Management instruments - Regulations for Organization and Functioning (ROF) and Job Descriptions within the Ministry of Education and Scientific Research
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This brochure presents a summary of the World Bank team’s Report on Regulations for Organization and Functioning (ROFs) of 17 units selected within the Ministry of Education and Scientific Research (MESR) and School Inspectorates, and 30 job descriptions.

The Report was prepared under the Agreement for Advisory Services for the Development of Administrative Capacity of the MESR.
I. CONCEPTUAL FRAMEWORK

The report is addressing one of the key recommendations made to the Ministry of Education and Scientific Research in the Functional Review report (2010) that focused on the pre-university education sector: to redefine and redesign the ROFs of all organizational units in the Ministry, as well as the jobs of all job holders at the management and expert levels.

In all organizations, functions that have important characteristics and/or objectives in common are grouped together in distinct organizational units, and tasks; similarly, activities that have important common objectives are grouped together in distinct jobs.

In well-managed organizations, these groupings are documented in terms of reference and job descriptions.

The main objectives of terms of reference for organizational units are to ensure that the purpose and scope of the functions are clear to their managers and staff.

Equally, the main objectives of job descriptions are to ensure that the purpose and scope of every job are clear to all job holders.

Although the activity undertaken under the project was aimed at delivering ROFs and job descriptions, the activities involved in the process focused heavily also on the analysis, respectively on:

- recording information about the functions, or the purpose and scope of every organizational unit,
• analyzing the rationale behind the purpose and the scope, and improving on it, as well as performing a complete analysis of the job, its rationale, purpose and scope.

In both cases, it was sought firstly to clarify and improve the understanding of the terms of reference and the jobs, secondly, to rationalize, fine-tune and, where necessary, to enrich them, and only then to write a clear and concise ROF or job description.

It is important to distinguish also between terms of reference or job descriptions that are written to serve legal purposes and those that are written to serve management purposes.

The existing ROFs and job descriptions within MESR were written to serve predominantly legal purposes, dealing with what each organizational unit and each job holder do as legal requirements. By default, whatever is not written in them is interpreted as not authorized.

The ROFs and job descriptions were developed as management documents, which required the introduction of new concepts and new thinking into the analysis process, as well as the writing of very different documents.

Although ROFs relate to whole organizational units, and job descriptions relate to individual job holders, both are tools in the hands of management and focus on what it needs to be done, why and how.

As management tools, they are designed to do the following:

• Provide direction for action at operational level and explain it.
• Tell managers what are the responsibilities of their organizational units and for what purpose these units were established.
• Tell both managers and staff what are their individual responsibilities, specifying what they are broadly expected to do and to achieve, how they are broadly expected to operate and what will they be accountable for.
• Help each manager conduct performance appraisals for people and units under him/her and hold subordinate managers and staff accountable for their performance.
• Help each manager determine the mix and types of skilled people needed in his/her organizational unit and the extent to which the unit has a skills’ gap; then use this knowledge to develop a recruitment plan (if possible) or a development plan for existing staff needs that will close the skills gap over time.
• Help each manager develop a knowledge, skills and experience profile for each job, which serves, in turn, in recruitment of staff for the job, in the conduct of training needs
analyses and the development of on-the-job training programs for them, and sometimes in determining placement levels in remuneration scales.

ROFs and job descriptions represent the stable, longer-term goals and responsibilities of organizational units and jobs. They do not contain shorter-term general or quantitative targets that are typically found in annual objectives.

Well-managed organizations always use annual objectives in conjunction with organizational terms of reference and job descriptions, ensuring that they are synchronized.
II. METHODOLOGY

In performing this activity, all existing ROFs and job descriptions were analyzed, followed by meetings with all general directors, directors and relevant professionals for whom the documents were produced.

In cases where a large number of job holders were performing the same job (inspectors general and high school headmasters), the World Bank’s team met with focus groups.

Separate meetings were held for ROF analysis and for job analysis discussions, in order to ensure that the rationale, objectives and scope of activities of each organizational unit are well understood before the jobs of people working in them are analyzed, and to provide the necessary context for job analysis discussions.

All of the job analysis meetings, except for the meetings with general directors, were attended both by the job holders and by their managers,

The proposed ROFs of all MESR’s general directorates, directorates and units, as well as all the job descriptions, are treated as management instruments and are designed for information purposes and as guidelines for determining individual responsibilities and activities.

They are not designed to serve as inventories of activities, listing everything that is being done in each organizational unit, or by each individual job holder.

The process followed in producing the proposed ROFs and job descriptions consisted of four stages:

1. data collection
2. data analysis
3. drafting the ROFs for organizational units and the job descriptions for jobs, and finally
4. joint review of the drafts.
in order to ensure that the team gets an insight not only into how the job holders themselves conceive of their jobs, but also how their managers conceive of the jobs and particularly what they expect of the job holders.

The joint analysis proved to be extremely useful, since most job holders at all levels did not have such discussions with their managers in the past.

The entire analysis, as well as the discussions with the general directors, directors and staff involved in the development of ROFs and job descriptions, provided a learning opportunity for the MESR staff and determined a significant shift in people’s approach to their work from a highly legalistic approach to a much more operational/managerial approach.

In analyzing the terms of reference of the Ministry’s organizational units and the jobs of its staff, the team distinguished among four levels of engagement to describe what an organizational unit and a job holder are doing.

These were defined as follows:

**Role** – A cluster of functions that are linked together to produce a broadly defined, integrated output or result.

All relevant functions must be present for a role to be played effectively and for the output/result to be produced.

Roles are typically managed in a unified way by one manager in one high-level organizational unit, such as a General Directorate.
Function – A cluster of tasks that are linked together to produce an integrated, defined output or result.

All relevant tasks must be present for a function to be carried out well and for the output/result to be produced. Functions are typically managed in a unified way by one manager in one lower-level organizational unit, such as a Directorate.

Task – A planned cluster of interlinked activities designed to produce a lower-level output or a result, which typically serves as an input into the performance of a function.

All relevant activities must be present for the task to be effectively completed. Broadly-defined tasks may be carried out by staff in a lower level organizational unit and managed by the director of the unit.

