Teacher Education and Training in the Western Balkans

Final synthesis report
The Western Balkans Platform on Education and Training was launched on 7 March 2012. It is the latest EU initiative for enhanced policy dialogue and regional cooperation in the Western Balkans. Its objectives are to help to better prepare our partners in this region for their eventual participation in the EU’s policy cooperation framework, the Open Method of Coordination, to enhance their participation in EU programmes and to assist their reform efforts in the area of education and training. The Platform is also an opportunity for discussing issues of common interest among the participants, for sharing good practice and for identifying priorities and needs for further support.

One of the highest priorities identified by the Ministries of Education last year was the training of teachers, and EU support was requested in this area. In response to this, the EU commissioned a study to map the situation of how teachers are educated and trained in that part of Europe, as comprehensive information on the subject is scarce. The objectives of this study were to look at the key policies, programmes, qualifications systems, quality assurance mechanisms, induction and mentoring programmes, continuing professional development and other aspects of teacher education and training in each country, but also to compare them across the region.

The results of this study are provided in individual country reports and this synthesis report comparing the strengths, weaknesses and good practices in the region. These reports will feed into the policy dialogue of the Western Balkans Platform on Education and Training and will hopefully contribute to the on-going national reforms. In addition, the main results of the study will be presented, and experiences shared, in a regional seminar organised by the European Commission, under the Western Balkans Platform, in Ohrid, the former Yugoslav Republic of Macedonia, on 19-20 November 2013.

Teachers are among the most influential people in each individual's life. We can all remember those who inspired us, pushed and guided us. The importance of a teacher's work cannot be overstated. It is directly linked to the quality of basic education provision, the development of key competences and also impacts the quality of education at higher levels. That is why I am very pleased that the EU is able to contribute with this study to the policy dialogue on teacher education and training in the Western Balkans.

Jan TRUSZCZYŃSKI
Director-General of Education and Culture European Commission
# Table of Contents

Table of Contents ........................................................................................................ 4  
Glossary* .................................................................................................................. 6  
List of abbreviations ................................................................................................. 7  
Executive summary .................................................................................................... 8  
1 Introduction ............................................................................................................. 8  
   1.1 Policy background ......................................................................................... 12  
   1.2 Rationale, goals and scope of the study ....................................................... 15  
   1.3 Research methodology .............................................................................. 16  
   1.4 Structure of this report .............................................................................. 18  
2 Legal and policy developments in the area of teacher education .................. 19  
   2.1 Brief overview of the development of teacher education ............................ 19  
   2.2 Legislative framework .............................................................................. 20  
   2.3 Institutional framework ............................................................................. 23  
   2.4 National reforms addressing primary and secondary schooling and teacher education ........................................................................................................ 25  
3 Organisation of initial teacher education ....................................................... 32  
   3.1 Providers and financing of ITE ................................................................... 32  
   3.2 Admission procedures .............................................................................. 32  
   3.3 Education programmes ............................................................................ 33  
   3.4 Curricula and teacher education standards .............................................. 33  
   3.5 Assessment methods ................................................................................ 35  
4 Support for new teachers and in-service teacher training ............................ 38  
   4.1 Providers and financing of CPD ................................................................. 38  
   4.2 Support for new teachers ......................................................................... 38  
   4.3 Organisation of CPD ................................................................................ 39  
5 Teacher qualifications and quality assurance ............................................... 41  
   5.1 Qualification system for primary and secondary school teachers ........... 41  
   5.2 Quality assurance mechanisms .................................................................. 42  
6 Innovations in teacher education ...................................................................... 45  
   6.1 Innovative practices and developments .................................................... 45  
   6.2 The use of ICT .......................................................................................... 45  
   6.3 The opportunities and limitations for introducing innovations in the teacher education system ............................................................................................. 46  
7 Partnerships and interaction with external actors ......................................... 49  
   7.1 Partnerships between teacher education institutions and schools .......... 49  
   7.2 The role of the business sector in teacher education ................................ 50  
   7.3 The role of the non-governmental sector .................................................. 50  
   7.4 The role of international institutions and experts ..................................... 52
8 Key developments, challenges and perspectives ........................................ 54
  8.1 Current strengths and weaknesses of teacher education ....................... 54
  8.2 The need for further policy action ......................................................... 59
Bibliography .................................................................................................. 62
Annex 1 Overview of the education systems in the Western Balkans ............... 65
Annex 2 Key bodies responsible for and involved in teacher education - a summary table ........................................................................................................ 72
Annex 3 Education programmes – a summary table ........................................ 74
Annex 4 Minimum qualifications required to teach in primary and secondary schools ... 75
Annex 5 Developments and challenges in the area of CPD .............................. 77
# Glossary*

<table>
<thead>
<tr>
<th>Term</th>
<th>Definition</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Assessment</strong></td>
<td>The sum of methods and processes used to evaluate the attainments (knowledge, know-how and/or competences) of an individual, and typically leading to certification.</td>
</tr>
<tr>
<td><strong>Classroom Practice</strong></td>
<td>The practical, school-based elements of any course of initial teacher education (ITE), lasting typically not more than a few weeks. It also includes teacher tasks undertaken outside the classroom, such as collaboration with colleagues or communication with parents. It is supervised by a school teacher, with periodic assessment by teachers at the training institution.</td>
</tr>
<tr>
<td><strong>Competences</strong></td>
<td>The set of learning outcomes: what a teacher knows, understands and is able to perform.</td>
</tr>
<tr>
<td><strong>Continuing professional development</strong></td>
<td>In-service ('on-the-job') activities that develop skills, knowledge, expertise and other characteristics as a teacher provided in a formal or informal way, beyond the basic training initially required to carry out the job. In certain cases, they may lead to further qualifications. The term is used interchangeably with 'in-service training'.</td>
</tr>
<tr>
<td><strong>Induction</strong></td>
<td>A phase at the early stage of teacher’s career during which novice teachers, having completed the formal programme of initial teacher education, receive structured guidance and support (e.g. from mentors). During induction, new entrants carry out some or all the tasks incumbent on experienced teachers, and they are remunerated for their work. It normally lasts at least several months.</td>
</tr>
<tr>
<td><strong>ISCED levels</strong></td>
<td>International Standard Classification of Education (ISCED) is an instrument for compiling statistics on education internationally. It distinguishes between six levels of education: pre-primary education (ISCED level 0), primary education (ISCED level 1), lower secondary education (ISCED level 2), upper secondary education (ISCED level 3), post-secondary non-tertiary level of education (ISCED level 4), tertiary-type A education (ISCED level 5A), tertiary-type B education (ISCED level 5B), advanced Research Qualifications (ISCED level 6).</td>
</tr>
<tr>
<td><strong>Learning outcomes</strong></td>
<td>A statement of what a learner knows, understands and is able to do on completion of a learning process. The learning outcome approach emphasises the results of learning rather than focusing on inputs such as length of study.</td>
</tr>
<tr>
<td><strong>Initial teacher education</strong></td>
<td>Pre-service training provided to student teachers before they have undertaken any teaching, eventually leading to a qualification to teach. It usually takes place in institutions of higher education.</td>
</tr>
<tr>
<td><strong>Probation period</strong></td>
<td>Temporary appointment in the form of a trial period, normally followed by permanent employment, of which conditions may vary. It can last between several months up to several years under varying conditions (depending on working regulations) and may be subject to a final assessment and is normally followed by permanent employment.</td>
</tr>
<tr>
<td><strong>Professional training</strong></td>
<td>Training that provides prospective teachers with both the theoretical and practical skills needed to be a teacher. In addition to courses in psychology and teaching methods and methodology, it includes in-class placements.</td>
</tr>
<tr>
<td><strong>Professional standards</strong></td>
<td>A statement of the professional knowledge, skills and competences required of the teacher at each career stage.</td>
</tr>
<tr>
<td><strong>Qualification</strong></td>
<td>A formal confirmation (e.g. certificate, diploma, degree) that an individual has achieved learning outcomes up to given standards; and/or the requirements for an individual to enter, or progress within an occupation.</td>
</tr>
<tr>
<td><strong>Teacher</strong></td>
<td>A person who is acknowledged as having the status of a teacher (or equivalent) according to the legislation and practice of a given country.</td>
</tr>
<tr>
<td><strong>Teacher Education Institution</strong></td>
<td>Any institution responsible for the overall delivery of a programme of ITE and the conferring of an ITE qualification.</td>
</tr>
<tr>
<td><strong>Skill</strong></td>
<td>Practiced/learnt efficiency in the performance of a specific (simple or complex) activity or a specific task.</td>
</tr>
<tr>
<td><strong>Standard</strong></td>
<td>A minimum level, depth and breadth of what is to be learnt. It provides the basis for final assessment, planning and implementation of teaching and training actions. Learning outcomes used in curricula can be considered as standards.</td>
</tr>
</tbody>
</table>

*Definitions applied by the European Commission, international organisations, or scholarly research.
List of abbreviations

<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Definition</th>
</tr>
</thead>
<tbody>
<tr>
<td>CIDA</td>
<td>Canadian International Development Agency</td>
</tr>
<tr>
<td>CPD</td>
<td>Continuing professional development</td>
</tr>
<tr>
<td>ETF</td>
<td>European Training Foundation</td>
</tr>
<tr>
<td>EU</td>
<td>European Union</td>
</tr>
<tr>
<td>GTZ</td>
<td>Deutsche Gesellschaft für Technische Zusammenarbeit</td>
</tr>
<tr>
<td>HEIs</td>
<td>Higher education institutions</td>
</tr>
<tr>
<td>ICT</td>
<td>Information and communication technology</td>
</tr>
<tr>
<td>IPA</td>
<td>Instrument for Pre-accession assistance</td>
</tr>
<tr>
<td>ITE</td>
<td>Initial teacher education</td>
</tr>
<tr>
<td>NGO</td>
<td>Non-governmental organisation</td>
</tr>
<tr>
<td>OECD</td>
<td>Organization for Economic Co-operation and Development</td>
</tr>
<tr>
<td>OSCE</td>
<td>Organization for Security and Co-operation in Europe</td>
</tr>
<tr>
<td>TE</td>
<td>Teacher education</td>
</tr>
<tr>
<td>TEI</td>
<td>Teacher education institution</td>
</tr>
<tr>
<td>UNDP</td>
<td>United Nation Development Programme</td>
</tr>
<tr>
<td>UNESCO</td>
<td>United Nations Educational, Scientific and Cultural Organization</td>
</tr>
<tr>
<td>UNICEF</td>
<td>United Nations Children’s Fund</td>
</tr>
<tr>
<td>USAID</td>
<td>U.S. Agency for International Development</td>
</tr>
<tr>
<td>WB</td>
<td>Western Balkan(s)</td>
</tr>
</tbody>
</table>
Executive summary

Aims and objectives of the study

In the context of the economic and social changes that make high-quality schooling more important than ever, the debate on teacher education has gained momentum.\(^1\) In the European Union (EU), investment in education and training is considered as essential to boost growth and competitiveness\(^2\) and considerable project support and assistance have been provided for teacher training both within and outside the EU.

While the European Union has been supporting higher education in the Western Balkans (WB) region for the last two decades, information sharing about the developments taking place in teacher education in WB countries remains relatively scarce. In order to identify and map teacher education and training systems and trends in this part of Europe, the present Study on Education and Training of Primary and Secondary School Teachers was initiated by the European Commission (EC) to aid the policy dialogue between the EU and the region, in relation to the Western Balkans Platform on Education and Training. This final synthesis report draws on the research findings from seven individual reports\(^3\): Albania, Bosnia and Herzegovina, Croatia, the former Yugoslav Republic of Macedonia, Kosovo*, Montenegro and Serbia, and addresses several urgent research questions: What are the key legislative, policy and institutional developments in teacher education in the WB countries? How are teacher education systems organised? What qualification systems and quality-assurance mechanisms are in place? What are the innovative practices in teacher education and partnerships among various stakeholders currently impacting upon teacher development? What are the remaining achievements and challenges in the teacher education sector?

Main findings

The development of the national education systems of the Western Balkan countries since the break-up of Yugoslavia in the early 1990s has been impacted by war and ethnic conflict, by the process of nation-building, democratisation and European integration. These developments were accompanied by a steep reduction in government funding and the partial disintegration of education systems following the war, integration into the Bologna process and the European higher education area, and by structural reforms in the public sector which affected education.

Currently, education reforms aiming to restructure teacher education and the qualification system are in various stages of implementation; however, there have been considerable achievements in terms of legislative, policy and institutional developments. Challenges still faced by the education system in the region include examples of the slow pace of introduction of learner-centred approaches, a lack of practical skills and sometimes inertia towards promoting both inclusive education, and, variously, ethnically divided school systems. These issues stem, to some extent, from the preserved features of the former Yugoslav teacher education system – including the theoretical emphasis of initial teacher education and also, for example, the inherent misconception that only specialists can solely address the particular needs of either the most gifted children or those with cognitive or physical disabilities.


\(^{3}\) http://ec.europa.eu/education/external-relation-programmes/wbplatform_en.htm#teacher

\(^{*}\) This designation is without prejudice to positions on status, and is in line with UNSCR 1244 and the ICJ Opinion on the Kosovo Declaration of Independence.
**Key developments**

- There have been considerable achievements in terms of legislative, policy and institutional developments in the WB region: educational legal frameworks are mostly in place, specialised institutes have been established and reform processes are reflected in a number of strategies and large-scale plans or projects.

- Education systems to a large extent remain centralised but there are examples of decentralisation of responsibilities for planning, coordination and monitoring in the education sector, including the coordination and provision of teacher training by shifting more competencies to local government units. There are also some emerging trends at school level towards greater involvement of the whole school personnel and parents and members of the local community in school life.

- A university degree requirement to enter the teaching profession and the modernisation of ITE curricula, is among the main developments in the ITE area in the WB region. Student teachers receive comprehensive theoretical preparation, subject knowledge and some practical school experience in most of the countries.

- There is in place a tenacious and systematised probation period (or teacher trainee procedure) for novice teachers, combining support and mentoring in most of the countries.

- In most of the WB countries, it is the teacher’s obligation to undertake robust and developmental in-service training. Currently, continuing professional development (CPD) often provides opportunities to address gaps and weaknesses in ITE curricula and opportunities in new teaching approaches and methods.

- The highly-profiled state professional examination is the final qualifying examination for teachers in most countries in the region, followed by teacher licensing, either currently in place or waiting to be introduced.

- Current innovations in teacher education are mainly project-driven targeting the methodological/technical aspect of teaching and the improvement of teachers’ capacity to address social challenges and needs.

- Platforms for quality assurance, which are generally new to the universities, normally follow central European models, though it is uncertain how far such processes are affecting the critical modernising of initial teacher education (ITE). There is a commendable range of strategies and methodologies for the quality-assurance of teachers and schools, but with various levels of success in implementation and success in outcome.

- Concerning partnerships between ITE, schools and business, there is an emerging desirability for a greater cooperation between the pre-university education sector, teacher education providers, local authorities and the community. In the majority of the WB countries ITE includes a part of school practice, and in relation to this there are also initiatives showcasing classroom-practice schools, professional learning communities and school development teams.

- The role of external partners, such as the European Commission (via IPA funding, programmes such as Tempus and policy support from ETF), UNPD, UNICEF, and international development agencies of several countries, has been crucial to modernisation of teacher education sector.
Key challenges

- Notwithstanding these progressive steps, the gap between policies, rules, regulations and plans, and their implementation in practice, so frequently delays the impact of reforms. In addition, general lack of ex-ante, interim and final reportage on policy developments makes it difficult to analyse to what extent they are in force on the ground.

- New legislation is not always enforced in the actual processes in the education system and there have been many difficulties associated with on-the-ground application of legal changes, legal coherence, institutional and financial support, and communication of the legal framework to interested parties.

- The absence of national standards for teacher education, a wide 'theory-practice' gap (deepened by the non-existent, sporadic or infrequent assessment of teaching practice), and the lack of specific admission criteria, remain as significant challenges in the ITE sector. In addition to the latter, the relatively low salaries and status of the teaching profession often result in the admission of poor-performing students. Other areas where gaps persist in ITE preparation include: student-centred learning and competence-based teaching, innovations and ICT skills, intercultural education, inclusive education, and education of children with special educational needs.

- The teacher-trainee procedure or probation, outlined above, is a relatively new development, which faces problems that concern the lack of support for the idea of mentorship; the lack of common criteria for the selection of teacher mentors; inadequate or no training for mentors; and the mentor’s position not being attached to career progression. There is generally no formally-structured short induction period.

- The most common areas where improvements are needed in the CPD area include: limited relevance and applicability of skills and knowledge offered by CPD; unequal access to in-service training; limited capacity of in-service teacher training providers; and weak or limited quality-assurance programmes and procedures to evaluate teaching performance.

- The slow pace of the introduction of learner-centred approaches and sometimes a lack of awareness in promoting inclusive education, and in places ethnically-divided school systems, are further challenges still faced by the education system in the region.

- Generally, the link between innovation and fostering creativity in teaching and learning is not fully grasped. The main obstacles for introducing innovation in pre-service and in-service teacher preparation include: limited resources of schools and municipalities; general fear and alarm among teachers concerning changes; poor teachers’ salaries and few, or no incentives for teachers to introduce innovations.

- In general, and perhaps unsurprisingly, teacher education institutions, schools, and the business sector remain disconnected. The responsibility for teacher education is divided rather than shared between these first two types of actors and there is no tradition of partnerships with business in teacher education in the region.

- Teacher training supported by local and international actors, sustainability, relevance, cohesion and coordination have been addressed to a limited extent, but more is needed in the regulation of relationships between education and non-governmental sectors.

- Finally and crucially, the status of the teaching profession remains relatively low and at the moment there appear to be no mechanisms for promoting the importance and social role of quality personnel in a modern and knowledge-based society.
The way forward

This Western Balkan study, which has probed as deeply as was possible within the parameters of the research method and timetable, has brought systems and practices to the surface and to the light for the benefit of an extensive and spacious audience. The findings, while they paradoxically at once reveal both dynamism for change and uninterrupted stasis, also provide some incisive outcomes and recommendations which the authors of the study believe are key for countries to address as urgently as they can. The recommendations, extrapolated from the seven country reports, are in the interests of all involved parties as priorities for the future of teacher education and schools in the Western Balkan region and found in the table below:

<table>
<thead>
<tr>
<th>National level recommendations</th>
<th>Western Balkans level recommendations</th>
<th>EU level recommendations</th>
</tr>
</thead>
<tbody>
<tr>
<td>Increasing school practice, establish more uniform licensing programmes</td>
<td>Ensure that there is an exchange of national/regional experiences in the reform processes and address problems which are common to the region</td>
<td>Establish academic partnerships between teacher educators in Europe and ensure that there is mobility for all – including Ministerial reps and national experts</td>
</tr>
<tr>
<td>Consider applying more selection criteria for admission into IT and employing the Serbian practice of psychological testing, with modifications</td>
<td>Harmonise and standardise ITE and undertake regional tuning in competences, and import the latest developments in teaching methods</td>
<td>Support the development of intercultural education and tackle isolation though more EU contacts and support</td>
</tr>
<tr>
<td>Create incentives for CPD</td>
<td>and establish a regional journal with a strong editorial board</td>
<td>Ensure that Annual Progress reports (EC) include up-to-date and comprehensive information</td>
</tr>
<tr>
<td>Maintain policies in social inclusion, social cohesion and children with special needs and sustain and improve equal opportunities for all vulnerable groups</td>
<td>Retain lengthy induction programmes and supplement these with shorter ones</td>
<td>Allow WB to partake in projects for the enrichment of teachers’ work.</td>
</tr>
<tr>
<td>Publish more readily understood and comprehensive national profiles for teacher education and develop dialogues between ITE and CPD providers</td>
<td>Establish in a translated form on-line CPD packages, conduct regional conferences and seminars and establish a regional association for teachers</td>
<td></td>
</tr>
<tr>
<td>Develop a merit-system based salary structure</td>
<td>Address salaries, terms and conditions in order to attract the best applicants for teaching and find multilateral means toward making teaching a sought after career.</td>
<td></td>
</tr>
<tr>
<td>Establish Hubs of Excellence, develop partnerships with the business sector and continue the fight against corruption</td>
<td>Use Montenegro’s example of pupil inclusion in the evaluation of the reform process as a model for Western Balkan countries to follow</td>
<td></td>
</tr>
<tr>
<td>Establish a publication by teachers ‘for teachers’</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Ensure that adequate interim and summative reporting/publication takes place in all major initiatives and implemented strategies.</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

More information on key developments, challenges and perspectives can be found in Section 8.
1 Introduction

This report is the Final Report for the Study on Teacher Education and Training for Primary and Secondary Education (ISCED levels 1 to 3) in the Western Balkans (hereafter referred to as WB): Albania, Bosnia and Herzegovina, Croatia, the former Yugoslav Republic of Macedonia, Kosovo*, Montenegro and Serbia, undertaken on behalf of the European Commission (Directorate-General Education and Culture). It provides the results of the mapping of the current situation in relation to teacher education in the Western Balkan region.

The study is part of a wider context aiming to promote policy dialogue between the EU and WB countries: the Western Balkans Platform on Education and Training. It has been prepared in response to an Order number 01-049, within a Framework Contract EAC-2012-0640.

1.1 Policy background

This section discusses the policy background for the present assignment. It first discusses briefly the developments in the area of teacher education and training that took place at European level in the past decade. This is followed by a presentation of the EU initiatives in the Western Balkans region.

1.1.1 Teacher education: Why it matters

In the context of the economic and social changes that make high-quality schooling more important than ever, the debate on teacher education has gained special importance as teachers are the most important resource in schools and their quality is being identified as decisive to student outcomes. In the European Union (EU), investment in education and training for skills development is considered as essential to boost growth and competitiveness and various project support and assistance has been provided for higher education development and teacher training both within and outside the EU.

Since 2000, the European cooperation in the field of education and training has been transformed by major developments within the context of the Lisbon agenda. Cooperation has led to the development and implementation of common reference tools (such as the European Qualification Framework - EQF or the European Credit Transfer System- ECTS) that allow more transparency, comparability and cooperation across Member States’ education and training systems. It has also emphasised the modernisation and adaptation of specific sectors (for instance through the development of the EU Higher Education Modernisation Agenda and the Copenhagen process in vocational education and training). The exchange of good practice and development of mutual learning across the EU at all levels of education systems is yet another important element of development in this area.

A growing emphasis has been also put on the quality and performance of education and training systems. It has been increasingly recognised that the quality of teacher education is a crucial factor for the success of education systems, as the quality of teaching to teachers is a necessary precondition for the quality of the education provided to pupils and students. The important role of the selection of student teachers and the recruitment systems for teachers has been also acknowledged, along with the importance

---

*This designation is without prejudice to positions on status, and is in line with UNSCR 1244 and the ICJ Opinion on the Kosovo Declaration of Independence.


of initial and continuous teacher education being regularly adapted to help teachers cope with the changing demands and realities of transforming societies.

As part of the thematic cooperation on school education, the European Commission made a series of proposals in 2007 to improve the quality of teacher education in EU Member States, focusing on the following priorities:

- Ensure that all teachers have the knowledge, attitudes and pedagogic skills that they require to be effective;
- Ensure that teachers’ education and professional development is coordinated, coherent, and adequately resourced;
- Promote a culture of reflective practice and research among teachers;
- Promote the status and recognition of the teaching profession; and
- Support the professionalisation of teaching.

Other EU strategic documents also emphasise the need to ensure high quality teaching across Europe’s education systems. According to the Strategic framework for European cooperation in education and training (ET2020), ‘there is a need to ensure high quality teaching, to provide adequate initial teacher education, continuous professional development for teachers and trainers, and to make teaching an attractive career-choice’. Following the pressure put on the labour market and education systems of the EU by the financial and economic crisis, the European Commission’s ‘Rethinking Education’ communication emphasises that ‘well-resourced strategies are necessary to recruit, retain and develop high-quality teachers, both in terms of initial teacher education and career-long professional development’.

