Governance and Performance of Education Systems
Governance and Performance of Education Systems

edited by

Nils C. Soguel
Swiss Graduate School of Public Administration, Lausanne, Switzerland

and

Pierre Jaccard
Education Department of the Canton of Vaud, Lausanne, Switzerland
Acknowledgments

In September 2006, the conference “Educational Systems and the Challenge of Improving Results: Explaining and Enhancing Performance and Equity” was held at the University of Lausanne (Switzerland). It was jointly organised by the Swiss graduate school of public administration- IDHEAP and the General Director of the Department of Education of the canton of Vaud. The conference benefited from a grant from the Gebert Rüf Foundation that is gratefully acknowledged.

Most of this volume is the outcome of the conference. Therefore we are indebted to all the people who helped us, not only to organise the conference but also to overcome the difficulties of the second phase of this adventure, namely the completion of this book. We are especially indebted to Florian Chatagny who provided excellent organisational assistance, Lee Nicol who scrutinised the language and Béatrice Hausmann for the final preparation of the typescripts.

N.C.S & P.J.
# Table of Contents

Notes on Contributors ix

1. Introduction: Governance and Performance of Education Systems 1
   *Nils C. Soguel and Pierre Jaccard*

## Part One  The Changing Governance of Educational Systems

2. The New Regulation Forms of Educational Systems in Europe: Towards a Post-bureaucratic Regime 13
   *Christian Maroy*

3. Comparing Higher Education Governance Systems in Four European Countries 35
   *Harry F. de Boer, Jürgen Enders and Uwe Schimank*

## Part Two  Performance Monitoring and Evaluation

4. Purpose and Limits of a National Monitoring of the Education System Through Indicators 57
   *Stefan C. Wolter*

5. Measuring and Comparing the Equity of Education Systems in Europe 85
   *Marc Demeuse and Ariane Baye*

6. The Economic Benefits of Improved Teacher Quality 107
   *Eric A. Hanushek*

Comments 131
   *George Sheldon*
<table>
<thead>
<tr>
<th>Chapter</th>
<th>Title</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>7</td>
<td>Direct Democracy and Public Education in Swiss Cantons</td>
<td>137</td>
</tr>
<tr>
<td></td>
<td>Justina A.V. Fischer</td>
<td></td>
</tr>
<tr>
<td>8</td>
<td>School Factors Related to Quality: Multilevel Analysis for Three Swiss Cantons</td>
<td>155</td>
</tr>
<tr>
<td></td>
<td>Ivar Trippolini</td>
<td></td>
</tr>
<tr>
<td>9</td>
<td>Are Swiss Secondary Schools Efficient?</td>
<td>187</td>
</tr>
<tr>
<td></td>
<td>Muriel Meunier</td>
<td></td>
</tr>
<tr>
<td></td>
<td><strong>Part Three</strong> Explaining and Controlling the Costs of Education Systems</td>
<td></td>
</tr>
<tr>
<td>10</td>
<td>Funding Schools by Formula</td>
<td>205</td>
</tr>
<tr>
<td></td>
<td>Rosalind Levačić</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Comments</td>
<td>236</td>
</tr>
<tr>
<td></td>
<td>Andrea Schenker-Wicki</td>
<td></td>
</tr>
<tr>
<td>11</td>
<td>A Cost Model of Schools: School Size, School Structure and Student Composition</td>
<td>247</td>
</tr>
<tr>
<td></td>
<td>Torberg Falch, Marte Rønning and Bjarne Strøm</td>
<td></td>
</tr>
<tr>
<td></td>
<td><strong>Part Four</strong> Strategies to Encourage Performance and Equity</td>
<td></td>
</tr>
<tr>
<td>12</td>
<td>The Potential of School Information Systems for Enhancing School Improvement</td>
<td>269</td>
</tr>
<tr>
<td></td>
<td>Ian Selwood and Adrie J. Visscher</td>
<td></td>
</tr>
<tr>
<td>13</td>
<td>School Autonomy and Financial Manoeuvrability: French Principals’ Strategies</td>
<td>289</td>
</tr>
<tr>
<td></td>
<td>Yves Dutercq</td>
<td></td>
</tr>
<tr>
<td>14</td>
<td>Finnish Strategy for High-Level Education for All</td>
<td>305</td>
</tr>
<tr>
<td></td>
<td>Reijo Laukkanen</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Index</td>
<td>325</td>
</tr>
</tbody>
</table>
Notes on Contributors

Ariane Baye

Ariane Baye is a Research Fellow at the department of Education and Training at the University of Liège (Belgium). She has been involved in several national and international projects aimed to indicators development and interpretation in the field of education and training. She has been the delegate of the French Community of Belgium for the Network A and B of the OECD/INES project. She is the National Project Manager for PISA, an international 15-year-old students assessment program. She coordinated with Marc Demeuse the Socrates project designed to build European Indicators on the Equity of the Education Systems. She has co-authored several papers on equity and indicators, and co-edited Vers une école juste et efficace: 26 contributions sur les systèmes d’enseignement et de formation and Equity in European Education Systems: A Set of Indicators.