Narrowly-defined tasks are typically carried out and managed by individual job-holders.
Activity – a specific action or set of actions that is consciously planned sequenced and carried out by a job holder to produce an output or a result.

The terms ‘role’ and ‘function’ were used to describe what the Ministry and the organizational units were set up to do; ‘task’ was used when broadly conceived to describe further what a unit is doing, and when narrowly conceived to describe what a job holder is doing; ‘activity’ was used to describe only what a job holder is doing. (Figure 1)

Furthermore, great efforts were made to ensure the clarity of each role, function, task and activity.

Clarity improves with specificity, for which reason, in order to achieve the right level of specificity, each activity, task, function and role was described by applying the most relevant, specific action verbs to the most relevant, specific object. (Figure 2)

Structure of ROFs

Each ROF first briefly defines the role of the organizational unit in the Ministry. Then it specifies in more detail the functions embedded in the role and the broad tasks embedded in the functions. The ROFs do not describe sub-tasks and activities that go into the broad tasks (which are included in job descriptions).

Achieving Clarity in the Description of Roles, Functions, Tasks and Activities

![Figure 2](image)
The output is always needed as input into another process, product or service.

It can be a final output, when it leaves the Ministry and is received by an external party or agency; it can also be an intermediate output when the recipient is another organizational unit or another job holder inside the Ministry.

The outputs and the recipients are clearly identified in the ROFs and in the job descriptions.

The outputs are also clearly distinguished from activities and are treated as ‘services’.

The units and job holders that deliver the services are conceived as, and referred to as, service providers, while the recipients of the services are conceived as, and referred to as, ‘clients’.

Because functions typically refer to outputs, they are often equated in the ROFs with services.

**Mission, vision, objectives**

All ROFs link the roles of General Directorates to the overall vision, mission and goals of the Ministry as expressed in the education laws and other normative and general statements (such as the National Pact for Education).

The first paragraph of each ROF opens up with a reference to the relevant part of the Ministry’s vision, mission, or goal, thus providing a context for the role on which it focuses.

Similarly, each job description describes first the functions of the organizational unit where it is placed, linking the job to these functions and providing the context for the job. Then it specifies in more detail those tasks for which the job holder is responsible and the key activities involved in them.

**Direct results (outputs)**

All ROFs and job descriptions are based on the basic paradigm that every organizational unit and job in the Ministry exists to produce some output and that the output need not be material (it can be a draft ministerial order, a proposed budget, a syllabus, a policy recommendation etc.).

**Beneficiaries’ expectations**

In the context of this paradigm, internal and external clients are assumed to know what they need and to have clear expectations with respect to the services they receive.
All ROFs and all job descriptions specify what are believed to be the key expectations. Furthermore, the basic tenet is that organizational units and individual job holders are responsible to meet these expectations of their clients, or if they think that the expectations are unrealistic, to ‘negotiate’ with the clients more realistic ones.

In line with this paradigm, all ROFs and all job descriptions state that the performance of the organizational unit or the job holder is appraised not by the extent to which they carry out the activities that need to be carried out in delivering the services, but by the extent to which the services are indeed delivered and meet the expectations of the internal or external clients.

A distinction has been made between functions, tasks and activities that are specific to a given organizational unit, and functions, tasks and activities that are generic and common to all or many organizational units. The ROFs focus only on the specific functions and tasks.

The team developed ROFs and the job descriptions for whole general directorates, in an integrated way. First, the ROF of a given General Directorate was developed, then the job description of the General Director, then the job descriptions of the directors under the General Director and only then the job descriptions of the non-management professionals under the directors.

This made it easier to understand and show how each job level derives its essence and rationale from the level above it, and how all jobs derive their rationale from the ROF.

### Improvement opportunities and best practices

The ROF and job analyses provided rich opportunities to discuss the rationale for what organizational units and job holders are doing today, to understand it better and also to think of what they could do tomorrow.

Together with the Ministry’s counterparts, the team strived to refine, enrich and re-design many terms of reference and jobs. Then the ROFs and job descriptions were written as documents that reflect not only the situation on the ground today, but also the situation as it could be in the future.

Wherever it was considered realistic, the proposition was made to add to ROFs and job descriptions some clients, services, and service specifications that are not part of these documents as they are currently conceived, but could be included, in accordance with standards of management.

This resulted in ROFs and job descriptions that are richer and longer than typical ones, which are not just descriptions, but also detailed performance guidelines for unit managers and job holders. Such
guidelines are particularly important at this time due to the many changes in thinking and work practices introduced by the newly designed ROFs and job descriptions.

Steps to implement the ROFs and job descriptions

The ROFs and job descriptions presented here (as selection) are drafts.

The purpose for their development was to propose the Ministry the specific content of ROFs for 17 units and 30 job descriptions, as well as an optimum design for them.

The next steps that could be taken to implement the World Bank’s proposals are to:

• Review all ROFs, accept or change their content and approve them
• Conduct in each General Directorate a discussion of its new ROF – the General Director to meet with his/her entire staff to acquaint all with the new ROF
• Develop new ROFs for all organizational units that were not included in the project
• Review and finalize the job descriptions of the directors in each General Directorate
• Review and finalize the job descriptions of all experts and counselors for whom job descriptions have been done
• Develop job descriptions for all job holders whose jobs were not included in the project
• Implement the new ROFs and job descriptions by:
  a. introducing annual objectives for each General Director, director and staff member derived from and based on the content of the ROF and the job
b. introducing performance criteria from the ROFs and job descriptions into the annual performance appraisal of all managers and staff.