In order to support Member States’ efforts to improve their teacher policies, including policies on teacher education, the European Commission facilitates the exchange of information and experience between policy-makers, e.g. via the Thematic Working Group on the Professional Development of Teachers under the Open Method of Coordination (OMC), and the development of ‘peer learning’ activities to foster mutual learning. In its recent Staff Working Document on Supporting the Teaching Professions for Better Learning Outcomes (annexed to the Commission Communication on Rethinking Education) the Commission suggests key policy actions in order to support the teaching profession. It is hoped that the Member States will tailor these policy actions to fit national contexts and specific areas of education systems (see the blue box below).

With the intention of strengthening the development of teacher education, the European Commission offered financial support to a range of projects through the Comenius programme of Lifelong Learning. By funding transnational partnerships of teacher education institutions to develop and deliver innovative courses or modules in teacher education, the Lifelong Learning Programme has increased the support for teacher mobility and for cooperation between providers of teacher education.

---

8 http://ec.europa.eu/education/school-education/doc832_en.htm
KEY ACTIONS TO SUPPORT THE TEACHING PROFESSIONS

**Member State level**

- Define the competences and qualities required of teachers.
- Re-design recruitment systems to select the best into teaching.
- Ensure systematic induction support for new teachers.
- Review in-service learning provision, to ensure that teachers take part in career long collaborative professional learning.
- Base teacher development on regular feedback on their performance.
- Allow school leaders to focus on improving learning, not on administration.
- Reinforce recruitment and retention of school leaders.
- Develop efficient professional development paths for school leadership.
- Develop an explicit profile of the competences required by teacher educators.
- Reinforce collaboration between all the key actors in all phases of teacher education.

**European Commission level**

- Providing more detailed policy advice, based on a strengthened knowledge base.
- Focusing the EU education and training programme 2014-2020 on actions with potential systemic impact and multiplier effects on the teaching professions.
- Supporting a School Leadership Policy Network.
- Exploit the work of the High Level Group on Modernising Higher Education.
- Extending European virtual communication and cooperation between schools professionals.
- Supporting networking, team building and professional exchange and development among adult educators.


### 1.1.2 EU cooperation with WB in the area of education and training

The development of the national education systems of the Western Balkan countries since the break-up of Yugoslavia in the early 1990s has been impacted by war and ethnic conflict, by the process of nation-building, democratisation and European integration. These developments were accompanied by a steep reduction in government funding and the partial disintegration of education systems following the war, integration into the Bologna process and the European higher education area, and by structural reforms in the public sector which affected education.

The European Union has been supporting higher education in the Western Balkans region through cooperation programmes such as Tempus, Erasmus Mundus, Jean Monnet, and Marie Curie, and technical assistance projects (IPA).\(^\text{13}\) In 2012, the Western Balkans Platform on Education and Training was launched in order to assist the Western Balkan countries in the reforms of their education systems and to promote cooperation in the region. The Platform is a forum that once a year convenes the Ministers responsible for education and training in the region, and it is chaired by the Director-General of Education and Culture. The annual meeting of Ministers has a steering function with the purpose of identifying topics and areas for regional cooperation.\(^\text{14}\) It is expected that by sharing experience and increasing synergies, as the WB countries conduct their education reforms in line with EU standards and practices, this new initiative will enhance regional policy dialogue and facilitate the sharing of best practices between the EU and the WB. It


\(^{14}\) Ibid.
is hoped that there will be closer convergence between practices in the WB region and EU standards in education and training.\textsuperscript{15}

The first meeting of the Platform established higher education as the number one priority, and teacher training was a close second. To assist public policy dialogue, a Conference on Higher Education was organised by the Commission in Dubrovnik in 2012. This study to map how primary and secondary teachers are educated and trained was commissioned in January 2013 and its results discussed in a regional seminar in Ohrid in November 2013.

1.2 Rationale, goals and scope of the study

While various project support and assistance has been provided for higher education development and teacher training, there is still little information sharing about the developments taking place in teacher education in WB countries. Therefore, it is important to explore what, where and how goals have been achieved in the area of teacher education, to identify fields where cooperation in teacher training should be directed, towards identifying and closing gaps, carrying work forward and offering further assistance via the existing support instruments.

Within this focus, the present Study on Education and Training of Primary and Secondary School Teachers was initiated, to take stock of how primary and secondary school teachers are currently educated and trained in WB countries. The overall goal of this study is therefore to provide a comparative mapping of teacher education and training systems and trends in the WB region as input to policy dialogue between the EU and the WB partner countries in the field of teacher education and training. In particular, experiences and practices between the WB countries are compared in the following areas:

- the key policies and programmes,
- organisation of teacher education system at different career stages,
- qualifications system for teachers,
- quality assurance mechanisms,
- innovative practices in pre-service and in-service teacher education,
- partnerships and cooperation with various stakeholders.

In an attempt to address these issues, the past and current developments affecting teacher education in the region are explored, while highlighting similarities and differences in the approaches, trends and policy responses observed in the seven countries in question.

Who?
The study targets general education teachers that intend to enter the teaching profession or already provide their services in primary and secondary schools (ISCED levels 1 to 3). The research does not cover the VET area, which, although important, remains outside the scope of the current study.

What?
The main areas covered in this study include: legal and policy background for school and teacher education, general organisation of pre-service and in-service teacher education system, qualifications system and quality assurance, the role of teachers, innovations and the potential of ICT use in teaching and learning, interaction with external actors, and key strengths, challenges, and perspectives. However, it is not within the scope of this study to offer an in-depth evaluation of current developments in the researched areas.

\textsuperscript{15} Further information at: http://ec.europa.eu/education/news/20120302_en.htm
Where?
In terms of geographical coverage, the study investigated teacher education in: Albania, Bosnia and Herzegovina, Croatia, the former Yugoslav Republic of Macedonia, Kosovo, Montenegro and Serbia.

1.3 Research methodology
The methodological approach combined desk research and stakeholder consultations through questionnaires and missions to the respective countries. The methodology and outputs’ structure follows the composition of similar research carried out in 2011 in the Eastern Partnership region.

The literature review covered both qualitative and quantitative written sources. Its objective was to collect information in relation to the:

- structure of education systems in the seven WB partner countries,
- statistical data on education indicators,
- actors engaged in the teacher education sector,
- policy and legal commitments to teacher education,
- international projects and their influence on teacher education and training,
- results of national or comparative studies covering teacher education,
- content of teacher education programmes.

Based on the information gathered during this phase, draft country reports were prepared and areas where data is missing were also identified.

Alongside the desk research process, questionnaires have been sent to three different groups of respondents: 1) National Ministries, 2) educational institutions in charge of teachers’ education and school inspectorates, and 3) non-governmental organisations (NGOs) and teachers’ associations, in each national setting. The key areas of enquiry covered: the role of education and teachers in a specific country, the progress in implementation of governmental measures (acts, strategies, policies), future teacher education needs, organisation of support for novice teachers, qualifications needed to perform the teaching role, quality assurance (evaluation) mechanisms, main opportunities and limitations for introducing innovations in the teacher education system in each country, main strengths, weaknesses and recommendations.

During the second phase of the stakeholder consultation process, in-country missions to all seven countries in the region were undertaken to conduct interviews and collect further information that allowed for deeper analysis of the situation in each country and verify the data gathered during the desk research phase. The stakeholders involved in the study (through questionnaires and missions) were also invited to comment on draft country reports, which were completed after the fieldwork. This way the information that has been already collected and analysed was revised and up-dated by the key actors in the area of teacher education.

Based on in-country research findings, seven country reports have been finalised and then analysed in a comparative manner. The main outputs from the comparison of data encapsulated in this final synthesis report provide an overview of the current situation across the seven WB countries in relation to the pre-service and in-service aspects of teacher education.

A summary of our step-by-step approach for this assignment is presented in Figure 1. The order of tasks is not necessarily sequential as some were undertaken in parallel for pragmatic reasons. The study was realised from January to October 2013.
1.3.1 Limitations of this study

While the study generates important findings in the field of teacher education in the Western Balkans, it should nevertheless pointed out that there are some limitations of this research and a number of caveats need to be noted. The main limitations are as follows:

- Gaps in the literature available that address teacher education in the region (e.g. little information about induction period, continuous professional development of teachers, partnerships between teacher education and other sectors/actors);
- Fragmentary statistical data on school and teacher education in most of the countries reviewed;
- Difficulties with finding and accessing the relevant national documents related to teacher education;
- Almost non-existent nationwide studies offering in-depth research, evaluations of the effectiveness of teacher education systems, and impact assessments of reforms in this area (repeatedly underlined as one of the main weaknesses in the field of teacher education);
- Outdated and biased information available.

In addition, the unwillingness to participate in the study expressed on the part of some stakeholders further limited the pool of data to be analysed and synthesised for the final outputs. Although in most cases stakeholders were sincerely engaged in providing their insights into the researched field, due to the limitations in information sharing (across the institutions, regions, the country and the WB region) and other factors listed above, they were not always in a position to present a more comprehensive and evidence-based portfolio of developments in teacher education.

While these constraints have been to a large extent mitigated by a multi-method research approach and reminders about consultations, readers need to remember that some aspects of this research may not show a sufficiently critical approach. This concerns, inter alia, the evidence of the impact of the reforms or policy priorities named...
as on-going developments in teacher education, as there is often no assessment or on-going monitoring of these initiatives, apart from what has been gleaned from interviews or media releases. The extent to which such developments are at work and bring tangible results certainly requires further investigation.

1.4 Structure of this report

The report is organised as follows:

- **Section 2** starts with a brief historical overview of the tradition of teacher education and then focuses on the key legal documents, institutions, policies, reforms and strategies addressing school and teacher education.
- **Section 3** reflects on the organisation of primary and secondary school teacher education at initial (pre-university) level.
- **Section 4** discusses the provision of personal and professional support for new teachers and the organisation of continuing professional development of teachers.
- **Section 5** provides an overview of the minimum and further qualifications required to become a primary and secondary school teacher and the quality assurance system.
- **Section 6** explores the problem of introducing innovations and ICT into teacher education.
- **Section 7** provides information on partnerships and interaction between teacher education institutions (TEIs) and external participants.
- **Section 8** presents the summary of developments and challenges faced in the area of teacher education, and reflects on the need for future developments.
- **Annexes** present: an overview of school education including key school education indicators (Annex 1), and summary tables with: the main institutions responsible for and/or involved in teacher education (Annex 2); education programmes (Annex 3); minimum qualifications required to teach in primary and secondary schools (Annex 4); and development and challenges in the area of CPD (Annex 5).
2 Legal and policy developments in the area of teacher education

The aim of this chapter is to map the main national policies, reforms and strategies addressing teacher education (TE) and to demonstrate the main tendencies in this area. It commences with a brief overview of the tradition of teacher education in the Western Balkans (WB), which is followed by the analysis of the legislative and institutional aspects of education systems in the Western Balkan countries, with a special emphasis on teacher education, and a summary of the main changes introduced in primary and secondary schooling.

2.1 Brief overview of the development of teacher education

The centralised education systems and the high-level of administrative control over delivery, assessment and qualifications, have been particular features of the Western Balkan education sectors in the transition years. An exception to this is Bosnia and Herzegovina, where the structure comprises of two autonomous entities, the Federation of Bosnia and Herzegovina and Republika Srpska, and self-governing administrative unit, the Brčko District. Otherwise, the centralised nature of the education systems remains an element of continuity in the education sector. This was in place before, during and after the 1990s.

Despite Yugoslavia’s ideological educational system, until the beginning of the war in the early 1990s, its constituent states had a reasonably well-developed national organisation of teacher education. The pre-war organisation included established educational authorities, professional bodies, teacher education institutions and legal frameworks for teachers’ qualifications. Pedagogical literature, albeit ideologically slanted, was fairly well developed and available, and schools were equipped with teaching aids.

Following the ravages of war, however, traditions were soon to be tested by the rapid, changing and imperative needs of current societies and learners, which have been slower to take effect in the teacher education systems of the Western Balkans. On the one hand, the 1990s witnessed both a shift from teacher education as a form of vocational qualification to university education as a necessary prerequisite for teaching, and the move to four-year university programmes for initial teacher education (ITE) was in line with the Bologna process. On the other hand, studies of teacher education in the Western Balkans have shown that despite many reforms implemented in the education sector, the emphasis on theory in teacher education still predominates over the practical acquisition of teaching competences, and there has been a persistent cleft between theory and practice in teacher training.

A further aspect of teacher education in the Western Balkans that raises concern is the unpreparedness of new teachers for practical teaching following a very theoretical teacher education, a lack of practical awareness of student-centred approaches and a lack of understanding of inclusive education, especially and understandably, by the older generation of teachers. According to the Common European Principles for Teacher Competences and Qualifications (2005), ‘teachers need to understand the factors that create social cohesion and exclusion in society’. Yet, although much effort has been

---

16 E.g. see Kovács-Cerović (ibid.) on the education system in Serbia, which ‘in its basic structural features still preserves the characteristics of the pre-1990s education system of the former Yugoslavia’.


made by the EU, and other donors, to promote inclusive education in the region, a recent ETF study shows that in many cases the old segregated ‘special education’ model still persists.

Thus, even with social inclusion being an important value and imperative of the EU education policy agenda, the heritage of the pre-1990s special education system with separate staff-training profiles, and the inherent misconception that only specialists can adequately approach the education of children with cognitive or physical disabilities, still poses challenges to inclusion in education. As shown by studies on teacher education in the region in the last decade, across the WB mainstream school, teachers remain unconvinced that they can educate students with special needs, and special schools defend the preservation of the status quo.20 Such segregation remains a serious problem to the equality of access to quality education for all schools and progress in implementing inclusive education.

Finally, it is historically recognised that the violent tensions of the 1990s politicised ethnic differences in the education system and that the wars in Croatia, Bosnia and Herzegovina, and Kosovo, and ethnic tensions in the former Yugoslav Republic of Macedonia were followed by a reconstitution of the school systems in these countries along ethnic lines, with parallel sets of schools for different ethnic groups.21 In most cases the existence of minority schools has been institutionalised within the legal framework of protection of national minorities, but it is also recognised that, in practice, the tensions which persist cause problems surrounding teacher recruitment, competing interpretations of history in the curriculum, and the legal status of minority schools to come to the surface, again and again.22

Notwithstanding these matters, development for the modern era in the Western Balkans is not an empty phrase. This study also illustrates promising initiatives, and within the apparent slow pace of change and examples of stasis, there are dynamic arenas of progress and at least one example of innovation that is new to education processes in the West.

A more detailed overview of the organisation and role of primary and secondary education in the Western Balkans with the key school education indicators is presented in Annex 1.

2.2 Legislative framework

The legislative framework in the education sector in the Western Balkan countries has received considerable attention in the last two decades. In most cases, the acts adopted in the 1990s have been replaced by new legislation that reflects the changes introduced in the education system during the last decade. These efforts were often influenced by European trends in education and directed towards harmonising the legal framework with the EU developments in this area, particularly the Bologna process.

With regards to general pre-university education, a number of laws for have been approved or amended in the last ten years usually setting the goals of primary and secondary education and its general principles, introducing a mandatory 9 year primary education, and regulating the organisation of education, teaching and directing staff.

21 For example, Croat and Serb schools in Vukovar-Sirmium county in Croatia, Bosniak and Croat ‘schools under one roof’ in many places in Bosnia and Herzegovina, bilingual schools in the former Yugoslav Republic of Macedonia.
• **Albania:** The Law on Pre-university Education System from 2012 sets the main legal bases which regulate primary and secondary schooling, including the teacher education and qualification system.

• **Bosnia and Herzegovina:** The Framework Law on Primary and Secondary Education in Bosnia and Herzegovina from 2003 set the basis for reforming primary (basic) education (e.g. 9 year programme), which was followed by new legal requirements implemented in Republika Srpska and the Federation following 1 year later.\(^{23}\)

• **The former Yugoslav Republic of Macedonia:** The Law on Primary Education from 2008 extended the duration of compulsory primary education and the Law on Secondary Education from 2007 (consolidated text from 2013) established the basis for compulsory secondary education.

• **Montenegro:** The Law on Primary Education from 2002 (last amended in 2010), the Law on Gymnasia from 2002 (last amended 2010), and the General Law on Education from 2002 (last time amended in 2011), regulate the organisation of and qualifications required to carry out educational work.

• **Kosovo:** The Law on Pre-university Education in Kosovo, adopted in 2011, regulates education at ISCED levels 0 to 4.

• **Croatia:** The Law on Education in Primary and Secondary Schools\(^{24}\) regulates primary and secondary education in public institutions and the status, conditions for employment, and CPD of teachers. All levels of education in national minorities’ languages are regulated by a separate act from 2000.

• **Serbia:** The Law on the Foundation of the Education System from 2009 (amended in 2013) regulates the general system of education, including the rights, obligations, and qualification requirements of teachers. Further details from this law are regulated by the Law on Primary Schools and on Secondary Schools, both from 2013.

Some countries have also developed and adopted quality standards in the area of school education. For instance, the Rulebook on quality standards for education institutions in Serbia (2010) enumerates the quality standards of school programmes and annual work plans; teaching; learning outcomes of students; student support; school ethics; organisation and management of the school and resources. In Croatia, in turn, the State Pedagogical Standards for Elementary and Secondary School Education (2008) outline infrastructural, financial and personnel conditions for implementation and development of quality education. They also define general rules for teachers’ professional development.

As regards higher education, most of the legislation was changed during the 2000s to accommodate reform processes and good progress has been made in the introduction of the three-cycle system (Bachelor’s/Master’s/doctorate). The new laws on higher education regulate, inter alia, the bases of higher education, types of study programmes, principles of the organisation of institutions undertaking the activity, as well as other issues important for higher education activities. They also legislate for the organisation of the initial education of teachers, which is not governed by separate legislation.

In Albania, the Law on Higher Education was adopted in 2007 (with later amendments) to regulate access to public and private higher education institutions (HEIs), key principles for establishing HEIs and their autonomy and self-governance. In Bosnia and Herzegovina, the Framework Law on Higher Education, also adopted in 2007, establishes the basic principles and standards for the acquisition of higher education and aims at compliance with the European developments in the recognition of qualifications. The

---

\(^{23}\) There are also separate laws that govern the cantons, Republika Srpska and the Brčko District.

Laws for Higher Education from 2008 (consolidated text from 2013) in the former Yugoslav Republic of Macedonia and 2003 (amended in 2010 and 2011) in Montenegro regulate the higher education systems. In Kosovo, a new legal base for functioning, financing and quality provision in the area of higher education in line with European standards was adopted in 2011 as the Law on Higher Education. The Law on Scientific Activity and Higher Education in Croatia from 2003 (with later amendments) and the Law on Higher Education from 2005 in Serbia cover general provisions concerning higher education institutions and the quality assurance of HEI programmes.

Whereas most of the laws listed above cover some aspects of the teaching profession during the pre-service or in-service period, there are regulations identified in some countries which focus on the advancement of teachers more specifically. Albania, Serbia, Croatia, and Kosovo in particular seem to have more developed guidelines for the profession.

- **In Albania**, the Regulation of the Ministry of Education on the Organisation and Conduct of Professional Practice for Teaching as a regulated profession sets the aims of professional practice (i.e. mentoring standards and responsibilities, application procedure guidelines, as well as applicant assessment procedures), quality of teaching and high performance in the teaching profession. It also addresses the issues of acquisition of theoretical and professional knowledge, skills, and practical and ethical norms of conduct of teachers, and refers to capacity development of future teachers in terms of adaptability and readiness for changes in the curricula, teaching and communication with children and youth.

- **In Serbia**, specific rulebooks define types, priority areas, programmes and implementation of continuing professional development (CPD); induction of new teachers and the licensing programme (and their evaluations); and type of qualifications of teachers in grammar schools. Teacher competences and professional development are defined by standards adopted in 2012, which serve as guidelines for teachers and schools for self-evaluation, planning the CPD of teachers, and the advancement of professional development. A separate set of standards has also been developed for school principals (2013).


- **In Kosovo**, the Framework for Standards for Teachers’ Professional Practice, set after the Ministry of Education, Science and Technology directive from 2004, outlines basic competences in terms of knowledge, skills, and attitudes for students in pre-service teacher training, for junior teachers, as well as for the continuing professional development (CPD) of teachers, and establishes the criteria for the quality assurance of teaching. Although the instruction on standards for teachers was issued more than 9 years ago, the standards are yet to be implemented.

Other laws and decisions identified in this study that are also relevant for primary and secondary school teacher education usually refer to establishing national agencies for education and bodies responsible for the development of the education sector, the organisation of school inspections and coordination of education at the local government level.

---

25 Criteria for practicing occupations, which are related to the protection of public interest, and assuring the fulfilment of standards for certain important professions, are covered by the Law on Regulated Professions in the Republic of Albania (2009).
Finally, in most of the countries in this study, legal acts define also teachers’ responsibilities. These responsibilities are usually expressly connected to the goals of education.

- **Albania**: A teacher provides education to convey ‘the fundamental competences, based on the learning standards, selecting among the best, local and foreign, contemporary methods and practices’.

- **Croatia**: A teacher’s responsibility is to ensure conditions and support for the learning of all students, assuring that students achieve learning outcomes as prescribed by the strategic documents and the National Curriculum.

- **Serbia**: The task of a teacher is to assure the achievement of education aims and students’ learning outcomes, respect for educational principles, knowledge, interests and special capabilities of students.

Only in Kosovo does the law define teachers through qualifications and employment in educational institutions, but not through the responsibilities and the goals of their work.

In Albania and the former Yugoslav Republic of Macedonia teachers’ responsibilities as defined by law include professional development.

Overall, the legal framework across the region is in place but there is a shared perception among various stakeholders from the region that further regulations and actions are needed in order to assure full implementation of the existing legal and strategic provisions. It has been indicated by interviewees in this study that the legislation is not always reflected in the actual processes in the education systems and there have been delays with practical application of legal changes that have been adopted (such as limited success in the shift from content-centred to student-centred teaching method). Difficulties associated with legal coherence, institutional and financial support, and communication of the legal framework to interested parties have been indicated as the main challenges for the fully-fledged implementation of the reform processes.

The reports on Albania, Bosnia and Herzegovina, and Kosovo, for instance, point out that the new school legislation has not been fully and uniformly completed and needs better harmonisation to build coherent models or primary and secondary school and teacher education. Similarly, a gap between policies, regulations and plans and their implementation in practice has been highlighted as a weakness in Serbia. Transparency and communication of existing regulations as well as stakeholder participation in the legislative process have also been articulated as calls for improvement in Serbia, Kosovo, and Albania. At the regional and local governance level, deficient financial resources and irregularities in applying the laws were reported as posing problems in Kosovo, while in Albania the budget allocated for teacher education to local authorities has not been used for this purpose due to the lack of legal provisions. Other needs identified in different country reports include: legal acts underpinning the standards of teacher education; legislation on thematic and cross-curricular initiatives and entrepreneurial learning; regulations on the induction, licensing and promotion of teachers and development and adoption of national teacher competences; and implementation of regulations on teacher career advancement.

### 2.3 Institutional framework

The education systems in the Western Balkans remain to a large extent centralised. The main governmental bodies responsible for implementing education policies and
management of the entire education system are the Ministries in charge of education (operating under different names across the region). They are usually supported by their regional or local organisational units, national agencies, institutes and centres, and local authorities. The situation is different in Bosnia and Herzegovina, where organisational systems within education are more complex and the legislative power and creation of education policy includes many administrative levels.

Over the past decade, establishing new bodies at the central level to support the Ministry in charge of education and - to a smaller extent - efforts towards decentralisation of education have been important components of institutional reforms in most of the countries. The key areas for which institutional framework has been strengthened, also in teacher education, include:

- providing support for the development of education through expertise and advice, assessing quality, and follow up of the strategic development and implementation of education objectives;
- organisation of national examinations in the pre-university system;
- assisting developments and evaluating quality in higher education;
- inspecting teaching quality and the quality of education in general.

Other bodies established or strengthened are mainly responsible for vocational education and training and adult education, development and promotion of education in the languages of the communities, or overseeing and developing the National Qualifications Framework (see Annex 2).

Shifting more competences and institutional rights to local government units was another key element of institutional reforms in some of the countries. The steps made towards more flexible and lower degree of centralised management in the education sector include promoting more competences and institutional rights among local government units and increasing the autonomy of schools. Not all countries, however, have envisaged or implemented changes towards devolution of powers to regional and local level.

