednie kadry zarządzające, które tworzą sferę "podejścia ekonomicznego" oraz stwo-

rzenie "produktu" rozumianego jako pełne przygotowanie ucznia, który może po szkole średniej wejść na rynek pracy jako kandydat na pracownika wysokiej jakości. Szkoły powinny dla podniesienia jakości kształcenia zdobyć wyższe finansowanie i wyższe odsetki uczniów dobrze przygotowanych – są to zadania dla kadry zarządzającej.

Słowa kluczowe: zarządzanie, edukacja, kadra zarządzająca, szkoła podstawowa i średnia.