### List of departments for which ROFs and job descriptions were proposed

<table>
<thead>
<tr>
<th>Departments</th>
<th>Job Descriptions</th>
</tr>
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<tbody>
<tr>
<td>General Directorate for Education and Lifelong Learning</td>
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</tr>
<tr>
<td>Directorate for Monitoring and Educational Evaluation (within the General Directorate Education and Lifelong Learning)</td>
<td>Director for Monitoring and Educational Evaluation Specialty Inspector (Mathematics)</td>
</tr>
<tr>
<td>Directorate for Programmes and Lifelong Learning (within the General Directorate for Education and Lifelong Learning)</td>
<td>Director for Programmes and Lifelong Learning Specialty Inspector (VET) Specialty Inspector (Extracurricular activities)</td>
</tr>
<tr>
<td>General Directorate for Management, Human Resources and National School Network</td>
<td>General Director for the Management, Human Resources and National School Network</td>
</tr>
<tr>
<td>Directorate for Continuous Training (within the General Directorate for Management, Human Resources, and National School Network)</td>
<td>Director for Continuous Training Counselor for „Definitivat“ Examination</td>
</tr>
<tr>
<td>Directorate for National School Network (within the General Directorate for Management, Human Resources, and School Network)</td>
<td>Director for the National School Network Inspector for the National School Network</td>
</tr>
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<td>General Directorate for Education in the Languages of Ethnic Minorities</td>
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| Directorate for Minorities                      | Director for Minority Education  
Expert for Minorities                                                                |
| Unit for Strategies and Public Policy           | Director for Strategies and Public Policies  
Unit  
Expert for Policy Review, Development and Monitoring (Public Manager)  
Management Expert (Counselor for European Affairs) |
| Press Office (within Unit for Strategies and Public Policy) | Counselor for Communication and Public Relations                                  |
| General Directorate for International and European Affairs | General Director for International and European Relations  
Counselor for European Affairs 1  
Counselor for European Affairs 2  
Counselor for International Affairs |
| General Directorate for Higher Education        | General Director for Higher Education                                              |
| Directorate for University Management           | Director for University Management  
Counselor for Higher Education (type 1A)  
Senior Counselor                                                                   |
| School Inspectorate - General                   | General Inspector                                                                 |
| School Inspectorate – Financial Management Compartment | Chief Accountant                                                                  |
| School Inspectorate – Human Resources Compartment | Deputy General Inspector for Human Resources Management                         |
| School Inspectorate – Administrative Compartment | Highschool Directors (Headmasters)                                                 |
III. ROF for the General Directorate for Education and Lifelong Learning (LLL)

The role of the General Directorate for Education and Lifelong Learning comes in the form of five services, delivered either to the Ministry or directly to the Inspectorate, regarding the following key responsibilities:

- To ensure the creation and maintenance of a comprehensive national policy and strategy environment, as well as a ‘methodological environment’, that is conducive to efficient and effective operation of the schools and the inspectorates;
- To carry out other functions that cannot be devolved to lower levels of governance, or de-concentrated to local field offices (such as production of a national curriculum and the accreditation of schools, the development and organization of national examinations and competitions);

MECS’ broad vision, which is embedded in its education laws, includes the modernization of the education system in Romania, among others, through comprehensive operational de-concentration and some decentralization, while guaranteeing access to relevant, quality education to all.

These measures transfer the daily running and management of the schools to headmasters and school boards and the daily management of the county schools’ networks to the local authorities and the county inspectorates.

However, they leave some key responsibilities in the hands of the Ministry’s head office, as well as several central agencies subordinated to the Ministry.

The General Directorate for Education and Lifelong Learning, including the Directorate for Monitoring and Educational Evaluation and the Directorate for Programs and Lifelong Learning plays a significant role in the Ministry’s performance of these responsibilities.
• To mobilize financial resources for the schools and the local authorities for the implementation of these policies and strategies, and allocate these resources optimally and equitably;
• To exercise general oversight over the school system, the Inspectorate and the local authorities that play a role in the system; and
• To provide them with administrative, technical and professional support in carrying out the functions that were devolved to them, where necessary.

In this context, the services of LLL refer to:

1. Helping the Ministry in the creation of the right policy, strategy and methodological environment for pre-university education, respectively develop and submit to the Ministry’s top management policy/methodology proposals which aim at improving the performance of the inspectorates and, through them, the performance of the schools.

The key tasks involved in the development of these proposals include:
• conducting and/or reviewing evaluation studies on the general state of pre-university education in the country,
• developing a policy/methodology agenda which determines what needs to be further explored and in what priority order,
• researching the policy/methodology issues on the agenda, and weighing
alternatives for addressing them, and
• drafting the policy/methodology proposals or reviews and submitting them for consideration to top management.

2. Curriculum Development Support and Endorsement

LLL is a provider of assistance to two Ministry subordinated agencies in charge of developing the curricula for the schools: the Institute of Education Sciences, where the National Curriculum Center is located (developing the curricula for academic schools), and the National center for Vocational Education and Training Development (where the curricula of vocational, technical and other specialized non-academic schools are developed).

The service consists of three types of tasks: the coordination of the national commissions for subject matter, the provision of expertise through the participation of senior inspectors in the work of national commissions and the review and endorsement of the curriculum once it is developed.

3. Overseeing the operation of the schools and the inspectorates as well as the role being played by the local authorities in the school system

In the public administration and management context, the function of oversight refers to the authority of a super-ordinate agency to control the operation of a subordinate one with the aim of ensuring compliance with its policies, strategies, plans, programs and values. Control, in turn, consists of two tasks: monitoring and the taking of corrective action when necessary.

The oversight service focuses directly on the operation of the inspectorates – particularly on how they carry out the inspections in the schools and how they handle curricular, didactical and administrative issues that arise. The inspectorates, in turn, provide the directorate an oversight service that focuses directly on the operation of the schools, conducting both specialized inspections that assess teachers, and institutional inspections that assess schools as a whole. In both cases, inspections consist of systematic and thorough monitoring and should be followed by corrective action where needed.

4. Providing the Inspectorate with administrative, technical and professional support in carrying out the functions that were devolved to them
The ability of inspectorates to carry out their role effectively depends on several factors, two of which are the clarity of existing policies, strategies and methodologies, and the knowledge and skills of the inspectors. In this context, LLL provides the inspectorates a support service under the form of expert advice and constructive feedback when they are being inspected, and of training decisions based on well-conducted training needs analyses.

5. Examinations’ Review and Support Service

LLL reviews the examinations and endorses them as a service to the Ministry and helps administer the examinations as a logistical service to the National Center for Assessment and Examinations Center. In reviewing the examinations, the GD focuses on two key aspects: the extent to which the examinations syllabi match the syllabi taught at school and the extent to which the level of comprehension required of student to correctly answer test questions matches the level of comprehension aimed at in school.