Harry F. de Boer

Harry F. de Boer is a senior researcher at the Center for Higher Education Policy Studies of the University of Twente in the Netherlands and is lecturing and tutoring in courses in higher education management. His research topics in the field of higher education studies concern governance and steering models at macro level, institutional governance, management and leadership styles in professional organizations, strategic planning and decision-making. He has frequently contributed to studies in these areas, including articles in Higher Education Policy, Public Administration, the European Journal of Education and Tertiary Education and Management. Moreover, he has conducted several reports for the Dutch ministry and for national agencies.
Marc Demeuse

Marc Demeuse is Professor of Education at the Institute of School Administration (INAS, Faculty of Psychology and Education Science, University of Mons-Hainaut, Belgium). He teaches at the University of Burgundy (Dijon, France) and at the UNESCO Chair of Education in Dakar (Senegal). He is a consultant to several national and international agencies on issues like evaluation of educational systems, equity in education, school management. He has written, co-authored or edited books and articles in several journals regarding the already mentioned topics. He has been the coordinator of the European Group for Research on Equity in Educational Systems. He holds a Ph.D. in psychology from the University of Liège (Belgium) and he is also a statistician (Gembloux Agricultural University, Belgium).

Yves Dutercq

Yves Dutercq is Professor at the University of Nantes (France) and a sociologist of education. His work deals with recent transformations in educational public action, specifically with its consequences on the changing role of education administrators, and the relationship of the citizens vis-à-vis the educational services offered by the state. He is also interested in interpersonal relationships between teachers and between pupils and teachers. Yves Dutercq has conducted research on the mobilization of parents around the school and on the regulation of the educational policies. He has written several books and many articles on these various topics. Today he leads a study on the formation of future elites in France. He is co-editor of *Education et sociétés*, an international journal of sociology of education.

Jürgen Enders

Jürgen Enders is Professor and Director of the Center for Higher Education Policy Studies at the University of Twente, the Netherlands. He was previously Assistant Professor at the Centre for Research on Higher Education and Work at the University of Kassel, Germany, where he received his doctorate in political science. He is member of the editorial board of the book series *Higher Education Dynamics* and the journal *Higher Education*. His research interests are in the areas of the Political Sociology of Higher Education, Governance and Management of Higher Education and Research, Higher Education and the World of Work, and the Academic
Profession. He has written and (co-)edited numerous books and published articles in journals such as *Higher Education, Higher Education Policy, Leviathan, Public Administration, Rassegna Italiana di Sociologia, Scientometrics*.

**Torberg Falch**

Torberg Falch is Associate Professor at Department of Economics, Norwegian University of Science and Technology. He has written articles in several journals, including *Economics of Education Review, Education Economics, European Economic Review, European Journal of Political Economy and Economics of Governance*. He has been a consultant to the Norwegian government on issues of resource use in compulsory schooling, school accountability systems, early childhood education and infrastructure impact fees. He is a member of the EU think-tank “The European Expert Network on Economics of Education”. He holds a Ph.D. in economics from the University of Oslo.

**Justina A.V. Fischer**

Justina A.V. Fischer is currently a post-doctoral researcher at the Stockholm School of Economics (Handelshögskolan i Stockholm, Sweden). She held previously visiting positions at the London School of Economics and at the University of Stanford, Hoover Institution, after having received her Ph.D. in economics from the University of St. Gallen (Switzerland) and an M.A. degree from the European University Institute, Florence. Her doctoral thesis investigates the impact of direct democracy on societal outcomes, among them public education. Her research interests are in the areas of political economy and behavioural economics with a current focus on life satisfaction outcomes. She collaborated with authors in various book publications and published articles in several journals, including *Journal of Happiness Studies, Public Choice, Social Indicators Research, Social Choice and Welfare*.