- In Albania, more competences have been granted to Regional Education Departments (REDS) and Educational Offices (EOs) that function at local level (as governmental units). Alongside REDs/EOs at local level, Regional Councils are in charge of allocation of funds for education and Municipality/Commune Councils are responsible for the implementation of investment funds. Some attempts are also reported to have been made to encourage greater involvement of local governments, schools, and parents in the educational process. School Boards have been re-organised to include representatives from the local government unit (municipality or commune), and parents’ and pupils’ communities. It is expected that this process will result in the strengthening of links between the pre-university education sector and the community in the decision-making process.
- In Croatia, municipal authorities are mainly responsible for certain financing issues, and approving and assisting employment procedures in schools. At county level (županije), the Education and Teacher Training Agency (ETTA/AŽOO) organises county councils, responsible for dissemination of information and implementation of CPD. The decentralised character of CPD at county level emerges as a considerable strength of the teacher education system and a good example of provision of the clear links between the local and national level of activity.
- In the case of Kosovo, municipalities are responsible for teachers’ professional development in terms of providing training and the necessary professional support at school level. The legal

29 The Ministry of Civil Affairs is, inter alia, responsible for carrying out tasks and discharging duties which are within the competence of Bosnia and Herzegovina and relate to defining basic principles, co-ordinating activities and harmonising plans of the entity authorities and defining a strategy at international level in the field of science and education.
changes (2008) have triggered a process towards decentralisation by increasing capacity at municipality level for planning, coordination and monitoring in the education sector. It set out the responsibilities and competences of municipalities in education and made them responsible for coordinating and providing teacher development and training efforts. To date, progress in exercising the Municipal Education Departments’ (MEDs) full responsibilities has been insufficient however, mainly because of the lack of technical capacity.

- In Serbia, the regional school administrations, which are the organisational units of the Ministry, implement expert pedagogical supervision, support development planning and quality assurance of schools, coordinate the continuing professional development of teachers, provide all necessary conditions for schools to complete and maintain databases on education within the information systems of education and control appropriate use of funds for schools.

Generally, the institutional setting is well developed across the WB region, with a number of specialised institutes and agencies, regulated with concrete functions and defined tasks. Decentralisation of responsibilities for planning, coordination and monitoring in the education sector can also be observed in some countries, including coordination and provision of teacher training, by shifting more competences to local government units in managing the education sector. For the immediate future, the need for further efforts directed towards improving the capacity of the local-level institutions managing the education system and the newly established central bodies has been reported by stakeholders, i.e. through training of the employees and public servants. More emphasis on cooperation between the institutions managing the education system and teachers, trade unions and professional teacher associations has also been recommended during the stakeholder consultations process, i.e. in the field of quality assurance.

A summary table with of key bodies responsible for and/or involved in teacher education can be found in Annex 2.

2.4 National reforms addressing primary and secondary schooling and teacher education

Apart from changes in the legal and institutional framework, reform processes in the education sector across the Western Balkan region are also reflected in a number of strategies, large-scale plans or projects for the education sector. All seven countries have developed strategic documents in the last decade aimed at improving the quality of teaching, learning, and the overall efficiency of the education system. In order to achieve this, various measures were proposed in different countries towards human resource development both in higher education and at school level. In relation to teachers and teaching, they usually focus on:

- Introducing new content in the school curriculum and developing child-friendly school environments (see below);
- Increasing teachers’ qualifications and enhancing their skills in applying diverse learning and teaching methods and techniques to promote a child-centred approach to teaching, inclusiveness, equality, and diversity;
- Improving preparation of pre-university teachers by enhancing professional practice, introducing cross-curricular and subject integration competence, and boosting research activity;
- Establishing demand-driven in-service teacher training and introducing an accreditation system for teacher training programmes;
- Improving the social and financial status of teachers;
- Reducing the practice of shift teaching in schools and addressing the lack of qualified teaching staff in rural areas;
- Increasing the use of ICT in teaching and learning;
- Improving the management, monitoring, and evaluation of educational institutions.

Currently, education reforms aiming to restructure teacher education along with other aspects of higher education and the qualification system are in various stages of implementation. However, it is difficult to analyse to what extent these fine ideas are implemented on the ground as the Western Balkan region is notorious to educationists for the lack of nationwide studies and research preceding and evaluating the implementation of strategies and governmental projects (including the lack of interim reporting) in the area of education. Yet, small scale reports reveal that the implementation of some reforms has been facing challenges and there are cases when policies and projects did not produce the required results. For instance, despite the emphasis on new teaching methods and approaches, the classic way of teaching still often prevails in many schools. Introducing the concept of inclusive education was also reported as delayed in some countries as, without appropriate training, teachers often find it difficult to work with students with special needs or from different ethnic communities.

The lack of full ex-ante, interim and final reportage on policy developments also impedes the proper implementation and execution of objectives and strategies for teacher education. It has been conveyed during the stakeholder consultation process that insufficient needs assessment and evidence underpinning reform plans, unsupported by appropriate research, limits the coherence between policy and the legal framework and its actual implementation. Accordingly, links between the reforms of the education system and teacher preparation are sometimes weak or non-existent and new policies are not well-understood and not well-accepted by teachers, and thus do not bring the expected results. Insufficient communication with teachers has also been pointed out as contributing to this problem. Finally, as indicated earlier, education statistics are fragmentary in some of the countries, what further hinders the advancement of evidence-based policy-making in the area of teacher education.

### 2.4.1 Main school reforms

The main school reforms that have taken place in the WB countries include curricular reforms, the reviewing of the textbook publishing policy, and pupil assessment, which are discussed below.

**Curricular changes**

Concerning curricular reforms, envisaged in strategic documents, all Western Balkan countries have made more or less decisive steps towards modifying their curricula for school education. These developments have also impacted on teachers, who had to assimilate the new student-centred, inclusive and outcomes-based approaches to education and be prepared to teach the new programmes. As reported in some countries, it is expected that legal and policy developments will also provide appropriate space for a school-based curriculum, which is in line with the planned advancement of curricula decentralisation and increased participation of schools and teachers in curricula development.

- **In Albania**, the new curriculum implemented in secondary school education features European key competences and introduces the core and elective programme and teaching standards. In the area of basic education, the curriculum reform introducing a student-centred and integrated approach to learning is yet to be implemented.
- **In Bosnia and Herzegovina**, the new common-core is intended to ensure consistency in education standards and support for pupils’ educational needs, encourage positive relations within and between groups, and develop a commitment to the state of Bosnia and
Herzegovina. An important development has been the inclusion of Democracy and Human Rights subjects into the new secondary schools’ curricula and the growing attention to entrepreneurial thinking in primary and secondary education.

- In Croatia, the new National Curriculum for Pre-school Education, General Compulsory and Secondary School Education marks the transition from teacher-centred learning to a competence-based system. Key competences have been defined and different teaching methods have been introduced to include research-based learning, project-based learning and individualised approaches with students and group activities.

- In Montenegro, the process of reforming all sectors of education below tertiary education level is mostly completed. The changes have put greater emphasis on child-centred pedagogy, curricula that have given some freedom to schools, a reduction in non-relevant factual knowledge, and a broader learning base, which now includes 8 areas: communication, numeracy, information, research and problem-solving, personal abilities, cooperation, learning and working and psycho-physical skills and abilities.

- The main curricular changes in the former Yugoslav Republic of Macedonia include the child-friendly school philosophy and standards in six areas: inclusiveness, effectiveness, safe and protective environment, gender equality, participation, multiculturalism, and child rights. A separate subject, Life Skills Education, has been introduced, together with more emphasis on integration.

- In Serbia, standards for primary education have been introduced since 2010/2011 and are currently being revised, while standards for the completion of secondary education are under public discussion. Curricula development is purposed to contribute to the development of key competences and to further the development of training for teachers, towards building functional and multidisciplinary competences. In relation to the adoption of standards, policy has included active and collaborative teaching methods. At this point in time, there has been no follow up to determine whether this is now fully implemented within classrooms.

- In Kosovo, the core curricula for three levels of pre-university education has been developed and published. Piloting the new curriculum framework has begun among a selected number of schools. The new Kosovo Curriculum Framework (KCF) sets out the vision for the learner-centred and competency-based curriculum, which also integrates and reflects the values and principles of human rights, social justice and inclusiveness.

In sum, the process of curricular reform is at different stages across the region, with new curricula regarded as making a relatively strong impact in schools in some countries (e.g. in the former Yugoslav Republic of Macedonia) or remaining a concept rather than a practice (as in the case of Kosovo). Among the main obstacles for the efficient delivery of the new curriculum identified in the region is the inadequate teacher preparation to implement these changes. Teachers often face difficulties with breaking with the traditional methods of teaching (and introducing new ones, such as inclusive education) and accessing knowledge on how to develop students’ competences. Other challenges include limited capabilities of some schools to address curricular regulations, the lack of coherence among subjects which otherwise would allow for cross-curricular models, and the lack of evaluative feedback at state level. As a consequence, the curriculum reform has a limited effect within some schools and a full-scale firmly-embedded alteration of teaching and learning approaches is yet to be seen.

**Liberalisation of textbook publishing**

Structural and curricular reforms have been also accompanied by the development of new textbooks and liberalisation of textbook publishing in some countries. In Albania, for instance, the introduction of the Textbook (Altertekst) system liberalised the process of printing, publishing, and dissemination of pre-university education textbooks by allowing
private publishing houses and entities (including foreign publishers) to take part in these activities. In the former Yugoslav Republic of Macedonia, the reform of textbooks for each subject in primary and secondary education took place in 2008 and special commissions were established to develop and revise textbooks. The availability of textbooks has also improved: while in Albania state support is offered in the form of a textbook subsidy, in the former Yugoslav Republic of Macedonia pupils have been receiving free textbooks and returning them to the school by the end of the school year. The textbooks for primary education can be also found online in the PDF format on the Ministry’s website. Some concerns have been voiced with regards to textbook-related developments, however. According to recent media releases and stakeholders views, the Altertekst reform is linked to ambiguous practices, which contribute to a monopolistic publishing system, and teachers remain excluded from the final decision of the selection of textbooks. In the former Yugoslav Republic of Macedonia, in turn, teachers are confronted with many errors in the textbook content and certain textbooks have been criticised by the Albanian community as lacking a multicultural perspective.

**Student and school assessment reforms**

In addition to the curricular changes described above, student assessment reform is also an important component of the efforts towards educational improvements in the WB region. Most countries have developed, or are developing, national assessments of students’ learning in primary schools and the secondary school leaving examination – the State Matura (see Section 3.2), which is accompanied by a change in admission procedures to public universities. The positive impact observed by stakeholders or still expected from these changes includes: increased fairness of examinations, increased responsibility of teachers for students’ results, and increased transparency on the quality of school services.

Assessment reform is often complemented by the establishment of new agencies or restructuring the existing ones, and capacity building activities - the training of authors of test items (subject specialists and teachers), school coordinators, test-administrators and markers, to ensure that modernising efforts are mutually supported. For instance, 250 teachers responsible for test development were trained with the World Bank assistance in 2010 in Croatia and training was also provided for teachers who served as test evaluators. In some countries, however, it has been noted that, due to inadequate preparation, teachers faced problems with transmitting to students the information on the examination points’ calculation formula. Some technical difficulties and problems with the secrecy of tests have also occurred, albeit rarely.

Finally, the national examinations and standardised tests open up the possibility of comparing the results with international benchmarking. Generally, quality assurance at all levels needs a stronger profile in the WB (see Section 5.2), which is reflected in the poor performance in PISA assessments in those countries that took part.

<table>
<thead>
<tr>
<th>2009 PISA scores</th>
<th>Reading</th>
<th>Math</th>
<th>Science</th>
<th>Country ranking out of 65</th>
</tr>
</thead>
<tbody>
<tr>
<td>Serbia</td>
<td><strong>442</strong></td>
<td><strong>442</strong></td>
<td><strong>443</strong></td>
<td><strong>45</strong></td>
</tr>
<tr>
<td>Montenegro</td>
<td><strong>408</strong></td>
<td><strong>403</strong></td>
<td><strong>401</strong></td>
<td><strong>54</strong></td>
</tr>
<tr>
<td>Albania</td>
<td><strong>385</strong></td>
<td><strong>377</strong></td>
<td><strong>391</strong></td>
<td><strong>60</strong></td>
</tr>
<tr>
<td>OECD Average</td>
<td><strong>493</strong></td>
<td><strong>496</strong></td>
<td><strong>501</strong></td>
<td></td>
</tr>
</tbody>
</table>

30 Ucebnici (ang. Textbooks), http://www.e-ucebnici.mk
As a step towards supporting the quality assurance process, self-evaluation processes of schools have been started in some parts of the region, supplemented with SWOT analyses and preparation of school development plans. In the former Yugoslav Republic of Macedonia, for instance, schools are obliged to perform internal evaluation every 2 years and the process is based on indicators that cover, inter alia, the area of teaching and learning. In Croatia, it is compulsory for schools to use the results of the national examinations and other indicators towards the aim of self-evaluation and continuous quality enhancement of schools. In Serbia, the report from schools’ self-evaluation, reports on the achievement of learning outcomes, and other school quality indicators, serve as a basis for preparing school development plans. The aim of introducing school development planning in 2003 was to provide schools with further autonomy in the aspects of pedagogy. Unfortunately, insufficient attention and no further investments have been devoted to this initiative and its full potential has not been used and should be given further attention.

A certain innovation in the region is the pupils’ assessment of reforms in education that has taken place in Montenegro. The research, The Position of Students in Schools, conducted by the Bureau of Education Service (the Bureau) in 2012, was the first systematic analysis where students were asked about their experience of the education reform and its effects. More details about this initiative can be found in the blue box below.

**Pupils’ assessment of educational reforms in Montenegro**

Evaluation of the curricula reform process based on pupils’ experience is considered to be a highly innovative practice. Through the involvement of pupils, the aim of this initiative was to analyse the:

- Quality of school curricula and textbooks through identifying their adequacy in regard to students’ abilities, interests and needs;
- Quality of teaching - through identifying the level of use of current methods and forms of learning in teaching;
- Quality of school environment through the assessment of the school as an environment, protected from drugs, abuse and the quality of support given to all pupils/students.

The analysis and results have shown that pupil perspectives can promote improved participation of pupils in school, improved and more adequate grading of work, and increased safety on school premises. Although the Ministry is not bound to adopt the recommendations for improvement of the school system that derive from the research, they often respond to recommendations and ask the Bureau and other stakeholders to take part in updating either curricula or education laws. This is highly innovative practice.

### 2.4.2 Modernisation of the ITE system

The restructuring of ITE takes place as a part of reforms in HEIs in line with the Bologna process. In order to embrace the Bologna agenda, all countries in the region entered the process associated with the introduction of the three-cycle system (Bachelor’s, Master’s, and Doctoral Degree), ECTS allocated to each cycle, and external and internal quality assurance systems. Following these developments, in most WB countries, Master’s degrees are becoming the standard entrance qualification.

Study programmes and curricula of teacher education faculties and departments have also undergone reform. Various aspects of modernisation of ITE identified across the region revolve around:

---

31 For more, see the recently completed study: Lalović, Z. (2012), The Position of Students in Schools. Podgorica, Bureau for Education Services.

---
Increased focus on pedagogical, psychological, and methodological aspects in ITE curricula, key skills, ICT, entrepreneurial learning, research and teaching practice in schools;

- Introduction of new approaches to education, such as inclusive education or child-centred methodology, to teacher training;
- Restructuring ITE programmes in order to train new teaching staff for implementation of the new curricula and extended primary education;
- Development of in-service teacher training plans that reflect actual teachers’ needs.

Some modest attempts on the part of institutions educating future teachers to establish closer links with the school environment and the situation on the labour market have been identified. Nevertheless, more efforts are required to develop partnerships with schools and business to help learners develop a set of competences that are essential to face rapidly changing societal and labour market demands.

Yet, the continuing process of reforming ITE is depicted by some stakeholders as resulting in a façade rather than a substantial change. The new curricular structure at the teacher education faculties and departments is often applied without fundamental modifications in the design and content of university courses. Also the methodology for the training of teachers in some countries remains largely unchanged and the pressing issue of improving teaching practice and observation is being discussed rather than imminently addressed. Some ITE providers do not have adequate knowledge of learning outcomes- and competence-based curricula in school education, and cannot adequately prepare the teachers to implement them. Finally, differentiation and individualisation in teaching is also challenging, as most countries in the region are hard-pressed for resources. The lack of research and appropriate analysis of the trends of the labour market and in pre-university education further contributes to this problem.

2.4.3 Steps towards reforming the CPD of teachers

While the reform of the teachers’ professional development system is rather slow and challenging process, the education reforms have recognised the importance of continuing professional development (CPD) for teachers to enhance their competences to teach students more effectively. Major ongoing and completed developments in the area of CPD identified in various parts of the region include: making CPD teacher training compulsory, introducing a teacher’s portfolio, teacher licensing and a status of trainee teacher, out-sourcing CPD training and establishing centres for CPD for teachers, and moving towards school-based in-service training. Some progress has also been reported in establishing a trainee procedure for novice teachers in several countries alongside specific responsibilities assigned to teacher mentors.

An interesting development took place in Croatia, where a strategy concentrating specifically on teachers’ advancement has been identified. Developed and adopted by the Education and Teacher Training Agency (ETTA/AZZO) in 2009, the Strategy for Continuous Professional Development of Teachers 2009-2013 aims at transforming the practice of in-service teacher training and introducing an accreditation system for teacher training programmes, and two-year cycles as a basis for the organisation of training events.32 Examples of other main developments in terms of reforming the CPD of teachers are listed in a table below.

### Examples of main developments in terms of reforming the CPD of teachers in the WB

- Albania: Institutionalisation of CPD; introduction of compulsory in-service teacher training; out-

---

sourcing CPD to external service providers; new model of CPD.

- **Bosnia and Herzegovina**: Commencement of accreditation processes; progressive initiatives in the area of CPD.

- **Croatia**: Development of documents reinforcing the student-centred and outcomes-based learning and providing a basis for the development of national teacher competence.

- **Montenegro**: A well-developed and organised structure and system for the current Professional Examination and competence-based scheme for teachers' promotion; transparent mechanisms for career enhancement/promotion of teachers, which is a pre-licensing preparation towards establishing professional standards; school-based CPD developed to the considerable support of teacher education.

- **The former Yugoslav Republic of Macedonia**: Establishment of a market for demand-driven in-service teacher training; introduction of the teacher portfolio; establishment of criteria for accreditation and monitoring of teacher-training services; basis for conditions and criteria for career promotion of teachers model proposed.

- **Serbia**: Introduction of Centres for Professional Development of teachers; introduction of two-year application cycle for new CPD programmes; liberalisation of the CPD programmes' offer; new holistic education policy adopted and plans to reform how teachers are trained, assessed and how they teach.

- **Kosovo**: Development of a teacher licensing system linked to teacher performance evaluation and establishing the State Council for Teacher Licensing; preparing criteria and procedures for accrediting the teacher training programmes and moving towards the introduction of a merit-based pay system, and a trend towards school-based implementation of teacher development.

Fully-fledged implementation of some of these initiatives is yet to be seen, however, due to various constraints often linked to limited budgets and delays in establishing necessary structures and adopting legal grounding. The main weakness that appears to be common to all the countries under study is the lack of both strong quality-assurance mechanisms for CPD and a clearly defined procedure for teacher's performance evaluation. In addition, the implementation of the system of career advancement has been postponed or not fully established in most of the countries, giving little or no incentives for teachers to further develop their competences through in-service training. These somewhat major shortcomings call into question the support for the teaching profession declared in strategic documents. As further stated by some stakeholders from the region, the distribution of state expenditures in education shows that improving the quality aspect of teaching and education in general is not among governmental priorities.
3 Organisation of initial teacher education

This chapter discusses the general system of initial organisation of primary and secondary teacher education in the seven Western Balkan countries, key institutions responsible for pre-service teacher education and training, methods of financing, admission procedures, programmes, curricular provision, standards and competences, arrangements for teaching practice, and methods of assessment.

3.1 Providers and financing of ITE

In all seven Western Balkan countries participating in this study, initial teacher education (ITE) is provided by higher education institutions (HEIs), usually universities. State sources and student fees comprise the main funding provision (in Serbia this also includes the Autonomous Province of Vojvodina). In some cases, laws permit other fundraising activities. Such co-financing may include revenues from teaching, services offered to third parties by teacher education departments, special grants, renting premises, financing from partner organisations, sponsors and NGOs involved in aspects of teacher training.

In Albania, ITE and training is provided by private and public HEIs. There are 13 private universities that offer 16 programmes in teacher education. In Bosnia and Herzegovina, the ITE providers are the 8 public universities, all of which through various faculties, offer programmes in ITE. ITE in Croatia is offered at 7 universities and teacher education programmes are provided either through special faculties or through special programmes within different faculties. In Kosovo, the higher education system operates through 4 public universities. Only public providers of higher education can offer study programmes leading to a teaching qualification. In the former Yugoslav Republic of Macedonia, initial education for primary school classroom teachers is provided by 4 state universities. Subject teachers can receive their initial education at the faculties for teachers at universities in Skopje and Tetovo. The University of Montenegro is the sole state provider of initial teacher education, where programmes are also offered in the Albanian language. ITE in Serbia is provided only by state-funded faculties at the universities in Belgrade (the University of Belgrade, the University of Arts in Belgrade), Novi Sad, Kragujevac, Niš and Novi Pazar.

3.2 Admission procedures

The Matura final school examination is either in place or being developed for entry to ITE, and there are largely no specific teacher-orientated entrance criteria to the Bachelor’s programmes and the newer Master’s programmes gradually superseding them as entry qualifications.

The State Matura examination does not remove all doubts as to its equalising function and fairness, and there are examples of additional requirements for entry, such as the esteemed ‘Luca’ diploma awarded in Montenegro, but it is nevertheless the case that teacher education does not always attract students with the highest grade-point averages. Students’ personal achievements are seldom taken into account and only in special cases, for example in Croatia, are additional skills also considered. In Kosovo additional tests for applicants in some subjects can only be effected through approval by the Ministry. In some countries funded admission is limited by a state quota. Physical, musical and verbal aptitudes may be employed in Serbia, as well as psychological criteria following the completion of ITE.

Psychological suitability for the teaching profession

In Serbia, an examination of psychological suitability for the teaching profession has been introduced with the most recent changes in the Law on the Foundation of the Education System...
and it is one of the conditions for employment. Questions as to the rationale of this criterion have been raised about by a number of interviewees. Determining suitability for working with children at the final stage of training when novice teachers seek employment could lead to a particularly unfortunate corollary, whereby having invested heavily in studentship (this means the state in the case of state-funded universities and also the student), graduates could find themselves unemployable in terms of a career in teaching. Notwithstanding the sense behind these comments, it is however surely the case that psychological suitability can indeed change over a period of 5 years. It is therefore obvious that there is a need for judgements about the psychological suitability to take place prior to ITE, and also on its completion.

3.3 Education programmes

There is evidence of modernisation in ITE programmes and the Bologna process is gradually reforming the curricula. The relationship between ITE and in-service education, however, largely remains undeveloped, though there are examples of faculties offering some in-service provision and examples of more practical approaches to ITE. A key development is the extension of studies towards a Master's qualification, but this initiative is not usually directed towards the practical skills required for modern teaching methods. Teaching practice is uneven across the region and in some cases barely in existence.

Initial teacher education in HEIs is often directly organised into 2 cycles, Bachelor and Master as in Albania. However, the Bachelor degree still has currency in primary and secondary education. Currently in Kosovo, for example, all programmes that lead to a teaching qualification are equivalent to the Bologna second-cycle programme of 300 ECTS, comprising professional and academic training and practice. In terms of the organisation of ITE, sometimes a consecutive model is followed, whereby candidates first read their (technical) subject and subsequently take (theoretical) psychology and pedagogy courses and in other examples, as in Serbia for example, a simultaneous model is the common practice. In most countries the Bachelor qualification has been extended to four years, though in Bosnia and Herzegovina there is some variation. In some countries there are examples of transitional arrangements for existing teachers who need to obtain additional credits in pedagogical-psychological-didactical competences.

A summary table with education programmes for teacher education can be found in Annex 3.