6. Helping the Ministry mobilize and allocate financial resources to the schools for the implementation of policies and strategies

The design and development of project proposals, and their submission to the relevant intermediary bodies and EC agencies is a service that the directorate delivers to the Ministry. The expectations are that the directorate will generate ambitious, but fully implementable project ideas, develop the ideas into full project proposals, submit the proposals to the relevant funding sources and obtain the funding, and also that it will develop partnerships with relevant agencies in the public, private or civic sector.
IV. Job Description for the General Director for Education and Lifelong Learning (LLL)

Working towards the achievement of each of objectives of the General Directorate for Education and Lifelong Learning is regarded as a service delivered to some recipients, or customers, primary and secondary. The Ministry as a whole, represented by the under-secretary for pre-university education, the Secretary of State and the Minister, the county inspectorates and a number of external agencies may be regarded as such beneficiaries.

The General Director is responsible for the delivery of these services by the General Directorate to its customers, and for meeting their expectations. However, his primary role is to lead the delivery of services by the General Directorate, while the role of the two directors is to manage their production and delivery.

In the case of its director, the evaluation is more specific, and it is based on how he/she fulfilled the leadership tasks - existence of a mission and vision, their quality and the engagement of people towards them.
To be a leader, the General Director needs to continually think of how he/she can improve the services that his/her General Directorate is delivering to its customers, both in terms of scope and in terms of quality.

Therefore, to provide leadership the General Director needs to do the following:

• Develop a vision and formulate a mission for it, thus providing his/her people clear direction for action;
• Ensure that the Directors and staff clearly understand the vision and mission;
• Demonstrate his/her commitment to the vision and mission, not only by words but also, and predominantly, by providing the resources people need to follow his/her direction; and
• Monitor his/her directors and directorates at a general level and keep them on track, i.e., ensure they are following the direction given.

The services provided by the General Director are in connection with the services his/her directorate provides:

1. Developing policy proposals that will help the Ministry create the right policy environment for pre-university education

To provide leadership for this service, the first task that the General Director needs to accomplish is to develop the vision and the mission for it.

To develop a vision, the director needs to review the policy development service being delivered today and form a concept of how it could or should be tomorrow, i.e., sometime in the future.

To develop a mission the General Director needs to strategize and plan how to get the policy development service from where it is today, to where he/she wants
it to be in future, that is to decide what types of activities will indeed get the service to where it should be, assign responsibilities, specify operational targets and provide a timeframe for carrying them out.

To ensure that the directors and staff clearly understand the vision and the mission, the General Director needs to continually communicate and articulate the vision and the mission, taking every opportunity to remind the people of both and providing additional insight. Furthermore, to gain the commitment of the directors and staff to the vision and mission, the General Director has to demonstrate his/her own commitment to them, by providing a personal example and by resource allocation.

The most important resources at his/her command are his/her budget, his/her own time and the time of his/her people. The GD must demonstrate commitment by ensuring that the budget recommendations he/she makes reflect the vision and the mission, by devoting enough of his/her own time to follow up on the implementation of the mission, and by ensuring that people in the General Directorate get the right time to focus on the mission.

2. Exercising oversight over the school system and the inspectorates

The same key leadership tasks apply to this service: the General Director needs to provide his/her directors and staff direction for action, develop a vision and a
mission for the service, communicate them well to the directors and staff to gain their understanding and commitment, and demonstrate his/her own commitment to them.

The oversight service provided by the General Directorate focuses on the operation of the inspectorates – particularly, but not only, on how they oversee and inspect the schools. The Directorate’s General inspectors oversee the inspectors who conduct thematic and special inspections in the schools.

To do their job well they need to have a conceptual framework of, and a vision for, what is good teaching and good school management, because what they appraise the school inspectors on, is how well they, in turn, determine whether a teacher is teaching well and a headmaster is managing a school well.

Formulating the conceptual framework and the vision for good teaching and school management is one part of the General Director’s first leadership task. The other is formulating a conceptual framework and vision for what is an effective inspection visit.

3. Providing the inspectorates with administrative, technical and professional support

The ultimate objective of the MESR is to improve the performance of the inspectorates so that over time the need for and the cost of oversight are not as high as they are today.

Effectively, what this means is that the inspectorates are doing such a good job that the schools are performing better. To do a good job means to carry out the thematic and specialty inspections efficiently and well. ‘Efficiently’ means, in turn, to do more and better inspections with the same level of resources, or even less. ‘Well’ refers to the quality of inspections which means, again in turn, how good they are (a) at diagnosing weaknesses and (b) how good they are at prescribing corrective action.

The performance of the General Director in leading this service is appraised by the extent to which its directorate meets these expectations as to ensure (1) that the inspectorates are not encumbered with complex, inefficient methodologies of inspection that do not contribute to their performance and may actually detract from it, (2) that all inspectors understand very well all methodologies and (3) that all inspectors are trained well, not just to follow the procedures, but to diagnose weaknesses correctly, provide the best advice and take the most effective corrective action.
The National Education Law 1/2011 describes the MESR’s vision – the desired outcome of the education delivered in Romanian schools - as a socially-integrated, harmonious Romanian society made of individuals with autonomous personalities, who nevertheless share a common system of values.

It elaborates on the desired outcomes, saying (a) that this society will be educationally on an equal footing with all member countries of the European Union, (b) that it will have a base of capable, efficient and highly competitive human resources and (c) that it will achieve both of these outcomes by managing all of its resources with maximal efficiency.

Among the main strategies that the Ministry will follow in achieving its vision, one is the devolution of responsibility and accountability in key areas from the Ministry’s head office to the schools and the school inspectorates.

In other words, it moves the management of individual schools to the schools themselves and the management of the county school networks to the inspectorates.

V. ROF for School Inspectorates

The responsibilities of the inspectorates as managers of the county school networks include the following:

- To ensure that there are schools for all children - open, operational, being managed by their headmasters, and delivering instruction;
- To monitor and control their operation;
- To give them didactical and administrative support;
- To facilitate the relationships between local authorities and the schools and the collaboration between the local authorities and the Ministry at the local level; and
- To test debutants who are seeking to obtain definitivat and holders of definitivat who are seeking promotion to grade 2 or 1.