**Eric A. Hanushek**

Eric A. Hanushek is Paul and Jean Hanna Senior Fellow at the Hoover Institution of Stanford University (USA). He is also chairman of the Executive Committee for the Texas Schools Project at the University of Texas at Dallas, a research associate of the National Bureau of Economic Research and
a member of the Koret Task Force on K-12 Education. He is an expert on educational policy, specializing in the economics and finance of schools. His books include *Courting Failure, Handbook on the Economics of Education, The Economics of Schooling and School Quality, Improving America's Schools, Making Schools Work, Educational Performance of the Poor, Education and Race, Assessing Policies for Retirement Income, Modern Political Economy, Improving Information for Social Policy Decisions* and *Statistical Methods for Social Scientists*, along with numerous articles in professional journals. He is a member of the National Academy of Education and an elected fellow of the International Academy of Education and of the Society of Labour Economists. He was awarded the Fordham Prize for Distinguished Scholarship in 2004. He is a Distinguished Graduate of the United States Air Force Academy and completed his Ph.D. in economics at the Massachusetts Institute of Technology.

**Pierre Jaccard**

Pierre Jaccard is Assistant General Director of the Department of Education of the canton of Vaud in Lausanne where he is in charge of the *Direction of organisation and planning*. He has most notably introduced the funding by formulas for schools. Mr Jaccard is currently project manager for the introduction of an information system for all schools and central offices of the Department of Education and works on all questions related to the modernization of school management. Previously, he was headmaster in an elementary school and in charge of the training of new headmasters. He holds a Master in Public Administration from the Swiss Graduate School of Public Administration–IDHEAP in Lausanne.

**Reiho Laukkanen**

Reiho Laukkanen is Counsellor at the Finnish National Board of Education. At the moment his work consists of international affairs but earlier he has been responsible for several major development projects of basic education and acted as head of special needs education and evaluation units of the Board. He has worked as a Counsellor in the Permanent Delegation of Finland to the OECD for 4 years covering education sector but also labour, health, public management and science policy issues. Currently he is the Finnish representative on the governing board of CERI (Centre of Educational Research and Innovation). He is also a Docent for International Education Policy at the University of Tampere. He has written, co-authored or edited several books and articles in several journals, including
Scandinavian Journal of Educational Research, European Journal of Special Needs Education, Lifelong Learning in Europe, Educational Leadership and Administration and Education. He holds a Ph.D. in education from the University of Jyväskylä.

Rosalind Levačić

Rosalind Levačić is Professor of Economics and Finance of Education at the Institute of Education, University of London (UK). Her main research interests are school funding systems, financial and resource management of schools and the relationships between school resourcing and student outcomes. She has undertaken a wide range of consultancy work on school finance including formula funding for two English local authorities and school finance decentralization reforms in Poland, Bosnia and Herzegovina, Montenegro and Azerbaijan. Her research on school finance reforms in England was published in Local Management of Schools: Analysis and Practice. She has also published articles on school finance and school effectiveness in Oxford Review of Education, Education Economics, School Effectiveness and School Improvement and British Education Research Journal.

Christian Maroy

Christian Maroy is Professor of Sociology at the Department of Political and Social Sciences of University of Louvain. He is director of the GIRSEF, an interdisciplinary research group on education and training systems. Beyond a number of papers in international journals (Journal of Education Policy, Work, Employment and Society, Education et Sociétés, Revue française de Pédagogie, Cahiers internationaux de sociologie, Formation Emploi), he has published recently L’enseignement secondaire et ses enseignants and Ecole, Régulation et Marché: Une comparaison de six espaces scolaires locaux en Europe.

Muriel Meunier

Muriel Meunier is currently a Ph.D. student at the Department of Economics, University of Geneva (Switzerland). She is also a member of the Swiss Leading House on the Economics of Education, Firm Behaviour and Training Policies, a so-called "Excellence Centre" in the economics of education granted to the University of Geneva in 2005 by the federal office
of the professional formation and technology (OFFT). Her main academic interests are the economics of education and her thesis topic is an empirical application to Switzerland. Beforehand, she wrote several articles about Quebec Province's schooling system, including dropout from and return to school, when she was at the Interuniversity Centre of Research on the Analysis of Organizations (Montréal, Canada).

**Marte Rønning**

Marte Rønning is employed at Centre for Economic Research at NTNU and is a Ph.D. student at the Department of Economics, Norwegian University of Science and Technology. She has been a visiting researcher at Stanford University and employed at University of Amsterdam. Her research interests are economics of education and the functioning of the teacher labour market.

**Andrea Schenker-Wicki**

Andrea Schenker-Wicki is Professor of Business Administration and Director of the Executive MBA Program, University of Zurich (Switzerland). Her main research interests are performance management in private and public organisations, trust and control in public and private organisations, crisis management, university management. She has published several books and diverse articles in professional journals. She completed a Ph.D. in Business Administration at the University of Fribourg and an habilitation thesis dedicated to “evaluation of universities, performance measurements and indicators” at the University of St. Gallen.