3.4 Curricula and teacher education standards

Concerning both standards and the concomitant competences derived from them, it is argued that the state or national level organisation of these tends to result in stronger consolidation. As the EC (2012) recently remarked:

Those countries where the decision is taken at national level tend to have more explicit and detailed descriptions of the competences that teachers are required to possess. In those countries where teacher education institutions have the autonomy to decide, the definitions of competences of teachers tend to be more diverse.


Information from a questionnaire received from Faculty of Philosophy, University of Sarajevo, 04, 09, 2013

Bachelor’s study programmes (3 to 4 years, 180 to 240 ECTS credits) + Master’s study programmes (respectively 2 or 1 years, 120 to 60 ECTS credits) give in total 300 ECTS for both Bachelor’s and Master’s.

Professional Standards are emerging and developing rather than being fully-fledged, and the emphasis in ITE programmes tends to remain largely theoretical, though Bologna reforms and pedagogic are in evidence. Where standards exist, they are either in the hands of the universities or Ministries. Not all countries have them, but are in process in most. The lack of national standards means that there continue to be significant pedagogical differences between curricula offered by the universities in the same country. This is a problem not solely in terms of achieving homogeneity but also in terms of national identity for teachers in the implementing of training towards one common and unified outcome. Frequently highlighted in this study is the issue of ITE remaining primarily subject-based, often precluding specific skills and competences such as those required for inclusion. Teachers, parents and community members have echoed these concerns, highlighting the rigidity of teacher-training faculties. In this respect the implementation of the student-orientated approach still poses a challenge for university teachers.  

For example, in Kosovo, theoretical aspects still tend to dominate the timetable for secondary school teachers, whereas pedagogical approaches and teaching methodologies and school practice constitute only about 2-4% of their study time. Moreover, in Croatia, despite the adoption of the Croatian Qualifications Framework (CROQF), as yet, no national standards have emerged for teacher education, and thus there is no mechanism towards the achievement of equal quality for novice teachers throughout the country. However, while, for example, ITE in Bosnia and Herzegovina – as has been found across almost the entire region – has hitherto concentrated more on subject knowledge than on pedagogy, there is also good evidence illustrating gradual change. Continuing this theme of conservatism, in the former Yugoslav Republic of Macedonia, teaching practice remains strongly influenced by out-dated ITE models organised pedagogically around the ‘average’ pupil. Not unlike other countries in this study, curricula in this case are overloaded with subject-related knowledge, which does not emancipate teachers from the bonds of traditionalism and gear them towards the freer types of knowledge, skills and dispositions needed for inclusive education.

However, standards and competences for teachers and their professional development in Serbia, adopted in 2011, provide clear outcomes expected from teachers. Nevertheless, teacher education curricula developed by HEIs in this country still vary significantly due to the autonomy of universities. But, over time, this development should bring about stronger harmonisation of programmes between different faculties and universities. Although all countries employ various forms of teacher competences, or are in the process of developing them, it has been difficult to locate a competence-based, quality-assurance culture for teachers in the Western Balkans, one that is linked, desirably and effectively, to teacher licensing and CPD.

Moreover, practice-related ITE is a concern of many respondents in this study and more obviously where curricula remain outdated or under-developed. In several Western Balkan countries, it has been claimed that urgent change is required in the relationship

---

38 It is an informed view that subjects covering general professional education: for example, Pedagogy, Psychology, Didactics, Methodology of Teaching and Methodological Practice, historically, have been under-represented and also lack in emphasis on practical skills’ acquisition (Pašalić-Kreso et al., National Report – Bosnia and Herzegovina, 2006. http://www.see-educoop.net/education_in/pdf/workshop/tesee/dokument/book/Bosnia.pdf). However, see the Country Report for Bosnia and Herzegovina and the work currently in place at the University of Bihać and the University of Sarajevo.
between theory and practice, specifically in the need for each to inform the other adequately. A means of making this integration possible is through ‘communities of practice, action research and formative evaluation of changing practices’. For example, teacher behaviour - including what some years ago became known as craft knowledge - and the ways in which this pedagogically impacts on school pupils, could be used for meaningful ‘practice learning’ in both pre-and in-service teacher education, but especially in the former.  

As well as enumerating the facts about policy and individual portraits of particular practice, the above commentary speaks of tendencies towards stasis, but contrarily, also speaks of some progressive and dynamic development. The country reports provide some examples of practice different to those often reported by researchers and commentators on teacher education in the Western Balkans, vis-à-vis practical training in particular countries, notably in Bosnia and Herzegovina. They also provide examples illustrating areas of practice and problems that may be unknown to wider audiences, moreover to those who are particularly responsive to Western Balkans’ teacher education.

3.5 Assessment methods

The assessment of teachers in training remains largely traditional at universities, although assessment is more progressive in professional induction and in the state examinations which follow, normally after a period of up to one year following entry to the profession.

In addition to the ITE methods of assessment discussed below (Table 3.1), which in many universities across the region follow the norm for all undergraduate programmes, the assessment of teaching practice, apart from notable exceptions, is either non-existent, sporadic or limited in its frequency. There are also other forms of assessment for teachers. In Albania, there is the state examination, in Bosnia and Herzegovina, Croatia and Montenegro, the professional examination, in Serbia, the licensing examination and in the former Yugoslav Republic of Macedonia, the pedagogical certificate. All of these (whether a discrete course, as is the case in the former Yugoslav Republic of Macedonia) or an examination following a trainee, probation or induction period, as is the case in the other 5 countries, mentioned above, involve written, oral and teaching observation examinations and are therefore mentioned here as part of the teacher examination process. It is not clear from the Kosovo country report whether licensing there involves a state, or professional examination.

Continuous assessment is growing in practice in many universities reducing the amount that is assessed summatively, while in Kosovo, testing via multiple choice questions is considered a new approach in HEIs. Kosovo University students are tested twice a year and now have to prepare more essays than in previous ITE programmes. Despite the high importance of communication skills and empathy for a career in teaching, such skills and qualities are usually not assessed. Cases of bribery to pass classes and examinations are not uncommon in some HEIs, though several countries, such as Montenegro, have mounted campaigns to reduce corruption and eradicate it. Where corruption occurs, the result can only have a negative impact on the overall quality and future of teacher education.

---

42. Stakeholder consultations (interview, teacher education provider), Skopje, on 19.02.2013.
### Table 3.1 Assessment methods during ITE - a summary table

| Country          | Description                                                                                                                                                                                                 |
|------------------|--------------------------------------------------------------------------------------------------------------------------------************************************************************************|
| **Albania**      | Teaching and assessment methods are mainly based on face-to-face, in-class teaching and examinations at the end of a semester. In 2008, thesis writing in school contexts and practice became a compulsory element in Bachelor’s and Master’s programmes. Before 2008, student teachers sat a final written examination to graduate from a four-year Bachelor’s programme. As to the assessment of the teaching practice, the responsible departments appoint a teacher as a supervisor for 15 students and the evaluation is based on the assessment made by the supervisor with the support of a mentor, who assists the practitioner to perform school practice successfully. Cases of bribery to pass classes and examinations are not uncommon at HEIs. Where this occurs, the result can only have a negative impact on the overall quality and future of teacher education. |
| **Bosnia and Herzegovina** | Students at universities, whose Bachelor’s and Master’s degrees contain the requisite modules in ITE for teaching in schools, are graded by the same examination structure as is applied to all undergraduate and postgraduate studies. In year 4, at the University of Sarajevo, for example, the subjects, pedagogics, psychology, didactics and methodology are usually graded on a 1-5 scale, including the graded lesson delivered in a school. The Professional Examination is extensive and can be demanding, depending on the particular school and the appointed commission. |
| **Croatia**      | The assessment methods of student teachers are defined for each subject with a range of continuous assessment methods that includes attendance, active participation during lectures, the submission of papers, and evaluation of classroom practice and other exercises. Students can obtain up to 70 marks through continuous assessment, and for the final examination (written or oral) up to 30 marks are possible. Percentages for the evaluation of classroom practice as continuous assessment methods differ between HEIs. |
| **Kosovo**       | Testing with multiple choice questions is considered a new approach HEIs. Kosovo University students are tested twice a year and now have to prepare more essays than in previous years. Based on test results and essays, students are assessed and receive grades. Currently, there is no standardised policy for student assessment at university and faculty level. Policy is rather general in this respect. For example, the Senate of the University of Pristina requires that the assessment should consist of a combination of oral and written examinations; however, in reality, professors have full autonomy to decide individually how students should be assessed. Furthermore, there are no grade-related criteria - common descriptions of what should be known or achieved by students (knowledge, skills and |

---

44 Vula, Saqipi, Karaj, and Mita (2012), op. cit.
45 Ibid.
46 An example from study programme of the Teacher faculty of the University of Rijeka.
attitudes) for achievement at the numerical mark boundaries. This applies to all faculties, including the University of Pristina Faculty of Education. 47

The former Yugoslav Republic of Macedonia

A special commission was drawn up to address the issue of student assessment at the Pedagogical Faculty in Bitola. From this, a Rulebook for the assessment of students has been established and accepted and is now operational across all Faculties. Students can achieve maximums of 100 points, 40 points and 10 points in various areas of the programme. Exemption from this division can be made in methodology courses, or languages, where students are assessed on the basis of practical work and proficiency and not solely on knowledge-based requirements. Despite the high importance of communication skills and empathy for a career in teaching, these skills and qualities are not assessed. 48

Montenegro

A successful outcome, largely through summative examination in an education-based 1st-cycle degree, is followed by a non-formative assessed traineeship before the qualifying Professional Examination is taken. 49 Currently, there is little formative assessment of teachers undertaking university ITE at the faculties. Assessment in undergraduate degree performance containing the requisite education modules largely follows the processes in place for all undergraduate degrees.

Serbia

Student-teacher assessment methods are defined for each subject. Attendance, active participation during lectures, submitted papers and evaluation of assessment practice exercises are post-Bologna reform innovations. It is possible for students to obtain points through continuous assessment methods (at least 30 and maximum 70) and also in the final examination, written or oral. 50 No specific assessment methods for students in ITE are currently in operation, and the system, as it currently stands, could be better related to learning outcomes.

47 Stakeholder consultations (interview, ITE provider), Pristina, 14.03.2013.
48 Stakeholder consultations (interview, teacher education provider), Skopje, on 19.02.2013.
4 Support for new teachers and in-service teacher training

Section 4 describes how continuing professional development (CPD) of teachers is approached in the Western Balkans. The section commences with an overview of the CPD providers and financing of in-service teacher training and subsequently explores personal and professional support (‘induction’ or probation) for new teachers as well as current practices to help novice teachers at the beginning of their career. The final part identifies programmes, practices, and activities for teachers’ professional development and also reflects on knowledge, skills, and attitudes (values) required from experienced teachers.

4.1 Providers and financing of CPD

In all Western Balkan countries, in-service teacher training, obligatory and otherwise, is provided by state bodies, such as the pedagogical institutes in Bosnia and Herzegovina, non-governmental organisations (NGOs), and private agencies. CPD programmes are normally accredited, sometimes as a result of open competition among private providers, and there are examples of compilations of programmes offered to teachers in catalogues containing an annual provision.

In some countries, such as Albania, there is no tradition among educational faculties to offer in-service teacher training programmes and the role of universities in in-service teacher training provision is limited in contrast to ITE, which is their dominant activity. Educational faculties within the University of Pristina (Kosovo) for example, have no experience in offering such training, though efforts are currently being made to remedy this through the development of an in-service unit. As in Montenegro, most educational institutions, individuals and NGOs who offer programmes in CPD in accordance with their financing (often through donors) must have their programmes approved by the Ministry via a commission before they can be listed in an annual catalogue.51

Not all CPD meets the individual needs of teachers and the funding of it remains a problem across the region. Generally, teachers cannot afford to meet the costs of CPD and are reliant on funding being provided for courses and programmes. In Croatia, for instance, negotiations are currently in place towards the prevention of further CPD cuts. Concerning the future of in-service training it must be said that cuts in the CPD domain are infinitely preferable to other losses, for example, teachers and teaching resources.

4.2 Support for new teachers

In most Western Balkan countries support for new teachers takes the form of an extended probation (or trainee) period under the guidance of appointed mentors. During this period, ranging from six months to at least one full academic year, the new teacher is nevertheless expected to engage in a substantial teaching timetable. This is a formal, and sometimes intensive process of competence development, leading in most cases to a professional examination. The period of probation also gives new teachers the opportunity to either become career orientated, or discover that teaching is not a profession to which they are suited. However, it does not necessarily guarantee employment in the school in which new teachers complete their training period. The ‘probationary’ covers all aspects of teaching, learning and school activities required for a teacher trainee, as well as observation and mentorship.

In Montenegro during both periods of primary and secondary school training, the teacher-trainee receives 80% of a teacher’s salary. However, the provision for salary varies from country to country (e.g. there is no salary in Albania, save for social and health benefits). In Kosovo, there are no formal induction programmes for new teachers. In some schools, however, mentors are appointed to assist new teachers and guide them in their first steps in a school environment.

4.3 Organisation of CPD

In the Western Balkans, demonstrably effective changes in teacher behaviour and embedded pedagogic changes achievable through CPD are desirable but are costly in terms of both time and resources. Factors that cause teachers to change their classroom practices, quoted from research in a recent (2011) European Commission Review of literature, are identified in the following professional engagements:

- collaboration and joint work with other teachers on concrete tasks and problem-solving,
- supporting teachers’ mutual aid, responsibility, initiative and leadership,
- observation and assessment/feedback processes,
- inquiry and reflection on own and others’ beliefs and behaviours,
- teacher educators and mentors modelling new teaching practices, encouraging teachers to implement them, and constructing opportunities for teachers to share their learning and reflections,
- practical courses connected to the reality of classroom activities.

This sophisticated and demanding model (above) requires belief, perseverance, time, resources, embedding, and measurable outcomes to convince schools and teachers of its worthiness for investment. The Western Balkans CPD is unlike the above protracted scheme, being inclined towards meeting legislative demands and national initiatives within a relatively short time frame.

Many countries provide catalogues of programmes from which teachers are able to choose programmes. Yet these are often nationally inspired, and geared towards teachers’ immediate assimilation, rather than longer-term development. In Albania there is a ‘demand – supply’ system, based on the requests from the educational institutions and offers from licensed public or private training agencies. Despite that CPD carries some obligation in most countries, it was found that it is not having the change impact it should, and is not sufficiently effective to instil a deep change in the practice of teaching behaviours.

52 This practice is defined by General Collective Contract which is signed between the Trade Unions Council, the Government and the Steering Committee of the Chamber of Commerce, based on the Labour Law. The current contract remains in force until 31.12.2013. The regulation stipulates that the salary of a trainee-teacher cannot be less than 80% of the regular salary.

53 Stakeholder consultations (interview, ITE provider), Pristina, 14.03.2013.


While, for example, CPD in the former Yugoslav Republic of Macedonia is voluntary, and no obligation is attached to it in most countries it carries a degree of compulsory participation. The Serbian provision entitles teachers to a leave of three days (68 hours) per year in order to attend the CPD activities approved by the pedagogical collegiums of the institution in which they work. 24 hours are intended for external CPD activities, while 44 hours are aimed at professional development carried out at the institution where a teacher is employed. Sometimes the unfettered delivery of CPD seems comprised by joint responsibilities. For example in Bosnia and Herzegovina, CPD is largely organised through the pedagogical institutes who operate in both supervisory and support capacities in teacher education. In most countries, participation in CPD as delivered by accredited providers is one of the criteria for the individual assessment of teachers in terms of their career progression.

Where there are no clear incentives for participation in CPD and consequences for not undertaking in-service training, some teachers express little interest in improving their competences and work. Perhaps unsurprisingly, the requirement for in-service training to be undertaken after school activities, or during vacation time, further limits the attractiveness of in-service training among teachers, for whom it is often a burden.

Concerning the experience of CPD, teachers can be censorious if the seminars do not mirror the reformed methodologies and principles established in their own modern teaching. Teachers undertaking CPD, for example, do not expect to sit in lecture rooms, statically attentive (or inattentive) to power-point presentations. It is in CPD that professional demands are found to be high and where criticism can be severe.

A summary table with main developments and challenges in the field of CPD can be found in Annex 5.

---

56 Rulebook on continuous professional development and advancement of teachers and professional associates, Official Journal of the RS 13/12, Article 27.
57 Stakeholder consultations (interview, MNE Forum, the Bureau), 02.07.2013.
5 Teacher qualifications and quality assurance

This section provides information on the qualifications required to become a primary and secondary school teacher. It also explores the organisation of quality assurance (QA) processes and mechanisms that include external and internal components of the system for evaluation of teacher education and performance, and identifies which key stakeholders are involved in the quality assurance process in teacher education.

5.1 Qualification system for primary and secondary school teachers

The European Commission rightly asserts that all teachers should be ‘highly qualified’, possess a pedagogical qualification and have the opportunity to ‘continue their studies to the highest level’. While this certainly concurs with developments in the Western Balkan countries, there is, however, currently no evidence claiming that extended university studies for teachers to Master’s level (a development in several countries) results in higher student and pupil attainment.

Increasingly a Master’s degree is becoming a requirement in both primary and secondary teaching across the region. Those WB countries which currently require Master’s level qualifications, or are considering formally implementing them in the immediate future and who will enter the OECD PISA programme for 2015, ‘may’, to some extent, be able to assess the impact of higher teacher qualifications vis-à-vis student and pupil performance. This report suggests that such a study should be undertaken. In Bosnia and Herzegovina, where second-cycle degrees are gradually being introduced, according to a senior stakeholder, ‘student preparation for teaching is still weak and insufficient’.

In Croatia, teachers of the first 4 years of primary school are required to have obtained a Master’s degree and in the final 4 years a Master’s degree is also required, or a Bachelor’s degree if no Master’s-level graduates respond to the call.

A form of professional examination is undertaken in 6 of the 7 countries. Conceptually and structurally the professional examination is a teacher qualification and is excellent as a summative account of teacher competence, which tests teaching, CPD portfolio compilation, school, psychological knowledge application and legislative understanding and application. That almost all novice teachers are successful in the professional examination, and that the composition of appointed commissions can differ quite markedly, are two areas of the current procedures which should be reviewed in the near future, particularly in the need for greater objectivity in teacher assessments.

Teacher licensing, currently in existence, or in development, should be operational in all countries as soon as possible and seen to be closely aligned with CPD and the professional examination.

In several countries opportunities for promotion exist also through mentorships and advisorships and other means. Under current proposals, for example, in Serbia, teachers can be promoted to: a pedagogical advisor, an independent pedagogical advisor, higher pedagogical advisor and senior pedagogical advisor. The requirements for the post of pedagogical advisor are demanding, requiring at least 8 years of service experience, strong competences, an outstanding record of CPD, initiation and participation in quality enhancement and an additional 50 points in CPD - in addition to the obligatory 120. A foreign language at least A2 level and good ITC skills in teaching are also required. Intensification of these competences is required for each subsequent level. As each of the promotion levels carries a salary increase, these provisions are still in process.

---

59 Stakeholder consultation (questionnaire, ITE provider), 04.09.2013.
60 Rulebook on continuous professional development and advancement of teachers and professional associates, Official Journal of the RS 13/12, Article 33.
towards full implementation. Current standards for teachers’ vocations in Montenegro include the following levels: teacher trainee, teacher with experience (T), teacher mentor (M), teacher consultant (C), teacher higher consultant (HC), and teacher researcher (R).

A summary table with qualifications required for teaching in primary and secondary schools can be found in Annex 4.

5.2 Quality assurance mechanisms

The European Commission (2006), acknowledging that the introduction of quality assurance measures across Europe is an important step and that the means of implementing them is of no less importance, also makes a point about the current knowledge of its effectiveness. While for higher education, the European Standards and Guidelines (ESG) have provided a useful model for a country’s development in quality assurance, there is currently no significant equivalent instrument in Europe that has achieved such comprehensive influence among schools and teacher educators. From the more serviceable literature on the subject, the 10 broad areas for evaluation defined by Schola Europaea (Quality Assurance and Development in the European Schools) who comment on the range of evaluation models (‘external cyclical team inspections, lighter inspections, advisory/supportive aspects in peer-evaluation and self-evaluation’) illustrate a helpful quality parameter of school practice. More recently, the EC (2012) has identified 16 quality indicators. As the concept and practice of quality assurance is relatively new to many Eastern and Southern European countries, fuller knowledge about the maintenance and improvement of the quality of provision will emerge over time.

Quality assurance at the Western Balkan universities generally follows Central European models, though it is uncertain how far this process is effecting the modernising of ITE. There is a commendable range of strategies and methodologies in process for the quality assurance of teachers and schools, but with various levels of implementation and degrees of successful outcome. Without a set of European guidelines (similar in comprehensiveness and influence to the ESG), heterogeneity will persist. Much evidence asserts that the emphasis on systems and procedures fails to penetrate teaching effectiveness, which consequently, is not being monitored and evaluated.

While much progress has been made in recent years in standards for internal and external quality assurance in Western Balkan higher education, and in the establishment of external quality assurance agencies, the processes for schools in Southern Europe are more complex and in some ways less transparent to interested and critical audiences. Although the Western Balkan countries generally are quite advanced in the process of higher education quality assurance, they are otherwise only yet developing and experimenting at school level in terms of competence development and the assessment of school and teacher performance.


Concerning the quality assurance of teachers in Albania (which also speaks relevantly to some other countries) research findings conclude that procedural and organisational aspects, rather than teaching and educational outcomes, are the focus. A particular challenge is the location of effective ways to identify a low-performing school, teacher, or principal. Intriguingly, this report has learned that school education providers are held accountable for their operating according solely to legal requirements and systems (for example, a teacher merely being present at school, teaching the required hours and undertaking assessments) but not for the quality of his/her work. This penetrating commentary is surely a topic for further research across the Western Balkan region.

A main shortcoming of the quality assurance system for teachers and schools is the lack of a clearly defined evaluation procedure for teachers’ performance and career levels. In the former Yugoslav Republic of Macedonia there are also conflicting policy messages of a potentially serious nature, causing teachers to complain about different missives emanating from the educational bureaucracy. On the one hand, while inspectors demand precise administrative data (e.g. yearly planning, thematic planning, and the teaching material for the day), other senior voices preach more freedom and less rigidity in the classroom.

Without established quality-assurance agencies for schools in the Western Balkans, the consequence is that there are often too many participants involved in the process. Sometimes, as previously noted, those who undertake teacher supervision and evaluation at national level, such as in Bosnia and Herzegovina, contrarily provide the lead in teacher support and CPD. This situation is neither in the best interests of the provider nor the teacher. Concerning the quality assurance of CPD, the process often works well at the commission stage of programme approval, but could be more formally overseen at the summative level of evaluation.

The quality assurance of ITE occupies a different league of development and achievement since most countries have agencies, or bodies which oversee accreditation and evaluation procedures in higher education which include programmes in ITE. Within the internal infrastructure, quality-assurance procedures exist in most universities and are often supported by the ESG and in general are well developed. The University of Montenegro’s quality culture, for example, is conceived in terms of an ability to develop quality assurance in everyday work and therefore achieve continuous quality assurance, implemented in all aspects of endeavour. A well-established quality culture, it is claimed, should therefore be recognisable within all normative acts of the University. Concerning the accreditation of ITE, given the varied elements comprising pre-service teacher education, both academic and professional, quality assurance and accreditation procedures should take account of all relevant and contributing stakeholders.

Despite the above-mentioned developments, the problem of the lack of evaluation in the ‘quality’ of teachers’ work and the generally low scores in PIRLS, TIMSS, and OECD’s PISA assessments, indicate a need for further investments in improving educational effectiveness and quality. For instance, results from PISA 2000 show Albania as being among the countries with the largest below-basic-reading literacy level problems, scoring 65

---

67 Ibid.
68 Stakeholder consultations (interview, TE provider), 28.08.2013.
69 Pantić (2012), op.cit., observes that ‘teacher education [pre-service] quality assurance is reported to provide few formative links between quality criteria for teachers, schools and teacher education providers’.
the second lowest in literacy from the 41 participating countries.\textsuperscript{70} While in comparison the results from 2000 and 2009 reveal student improvement in literacy and numeracy, there nevertheless is still a considerable gap in educational outcomes when compared to the other participating countries.\textsuperscript{71} In Serbia, Croatia and Montenegro, the PISA scores have also been yielding under-average results. It is claimed by stakeholders that this points to the low-level of education, inadequately concentrated on learning outcomes and competences. The PIRLS and TIMSS assessments in the former Yugoslav Republic of Macedonia likewise reveal that educational improvement remains a challenge, as the country is ranked well below the international average in both tests. One outcome of this position obviously indicates a need for improvements in teaching skills, which should therefore, in part, illustrate the need for a greater level of understanding of the relationship between teaching performance and CPD activities. Another outcome concerns the need for improvements to be made in the quality assurance of schools and teachers. According to some stakeholders, this should be accompanied by public discussion, and concerted efforts should be directed towards identifying the problems and causes of underachievement.