Each of these broad responsibilities represents services that the inspectorates, as service-providers, deliver to their clients - the children, represented by their parents, on the one hand, and, on the other hand, the Ministry’s head office,
including several directorates.

1. Managing the County’s School Network: Ensuring that the schools are there, open, being managed by their headmasters, and delivering instruction

Managing the county schools network is a service that the inspectorates deliver to clients and the key tasks involved in delivering are:

a. to make sure that all children of school age have a school to go to,
b. to make sure that all schools at county level are well equipped,
c. to make sure that all schools there have headmasters, teachers and all categories of non-teaching staff, and are delivering instruction, and
d. to organize, coordinate, and manage a large number of education-related activities that cannot be carried out by each school individually, or by Ministry staff at head office. (for example, coordination and, when required, administration and management of high school admissions, national examinations, vacant teaching positions, attending to gifted children as well as children with learning and other disabilities).

What beneficiaries expect from the inspectorates is to ensure that the schools will be within a reasonable distance from the students’ homes, that they will have the required number of teachers in the right mix of subjects, and that all schools will be well managed.

By ‘well managed’ they mean that all teachers will attend school and deliver relevant, quality instruction and that all children of school age will attend school for the full duration of compulsory education, and as many as possible will stay in school beyond the compulsory period, engage in learning and graduate from high schools.

The performance of the inspectorates in delivering this service is appraised
by the extent to which they are meeting the expectations of the Ministry and the expectations of the parents, where these are similar, as well as finding reasonable compromises that are acceptable to both, where their expectations are different.

2. Monitoring and Controlling the Operation of the Schools

Monitoring is included among the services delivered by the inspectorates to the Ministry in the context of its move to decentralize the education system, which moved towards a school-based management.

The expected outputs of the monitoring service are monitoring reports submitted to the Ministry; the expected outcomes are improvements in the Ministry’s policies and strategies, since the reports should provide information to help the Ministry assess how its policies and strategies are working and to adjust, refine or correct them. The Ministry expects the inspectorates to monitor, through thematic and special inspections, the availability of all types of resources to the schools, the compliance of all schools with the national curriculum, the quality of instruction and the performance of the teachers in the classroom, as well as the quality of school administration.
3. Providing Didactical and Administrative Support

Monitoring is also carried out for identifying areas where advice and support is required, or at the request of the headmasters and teachers, when the Ministry is introducing new policies, particularly new methodologies, and needs to explain them. The outputs of the service are training, coaching and advice sessions with the headmasters and the teachers (delivered in the form of formal specialty inspections or informal discussions). The expected outcomes are improved school administration, improved teaching practices and improved problem-solving, all of which result, in turn, in improved learning.

4. Facilitating Cooperation and Collaboration with Local Authorities

The role given to local authorities in the Education Law is very significant, consisting of some elements of general oversight through the appointment of headmasters, the provision of physical resources and the management and/or involvement in, the implementation of some specific, specialized provisions of the law. The success of the Ministry’s national education strategy depends to some extent on the willingness, as well as the ability, of these authorities to cooperate or collaborate.

The role of the inspectorates is therefore to work on both at local level, through continual communication with the local authorities as well as the schools for the purpose of educating both sides, helping each side explain its point of view and understand the other side’s point of view and, where necessary, helping both resolve conflicts.

5. Testing Debutant and Permanent Teachers

Testing debutant teachers, who seek the definitivat, and holders of definitivat who seek promotion to grades 2 and 1, is an important service that the inspectorates deliver to the Ministry. The tests are practical tests in the classroom, conducted in the form of special inspections. They focus on the application of knowledge of subject matter in the classroom, primarily on didactical skills and behavior of teachers. Passing the tests allows the debutants and teachers to sit for further theoretical examinations. The outputs of this service are the practical test conducted and the information on results that is delivered to the Ministry. The outcome of the service is to encourage as many teachers as possible to apply for the tests.
VI. Job Description for General Inspectors

Each of the broad responsibilities of the Inspectorates represents a service that they, as service-providers, deliver to their clients - the children, represented by their parents and the Ministry’s head office, represented by the under-secretary for pre-university education.

General Inspectors are responsible for the delivery of these services by the inspectorates under them to their customers, and for meeting their customers’ expectations. However, their primary role is to lead the delivery of services by their inspectorates, while the role of the three reporting directors is to manage the production and delivery of these services.

To be a leader a General Inspector needs to continually think of how he/she can improve the services that his/her inspectorate is delivering to its customers, both in terms of scope and in terms of quality, respectively to:

- Develop a vision on how to improve the service and formulate a strategy and a mission for achieving it, thus providing his/her people clear direction for action;
- Ensure that the Directors and staff clearly understand the vision and mission;
- Demonstrate his/her commitment to the vision and mission, not only by words but also, and predominantly, by giving the directors and staff the resources they need to follow his/her direction; and
- Monitor his/her directors and directorates at a general level to keep them on track, i.e., ensure that they are following the direction given.

General Information:

Directly reporting to: The Under Secretary of State for Pre-University Education

Number of Directorates and total staff under the GIs: three directorates and a staff complement

Occupational background of direct reports: pre-university education, human resources, administrative and financial management.

Broad functional areas of operation: management of county pre-university school systems and the inspection of schools in these systems

Work experience:

- 20 years of teaching, of which at least 5 years as Grade 1 teacher
- At least 20 years of school work, of which at least 15 as Grade II teachers and 10 years as headmaster
- At least 10 years as county inspector
- Leadership, supervisory, and administrative skills
1. Ensuring that there are schools for all children - open, operational, being managed by their headmasters, and delivering instruction

To provide leadership for this service, the first task that the GI needs to accomplish is to develop the vision, strategy and mission for it. To develop these, the GI needs to review the current situation in the county schools, set medium to long-term objectives for a better service, and then formulate ways to achieve these objectives.

The types of **questions** that the General Inspector needs to address in conducting this leadership task are:

What is the situation with respect to teacher absenteeism? Is there a need to reduce it? If so, how can it be reduced, by how much should it be reduced and by when?