**Uwe Schimank**

Uwe Schimank is professor of sociology at the FernUniversität in Hagen in Germany. Besides higher education research, his research interests include sociological theory, theories of modern society, organizational sociology, sociology of sports and sociology of science. In higher education research, he is currently interested in comparative studies of governance regimes of national systems of higher education. He advised the Austrian rector's association, the German federal ministry of education and research, the VolkswagenStiftung, and participated in evaluation teams of the German Science Council and the Wissenschaftliche Kommission Niedersachsen. Besides, he is vice rector of the FernUniversität since 2002.
Ian Selwood

Ian Selwood is a Senior Lecturer in ICT in Education in the School of Education at the University of Birmingham (UK). He has worked in the field of ICT since the early 1970s, initially as head of Computer Studies in a secondary school, followed by 6 years as an advisory teacher for IT. Since 1987 he has worked in the School of Education. His research interests are mainly concerned with the use of ICT to support Educational Administration and Management and the Management of ICT in Schools. His publications not only reflect these areas of interest but also include other educational applications of ICT. Recent research projects include contributions to the DfES funded “TSW Evaluation”, “ICT Testbed Baseline Study” and “Impact of Broadband on Schools” and Becta-funded research into the use of Tablet PCs. His current research is concerned with ICT and School Improvement, and ICT and personalised learning. He is Editor-in-Chief of *Education and Information Technologies* and on the editorial board of two other international academic journals, and Vice-Chair of the International Federation for Information Processing working group on IT in Educational Management.

George Sheldon

George Sheldon is Professor of Labour Economics, Industrial Organization and Applied Econometrics at the University of Basel, where he heads the Labour Market and Industrial Organization Research Unit. He has taught at the Albert-Ludwigs-University in Freiburg, the University of Berne, the University of St. Gallen and the University of Trier. He has served as a consultant to government agencies in Switzerland and Germany on issues pertaining to unemployment, technological change, education, competition and efficiency measurement. He has written, co-authored or edited several books and articles in various journals, including *Economic Letters*, *Journal of Productivity*, *Review of World Economics* and the *Swiss Journal of Economics and Statistics*. He holds a Ph.D. from the Albert-Ludwigs-University in Freiburg in economics.

Nils C. Soguel

Nils C. Soguel is professor of public finance at the Swiss Graduate School of Public Administration–IDHEAP (University of Lausanne, Switzerland). He has taught at the University College London and at the Swiss Institute of Technology in Lausanne. He has served as a consultant to several Swiss
national agencies and local governments on issues like valuation of non-market goods, public finance management, school funding mechanisms, as well as fiscal federalism. He has written, co-authored or edited several books and articles in several journals, including *Journal of Risk and Uncertainty*, *Environmental and Resource Economics*, *Journal of Environmental Planning and Management*, *Revue d’économie politique*, *Politiques et management public*. He holds a Ph.D. in economics from the University of Neuchâtel.

**Bjarne Strøm**

Bjarne Strøm is Professor at Department of Economics at Norwegian University of Science and Technology. He has written articles in several journals, including *Economica*, *Economics of Education Review*, *European Economic Review*, *Economics of Governance* and *Scandinavian Journal of Economics*. He has been a consultant to the Norwegian government on issues such as school accountability systems, private schools and high school dropout problems. He holds a Ph.D. in economics from the University of Bergen.

**Ivar Trippolini**

Ivar Trippolini is research associate at the Swiss graduate school of public administration–IDHEAP (University of Lausanne, Switzerland). Former elementary school teacher, he obtained a Diploma in Political Sciences at the University of Geneva (2004) and subsequently a Masters of Public Administration at the IDHEAP in Lausanne (2006). His main fields of research and expertise cover public institutions in federal states and education policies for compulsory schooling.

**Adrie J. Visscher**

Adrie J. Visscher is an associate professor in the University of Twente (Faculty of Behavioural Sciences) in The Netherlands. He is interested in the factors accountable for school performance differences between schools (i.e. variance between schools in how much students learn in them) and in how quality assurance in general and school performance feedback systems and management information systems more specifically can support improving the quality of schooling. He has published about 140 publi-
cations including many articles in international scientific journals, special issues of international journals and scientific books.

**Stefan C. Wolter**

Stefan C. Wolter is Director of the Swiss Coordination Centre for Research in Education. He is also professor of economics of education at the University of Berne. He is currently also president of the council of the Swiss Federal Institute for Vocational Education, Swiss delegate to the Education Committee of the OECD and member of the executive bureau of the CERI (Centre for Educational Research and Innovation, OECD) governing board. He has written and co-authored several books and articles. Some two dozen articles were published in refereed journals, such as the *German Economic Review, Kyklos, Brussels Economic Review, Applied Economics Quarterly*, etc. He holds a Ph.D. in economics from the University of Berne.