6 Innovations in teacher education

This chapter addresses the issue of innovations in teacher education, such as inclusion of new topics in teacher education programmes, ICT-related teaching and learning, new ways of teaching and learning that have been implemented in the region. It ends with a summary of key limitations and opportunities for introducing innovations in teacher education identified during research.

6.1 Innovative practices and developments

Innovation in teaching is a complex professional activity. As a recent EU study points out, ‘innovative teaching is the process leading to creative learning, the implementation of new methods, tools and contents which could benefit learners and their creative potential’.

72 More specifically, in relation to teacher training, the same study outlines the areas where innovation matters:

Teacher training programmes must be reviewed and revised to ensure that they promote diverse and innovative teaching methods, digital competence, and teaching cross-curricular competences with plenty of hands-on classroom practice and efficient guidance. In addition, facilitating professional development of confidence and capabilities in enabling teachers to take creative risks within traditional and cautious systems is also important. The potential of the internet as a space where peer learning and interaction with outside experts could take place should be further exploited.

Research findings show that there is a vague and very formal understanding of the notion of innovation among stakeholders interviewed for the study. There is, apparently, a conceptual confusion of what innovations mean in teaching and teacher training (e.g. whether or not they have to be related to fostering creativity, as suggested by the EU study cited above). Any use of ICT, not only in teaching but also in processes related to governance, qualifications and monitoring, has been included by interviewees in the category of ‘innovation’.

Outside the initiatives dealing with the use of ICT, relatively few examples of innovative practices are reported. Usually, the practices listed as innovative are various facets of implementation of teacher policies in line with EU policy trends (e.g. policy emphasis on individualisation and differentiation of teaching; the requirement for Master’s-level studies to enter into the teaching profession (secondary); establishment of a Qualifications Framework) or recent policy actions that relate to good governance in regulating/monitoring teacher qualifications.

6.2 The use of ICT

Strategic policy documents in Albania, Bosnia and Herzegovina, Kosovo, the former Yugoslav Republic of Macedonia and Montenegro, prioritise the role of ICT in education and in initial TE.

- In the former Yugoslav Republic of Macedonia, there is a legal obligation for teachers to use ICT for delivering at least part of the curriculum.74

73 Ibid.
In **Albania**, the draft Curriculum Framework of Pre-University Education (2012) states that effective teaching and learning should rely on ICT and systematically involve students in experiments and observations.

In **Bosnia and Herzegovina**, the Strategic Directions document (2008-2015) prioritises ICT for the future of initial teacher education.

In **Kosovo**, according to the Kosovo Education Strategic Plan for 2011-2016, by 2016 teachers should be able to apply ICT and develop and utilise electronic content.

In **Montenegro**, a government project called Montenegrin Educational Information System (MEIS) defined specific methods, resources and technology towards the implementation of information systems in education, including training in effective use of ICT systems for teachers.

ITE usually includes training in ICT in all countries in this study. However, it has been pointed out that the availability of up-to-date technology in ITE faculties and institutes is sometimes an issue.

The role of ICT in CPD of teachers has been promoted by Ministries of Education and agencies responsible for teacher training in Croatia, Kosovo, the former Yugoslav Republic of Macedonia, and Montenegro. In Kosovo, for instance, a computer literacy programme, called the European Computer Driving Licence (ECDL), has been sponsored by the Ministry for 12 743 teachers.

Yet, despite the prominence of large-scale government programmes for providing schools and students with computers, the availability of computers and internet in schools in rural areas often remains a problem. There are also many cases, when teachers do not always utilise the ICT equipment available.75

Teacher training in the use of ICT in schools has also been part of several large-scale projects implemented by international donors and governments such as the Albanian programme on e-schools (2005-2009) supported by the UNDP, and the initiative Computer for Every Pupil in the former Yugoslav Republic of Macedonia. In Montenegro, a portal for ICT training for teachers has been created, including training courses via video-conferencing systems.76

On the whole, the introduction of ICT in teacher education and in schools appears to be accelerating at a fairly fast pace, and there is potential for introducing more blended learning in teacher education once the infrastructure is in place and teachers are trained on how to use it.

### 6.3 The opportunities and limitations for introducing innovations in the teacher education system

When identifying opportunities for introducing innovations in TE, several influencing factors have been mentioned by stakeholders in the WB countries. These factors can be divided into four major categories:

- **Motivational factors**: willingness to embrace change and awareness of the need for change (it has to be noted, however, that some stakeholders have also mentioned that there is resistance to change among teachers).

- **Co-operational factors linked to collaboration between individuals and institutions**: cooperation between TE institutes, teachers and schools.

---


76 Montenegro: Ministry for Information Society (website).
• Technological factors: the broadened use of ICT both in schools and in TE is a factor supporting innovation in several countries.
• Policy and organisational culture factors that enable new approaches: new policy frameworks, such as a national qualifications framework, and shift towards competence-oriented policy and culture of education were mentioned as preconditions enabling innovation.
• Factors related to recent capacity-building initiatives: large-scale teacher training projects supported by international donors and capacity-building initiatives in public administration institutions responsible for teacher training policy.77

The main obstacles to introducing innovation in teacher education and in the education system as such - identified during desk research and stakeholder consultations for this study - can be roughly subdivided into three areas: attitudes, policy-related barriers, and resources/infrastructure.

Attitudes which preclude innovation, such as the prevalence of traditional approaches to teaching and learning, poor motivation for change and an ethnicised education agenda are mentioned among the obstacles. The limited practical orientation in ITE, noted elsewhere in this report, may be the reason for persistence of traditional teaching approaches in schools.

Policy-related barriers include unwieldy bureaucratic and corporate structures (large number of ministries and administrative bodies responsible for education policy, opposition of trade unions to new pedagogical approaches), and lack of stakeholder involvement in developing and moving forward innovations in policy and practice, e.g. poor involvement of teachers and other stakeholders in reform processes and the slow pace of changes in legislation.

Lack of resources (literature, relevant research, funding for professional development programmes) is mentioned with equal frequency. Likewise, poor infrastructure, overcrowding and lack of space (both physical and organisational) for teamwork and other innovative methods of teaching are also mentioned as obstacles to introducing innovation.

A summary of key opportunities and limitations for introducing innovations in teacher education is presented in Table 6.1 below.

77 Since some of these capacity-building activities have emphasised competence-based approach in education and introduced modern curriculum design and teaching methods, it would be right to consider them among factors enabling innovation.
Table 6.1  Key opportunities and limitations for introducing innovations

<table>
<thead>
<tr>
<th>Opportunities</th>
<th>Limitations</th>
</tr>
</thead>
<tbody>
<tr>
<td>National-level policies and legal frameworks introducing competence-based approaches, modernisation of common core curriculum and other reforms of curriculum introducing competence-based learning outcomes.</td>
<td>Gaps in management capacity in education systems at the national level (fragmented and poorly coordinated systems of ministries and agencies in some countries) and at school level.</td>
</tr>
<tr>
<td>Adoption of national qualifications frameworks in some countries.</td>
<td>Continuing prevalence of traditional approaches to teaching and teacher education in many areas, reluctance to practice student-centred approaches and general fear of changes, also due to overloaded curricula and high administrative demands on teachers’ work.</td>
</tr>
<tr>
<td>Reforms of teacher education as part of national education system reform agenda: curriculum reforms in ITE, requirement for teachers to have an academic degree, more emphasis on teaching practice and cooperation between schools and teacher education faculties.</td>
<td>Lack of implementation guidelines often undermining reforms that are stipulated at the level of general legal framework and national-level policy documents.</td>
</tr>
<tr>
<td>Capacity building programmes at different levels of the education system: government agencies, local education authorities, teacher training institutions.</td>
<td>Limited involvement of teachers and other stakeholders in the development of education reform policies.</td>
</tr>
<tr>
<td>New agencies created at national level to manage change in the education system.</td>
<td>Relatively poor teachers’ salaries, which can cause a loss of enthusiasm towards the work required for innovation, particularly when coupled with a higher qualification requirement (2nd cycle) for secondary teaching.</td>
</tr>
<tr>
<td>Changes in teacher education programmes: introduction of research subject, innovations pursued individually by pedagogical institutes and universities, teaching of classroom support strategies, etc.</td>
<td>Limited resources of schools and municipalities, old schools’ buildings, overcrowding, teaching in shifts.</td>
</tr>
<tr>
<td>Support to education reforms from national and international NGOs, including many innovative concepts and approaches.</td>
<td>Lack of a fully developed quality assurance system.</td>
</tr>
<tr>
<td>Introduction of new technologies and approaches based on ICT in the teaching and learning processes, and in CPD. Requirements for teachers to teach using ICT.</td>
<td>No incentives for teachers to introduce innovations.</td>
</tr>
<tr>
<td>Introduction and development of entrepreneurship education (not directly related to improvements in teacher’s work, but many national reports mention it).</td>
<td>Insufficient cooperation between teacher education faculties and schools.</td>
</tr>
<tr>
<td>Development of teachers’ networks.</td>
<td>Limited or lack of cooperation between providers of ITE and CPD.</td>
</tr>
<tr>
<td>Extensive CPD schemes, e.g. on interactive teaching methods, social justice, intercultural education, using ICT.</td>
<td>Limited opportunities for CPD that would be relevant to teachers’ needs and the challenges they face, insufficient or lack of funding for CPD.</td>
</tr>
<tr>
<td>School ownership of part of the curriculum (in some countries).</td>
<td>Insufficient or no support, materials, instructions, and modern teaching tools for implementing innovations in education and applying knowledge gained during teacher training. No common understanding of teachers’ needs in terms of support needed for innovations.</td>
</tr>
<tr>
<td>Available donor funding for piloting and implementing innovative approaches.</td>
<td>Poor knowledge of foreign languages that precludes international cooperation and using literature to support innovations in teaching.</td>
</tr>
<tr>
<td>Association with the EU’s Lifelong Learning Programme (in some countries).</td>
<td>Lack of funding and infrastructure for research on education issues.</td>
</tr>
</tbody>
</table>
| **Source:** Analysis based on desk research and stakeholder consultations.
7 Partnerships and interaction with external actors

Chapter 7 explores whether partnerships between schools and teacher education institutions (TEIs) are promoted and implemented in order to encourage schools to play an active and central role in developing teaching methods, improving the quality of teaching and extending the knowledge about teaching and learning. The role of business, non-governmental sector, and international experts in the area of teacher education (TE) is also analysed.

7.1 Partnerships between teacher education institutions and schools

Student teachers in WB countries are required to undertake a classroom practice before obtaining their qualifications. This is by far the most widespread form of cooperation between ITE institutions and schools. However, as the country reports and earlier research from the region indicate, this form of cooperation is often formal and not based on mutual learning between schools and TEIs as such.

It appears that the role of government agencies is sometimes crucial in bringing together the academic capacity of TEIs and school-based practitioners. In Croatia, lecturers from HEIs are engaged in CPD for school teachers through the efforts of the Agency for Education (AZOO). In Montenegro, the Bureau for Education Services liaises with all schools, with the Ministry of Education and with a range of TE university units and teachers’ associations.

Some TEIs are more committed than others to cooperation with the wider community, including schools. For example, the Science and Education faculty of the University of Mostar (Bosnia and Herzegovina) seems to be proactive in its approach to cooperate with schools, and encourages students to cooperate with a number of educational centres as well as cultural, sport and artistic institutions. Similarly, in Serbia the planned introduction of classroom practice schools is expected to strengthen this field of ITE (please see an example below).

Škole vežbaonice in Serbia

An interesting development in the area of cooperation between TE providers and schools has been identified in Serbia, where classroom practice schools (škole vežbaonice) are expected to be introduced in 2014/15. This initiative aims at establishing and institutionalising a new relationship between schools and providers of ITE, creating an environment conducive to successful integration of new teachers (and new approaches) into the school system. However, at present it is difficult to predict the subsequent effects of this model.

On the whole, the contact between TEIs and schools across the region remains within the limits of traditional roles of teacher educators on the one hand and teacher employers on the other hand. Teacher educators are used to providing a (mainly) theoretical basis for the future practice of teaching, not to guiding schools in the induction of novice teachers. A recent study from the region points out that TEIs and schools stay disconnected, while teaching and learning seem to be ‘perceived as individualistic teacher class activities rather than as a collaborative school-based activity. There is insufficient collaboration among school staff and the wider school community, as well as insufficiently mutually supportive home-school relationships’.78 Hence, for the moment, collaborative learning remains an ideal for the future.

7.2 The role of the business sector in teacher education

The countries analysed in this study have limited or no experience of business sector involvement in TE. The country report on the former Yugoslav Republic of Macedonia mentions a teacher education faculty scholarship scheme funded through donations by businesses, and involving business representatives in revising university-level curricula. However, the report also notes the limited scope of these forms of involvement. In Croatia, the business sector is to some extent engaged in TE through projects and through providing internships for students.

**Development of the Strategy for Entrepreneurial Learning in Bosnia and Herzegovina**

An example of a policy-level strategic document developed together by the education sector and business sector is mentioned in the report on Bosnia and Herzegovina – the Strategy for Entrepreneurial Learning has been developed by educators, civil society groups, and entrepreneurs jointly with policy-makers.

In other country reports, the instances of cooperation with the business sector which are mentioned, commonly concern cooperation with schools rather than with TEIs. For example in Bosnia and Herzegovina, Republika Srpska has a partnership with Intel Education Research, which provides Classmate PCs to schools and trains teachers to use them. Some practices of connecting school-level education and business sector deal with career counselling, e.g. schools in Croatia use information from employment agencies regarding current demand in the labour market. In Serbia, the Ministry of Education, Science and Technological Development, together with the Regional Centres for Professional Development and with support from Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ), have implemented the project ‘Career Guidance in Secondary Schools’\textsuperscript{79}. This project, involving schools, business enterprises, and chambers of commerce, focuses on training teachers and school psychologists as career counsellors, and on the introduction of a 5-phase method of career guidance in schools and the monitoring of its implementation and progress.

7.3 The role of the non-governmental sector

International non-governmental organisations’ (NGOs) networks, particularly in the fields of citizenship education and human rights and early childhood education, play a crucial role in the professional development of teachers, and in the introduction of new teaching methods and communities of practice in the region. National NGO members of the International Step by Step Association (ISSA), a network of practitioners that spans several regions, have been active for many years as CPD providers in Albania, Bosnia and Herzegovina (6 training centres), Croatia, Kosovo, the former Yugoslav Republic of Macedonia, Montenegro and Serbia. Apart from teacher training, ISSA members engage in mentoring, peer support and teacher study groups.

Frequently the CPD provided by international NGOs goes hand in hand with active advocacy of changes in the curriculum. For instance, Civitas has trained more than 350 teachers in Bosnia and Herzegovina and also pressed for changes aimed at embedding the values of democracy and human rights in the curriculum. NGOs promoting Reading and Writing for Critical Thinking (sometimes the same education NGOs that are members of ISSA) comprise another international network that has been active in teachers’ professional development in the region. The introduction of Step-by-Step and RWCT approaches to the region in the 1990s has happened with considerable support from the Open Society Institute, an international private foundation. Moreover, since the mid-2000s, local practitioner NGO networks have been launched and continue operating today.

\textsuperscript{79} \url{http://www.giz.de/themen/en/34363.htm}
Advancing Teacher Professionalism for Inclusive, Quality and Relevant Education

ATEPIE Project ‘Advancing Teacher Professionalism for Inclusive, Quality and Relevant Education’ is being implemented during 2011/2013 by the Centre for Education Policy (Belgrade) in cooperation with the Education Support Program of the Open Society Foundations (ESP/OSF). The project aims to strengthen the role of teachers in ensuring education inclusion and quality in the Western Balkans. One of the outcomes of the project is the publication ‘Teaching Profession for the 21st Century’ which strives to develop a common understanding of the knowledge, skills and values that the twenty-first century teacher should have. The project also developed the Framework of Teacher Competences, based on a constructivist approach to learning. The project outcomes should serve as a basis for further development of modern teacher competences at the national level in Serbia.

Sources: www.cep.edu.rs/atepie; Teaching Profession for the 21st Century, ed. Vlasta Vizek Vidović

In several WB countries there are strong local NGOs who engage in discussion towards shaping education policy agenda and undertake hands-on activities in the transformation of education, which include teacher-training. In Croatia, the Forum for Freedom of Education (active since 1992) promotes quality and democratic values in education by training teachers in RWCT methods, but also in citizenship education. For instance, its recent project, implemented jointly with the Network of Education Policy Centres, which targeted teachers from the post-conflict Vukovar-Sirmium area, promoted understanding and cooperation between schools separated along ethnic lines. In the former Yugoslav Republic of Macedonia, several local NGOs, including IMOR (Interaktivna Mreza za Obrazovanie i Resursi) and the Macedonian Civic Education Centre (Makedonski Centar za Gragansko Obrazovanje), have acted as accredited teacher training providers during the Education Modernisation Project.

Almost all of the countries in this study have their own independent education policy centres, NGOs or university research centres engaging in education policy research and advocacy, including the area of teacher education. Most of these are members of an international network – the Network of Education Policy Centres (NEPC).

Leadership for local community

This project, implemented by Forum for Freedom of Education (Croatia) in cooperation with Network of Education Policy Centres (NEPC) and with support from the EU (IPA), engages with teachers and students from the ethnically divided community of Vukovar-Sirmium County. Trainings for teachers address the needs of citizenship education in a modern, dynamic society where people of different cultures and ethnic groups live side by side and interact. The project also has a research component (analysing the effect of ethnically divided schools in two regions of Croatia on citizenship education), and training component for students, encouraging them to build leadership skills and to overcome divides between schools of different ethnic groups. The project began in 2012 and will continue until the end of 2013.


The sustainability of NGO participation in TE largely depends on two factors: the availability of funding to sustain NGOs, and the readiness of education systems to integrate NGOs into CPD. The massive presence of international donors in the region (see Section 7.4 below), until recently, has guaranteed sufficient funding for the more professional NGOs; however, the situation may change as a consequence of both Croatia’s EU accession, and a possible decline in funding from donors active in post-conflict zones, as their attention shifts to other regions. Moreover, the education systems’ readiness to integrate NGOs as CPD providers differs from country to country, as does the readiness to incorporate or disseminate good practices developed or piloted by NGOs.
The legal status of NGOs as in-service training providers for teachers sometimes presents a challenge for recognition of training received. For example in Albania, only recognised training providers (a status not always accessible to NGOs) can provide CPD courses for which credit points are awarded.

### 7.4 The role of international institutions and experts

Following the ethnic conflicts and wars in the region, Western Balkan countries have received substantial international donor aid in the 1990s, and have continued to receive large amounts of donor support in the last decade. The presence of international organisations such as the OSCE, the Council of Europe, as well as UNDP, among education sector donors, has been particularly strong and has been gradually replaced by the EU presence, particularly through the Tempus programmes and the involvement of the European Training Foundation (ETF).

Donor agencies from developed countries such as USAID, CIDA and Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ\(^{80}\)) have often engaged in hands-on activities such as teacher training, while technical assistance provided by the EU and World Bank has aimed to strengthen the strategic and policy making capacity of national administrations, including the education sector.

The following areas of education policy that have been indicated in country reports as having received particular international donor attention (by country):

- **Albania**: development of education strategy, inclusive education, strengthening teacher development centres, development of Master’s programmes in Education;
- **Bosnia and Herzegovina**: modernisation of education, development of framework laws, capacity building for agencies implementing education reforms;
- **Croatia**: improvement of teacher quality (introduction of new teaching methods), tuning teacher education curricula, CPD;
- **Kosovo**: development of education strategy, inclusive education and learner-centred teaching, teachers’ leadership, capacity development for agencies organising CPD, development of Master’s programme in education;
- **The former Yugoslav Republic of Macedonia**: modernisation of education, CPD, including strengthening teacher competences for working in a multi-ethnic environment;
- **Montenegro**: capacity building for agencies implementing education reforms; inclusive education and learner-centred teaching;
- **Serbia**: modernisation of TE and TE curricula, development of education strategy and of national qualifications framework.

The impact of international donor and expert involvement in TE has to be assessed case by case, and it is difficult to make sweeping statements about the extent to which international aid has helped to change teacher education in the Western Balkans. However, it can be said with a great degree of certainty that many reforms, including those that concern TE, would not have happened without the support of international aid and international experts.

#### International donors’ engagement in CPD: the case of learner-centred teaching

In the late 1990s and around 2000, international donors have cooperated in promoting learner-centred approach to teaching in several Western Balkan countries. Teachers’ professional...
development has been the main channel chosen for promoting learner-centred methodologies.

- In Kosovo, the Kosovo Educator Development Project (KEDP), which started in June 2001, funded by CIDA and implemented by the University of Calgary and Universalia (a management consultancy company), trained over 10,000 teachers in Learner Centred Instruction (LCI) and Leadership. There were further 54 local trainers qualified in LCI at the end of the project period in 2006, when the programme was taken over by the Ministry of Education.  

- In Montenegro, training in learner-centred methodologies for approximately 2,000 basic education teachers was supported by UNICEF’s Active Learning Project, the Open Society Institute’s Step-by-Step programme, Ministry of Education and Science and the British Council.

The two cases above can serve as examples of good practice at least for two reasons: the donors and local education policy makers have cooperated in implementing teacher training initiatives, and the scope of the initiatives has been far-reaching and broad enough to attempt a system-wide change.

However, more recent studies from the two countries reveal the weaknesses of such initiatives. In the former Yugoslav Republic of Macedonia, for instance, subject teachers (who were not among the training target group), and particularly science subject teachers, demonstrate little awareness of inclusive approaches to education.

Furthermore, the lack of clarity and consistency on behalf of policy makers may undermine the legitimacy of teachers’ qualifications gained through CPD. A study from 2010 points out that in Kosovo, teachers are ‘concerned that the authorities might not recognise training undertaken over the last decade’ because of the new teacher licensing and the career promotion process, even though the training programmes were high quality and very useful.  

---

81 Rexhaj, X., Mula, M. and Hima, A. (2010), Mapping policies and practices for the preparation of teachers for inclusive education in contexts of social and cultural diversity. Kosovo country report. ETF.

82 Ibid.
8 Key developments, challenges and perspectives

The final chapter summarises the key strengths, weaknesses, and challenges faced by the national authorities and educational institutions in the area of teacher education. This is followed by considerations regarding the need for further policy action within the countries reviewed as well as at Western Balkan and EU level.

8.1 Current strengths and weaknesses of teacher education

There have been considerable achievements in terms of legislative, policy and institutional developments in the area of school and teacher education.

The main developments refer to adopting new laws reflecting the newest trends and reforms, developing policy framework providing a basis for further regulation of teacher education, and establishing an institutional setting to support the implementation of educational reforms. On-going reforms of pre-university education and higher education often reflect a more holistic approach to education policy. Strong efforts have been made towards establishing or strengthening bodies that support the implementation of educational reforms and development of teacher profession, with trends towards decentralisation of responsibilities in coordination and provision of teacher training in some countries.

Nevertheless, the gap between policies, rules, regulations and plans and their implementation in practice delays the impact of reforms.

It has been reported that one of the reasons for it is insufficient needs assessment, follow-up strategy and subsequent high-velocity action for the shaping and underpinning of reform plans, not supported by appropriate research and statistical data (an innovative but rare example in this regard is the evaluation of the curricula reform process by pupils themselves that took place in Montenegro). Accordingly, the links between the reforms in education, ITE and CPD, are weak in some countries and developments in teacher education progress at a slow pace. Across the region, delayed implementation of more specific regulations on teachers’ education, training and career advancement have been reported. Particular areas that are crucial but remain underdeveloped in most of the countries are teacher education standards and the implementation and monitoring of teacher evaluation procedures.