What is the situation with respect to student absenteeism? Is there a need to reduce it? If so, how can it be reduced, by how much should it be reduced and by when?

What is the school drop-out rate? How many students do not complete their mandatory schooling? How many students complete their mandatory schooling but do not continue and complete high school? What can the inspectorate do to improve the situation in each of these areas? By how much should the situation improve and by when?

How well does the inspectorate organize, coordinate, administer and manage education-related activities such as high school admissions, national examinations, Olympiads, home schooling for children with special needs, filling of vacant teaching positions etc.? Is there room for improvement? How can it be achieved and by when must it be achieved?

Do all children of school age have a school to go to that is reasonably close to their homes? If not, what can the inspectorate do about it? By when should this objective be achieved?

Are there still in the county network school units considered to be too small and therefore unable to deliver quality instruction, or financially not viable? If yes, what can be done about them by the inspectorate? By how much and by when should their number go down?

What is the current situation with respect to the physical facilities, the furniture and equipment in the schools? Does it meet the required norms and standards as set by the Ministry? If not, what can the inspectorate do about it and by when should these norms and standards be met?
What is the current situation with respect to the teaching force? Do all schools have all the teachers that they need in all subjects? If not, what can be done by the inspectorate to help resolve this shortage? By when should it be resolved?

What percentage of all teachers in all schools in the county could and should have received the definitivat and/or Grade 2 and 1, but have not? What can the inspectorate do to speed up and facilitate the process? By when should x% gain the definitivat, and/or Grade 2, and/or Grade 1?

How supportive are the relationships of the schools with the local authorities? Are local authorities in the county doing their best to meet their obligations towards the schools? Where is improvement required, how and by when should it be achieved?

To ensure that the directors, school inspectors and all other staff clearly understand the vision, the strategies and the mission, the General Inspector needs to communicate and articulate them continually, taking every opportunity to remind the people of them, and providing additional insight.

To gain the commitment of the directors and staff to the vision and mission, the General Inspector has to demonstrate his/her own commitment to them, by ensuring that the budget recommendations he/she makes reflect the vision, strategies and the mission, by devoting enough of his/her own time to follow up on the implementation of the missions, and by ensuring that people in the inspectorate get the right time to focus on their missions.

The Ministry expects the inspectorates to make significant progress over time in each of the areas illustrated above. The General Inspector’s performance appraisal focuses on how he/she is carrying out his/her leadership tasks.

2. Monitoring and controlling the operation of all pre-university school units in the county

In the context of the Ministry’s decentralization strategy, monitoring what is going on in the schools is a long-standing service delivered by the inspectorates, with the purpose to inform the Ministry of what is taking place in the schools, to take preventive, as well as corrective action based on the information obtained
in the monitoring and also to identify areas where schools need pedagogical and administrative support.

The types of questions that the General Inspector needs to address are illustrated below.

Should the inspectorate monitor only what the Ministry is requiring it to monitor or also additional areas that may help the GI improve his/her inspectorate’s performance?

How should the inspectorate operate with limited financial and human resources? Should it inspect all the school, devoting equal time and equal resources to all of them, or should it differentiate among schools and divide more time and resources to some than to others? If so, what criteria should be used to differentiate among them? What strategy should the inspectorate have to cope with its limited resources and still achieve its goals?

How well does the inspectorate carry out its monitoring currently? Does it provide full and reliable information on matters such the availability of all types of resources to the schools, the compliance of all schools with the national curriculum, the quality of instruction, and the quality of school administration?

3. Providing didactical and administrative support

The main clients for this service are the headmasters and teachers in the schools. Support is needed when they are facing difficult issues and need expert advice, when the Ministry is introducing new policies methodologies which require explanation and demonstration, and when monitoring identifies administrative, curricular and didactical weaknesses that can be removed.

The support is provided in the form of training, coaching and advice sessions with the headmasters and the teachers, delivered in the form of formal specialty inspections or informal discussions.

The types of questions that the General Inspector needs to address in conducting this leadership task are:
How effective are the inspections carried out by the inspectorate currently? Can inspectors gather more or better information in conducting inspections currently are the inspectors who work for the inspectorate able to successfully identify issues of concern? Are they taking timely, effective corrective action when issues are flagged by the monitoring system? Are they successful at resolving flagged issues?

Does the inspectorate conduct follow up on inspections with in-depth analyses of county-wide performance as well as multi-year trend analyses?

How good is the performance of inspectors currently at identifying when a given school needs help, even if the headmaster and the teachers are not asking for it? How good are the inspectors at diagnosing poor instructional practices and prescribing effective remedies for them? Can they be better? What can be done to help inspectors improve their own knowledge and skills and to perform better during inspections? Has their training been effective? Can it be more effective?

Can clear indicators of performance be identified to help appraise the performance of inspectors? If so, what are they and how can they be introduced in the future?

How good are the information-dissemination and guidance activities delivered by the inspectorate to the county schools when new methodologies are introduced? Have they resulted in good understanding of the methodologies as well as buy-in by headmasters and teachers?

4. Facilitating the relationships between local authorities and the schools and the collaboration between the local authorities and the Ministry at the local level

Local authorities play an important role in the education system, including the provision of physical resources and the management and/or involvement in, the implementation of some specific, specialized provisions of the law. This requires much cooperation between the Ministry and authorities, which depends on two factors: common interest and a relationship of trust. Common interest has to be demonstrated and trust has to be gained, at the local level.
In this case the job of the General Inspector is not just to lead, i.e., to develop a vision about the relationship with the local authorities, to set objectives and strategize how to go about achieving them and by when. It is also to implement his/her strategy and carry out the activities involved in it, by continually communicating with the authorities. His/her performance is appraised by his/her success at getting the local authorities to show a genuine interest in the schools, to participate productively in local educational discussions and planning and, most importantly to provide the physical and financial resources which they are obliged by law to provide.