University degree requirement to practice the teaching profession and modernisation of ITE curricula, albeit at various speeds, are among the main developments in the ITE area in the WB region.

All WB countries have achieved considerable progress in terms of reconfiguring their teacher Education in line with the Bologna process. It is now required from teachers to obtain at least one university degree (1st or 2nd cycle) in order to teach in primary and secondary schools, with the minimum qualification to enter the teaching profession and teach at different ISCED levels varying between the countries.

In terms of curriculum, in most of the countries, teachers receive comprehensive theoretical preparation, subject knowledge, and some practical school experience. There is a trend in some countries to modernise curricula and/or introduce new requirements in psychological, pedagogical and methodological disciplines to be acquired at HEIs. Particular attention has been devoted to learner-centred and competence-based approaches as well as the use of ICT in teaching and learning.
The lack of specific admission criteria, wide ‘theory-practice’ gap, and absence of national standards for teacher education, are the main challenges that remain in the ITE sector.

In the majority of the WB countries, the lack of more restrictive criteria applied to the selection of students has been identified as one of the main weaknesses of the ITE system. Low selectivity allows for admission of poor-performing students and uncontrolled enlargement of teaching faculties (in some countries), not harmonised with labour market needs. At the same time, the low prestige of the teaching profession deters the high-achieving students from entering ITE programmes, which are regarded as a ‘fall-back option’ in case of failure to join the preferred field of study.

Discrepancy between teacher education programmes, school needs and practice, emerge as the key shortcoming of the ITE systems across the region. Despite on-going attempts to meet the modern-day needs for skills and competences required from teachers, it has been reported that insufficient efforts have been directed in ITE preparation to prevent novice teachers from ‘reality shocks’ when entering their career at schools. The main areas where gaps persist include student-centred learning and competence-based teaching, innovations and ICT skills, intercultural education, inclusive education, education of children with special educational needs, and – above all – teaching practice experience. Although school-based practice usually constitutes a part of the curriculum, it is the most underdeveloped component of ITE. It is usually too short, follows out-dated models (maximum observation – minimum involvement), lacks proper mentorship, or is overseen by university staff with little practical knowledge of what is actually happening in the classrooms.

In most of the countries, there is no general document on teacher competences or standards for ITE. The profile of future teachers, their competences and curricula are usually prepared by the HEIs and vary significantly, which makes it difficult to guarantee an equal quality for novice teachers throughout the country. Yet, an attempt to foster more convergence across the programmes for class teachers at teacher faculties throughout the country has been identified in Serbia, where the Standards of competences for teachers in terms of their professional development were adopted (2011). It is expected that this development will influence a stronger harmonisation of programmes between different faculties. The framework for teacher standards for professional practice has also been defined in Kosovo, but the quality control system is not yet in place.

In most of the countries there is some evidence of a more or less developed probation period (or teacher trainee procedure) for novice teachers, combining support and mentoring.

A probation period often takes the form of a professional internship lasting from few months to 2 years across the region, and can conclude with the state examinations necessary to work as a teacher. During these months of the teacher-trainee period, suitability for the teaching profession is put to some test. The trainee period can cover all aspects of teaching, learning and school activities required for a teacher trainee, as well as observation and mentorship. It may also involve preparation of a portfolio, an instrument that documents work experience and triggers self-reflection.

At the same time, the teacher trainee procedure or probation is a relatively new development and some practical arrangements are still to be addressed.

The main problems that have often been raised in this context concern the lack of support for the idea of mentorship, such as no common criteria for the selection of teacher mentors, no training for mentors, and the mentor’s position not being considered as a step forward on the teacher career scale. In addition, regular meetings of mentors
and novice teachers are often difficult when they come from different institutions; when there are no mentors, new teachers often work without supervision. On the other hand, there is evidence (e.g. in Albania) that induction of new teachers is a more developed activity than school practice in terms of legal documents and by-laws addressing it.

In most of the WB countries it is obligatory to undertake in-service training. CPD often provides opportunities to address the gaps and weaknesses in ITE curricula, particularly in terms of providing training in new teaching approaches and methods.

While some countries specify the obligatory number of days of professional training per year, others do not stipulate optimum hours for teachers. Only in the former Yugoslav Republic of Macedonia and Kosovo, attending in-service teacher training is non-compulsory (except within the framework of teacher licensing in Kosovo) and remains the individual decision of a teacher.

The main areas of in-service teacher training carried out within the national state training system usually refer to the application of changes occurring in the curricula for different subjects, introduction of new subjects in school, improving the teaching process through effective methods and strategies and developing cross-curricula and extra-curricular knowledge. In terms of the CPD offered by the non-governmental sector, it brings a range of complementary programmes to teacher education and schools, and often includes training and development in the respective fields of human rights, gender, critical thinking, children’s protection, children with disabilities and special needs, health education, gender education, environment education, education on peace, the integration of Roma children, child labour and trafficking, as well as the use of ICT in teaching.

There is some evidence of trends towards school-based, demand-based, and incentive-related CPD training.

In-service teacher training can take the form of training sessions, workshops, professional networks, counselling, or short-term and long-term courses. These are increasingly provided by accredited public or private training agencies according to the ‘demand – offer’ system, which is expected to be more efficient.

There is also a trend reported in some countries towards school-based professional development, which can take a more traditional form of peer-learning, such as ‘open classes’, or a more innovative approach such as Professional Learning Communities (PLC), School Development Teams, or child-friendly schools. Such developments not only provide space for sharing practice, strengths and problems, but also involve the whole school personnel, parents and members of the local community with the aim of overall school improvement. Accordingly, the growing decentralisation of CPD in some countries has the potential to better respond to the specific educational needs of local communities and schools.

In some countries attempts to link professional development with recognition and rewards have been identified. Generally, there are two ways in which some countries provide incentives for participation in CPD. One is to award points, which support the quest for promotion or are required to maintain the licence. Another is to compile professional portfolios submitted to appropriate educational units when undertaking the examination for the respective qualification category or when discussing professional development during each school inspection. While the latter is a new development, not yet fully linked to the appraisal system, it can be nevertheless perceived as the first step towards increased importance of CPD in teachers’ careers. In addition, the progressing launch of external examination of students’ achievements can also serve as one of the sources of evidence for teacher evaluation.
Yet, despite developments in the CPD area, a number of challenges remain. The most common areas where improvements are needed include: limited relevance and applicability of skills and knowledge offered by CPD, weak or no quality assurance of CPD programmes and procedures to evaluate teachers’ performances, unequal access to in-service training, and limited capacity of in-service teacher training providers.

The main criticism towards the CPD programmes is that they are often linked to the centralised education policy decisions rather than to actual teachers’ needs. Accordingly, when fields covered by an obligatory training are not clearly specified, there is some tendency among teachers to attend courses that are perceived as easiest. Teachers expect modern and innovative teaching methods in CPD, with more emphasis on peer-learning, key competences, education of children with special educational needs, and areas close to their school and local environment, as well as stronger mentoring arrangements.

All countries reported deficiencies in quality-assurance mechanisms for the CPD of teachers and underdeveloped systems for recognition of teachers’ achievements in their career scale as important barriers to approaching CPD in a more involved manner. Without proper evaluation, impact and needs assessment, the effectiveness of CPD of teachers will remain low. It makes it difficult to recognise teacher’s achievements and to implement efficient incentive mechanisms to reward the best performing staff. Accordingly, without clear incentives for participation in CPD and consequences for not undertaking in-service training, some teachers express little interest in improving their competences and work.

Finally, the limited institutional capacities of some CPD providers and financial barriers, often aggravated by the economic crisis, limit teachers’ engagement in CPD activities and leave a large number of teachers unsatisfied in terms of their professional development. The requirement for in-service training to be undertaken after school activities or during, further limits the attractiveness of in-service training among teachers, who perceive it as an additional burden. In some cases, due to budget constraints, the ‘cascade model’ has been adopted, which has been questioned by teachers as an efficient dissemination tool. In terms of training providers, it has also been reported that HEIs sometimes do not have capacity to offer quality in-service training and the contacts between school teachers and university staff remains limited. This in turn further contributes to discrepancies between initial education and real school experience.

In terms of partnerships between ITE, schools and business, there is an emerging desirability, albeit staying mainly on paper, of a greater cooperation between pre-university education sector, teacher education providers, local authorities, and the community.

In the majority of the WB countries, ITE includes a part of school practice, which creates an opportunity to establish effective partnerships between ITE and host schools and thus to approach the pre-and in-service preparation of teachers as a continuum. Although the evidence of cooperation between schools and teacher education providers is rather limited, there are some interesting initiatives, such as classroom practice schools, which enhance the collaboration and encourage shared responsibility for teacher education.

In some countries, educational laws and strategies promote stronger cooperation mechanisms between schools, local self-government, and pupils’ parents to increase the participation of the community in school life. This is reflected in the organisation of Parents’ Councils and School Boards that serve as advisory bodies that can be involved in discussions on school development plans and other strategic documents. School Boards, which are to represent the whole school community, can also include possible business partners in assisting school management. Also competence training in entrepreneurship,
currently underway for teachers in some countries, may well encourage business partnerships to assist teaching of business-like behaviour.

In general, however, teacher education institutions, schools, and business sector remain disconnected.

The responsibility for teacher education is divided rather than shared between the first two types of actors and their cooperation remains limited to school practice. Nevertheless, schools’ role is usually reduced to being passive recipients of trainee teachers; at the same time, TEIs involvement (and capacity) in the induction and in-service training at school also remains low. This kind of one-sided relationship does not help to address the gap between ‘theory’ and ‘practice’, as discussed earlier, and prevents a more coherent and integrated approach to teacher education.

There is also no tradition of partnerships with business in teacher education in the region, with some exceptions concerning VET schools and private teacher training providers. Accordingly, there is little awareness among the business community and the teacher education sector of the good returns that can be obtained from developing a closer mutual relationship. In fact, some evidence suggests that there is mistrust from the business sector and that it is questionable whether the academic sector can respond to the labour market needs. Given that partnerships between schools, TEIs and various stakeholders emerge as a relatively new notion in the WB region, it will require considerable time and efforts to change the traditional approaches and increase the participation of the community in school decision-making and create closer bonds between the different providers of teacher education.

The role of external partners has been crucial in modernising education in the region, although sustainability of such support remains a challenge.

The European Commission (via IPA funding, programmes such as Tempus and policy support from ETF), and other donors, including UNPD, UNICEF and international development agencies of several countries, provided considerable support for the (teacher) education and training sector, including curriculum development, tuning of teacher education as part of higher education reform agenda, and improving continuing professional development of teachers. A large part of this work has been done in partnership with NGOs in the region, which have been active as teacher training providers and innovators, piloting new approaches to teaching and teacher training, as well as to curriculum development.

At the same time, the relevance of topics of teacher trainings that were supported by local and international actors has been questioned in some countries. Cohesion and coordination of in-service training delivered by NGOs also remains an issue as well as the regulation of relationships between education and non-governmental sector and the recognition of training courses provided by the latter. Difficulties in the follow-up or sustainability of internationally funded projects may also pose problems for future success of these initiatives.

Lastly, although teaching profession is by some perceived as a stable employment, particularly in the context of current economic crisis, its status remains relatively low.

The lack of attractiveness and prestige of the teaching profession poses a problem in most countries of the region, due to relatively low salaries, difficult working circumstances, and negative perception in society that the profession is not always a first choice for young people. This and other studies have established that the low prestige of
teaching impacts on the number and quality of students applying for teacher education programmes and also affects the future development of the teaching profession.\footnote{Pantić, Closs, Ivošević (2010), p.61.}

Despite this challenging aspect, there are no mechanisms for promoting the importance and social role of quality staff in a knowledge-based society. Low funding allocated for teacher training, lack of professional literature for teachers, poor university and school infrastructure and limited resources of municipalities and schools, further contribute to this problem. At the same time, there are teachers who are reluctant to change their attitudes, to apply new teaching approaches and accept their personal responsibility for the teaching outcomes. Constant pressure of new tasks placed upon teachers, administrative burdens, and overcrowded schools in urban areas, have tended to diminish the focus on the education of pupils as the central commitment of teachers and prolonged the persistence of teacher-centred approach.

8.2 The need for further policy action

Policy areas where further policy action at the national level is required

Key local and national issues centre on the continuous reform of ITE, the practical inferences drawn from educational theory and increasing school practice for students. More selective criteria for admission into ITE programmes, developing more uniform teacher licensing programmes and greater uniformity in professional examinations are areas which need new thinking and policy towards the raising of standards in the teaching profession. The Serbian example concerning the employment of psychological criteria (mentioned in the main report) should be more widely considered, with appropriate modifications, as discussed. Schools and teachers would benefit from further development in the induction and mentoring processes, greater incentives for CPD, cross-curricular competences and stronger needs-assessment analyses. Work should continue in social inclusion, social cohesion and children with special needs, to maintain and create equal opportunities for all vulnerable groups.

More readily understood and comprehensive national portfolios of teacher education are urgently needed, particularly where good practice and merit exist, and where it is desirable to mobilise a stronger cross-country voice in teacher education. Concerning teacher salaries, a more merit-based system, rather than reward based on length of service, would encourage recruitment and retention. Such a system might include rewards for innovatory classroom practice, including, for example, new developments in e-didactics.

There should be a stronger dialogue between initial teacher education providers and state institutions dedicated to in-service training and development of teachers, where the emphasis should be placed on support rather than supervision. Hubs of excellence are desirable as models for teachers, and in this respect consideration should be given to the ways and means of developing national profiles of outstanding practice. In the support of teachers, accreditation and quality-assurance procedures for CPD programmes should be in place, together with diverse programmes designed towards meeting their real needs. More decentralised CPD is desirable, and intensive block training, distance learning, or a combination of both are viable modern methods for delivering CPD. CPD should include university teachers and professors.

Effective progressive partnerships, including the business sector (whose investment in teacher education would be welcomed), more interim publications on the progress of national strategies, education for emergencies (such as earthquakes, floods and fire), the effective tackling of corruption in education and the development of professional journals established by teachers ‘for teachers’, are important initiatives which would broaden the scope of the world of teaching in the respective Western Balkan countries.
Policy areas where cooperation at the Western Balkans level would be beneficial

The exchange of regional experiences gained from the reform processes across countries is the most pressing need, particularly in respect of outcomes, legislation and forward planning. This is necessary towards cooperation between universities offering teacher education programmes; for all aspects of reform development and the harmonisation of its outcomes. The harmonisation and standardisation of initial teacher education and professional training of teachers across the Western Balkans for all levels of the educational system is a strong recommendation in the longer term. Regional co-operation will be invaluable towards developing new due-diligence competences and sharing of best practice. High-quality research and regular regional publication at university level is also a crucial recommendation, for which a journal in initial teacher education for the region with a strong and influential editorial board would be a distinct advantage.

For the curricula, a more practical focus on the tuning of teacher competences will assist the processes of understanding and integration. The current lengthy periods of induction, operating in almost all countries, should be retained, though reviewed and re-stated, where possible, towards the more ‘immediate’ induction of novice teachers. Teacher educators, and teachers with records of outstanding performance and achievement, should be willing to share and disseminate across the region. This, in part, can be achieved through collaborative in-service training. A similar recommendation is made for educational administrators.

Assisting with national strategies should be a priority in addressing individual problems, and problems which are common across the region. In these respects, practical research, strategy and publication are important for educational leaders and teachers. Teacher licensing and re-licensing should be completed as soon as possible in those countries where it remains at the developmental phase.

Concerning the future development of teachers, it is proposed that on-line in-service training packages/platforms should be developed and translated into regional languages and be accessible to all 7 countries. Equally, the intensification of communication by electronic means (email, blog, website, social networks) will also help towards improving ICT skills among teachers and assist in the initiation of on-line mutual study programmes and the development of on-line peer-learning programmes. In support of such vital processes, regional conferencing and seminars should be a priority as a means of enhancing outreach work in schools. Curricular guidance and development may also be supported through recommendations set out in the EC Report: Supporting the Teaching Professions for Better Learning Outcomes (2012) as a European illustration of good practice.

Bringing teachers closer across the region can also be achieved through the establishment of a regional association. This is particularly important for those teachers who are not members of a national association, or where there is no ‘active’ national association. Such regional partnerships will further stimulate and enable the creation of training programmes, the development of guidebooks and the undertaking of comparative analysis and research.

Developing greater mobility in the Western Balkans' initial and in-service education is vital to the harmonisation process and collaborative understanding of the regional culture of teaching.

Finally, in recognising the professional world of teachers, salaries, terms and conditions will also be vital towards raising the status of the teaching profession and the future well-being of its members across the Western Balkan region.
Policy areas where EU cooperation may be useful/sought

Academic partnerships between teacher-education providers in Europe, to develop effective, initial short-period novice-teacher induction (to support the longer term inductive practices common in Western Balkan schools); more rigorous development of learning outcomes; curricular competences; mobility; and the development of resource bases such as European on-line libraries, emerge as major future targets for realisation. Tackling isolation, through cooperation with the EU, should also be a high-profile endeavour.

Enhancing these possibilities, and also processes for mobility grant-funding for ITE teachers and school teachers, should be facilitated through increased exchange within the European dimension and higher education area. Continued work towards reform, development of workable high-profile national standards, alignment of competences and sustainable good practice are indispensable quests for the immediate future. Mobility should include state and ministerial representatives as well as national experts, since they are often instrumental both in the evaluation of current policy and in future changes to national policy and development. In many of the above developmental matters, it is hoped that IPA and other sources of support and funding will be maintained and possibly enhanced.

Concerning the dissemination of national policies and developments stemming from these, stronger strategies for data processing and communication, while vital to each country, are also important in providing the European Commission with detailed and updated developments for the Annual Progress Reports. Such practices are considered paramount for the communication of developmental achievements and changing country profiles in all aspects of teacher education and training.

National standards should be researched for their comparability and studied through cooperation with EU clusters of experts.

Western Balkan countries should develop a stronger platform for educational research and increase the drive towards improvements in its quality. Research should also lead to a more dynamic response to collaborative European publication. Equally, more advanced ICT initiatives in e-didactics and the latest innovations in teaching methods through projects dedicated to the enrichment of teachers’ work should be sought, formulated and implemented towards harmonisation within a European platform. Intercultural education, enhanced through a wider matrix of partnerships, will assist countries in their endeavours to engage with the teacher-education arena across as many nations as possible. Within the wider curricula, entrepreneurial education, currently developing in many Western Balkan countries, should be sustainable at all levels of compulsory schooling and also in ITE.

As a developing innovation in one Western Balkan country, dissemination among EU countries in the practice of school-pupil inclusion as part the quality-assurance process – which especially includes progress and outcomes in national reforms - is worthy of support and wider practice as a model for Western countries to follow.

Finally, concerning the teaching profession, the development of international teacher associations can play a part in bringing about a stronger sense of identity and collective force for multilateral development, recognition and value in terms of establishing the status of teaching as a desirable and sought after professional career.
Bibliography

Legal and policy documents


General Law on Education, Official Gazette of the Republic of Montenegro 64/02, 31/05 and. 49/07, 04/08, 21/09, 45/10, 45/11.


The Law No 04/L-32 on Pre-university Education in Kosovo, Official Gazette No17, 16. 09. 2011.


Rulebook on continuous professional development and advancement of teachers and professional associates, Official Journal of the Republic of Serbia 13/12.

**Studies, reports and other literature**


Rexhaj, X., Mula, M. and Hima, A. (2010), Mapping policies and practices for the preparation of teachers for inclusive education in contexts of social and cultural diversity. Kosovo country report. ETF.


http://documents.worldbank.org/curated/en/2012/03/16238757/croatia-
education-sector-development-project


Websites

http://ec.europa.eu/education/school-education/doc832_en.htm

Ucebnici (ang. Textbooks), http://www.e-ucebnici.mk
http://www.giz.de/themen/en/34363.htm

Stakeholder consultations

Stakeholder consultation (interview, the state authorities), Belgrade, 29.04.2013.
Stakeholder consultation (questionnaire, ITE provider), Bosnia and Herzegovina, 04.09.2013.
Stakeholder consultations (TE provider from Montenegro), 28.08.2013.
Stakeholder consultations (interview, NGO, the state agency from Montenegro), 02.07.2013.
Stakeholder consultations (interview, ITE provider), Pristina, 14.03.2013.
Stakeholder consultation (questionnaire, TE provider), Sarajevo, 04.09.2013.
Stakeholder consultations (interview, TE provider), Skopje, 19.02.2013.
Annex 1 Overview of the education systems in the Western Balkans

Annex 1 provides an introduction to the organisation and role of primary and secondary education in Albania, Bosnia and Herzegovina, Croatia, the former Yugoslav Republic of Macedonia, Kosovo, Montenegro and Serbia. It also presents the key school education indicators, based on the background data from the desk research, supplemented by relevant national statistics.

A1.1 Organisation of primary and secondary education system

Primary education is comprehensive and obligatory for all pupils in the Western Balkan countries. It normally starts at the age of 6 and lasts for 8 or 9 years. As for upper secondary education, it is compulsory only in the former Yugoslav Republic of Macedonia, which has the highest number of required years of compulsory schooling (see Table 2.1 below).

<table>
<thead>
<tr>
<th>Description</th>
<th>AL</th>
<th>BA</th>
<th>HR</th>
<th>ME</th>
<th>MK</th>
<th>RS</th>
<th>XK</th>
</tr>
</thead>
<tbody>
<tr>
<td>Age of pupils starting primary education</td>
<td>6</td>
<td>6</td>
<td>6/7</td>
<td>6</td>
<td>6</td>
<td>6/7</td>
<td>6</td>
</tr>
<tr>
<td>Number of years of primary (and lower secondary) education</td>
<td>9</td>
<td>9</td>
<td>8</td>
<td>9</td>
<td>9</td>
<td>8</td>
<td>9</td>
</tr>
<tr>
<td>Age of pupils starting (upper) secondary education</td>
<td>16</td>
<td>15</td>
<td>15</td>
<td>15</td>
<td>15</td>
<td>15</td>
<td>15</td>
</tr>
<tr>
<td>Number of years of (upper) general secondary education</td>
<td>3</td>
<td>4</td>
<td>4</td>
<td>4</td>
<td>4</td>
<td>4</td>
<td>3</td>
</tr>
<tr>
<td>Number years of obligatory education</td>
<td>9</td>
<td>9</td>
<td>8</td>
<td>9</td>
<td>13</td>
<td>8</td>
<td>9</td>
</tr>
</tbody>
</table>

A1.2 The role of primary and secondary education

Most of the Western Balkan countries have legal definitions of the goals of primary and secondary education. In Albania, Croatia, Kosovo, the former Yugoslav Republic of Macedonia and Serbia, these goals are outcomes-based and competence-based.

- **Kosovo**: Education should ‘prepare pupils to be able to think independently, critically and creatively’.
- **Croatia**: One of the goals of education is ‘assuring the acquisition of general and specialised competences by students, training them for life and work in a changeable social and cultural context’.
- **Serbia**: The goals of education include ‘acquisition of quality knowledge, skills and formation of attitudes’, ‘development of skills of research, analysis, use and communication of information’, ‘development of key competences needed for life in contemporary society’.

In Bosnia and Herzegovina, the Framework Law on Primary and Secondary education defines the goals of education in terms of policy outcomes rather than individual outcomes for the student (e.g. ‘making knowledge available’, ‘reaching high-quality
education for all citizens’, ‘reaching standards of knowledge that can be compared to international and European level’).

Similarly, in Montenegro, the goals of education are defined in the Law on Primary Education in terms of policy outcomes, not individual outcomes (e.g. ‘reaching to internationally comparable standards of knowledge and the acquisition of knowledge required for the continuation of education’).

In some of the countries in this study, the legally defined goals of education include fostering the link between the individual and their ethnic/ cultural identity, and between the individual and the state.

- **Bosnia and Herzegovina**: One of the goals of education is ‘developing awareness of commitment to the State of Bosnia and Herzegovina, one’s own cultural identity, language and tradition’.
- **Croatia**: Education has a goal of ‘developing students’ awareness of their national identity, preservation of historical and cultural heritage’.
- **The former Yugoslav Republic of Macedonia**: One of the goals is ‘developing pupils’ awareness of belonging to the country and nurturing their own national and cultural identity’.
- **Serbia**: Goals of education include ‘development of personal and national identity, development of conscience and feeling of belonging to the Republic of Serbia, respect for and nurture of the Serbian language and one’s own language, tradition and culture of the Serbian people, ethnic minorities and ethnic communities’.

In view of the recent experience of ethnic conflict in many parts of the region, in several countries the goals of education include respect for diversity, tolerance and mutual understanding between people of different ethnic groups and nations.

- **Bosnia and Herzegovina**: Education should foster ‘learning about others by respecting differences and cultivating mutual understanding and solidarity among all people, ethnic groups and communities in Bosnia and Herzegovina and in the world’.
- **The former Yugoslav Republic of Macedonia**: ‘education for mutual tolerance, cooperation, respect for diversity, fundamental human rights and freedoms’.
- **Serbia**: Goals of education include ‘development of respect for race, national identities, cultural, linguistic, religious, gender, sexual and age equality, tolerance, each with respect for differences’.

In many of the education systems in this study, legal acts defining the goals of education reflect the role of primary and secondary education in fostering creativity (Albania, Kosovo, the former Yugoslav Republic of Macedonia, Montenegro, Serbia) health awareness (Albania, the former Yugoslav Republic of Macedonia, Montenegro, Serbia) and democratic citizenship (Albania, Bosnia and Herzegovina, Croatia, the former Yugoslav Republic of Macedonia, Montenegro, Serbia) – thus, reflecting many trends of the last two decades in education agenda setting in the EU and globally.

**A1.3 Key trends in numbers in primary and secondary education**

The following section provides information on pupil and teacher education indicators based on the background data provided in the desk research, supplemented by relevant national data collected by the researcher during the stakeholder consultation phase. As reflected in tables and charts presented below, data collection has been distorted by fragmented statistical figures, different data collection methods, and the lack of reliable information. Altogether, it has considerable implications for a comparative approach towards analysing the general education and teachers’ profiles in numbers.
**How to read the charts?**

The data presented in this section are based on information collected from UNESCO, the World Bank, and the national statistics offices. The graphs show the deviation from the average for a particular year. The average is presented on the charts as ‘1’ and as a blue, horizontal line. If an indicator shows values lower than the average, then the value of the graph is less than 1; if the indicator was higher than average – then it is more than 1. The values on the graphs can be interpreted as a deviation from the mean: if an indicator reaches 104% of the average in a given year, then this information appears as 1.04 on the graph. If an indicator reaches 96% of the average in a given year, then the graph will show its value as 0.96. If a complete set of data was available for all years 2005 - 2011, then a polynomial (4-order) trend line was determined for a given country ($R^2 > .9$). Trend lines are described as ‘Trend Line (XX)’ on the graphs, where ‘XX’ is the country code. In cases where figures were missing, the data are shown without determining the trend.

**A1.3.1 The number of primary and secondary school pupils**

For most Balkan countries the number of primary school pupils is decreasing. This is particularly visible in the case of Serbia (RS), Croatia (HR) and Bosnia and Herzegovina (BA), where the number of primary school pupils in 2005 constituted 106% - 108% of the average, while its value in 2011 was only 93% - 95% of the average. The situation in Kosovo (XK) is somewhat ambiguous as an upward trend was reversed in 2008 to reach less than 96% of the average in 2011. It seems, however, that the number of primary school children can once again begin to grow, judging from the trend line. The situation is much clearer in the case of Montenegro (ME), where the downward trend in the percentage of primary school pupils in the years 2008 - 2010 reversed substantially in 2011 and reached 102% of the average.

Due to the gaps in data, full trends for Albania (AL) and the former Yugoslav Republic of Macedonia (MK*84) could not be estimated. However, in both cases, a much lower number of primary school pupils was observed in 2007, reaching 92% of the average number of students in 2005-2011 in the former Yugoslav Republic of Macedonia, and 96% in the case of Albania. In 2008, both countries experienced an upturn in the number of primary school pupils, and the upward change was more pronounced in the former Yugoslav Republic of Macedonia (106% of the average) than in Albania (103% of the average). The percentage of pupils for Albania fell again below the average the following year, but for the former Yugoslav Republic of Macedonia it remained above the average. Nevertheless, it seems that since 2008, the two countries have been affected by the falling trend in the number of primary school pupils.

---

*84* Provisional code which does not prejudge in any way the definitive nomenclature for this country, which will be agreed following the conclusion of negotiations currently taking place under the auspices of the United Nations.
As for secondary school students, the most apparent upward trend was observed in Kosovo, for which the percentage in 2005 was 80% and in 2011 - 120% of the average. The reason behind this increase, as indicted during the stakeholder consultation phase, is the lower drop-out rates at this level of education. For other countries, the trends were more stable: in Montenegro, after a slight increase in 2010, the number of secondary school students showed a decline in 2011, while a declining trend for Bosnia and Herzegovina, from 2005 to 2010, changed direction in 2011 (although the number of students was still below the average for this country). A similar but a more stable trend was observed in the case of Croatia, which means that the number of secondary school students remained more or less the same over the past few years. Also for Serbia, despite its steady decline, the trend remained fairly stable (in 2005, the number of students there was 103% of the average and in 2011 - 98%).

For Albania and the former Yugoslav Republic of Macedonia trends could not be estimated due to incomplete data, but it seems that in the latter case there was a constant, although slight, decrease in the number of secondary school students. The situation is rather different in Albania, where the number of students suddenly decreased in 2008 (from over 115% to 85% of the average), probably due to the transformation of the basic education system structure. In 2009 and 2010 Albania experienced a lower than average, but steadily growing, percentage of secondary school students. However, it is difficult to estimate how the trend developed in 2011 and beyond. Among various factors that contributed to the increase mentioned during the stakeholders interviews were: growing awareness of the benefits of pursuing education linked to the labour market demand for a better educated workforce and improved infrastructure and logistics to get to secondary schools in remote areas.

A1.3.2 The number of primary and secondary school teachers

In four countries where trends could be determined, the number of primary school teachers has been steadily growing since 2005 (BA, HR, RS) or 2006 (XK, ME). It seems that in the case of Bosnia and Herzegovina an upward trend slowed down and it can be expected that the number of primary school teachers will stabilise or slightly decline in the upcoming years. In the case of Albania, according to data for 2005-2007, a decreasing trend could be observed, but in 2008 the number of primary school teachers went up, to decrease again in 2009-2010. There were no figures regarding the number of primary school teachers available for the former Yugoslav Republic of Macedonia.
The situation is similar in the case of secondary school teachers where the trend is also growing for the four countries (BA, HR, XK, RS). The most significant increase occurred in Kosovo: in 2005 the number of secondary school teachers amounted to 88% of the average for this country, while in 2011 it reached 117%. The trend is less pronounced in the three other countries (BA, HR and SR), but it still shows a steady increase in the number of teachers year on year. In the case of Montenegro, after a decrease in the years 2005 and 2006, the trend slightly increased until 2010, to fall again slightly in 2011. The situation in Albania is similar to the trend for primary school teachers, but in this case the highest point of the trend was observed in 2007 and, after a decrease in 2008, it seems to be stabilised for 2009-2010.

A1.3.3 Teacher/pupil ratio in primary and secondary schools

For the five countries in question the trend showing the teacher/pupil ratio in primary schools has been steadily falling over the years. This means that the number of pupils per teacher in Bosnia and Herzegovina, Croatia, the former Yugoslav Republic of Macedonia, Serbia, and Kosovo has been decreasing over time. However, in the case of the latter, the situation is somewhat different: starting slightly above the average (102% in 2005), the trend has been increasing up to 2007 (107%), to then decline and reach only 92% of the average in 2011. A more gradual decrease in the teacher/pupil ratio in primary schools can be observed for Croatia and Serbia, where the number of pupils per teacher has been gradually declining on a yearly basis. In Bosnia and Herzegovina and the former Yugoslav Republic of Macedonia the decreases were more significant.

Due to insufficient data, exact trends for Albania could not be estimated. In this case a slight downward trend was observed during 2005 and 2010, while in the case of Montenegro there was a slight upward trend in 2005-2007.

It should also be mentioned that in some countries, due to rural migration, the number of students is unevenly distributed between schools in rural and urban areas. In urban areas the number of students per class is much higher, resulting in overcrowded classrooms and schools working in shifts, while in remote areas the teacher/pupil ratio is much lower.
The situation is less clear with regards to the teacher/pupil ratio in secondary schools. There has been an unambiguous downward trend in the Serbia and Bosnia and Herzegovina. In Kosovo, until 2009 the trend was growing (reaching 107% of the average), but then it began to drop to 92% in 2011. A similar situation occurred in Croatia, where the trend grew slightly in 2006 (reaching the value of 107% of the average) and then began to fall to 90% in 2011.

Due to fragmentary data, trends could not be estimated for Albania, the former Yugoslav Republic of Macedonia, and Montenegro, but it seems that the indicator values fell the most in the former Yugoslav Republic of Macedonia, reaching only 90% of the total average. This is mainly due to the lower number of pupils in education in general; particularly in rural areas, there are schools with a very low number of pupils, which impacts the country average. Data for Albania and Montenegro are characterised by high stability, thus no trends have been captured in these cases.

### A1.3.4 Percentage of female teachers in primary and secondary schools

The percentage of female teachers, both in primary and secondary education, has remained quite stable, which shows that the gender aspect of the profession has not changed. In terms of female teachers in primary schools, only in three cases (BA, ME and RS) was complete data collected. While in Serbia the indicator is not subject to trends and remains constant in time, in Bosnia and Herzegovina a small upward trend can be observed (in 2005 the number of female teachers in primary schools constituted 99% of the average and in 2011 - 101%). A more visible upward trend can be observed in the case of Montenegro – from 97% of the average in 2005 to 103% of the average in 2011.

As for the countries where data are incomplete, the most visible trend is observed in Kosovo, for which the values from the mid-2000s accounted for only 92% of the average, while in 2011 it grew to 110%. It seems that an upward trend can be observed also in the case of Croatia for which slightly higher values were reported in 2010, but it is difficult to estimate whether this was a one-off increase or a fragment of an upward trend due to the lack of data for 2009 and 2011. For the rest of the countries the necessary data could not be gathered (MK) or data available are insufficient to capture trends (AL).
As for female teachers in secondary schools, the number has remained at a similar level over the years in Serbia. Just as in the case of primary school teachers, also in Bosnia and Herzegovina a relatively clear upward trend has been captured (in 2011, there was 109% of the average). In countries for which a complete set of data was not available, the most visible trend is observed in the case of Kosovo, were the values of the indicator grew fast - from 86% of the average in 2005 to 109% in 2011. In Montenegro, a slight upward trend was observed. There are no clear trends observable for Croatia and in the two remaining countries (AL, MK), the necessary data could not be gathered (MK) or data available are insufficient to capture trends (AL).
## Annex 2 Key bodies responsible for and involved in teacher education - a summary table

<table>
<thead>
<tr>
<th>Country</th>
<th>Ministries</th>
<th>Supporting agencies and institutions</th>
<th>Local authorities and school bodies</th>
</tr>
</thead>
</table>
| **Albania**           | ▪ The Ministry of Education and Science                                    | ▪ The National Agency of Examinations  
▪ The National Agency of Admissions in Higher Education Institutions  
▪ The National Inspectorate of Pre-university Education  
▪ The National Agency of Vocational Education and Training  
▪ The Institute of Development of Education (IDE)  
▪ The National Council of Pre-university Education  
▪ The Council for Higher Education and Science | ▪ Regional Education Departments  
▪ Educational Offices  
▪ Regional Councils.  
▪ Municipality/Commune Councils  
▪ The School Directorate  
▪ The Parents’ Council  
▪ The School Board  
▪ The Student Body |
| **Bosnia and Herzegovina** | ▪ The Ministry of Civil Affairs  
▪ The ministries of education in 10 cantons of the Federation of Bosnia and Herzegovina, Republika Srpska and the Brčko District | ▪ The Agency for Pre-school, Primary and Secondary Education  
▪ The Centre for Information and Recognition of Documents in Higher Education  
▪ The Agency for Development of Higher Education and Quality Assurance (for Bosnia and Herzegovina) | ▪ Municipal authorities  
▪ County councils |
| **Croatia**           | ▪ The Ministry of Science, Education and Sport                             | ▪ The Education and Teacher Training Agency  
▪ The National Centre for External Evaluation of Education  
▪ The Agency for Science and Higher Education  
▪ The Agency for Vocational Education and Training and Adult Education | ▪ Municipalities |
| **Kosovo**            | ▪ The Ministry of Education, Science and Technology                       | ▪ The Kosovo Accreditation Agency  
▪ The National Qualifications Authority of Kosovo | |

© European Union 2013
<table>
<thead>
<tr>
<th>Country</th>
<th>Ministries</th>
<th>Supporting agencies and institutions</th>
<th>Local authorities and school bodies</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>The former Yugoslav Republic of Macedonia</strong></td>
<td>- The Ministry of Education and Science</td>
<td>- The Bureau for Development of Education&lt;br&gt;- The State Educational Inspectorate&lt;br&gt;- The National Examination Centre&lt;br&gt;- The Vocation and Education Training Centre’s&lt;br&gt;- The Adult Education Centre&lt;br&gt;- The Pedagogical Service&lt;br&gt;- Directorate for Development and Promotion of Education in Languages of the Communities</td>
<td>- Municipalities&lt;br&gt;- The School Board&lt;br&gt;- The Teachers’ Council&lt;br&gt;- The Parents’ Council</td>
</tr>
<tr>
<td><strong>Montenegro</strong></td>
<td>- Ministry of Education</td>
<td>- The National Council for Education&lt;br&gt;- The Council for Higher Education&lt;br&gt;- Bureau of Education Service&lt;br&gt;- Centre for Vocational Education&lt;br&gt;- The Examination Centre&lt;br&gt;- Institute for Textbooks and Teaching Aids</td>
<td></td>
</tr>
<tr>
<td><strong>Serbia</strong></td>
<td>- The Ministry of Education, Science and Technological Development</td>
<td>- The Education Board of the Parliament of the Republic of Serbia&lt;br&gt;- The National Education Council&lt;br&gt;- The National Council of Higher Education&lt;br&gt;- The Commission for Accreditation and Quality Assurance&lt;br&gt;- The Institute for Improvement of Education&lt;br&gt;- The Institute for Evaluation and Quality of Education&lt;br&gt;- The Agency for Education&lt;br&gt;- The Council for Vocational Education and Adult Education</td>
<td>- Regional school administrations (organisational units of the Ministry)&lt;br&gt;- The local self-governments</td>
</tr>
</tbody>
</table>
## Annex 3 Education programmes – a summary table

<table>
<thead>
<tr>
<th>Cycle</th>
<th>Albania</th>
<th>Bosnia and Herzegovina</th>
<th>Croatia</th>
<th>Kosovo</th>
<th>The former Yugoslav Republic of Macedonia</th>
<th>Montenegro</th>
<th>Serbia</th>
</tr>
</thead>
<tbody>
<tr>
<td>I (other)</td>
<td>Bachelor Degree (3 years)</td>
<td>Primary (Bachelor Degree: university programme of initial teacher education) (3-4 years)</td>
<td>Bachelor’s degree (3 years)</td>
<td>Bachelor’s degree (4 years)</td>
<td>Bachelor’s degree (4 years)</td>
<td>Primary: 4 year integrated teaching degree (4 years)</td>
<td>Academic studies of the first degree - Bachelor’s degree (3-4 years)</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Secondary: 3 year degree, plus a further year in a specialist discipline (1st cycle) (4 years)</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>II</td>
<td>Master of Arts, Master of Science (2 years) Master of Professional Studies (1-1.5 years)</td>
<td>Secondary (Bachelor or Master’s Degree) university programme of initial teacher education) (4-5 years)</td>
<td>Master’s degree 2 years 2 years</td>
<td>Bachelor’s degree + 1 year Master in Education degree from the Faculty of Education (starting from 2016/17) (4+1 year)</td>
<td></td>
<td>Master’s degree (1-2 years)</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>III</td>
<td>Doctorate Studies (3 years)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Other</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Integrated cycle for class teachers (lower primary school) (5 years)</td>
<td>Secondary (specialised) vocational education programme (3-4 years)</td>
<td>Secondary (specialised) vocational education programme (3-4 years)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

*September 2013 74*
# Annex 4 Minimum qualifications required to teach in primary and secondary schools

## Minimum qualifications required to teach in primary schools

<table>
<thead>
<tr>
<th>Country</th>
<th>Albania</th>
<th>Bosnia and Herzegovina</th>
<th>Croatia</th>
<th>Kosovo</th>
<th>The former Yugoslav Republic of Macedonia</th>
<th>Montenegro</th>
<th>Serbia</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>I cycle (or other)</strong></td>
<td>Bachelor Degree</td>
<td>Bachelor Degree</td>
<td>Bachelor level degree for subject teachers if no Master’s level degree graduates responded to the call</td>
<td>Diploma from the Faculty of Education</td>
<td>X</td>
<td>Bachelor degree for class teachers, if obtained according to previous legislation, with additional 36 ECTS of psychological, pedagogical and didactic competences</td>
<td></td>
</tr>
<tr>
<td><strong>II cycle</strong></td>
<td>Master degree</td>
<td>Master’s Degree (where available as an option 4+1)</td>
<td>Master’s level degree from teacher faculty</td>
<td></td>
<td></td>
<td>Master’s degree of teacher faculty</td>
<td></td>
</tr>
<tr>
<td><strong>Other</strong></td>
<td>Teachers must also have passed the Professional Examination within the methodological-didactic group of subjects, which confers qualified teacher status.</td>
<td>Teaching Licence from the National Council on Teacher Licensing (in addition to I cycle Diploma)</td>
<td>School traineeship and licensing (Professional Examination), 1 year</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Country</td>
<td>I cycle (or other)</td>
<td>II cycle</td>
<td>Other</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>--------------------------------------</td>
<td>--------------------</td>
<td>----------</td>
<td>-------</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Albania</td>
<td>Bachelor Degree</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Bosnia and Herzegovina</td>
<td></td>
<td>Master's Degree106 (being developed for Trainees 3+2)</td>
<td>Teachers must also have passed the Professional Examination within the methodological-didactic group of subjects, which confers qualified teacher status.</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Croatia</td>
<td></td>
<td>Master's level degree of any faculty within the teacher programme</td>
<td>Teaching Licence from the National Council on Teacher Licensing (in addition to I cycle Diploma)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Kosovo</td>
<td></td>
<td>Diploma from the Faculty of Education</td>
<td>School traineeship and licensing (Professional Examination), 6 months</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>The former Yugoslav Republic of Macedonia</td>
<td></td>
<td>Diploma from the academic faculties (for upper secondary teachers)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Montenegro</td>
<td>X</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Serbia</td>
<td></td>
<td>Master's degree of any faculty with a teacher education programme</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
## Annex 5 Developments and challenges in the area of CPD

<table>
<thead>
<tr>
<th>Country</th>
<th>Developments</th>
<th>Challenges</th>
</tr>
</thead>
</table>
| **Albania**                  | ▪ Institutionalisation of CPD by developing a scheme for teacher professional qualification levels associated with a salary increase.  
▪ Introduction of compulsory in-service teacher training.  
▪ Out-sourcing CPD to external service providers and a transition from a supply-based to a demand-based system. | ▪ Insufficient length and limited areas/fields of obligatory CPD for teachers.  
▪ Unequal access to quality in-service training (e.g. no financial resources).  
▪ Insufficient budget for teacher training to meet the needs in this area.  
▪ No recognition of teachers’ achievements outside the compulsory training.  
▪ No further incentives for teachers to increase their qualifications and competences after 20 years of service.  
▪ Cases of corruption reported in in-service teacher education.                                                                                     |
| **Bosnia and Herzegovina**   | ▪ Entrepreneurial skills introduced in primary and secondary schools and zeal towards this initiative (among pedagogical institutes, teachers and pupils).  
▪ Training opportunities in social inclusion and child-centred methodology.  
▪ The support work of the pedagogical institutes and classroom advisers.  
▪ Increasing teacher education in child-centred methodologies.  
▪ Progressive initiatives in the area of CPD (Professional Learning Communities, School Development Teams). | ▪ Insufficient management training in schools.  
▪ Isolation and skill shortages among teachers in rural areas.  
▪ CPD not always practised as a continuous process.                                                                                                                                                                                                                                                          |
| **Croatia**                  | ▪ The system of decentralised coordination of CPD through the county coordinators, liaising between ETTA/AZOO and schools.                                                                                                                                                                                                                                                                                                                                                                           | ▪ Lack of strong quality-assurance mechanisms for CPD of teachers (e.g. no qualitative assessment of CPD, lack of impact assessment).  
▪ Low numbers of teachers participating in CPD and limited offer of CPD programmes.  
▪ No incentives to participate in CPD and peer-learning and school-based learning as part of in-service training.  
▪ Schools working in two-shifts which overburdens teachers and limits their time for CPD.  
▪ Lack of specialised education for school principals.                                                                                                      |
<table>
<thead>
<tr>
<th>Country</th>
<th>Developments</th>
<th>Challenges</th>
</tr>
</thead>
</table>
| Kosovo                       | ▪ Development of Framework for Standards for Teachers’ Professional Practice in Kosovo.  
▪ A trend towards school-based implementation of teacher development.  
▪ Increasing awareness of the need for CPD in the last 10 years.                                                                                   | ▪ No systematic approach to CPD of teachers.  
▪ Lack of school management’s training and planning for CDP.  
▪ Students’ assessment based solely on giving marks to students and not in favour of learning and further improvements.  
▪ Limited capacity of in-service teacher training providers to provide necessary CPD to all teachers.  
▪ No tradition and experience among educational faculties to offer in-service teacher training programmes. |
| The former Yugoslav Republic of Macedonia | ▪ Establishment of a market for demand-driven in-service teacher training.  
▪ Introduction of the teacher portfolio as the first step towards increased importance of CPD in teachers’ careers.  
▪ School directors trained in providing pedagogical support for teachers.  
▪ The in-service teacher training organised and administered by non-governmental initiatives is generally considered of good quality. | ▪ Limited opportunities to introduce and participate in training on issues addressing actual teachers’ needs related to their school and local environment.  
▪ No incentives for teachers to participate in CPD.  
▪ Poor dissemination process after CPD training and lack of materials to support teachers in their professional development.  
▪ Lack of confidence among teachers to use ICT to innovate the teaching and learning process.  
▪ Limited number of teachers in each school benefitting from direct CPD opportunities.  
▪ Insufficient training provision on working with children with special educational needs. |
| Montenegro                   | ▪ School-based CPD developed to the considerable support of teacher education (teachers generally are willing participants) and shaped initially by the Book of Change. | ▪ Overly academic graduated promotion scheme for teachers (expected to change with the proposed licensing scheme).                                                                                       |
| Serbia                       | ▪ Adoption of standards for teacher competences and the professional development.  
▪ Introduction of Centres for Professional Development of teachers.  
▪ Introduction of a two-year application cycle for new CPD programmes.  
▪ Liberalisation of the CPD programmes’ offer.  
▪ Several CDP programmes dedicated to ICT in teaching.                                                                                       | ▪ Insufficient use of innovative teaching methods, and poor training and use of ICT by teachers.  
▪ Limited relevance and applicability of skills and knowledge of CPD courses on offer.  
▪ Need for teaching of key competences in initial or in-service training to teachers.  
▪ Halted implementation of school development planning.  
▪ Postponed implementation of the system of career advancement of teachers due to budgetary constraints.  
▪ Lack of recruitment and retention mechanisms for high quality teachers.                                                                      |
Teacher Education and Training in the Western Balkans

Report on: ALBANIA
This document has been prepared for the European Commission. However, it reflects the views only of the authors, and the Commission cannot be held responsible for any use which may be made of the information contained therein.

Contractor:

ICF GHK | GHK Polska Sp. z o. o.
ul. Waliców 11, 00-851 Warsaw
Poland
T +48 (22) 5839534
F +48 (22) 5839501
www.ghkint.com

Written by Aleksandra Duda (ICF GHK), Elona Xhaferri (External Consultant)
Checked by Maria Golubeva (ICF GHK), Terence Clifford-Amos (External Consultant)

Edited by Helene Skikos, European Commission

September 2013
The Western Balkans Platform on Education and Training was launched on 7 March 2012. It is the latest EU initiative for enhanced policy dialogue and regional cooperation in the Western Balkans. Its objectives are to help to prepare better our partners in this region for their eventual participation in the EU’s policy cooperation framework, the Open Method of Coordination, to enhance their participation in EU programmes and to assist their reform efforts in the area of education and training. The Platform is also an opportunity for discussing issues of common interest among the participants, of sharing good practice and for identifying priorities and needs for further support.