5. Testing debutant and permanent teachers

The purpose of this service is testing debutant teachers, who seek the definitivat, and holders of definitivat who seek promotion to grades 2 and 1, and consists of encouraging and helping teachers to prepare and sit for the examinations, and conducting the practical tests they need to pass before they can sit for the theoretical ones. The types of questions that the General Inspector needs to address in conducting this leadership task are:

How many teachers in the county’s pre-university schools are progressing in their personal development, at what pace and how many are preparing for the practical test and/or theoretical examinations? What have been the trends in the last ten years? Are these numbers in line not just with current methodologies, but also with the Ministry’s expectations? If not, what can the inspectorate do about it? Is it necessary for it to encourage more candidates, and assist them, to prepare faster and better? If so, what strategy, what action, should be followed, what targets should be set for this action, and by when should these targets be achieved?

How reliable have been the current special inspections and practical tests, say, in the last ten years? Have they provided good indicators of the prospects of those who pass to also pass the theoretical examinations? How many candidates, who got the clearance to sit for the different examinations, didn’t pass these examinations? Have the inspectorates been passing candidates who should not have passed? Should the practical tests be improved and, if so, how?

What percentage of the candidates taking the practical tests in the last ten years failed the tests? What percentage took the test a second or third time? How many have failed the third time and are still teaching? Do these numbers suggest a need to better select new teachers at entry into the system? Do they suggest a need to provide candidates more assistance in preparing for the tests?
VII. Job Description for High School Directors (Headmasters)

There is consensus in much of the world today with respect to the objectives of public high school education, particularly with respect to what kind of graduates should the high schools produce.

Some of the most commonly-spoken characteristics that high schools should develop in their students include the following:

- High-level literacy, numeracy and ICT competency which prepares them for further studies and/or enter the world of work and successfully undertake further training;
- Ability to access, gather, understand and analyze information;
- Ability to acquire new knowledge and skills at a reasonable pace, so as to meet the demands of a rapidly changing society;
- Ability to apply existing knowledge and skills to new situations;
- Ability (and a predisposition) to solve problems.
- Ability to communicate effectively in more than one language;
- Ability to work as part of a team, developing a sensitivity to other people’s needs and points of view and cooperating effectively with them;
- Ability to establish social and personal relationships, based on respect, understanding and care for people;
- A sense of self-worth and self-esteem, as well as a feeling of confidence in one’s abilities;
- Care and respect for all people and tolerance for diversity and individualism;
- Care and respect for the environment.

General Information

Directly reporting to: The School Administration Council

Number of Department under the Director and the number of people reporting directly: four departments and up to 4 managers heading them (Secretariat, Finance/Accounting, Administration).

Education background:
- BA or BSc degree (if pre-Bologna) and MA/MSc diploma (if post-Bologna), which includes a didactical module
- Formal, post-graduate training in pedagogy
- Formal, post-graduate training in management, preferably management of education institutions.

Work experience:
- A total of 15 years of teaching experience, of which at least 5 in a high school and of which 8 as a Grade I teacher
- At least 5 year experience as headmaster of a secondary school, or 8 years in carrying out managerial/academic tasks, such as department chairman, or task-team leader in high schools
There is also much agreement among educationists around the world today that to produce graduates with such characteristics there is a need for an effective teaching/learning environment, in which teachers are motivated to teach and students are motivated to learn – both willing to work hard and still enjoy teaching and learning.

In such a learning environment, teachers are enthusiastic, inspirational and knowledgeable and:

• They value students, approach all with the conviction that they can learn, and help all reach their maximum potential;
• They set high expectations and pursue high academic and social standards;
• They give all students opportunities to follow their curricular and extra-curricular passions;
• They promote an inquisitive mind, independent thinking and a willingness to question dogmas and doctrines;
• They reward students both for trying and for achieving;
• They form effective partnerships with parents; and
• They develop in students the qualities of self-discipline and teach them successfully to take responsibility for their own learning.

High Schools in Romania are no exception from seeking to achieve these characteristics. However, there is a difference between the objectives of individual high schools and the objectives of the high school education system as a whole. In Romania, the high school education system is characterized by a series of particular objectives, which include:

• To enroll a much higher proportion of current graduates of the secondary schools
• To keep all of those who are enrolled in school for the duration of the high school period
• To greatly improve the quality of
Romanian schools are service providers and they have direct and indirect customers, as well as stakeholders. Students and their parents are considered to be the high schools’ direct customers, communities and local authorities where the schools are located are the high schools’ indirect customers. The Ministry of Education and Scientific Research, by virtue of its multifaceted role in high school education, is the high schools’ direct stakeholder, whereas the general public, by virtue of its role in financing high school education through tax money, is an indirect stakeholder.

Under these circumstances, the job of all high school directors is to work towards the achievement of the universal, as well as the particular objectives described above, and to develop the most effective teaching and learning environment in their schools, while trying to reconcile and meet the expectations of their customers and stakeholders.

**Key Tasks High School Directors are Responsible for**

1. **Leading and managing schools**

   These are two distinct, but closely-related, functions. Each director leads the schools as a whole, and manages resources and operations. The **resources** that directors manage include money, infrastructure, teachers, other education workers and administrators. The **operations** that they manage are the curricular and extracurricular activities taking place in the school on a daily basis, as well as non-curricular activities such as communicating with parents, liaising with the communities where they are located, reporting to a variety of public bodies and representing the schools in them.

   **Directors are the executive managers of schools and the job description therefore focuses on their role both as leaders and managers.**

2. **Leadership**

   To be a leader, the high school director needs to continually think how the teaching/learning environment in his/her school can be improved and carry out the following leadership **tasks**:
• Develop a vision/mission for his/her school, as well as a strategy to help achieve it, thus providing all teachers, managers and staff a clear direction for action;
• Ensure that all teachers, managers, staff as well as students and their parents know of, and clearly understand, the vision/mission and the strategy;
• Gain the commitment of teachers, managers and staff to the vision/mission and strategy, as well as the commitment of parents to help the school educate their children;
• Demonstrate his/her own commitment to the vision/mission and the strategy, not only by words but also, and predominantly, by his/her own behavior, including the way he/she allocates resources;
• Monitor the teachers, managers and staff and keep them on track, i.e., ensure they are following the direction given.

3. Management

The Directors have to carry out a large number of management tasks. Some of these tasks are generic, common to the management of all resources and operations, while others are specific to given resources or operations. Common key tasks include:

• Develop an overall plan for the school, focusing on all the resources and operations;
• Divide all work into tasks and components and allocate them among the four departments as well as the cross-departmental committees, working groups and consultative teams;
• Set objectives for each of these department, committee, working group and teams, specifying what they have to do;
• Coordinate their activities;
• Take action to enhance the professional development of all department heads, teachers and other education and non-education staff;
• Motivate all to do their best at work;
• Follow up on the instructions given to them and monitor their activities;
• Provide frequent feedback and take corrective action whenever necessary.

To be effective in carrying out these tasks directors have to base their schooling plans on the visions and missions that they had formulated, to clearly prioritize what needs to be done, and then develop ambitious, but feasible, schooling plans.

Moreover, they have to motivate their people – particularly the teachers, but also all other education and non-education workers - and set professional development objectives for all of them. The most important message here is that the Ministry is
not responsible for their personal development; it can help, but the responsibility is theirs.

Finally, directors need to be in the classroom, not just to teach now and then, but to observe their teaching staff at work, monitor their performance, as well as the performance of the students and ensure that corrective and supportive actions are taken as soon as performance issues are detected.

Directors have also a number of resource-specific and operation-specific management tasks. When managing resources, their focus should be on the availability and use of each resource; when managing operations, their focus should be on how to put all resources to work together in the best way in each operation.

4. Managing the School’s resources

Financial Resources
All tasks related to financial resources are carried out in the Finance Department and aim at obtaining resources and increasing their availability.

With respect to the availability of funds, the Ministry and the Inspectorate expect the director to submit budget proposals that are in line with requirements, but also in line with the school’s vision and mission, particularly its educational objectives and pedagogical priorities. Even more, they expect the director to be successful at raising extra-budgetary funds from parents, local government, the private sector. As for the
use of funds, the director is responsible for making sure that all school funds are managed, used and controlled well.

**Human resources**
All activities related to the availability and use of human resources – teachers, auxiliary staff and administrative staff - are managed by the director. He/she is responsible for managing the staff selection and the hiring process, as well as staff training and periodical appraisal. Through these human resources activities, directors are expected to improve the composition and quality of the teaching force in their schools, and thus also the achievement of their student, over time.

**Material Resources**
Material resources include durable assets such as land, buildings and facilities, instructional furniture, equipment, office supplies etc. and, as is the case with all other resources, the focus is on availability and use. In managing this function, the director is expected to ensure that the schools will have all material resources in the right quantities, right specifications and at the right time, i.e., when needed, and that all the resources will be in good operating conditions, allowing for full utilization and safe for use.

5. **Managing the Daily Operation of the School**

The most important, challenging and time-consuming thing directors manage is the daily operation of the school - the curricular, extracurricular and non-curricular activities taking place in the school inside and outside the classrooms on a daily basis. This task consists of a rich and varied mix of activities, which include classroom visits and observations, checking on the implementation of the schooling plan and the syllabi, checking on the attendance of all teachers, staff and enrolled students, discussions with teachers, students, parents and inspectors, briefings and others.

6. **Developing the school’s teaching culture**

A final criterion for appraising the performance of a school director is the extent to which he/she has managed to develop a positive teaching culture in the school. A school’s teaching culture is defined as the sum total of the values, beliefs and attitudes held by the teaching staff at school in relation to their teaching job and has a profound impact on students’ behavior and achievement.

This cannot be done effectively by training or issuing formal instructions, but by example, through the way directors manage the daily operations of their schools and deliver messages that reflect the desirable values, beliefs and attitudes.
VIII. Examples of different objectives for MESR’s directorates, included in the proposed ROFs

Develop national policies, strategies, methodologies and plans in its two areas of operation - the management of the local Schools’ networks and the management of human resources in the schools – as well as review, and comment on, policies, strategies, methodologies and plans that are proposed by other units in the Ministry

Provide key inputs into the Ministry’s broad process of resource allocation and annual budgeting, related to the size and structure of the county school-networks

Exercise oversight over county inspectorates and schools with respect to the management of human resources and the school networks

Manage the national teachers’ examinations for the definitivat, Grade I and Grade II

Support the inspectorates in managing the schools’ networks and carrying out their own monitoring and support role

Develop and ensure the implementation of national-level, long-term human resources plans.

(General Directorate for Management of Human Resources and the National School Network)

Policy and strategy development within the Ministry

Monitoring of the implementation of these policies and strategies once they are developed and introduced

Support to other units in the Ministry, as well as external ministries and agencies when they themselves develop policies/strategies that are either within the education area or peripheral to it but can influence, or be influenced by, the education system

 Provision of information, commentary and advice on Ministry’s policies and strategies to internal customers and external stakeholders

(Unit of Strategies and Public Policy)
Help the Ministry ensure that Romanian institutions of higher learning have a policy environment that is highly conducive to providing relevant, high-quality education.

Help the Ministry in the allocation of resources to, and funding of, Institutions of tertiary education.

Oversee the implementation of the Ministry’s national tertiary education policy by institutions of higher education and, where necessary, support these institutions.

Represent the Ministry in external forums and meetings that concern tertiary education.

(General Directorate of Higher Education)

Monitor trends in the delivery of education in EU countries and ensure that the Ministry’s leaders, managers and staff are aware of these trends;

Help the Ministry increase the volume and quality of the its participation in international dialogue and its collaboration with European and other ministries and agencies of education on education-related research and policy development work;

Help the Ministry and Romanian institutions of higher learning, spread the message that Romania has up-to-date, cutting-edge knowledge and expertise in its higher education and research institutions, making it worthwhile for foreign students to enroll in them and for foreign researchers to collaborate with them.

Help the Ministry conduct its interaction with ministries and agencies of foreign governments, as well as multilateral agencies in the EU, and other regions of the world, functioning as the Ministry’s ‘foreign affairs’ arm.

(General Directorate for International and European Affairs)

The regulations of organization and functioning and job descriptions presented in this brochure represent only a selection for information purposes. The complete proposals prepared by the World Bank’s team can be found at the Public Policy Unit of MESR.