One of the highest priorities identified by the Ministries of Education last year was the training of teachers, and EU support was requested on this topic. In response to this, the EU commissioned a study to map the situation of how teachers are educated and trained in that part of Europe, as comprehensive information on the subject is scarce. The objectives of this study were to look at the key policies, programmes, qualifications systems, quality assurance mechanisms, induction and mentoring programmes, continuing professional development and other aspects of teacher education and training in each country, but also to compare them across the region.

The results of this study are provided in individual country reports and a synthesis report comparing the strengths, weaknesses and good practices in the region. These reports will feed the policy dialogue of the Western Balkans Platform on Education and Training and will hopefully contribute to the on-going national reforms. The main results of the study will be presented, and experiences shared, in a regional seminar organised by the European Commission, under the Western Balkans Platform, in Ohrid in the former Yugoslav Republic of Macedonia, on 19-20 November 2013.

Teachers are among the most influential people in each individual’s life. We can all remember those who inspired us, pushed us and guided us. The importance of a teacher’s work cannot be overstated. It is directly linked to the quality of basic education provision, the development of key competences and it also impacts the quality of education at higher levels. That is why I am very pleased that the EU could contribute with this study to the policy dialogue on teacher education and training in the Western Balkans.

Brussels, 10 September 2013

Jan TRUSZCZYŃSKI
Director-General of Education and Culture European Commission
# Contents

<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>Glossary*</td>
<td>4</td>
</tr>
<tr>
<td>List of abbreviations</td>
<td>5</td>
</tr>
<tr>
<td>1. Primary and secondary education: an overview</td>
<td>6</td>
</tr>
<tr>
<td>1.1 Current structure of the education system</td>
<td>6</td>
</tr>
<tr>
<td>1.2 Organisation of primary and secondary education system</td>
<td>7</td>
</tr>
<tr>
<td>1.3 The role of primary and secondary education</td>
<td>7</td>
</tr>
<tr>
<td>1.4 The role of primary and secondary school teachers</td>
<td>8</td>
</tr>
<tr>
<td>1.5 Key trends in numbers on primary and secondary education</td>
<td>8</td>
</tr>
<tr>
<td>2. Government policy in the area of teacher education</td>
<td>11</td>
</tr>
<tr>
<td>2.1 Legislative framework</td>
<td>11</td>
</tr>
<tr>
<td>2.2 Institutional framework</td>
<td>13</td>
</tr>
<tr>
<td>2.3 National reforms addressing primary and secondary education</td>
<td>15</td>
</tr>
<tr>
<td>2.4 National reforms, policies, and programmes on teacher education</td>
<td>19</td>
</tr>
<tr>
<td>2.5 Forecast of policy needs in the field of teacher education</td>
<td>21</td>
</tr>
<tr>
<td>3. Organisation of initial teacher education (ITE)</td>
<td>22</td>
</tr>
<tr>
<td>3.1 Providers and financing of ITE</td>
<td>22</td>
</tr>
<tr>
<td>3.2 Admission procedures</td>
<td>22</td>
</tr>
<tr>
<td>3.3 Education programmes</td>
<td>23</td>
</tr>
<tr>
<td>3.4 Curricula and teacher education standards</td>
<td>23</td>
</tr>
<tr>
<td>3.5 Assessment methods</td>
<td>26</td>
</tr>
<tr>
<td>4. Support for new teachers</td>
<td>26</td>
</tr>
<tr>
<td>5. Continuing professional development of teachers (CPD)</td>
<td>27</td>
</tr>
<tr>
<td>5.1 Providers and financing of CPD</td>
<td>28</td>
</tr>
<tr>
<td>5.2 Organisation of in-service teacher training</td>
<td>28</td>
</tr>
<tr>
<td>6. Teacher qualifications and quality assurance</td>
<td>29</td>
</tr>
<tr>
<td>6.1 Qualification system for primary and secondary school teachers</td>
<td>30</td>
</tr>
<tr>
<td>6.2 Quality assurance mechanisms</td>
<td>30</td>
</tr>
<tr>
<td>7. Innovations in teacher education</td>
<td>31</td>
</tr>
<tr>
<td>7.1 Innovative practices and developments</td>
<td>32</td>
</tr>
<tr>
<td>7.2 The use of ICT</td>
<td>33</td>
</tr>
<tr>
<td>7.3 The opportunities and limitations of introducing innovations in the teacher education system</td>
<td>34</td>
</tr>
<tr>
<td>8. Partnerships and interaction with external actors</td>
<td>35</td>
</tr>
<tr>
<td>8.1 Partnerships between schools and teacher education institutions</td>
<td>35</td>
</tr>
<tr>
<td>8.2 The role of the business sector in teacher education</td>
<td>35</td>
</tr>
<tr>
<td>8.3 The role of NGOs and external support in teacher education</td>
<td>35</td>
</tr>
<tr>
<td>9. Key strengths, challenges and perspectives</td>
<td>37</td>
</tr>
<tr>
<td>9.1 Current strengths and weaknesses of teacher education</td>
<td>37</td>
</tr>
<tr>
<td>9.2 The need for further policy action</td>
<td>39</td>
</tr>
<tr>
<td>Bibliography</td>
<td>41</td>
</tr>
<tr>
<td>Annex 1 Structure of education system in Albania</td>
<td>44</td>
</tr>
<tr>
<td>Annex 2 The role and responsibilities of a mentor</td>
<td>45</td>
</tr>
<tr>
<td><strong>Glossary</strong></td>
<td></td>
</tr>
<tr>
<td>----------------</td>
<td></td>
</tr>
<tr>
<td><strong>Assessment</strong></td>
<td>The sum of methods and processes used to evaluate the attainments (knowledge, know-how and/or competences) of an individual, and typically leading to certification.</td>
</tr>
<tr>
<td><strong>Classroom Practice</strong></td>
<td>The practical, school-based elements of any course of initial teacher education (ITE), lasting typically not more than a few weeks. It also includes teacher tasks undertaken outside the classroom, such as collaboration with colleagues or communication with parents. It is supervised by a school teacher, with periodic assessment by teachers at the training institution.</td>
</tr>
<tr>
<td><strong>Competences</strong></td>
<td>The set of learning outcomes: what a teacher knows, understands and is able to perform.</td>
</tr>
<tr>
<td><strong>Continuing professional development</strong></td>
<td>In-service (‘on-the-job’) activities that develop skills, knowledge, expertise and other characteristics as a teacher provided in a formal or informal way, beyond the basic training initially required to carry out the job. In certain cases, they may lead to further qualifications. The term is used interchangeably with ‘in-service training’.</td>
</tr>
<tr>
<td><strong>Induction</strong></td>
<td>A phase at the early stage of teacher’s career during which novice teachers, having completed the formal programme of initial teacher education, receive structured guidance and support (e.g. from mentors). During induction, new entrants carry out some or all the tasks incumbent on experienced teachers, and they are remunerated for their work. It normally lasts at least several months.</td>
</tr>
<tr>
<td><strong>ISCED levels</strong></td>
<td>International Standard Classification of Education (ISCED) is an instrument for compiling statistics on education internationally. It distinguishes between six levels of education: pre-primary education (ISCED level 0), primary education (ISCED level 1), lower secondary education (ISCED level 2), upper secondary education (ISCED level 3), post-secondary non-tertiary level of education (ISCED level 4), tertiary-type A education (ISCED level 5A), tertiary-type B education (ISCED level 5B), advanced Research Qualifications (ISCED level 6).</td>
</tr>
<tr>
<td><strong>Learning outcomes</strong></td>
<td>A statement of what a learner knows understands and is able to do on completion of a learning process. The learning outcome approach emphasises the results of learning rather than focusing on inputs such as length of study.</td>
</tr>
<tr>
<td><strong>Initial teacher education</strong></td>
<td>A pre-service training provided to student teachers before they have undertaken any teaching, eventually leading to a qualification to teach. It usually takes place in institutions of higher education.</td>
</tr>
<tr>
<td><strong>Probation period</strong></td>
<td>Temporary appointment in the form of a trial period, normally followed by permanent employment, of which conditions may vary. It can last between several months up to several years under varying conditions (depending on working regulations) and may be subject to a final assessment and is normally followed by permanent employment.</td>
</tr>
<tr>
<td><strong>Professional training</strong></td>
<td>Training that provides prospective teachers with both the theoretical and practical skills needed to be a teacher. In addition to courses in psychology and teaching methods and methodology, it includes in-class placements.</td>
</tr>
<tr>
<td><strong>Professional standards</strong></td>
<td>A statement of the professional knowledge, skills and competences required of the teacher at each career stage.</td>
</tr>
<tr>
<td><strong>Qualification</strong></td>
<td>A formal confirmation (e.g. certificate, diploma, degree) that an individual has achieved learning outcomes up to given standards; and/or the requirements for an individual to enter, or progress within an occupation.</td>
</tr>
<tr>
<td><strong>Teacher</strong></td>
<td>A person who is acknowledged as having the status of a teacher (or equivalent) according to the legislation and practice of a given country.</td>
</tr>
<tr>
<td><strong>Teacher Education Institution</strong></td>
<td>Any institution responsible for the overall delivery of a programme of ITE and the conferring of an ITE qualification.</td>
</tr>
<tr>
<td><strong>Skill</strong></td>
<td>Practiced/learnt efficiency in the performance of a specific (simple or complex) activity or a specific task.</td>
</tr>
<tr>
<td><strong>Standard</strong></td>
<td>A minimum level, depth and breadth of what is to be learnt. It provides the basis for final assessment, planning and implementation of teaching and training actions. Learning outcomes used in curricula can be considered as standards.</td>
</tr>
</tbody>
</table>

*Definitions applied by the European Commission, international organisations, or scholarly research.*
List of abbreviations

<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>CPD</td>
<td>Continuing professional development</td>
</tr>
<tr>
<td>EO</td>
<td>Educational Office</td>
</tr>
<tr>
<td>ETF</td>
<td>European Training Foundation</td>
</tr>
<tr>
<td>EU</td>
<td>European Union</td>
</tr>
<tr>
<td>GTZ</td>
<td>Deutsche Gesellschaft für Technische Zusammenarbeit</td>
</tr>
<tr>
<td>HEIs</td>
<td>Higher education institutions</td>
</tr>
<tr>
<td>ICT</td>
<td>Information and communication technology</td>
</tr>
<tr>
<td>IDE</td>
<td>Institute of Development of Education</td>
</tr>
<tr>
<td>IOM</td>
<td>International Organization for Migration</td>
</tr>
<tr>
<td>IPA</td>
<td>Instrument for Pre-accession assistance</td>
</tr>
<tr>
<td>ITE</td>
<td>Initial teacher education</td>
</tr>
<tr>
<td>NGO</td>
<td>Non-governmental organisation</td>
</tr>
<tr>
<td>NAE</td>
<td>National Agency of Examinations</td>
</tr>
<tr>
<td>NIPE</td>
<td>National Inspectorate of Pre-university Education</td>
</tr>
<tr>
<td>OECD</td>
<td>Organization for Economic Co-operation and Development</td>
</tr>
<tr>
<td>RED</td>
<td>Regional Education Department</td>
</tr>
<tr>
<td>UNDP</td>
<td>United Nation Development Programme</td>
</tr>
<tr>
<td>UNESCO</td>
<td>United Nations Educational, Scientific and Cultural Organization</td>
</tr>
<tr>
<td>UNICEF</td>
<td>United Nations Children’s Fund</td>
</tr>
<tr>
<td>WB</td>
<td>World Bank</td>
</tr>
</tbody>
</table>
1 Primary and secondary education: an overview

This section provides a brief overview of the organisational and institutional aspects of the education system with a special focus on primary and secondary education. It defines the role of primary and secondary schooling, the role of primary and secondary school teachers, and lists the key school education indicators in this area. It is complemented by a graphic presentation of the current structure of the education system in Albania presented in Annex 1.

1.1 Current structure of the education system

The education system in Albania, as defined by the three education laws and the sublegal Act of the Ministry of Education and Science, consists of the following levels:

- Pre-school education (ages 3 - 6)
- Basic compulsory education
  - Primary level (ages 6-10, grades I-V)
  - Lower secondary level (ages 11-15, grades VI-IX),
  - Special education
- Upper secondary level (ages 16-18/19, grades X-XII)
  - Gymnasium (X – XII)
  - Vocational education (2+1+1/ 2+2)
  - Oriented education (Sports, Foreign Languages, etc.)
- Post-secondary education (1-2 years duration)
- Higher education
  - Short cycle: Professional studies (professional diploma, 2 years of studies, 120 ECTS);
  - First cycle: Bachelor study programmes (Bachelor degree, 3 years of studies, 180 ECTS)
  - Second cycle: Master study programmes
    a) Master of Science or Master of Fine Arts (2 years of studies, 120 ECTS)
    b) Master of Professional Studies (1-1.5 years of studies, 60-90 ECTS)
  - Third cycle: Doctorate study programmes (PhD, 3 or more years of studies).


2) Article 22 of the Law 69/2012 stipulates that primary education comprises years 1-4. However, in current practice it comprises years 1-5, and the new scheme of 6 years (grades I-VI) will be implemented in academic year 2015-2016.

3) Corresponding terms applied in the Law No. 69 dated 21.06.2012 on Pre-university Education System in the Republic of Albania are as follows: initial education consisting of elementary education and lower secondary education; and high secondary education comprising of gymnasium, secondary vocational education, and oriented education.


5) There are also second cycle integrated study programmes available in academic disciplines such as medicine, veterinary and architecture, which incorporate no less than 300 ECTS and last 5 years, as well as long term specialisation studies which are part of the third cycle.
For a graphic presentation of the education system please see Annex 1.

1.2 Organisation of primary and secondary education system

Nine years of education in Albania are compulsory and currently consist of two cycles: primary level (grades I-V) and lower secondary education (grades VI-IX). Education is completed when pupils sit for their final exam. Starting from academic year 2015/2016, a new scheme of 6 years of elementary education and 3 years of lower secondary education will be implemented in line with the Law No 69/2012 on the Pre-university Education System.

Upper secondary education in Albania is not compulsory. It is provided by secondary schools offering general education, secondary vocational schools, and schools of oriented education. It lasts three years (secondary school) or up to 5 years (vocational school). After its successful completion, pupils sit for the State Matura exam. Admission to the oriented education schools is in accordance with the criteria and procedures set out by instruction of the minister.\(^7\)

Pre-university education is offered by public and private educational institutions.

Table 1.1 Organisation of education system - at a glance summary table

<table>
<thead>
<tr>
<th>Description</th>
<th>Age/Years</th>
</tr>
</thead>
<tbody>
<tr>
<td>Age of pupils starting primary education</td>
<td>6</td>
</tr>
<tr>
<td>Number of years of primary education</td>
<td>9</td>
</tr>
<tr>
<td>Age of pupils starting lower secondary education</td>
<td>11/12*</td>
</tr>
<tr>
<td>Number of years of lower secondary education</td>
<td>4**</td>
</tr>
<tr>
<td>Number of years of upper secondary education</td>
<td>3</td>
</tr>
<tr>
<td>Number of years of obligatory education</td>
<td>9</td>
</tr>
</tbody>
</table>

*According to the ISCED levels.
**3 years from 2015/2016.

1.3 The role of primary and secondary education

The main goals of basic education as set by the Law on the Pre-University Education System are:

- the social, intellectual and physical development of every student;
- the command of the rules of conduct and cultivation of values, health care;
- sufficient preparation for continuing with secondary higher education or joining the labour market.\(^8\)

Accordingly, in line with Article 23 of the above-mentioned law, upper secondary education aims at:

- further developing the competences obtained in initial education;
- the consolidation of the individuality of every student;
- the entirety of values and attitudes, the extension and deepening in certain fields of knowledge and preparation for tertiary education or the labour market.

As specified in Article 3 of the same legal document, the pre-university stage of education as a whole should prepare pupils:

- to respect and protect national identity, and develop cultural heritage;

---

\(^6\) The oriented education schools may start in certain forms of initial education ensuring the sufficient training of students in the subjects of general culture (Article 22 of the Law on Pre-university Education System, 21.06.2012).

\(^7\) The Law No 69 of 21.06.2012 on Pre-university Education..., op.cit.

\(^8\) Article 22 of the Law on Pre-university Education..., op.cit.
to develop in ethical, intellectual, physical, social and aesthetic aspects of life;
■ to adjust to changes, have self-trust and spirit of cooperation, be able to provide assistance for welfare, progress, freedom and democracy;
■ to be deeply convinced that justice, peace, harmony, cooperation and respect for others are high human values;
■ to respect the traditions of other peoples;
■ to be aware of environmental protection.

1.4 The role of primary and secondary school teachers

According to Article 56 of the Law on Pre-university Education System (2012), a teacher provides education to convey ‘fundamental competences, based on learning standards, selecting among the best local and foreign contemporary methods and practices’. In doing so, a teacher is expected to:
■ comply with the laws and regulations that are in force;
■ ensure the progress of each pupil;
■ develop and implement curricula;
■ update professional competences;
■ contribute to the progress of the institution.

The law further states that teaching at pre-university level should be conducted with the purpose of imparting the key competences for lifelong learning, such as communication in the mother tongue; communication in foreign languages; mathematical competence and basic competences in science and technology; digital competence; learning to learn; social and civic competences; sense of initiative and entrepreneurship, and cultural awareness and expression.

1.5 Key trends in numbers in primary and secondary education

Based on data received from the Ministry of Education and Science (see Table 2.1), the following trends in school education can be observed:
■ Albania spends less on education as a proportion of GDP than other countries in the region (3.42% of GDP in 2009), compared with 4.6 % on average in Eastern Europe. In addition, spending per student at primary and secondary levels is among the lowest in the region.9
■ There is a tendency towards a decrease in numbers of pupils in basic education. In upper secondary education, the number of pupils has plummeted due to the transformation of the basic education system structure (including upper secondary education) from a four-year to a three-year cycle.
■ Attendance in secondary schools has increased (see Table 2.1) due to: high motivation of pupils to attend secondary education; public awareness of the need and benefits of pursuing further education; better infrastructure and logistics in the remote areas where secondary education schools are based; improvement of curricula and teaching methods, and higher labour market demand for better educated individuals, which have raised the progression rate. The drop in secondary education enrolment rates in the 2008-2009 academic year resulted from basic education being prolonged to nine years of study.
■ The number of teachers in basic education is steady. In 2007-2008 there was a decline in the number of secondary school teachers involved in teaching, slightly changing one year later. Nonetheless, the decrease in the number of teachers is progressive (less than 1751 placements in two years since 2009-2011).
■ The pupil-teacher ratio in upper and lower secondary schooling is relatively high.

- The net basic education school enrolment ratio is high but only 90% of enrolled students complete the four years of compulsory primary school (UNICEF, 2011).
- The number of female teachers in basic education has steadily increased from 65% in 2004 to 71% in 2010. In upper secondary education, the percentage of female teachers was 57.2% in 2004 and rose to 62.2% in 2010.
Table 1.2  Key statistics on primary and secondary education*

<table>
<thead>
<tr>
<th>Description</th>
<th>Year</th>
<th>2005</th>
<th>2006</th>
<th>2007</th>
<th>2008</th>
<th>2009</th>
<th>2010</th>
<th>2011</th>
</tr>
</thead>
<tbody>
<tr>
<td>Public expenditure on education as % of GDP</td>
<td>-</td>
<td>3.4</td>
<td>3.4</td>
<td>3.4</td>
<td>3.42</td>
<td>3.44</td>
<td>3.25</td>
<td></td>
</tr>
<tr>
<td>Public expenditure on education as % of government expenditure</td>
<td>-</td>
<td>13.2</td>
<td>11.1</td>
<td>11.9</td>
<td>10.2</td>
<td>11.4</td>
<td>11.2</td>
<td></td>
</tr>
<tr>
<td>Pupils in primary education**</td>
<td></td>
<td>466 810</td>
<td>447 302</td>
<td>428 435</td>
<td>457 886</td>
<td>439 995</td>
<td>420 684</td>
<td>-</td>
</tr>
<tr>
<td>Pupils in secondary school (FTE/Part time)**</td>
<td>150 148 / 15 321</td>
<td>148 895 / 17 856</td>
<td>159 294 / 18 278</td>
<td>118 053 / 14 750</td>
<td>123 999/ 12 297</td>
<td>131 470/ 18 664</td>
<td>-</td>
<td></td>
</tr>
<tr>
<td>Teachers in primary education**</td>
<td>27 157</td>
<td>26 540</td>
<td>26 102</td>
<td>27 724</td>
<td>27 241</td>
<td>25 973</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Teachers in secondary education**</td>
<td>7 997</td>
<td>8 424</td>
<td>8 761</td>
<td>8 046</td>
<td>8 250</td>
<td>8 179</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Pupil-teacher ratio in primary education**</td>
<td>18</td>
<td>17</td>
<td>17</td>
<td>17</td>
<td>17</td>
<td>17</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Pupil-teacher ratio in secondary education**</td>
<td>21</td>
<td>20</td>
<td>20</td>
<td>16</td>
<td>16</td>
<td>18</td>
<td></td>
<td></td>
</tr>
<tr>
<td>School enrolment in primary schools (% net)</td>
<td>-</td>
<td>94</td>
<td>92.2</td>
<td>89.3</td>
<td>88.4</td>
<td>-</td>
<td>99</td>
<td></td>
</tr>
<tr>
<td>School enrolment in secondary schools (% net)</td>
<td>-</td>
<td>55.3</td>
<td>57.6</td>
<td>59.9</td>
<td>60.5</td>
<td>-</td>
<td>80</td>
<td></td>
</tr>
<tr>
<td>Percentage of female teachers in primary schools</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>80.89</td>
<td>81.96</td>
<td>81.78</td>
<td>-</td>
<td></td>
</tr>
<tr>
<td>Percentage of female teachers in secondary schools</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>61.22</td>
<td>61.44</td>
<td>62.08</td>
<td>-</td>
<td></td>
</tr>
<tr>
<td>Primary school completion rate, total (% of relevant age group)</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Youth literacy rate**</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td></td>
</tr>
</tbody>
</table>

*Missing data could not be found on relevant national and international websites and have not been provided by the Ministry.

**Data refers to the situation at the beginning of the school year (e.g. 2005/2006, 2006/2007).


10Understood as a percentage of people aged 15-24 who can, with understanding, read and write a short, simple statement on their everyday life, http://stats.oecd.org/glossary/detail.asp?ID=1536
2 Government policy in the area of teacher education

It is the aim of this section to outline the main legislative and institutional framework, national policies, reforms and strategies addressing primary and secondary education as well as school teacher education at initial and in-service level. The section ends with a list of envisaged future developments in these areas.

2.1 Legislative framework

The main legal bases, which regulate primary and secondary education as well as teacher education and training in Albania, include the following documents:

- The Law No. 69 of 21.6.2012 on the Pre-university Education System in the Republic of Albania is the key legal act on teacher education, which aims at modernising the teacher education and qualification system. The law regulates the criteria for initial and continuing professional development (CPD) of teachers, i.e. the academic degrees teachers should obtain in order to teach at different levels of the education system. Concerning continuing professional development, Article 58 stipulates compulsory teacher training, which is a minimum of 3 days per year.

- The Law No. 10171 of 22.10.2009 on Regulated Professions in the Republic of Albania, with amendments, regulates the teaching profession and: ‘a) determines the criteria for practice of some important occupations, which are related to the protection of public interest, public safety and health, while respecting the principles of professional independent scrutiny and autonomy; b) protects and guarantees the fulfilment of standards for certain important professions, so the qualified persons meeting these criteria by this law, or other laws, are those who practice these professions.’

- The regulations of the Ministry of Education on the Organisation and Conduct of Professional Practice for Teaching as a Regulated Profession aim to ensure quality of teaching and high performance in the teaching profession, acquisition of theoretical and professional knowledge, skills and habits, practical and ethical norms of conduct of teachers, capacity development of future teachers in terms of adaptability and readiness for changes in the curricula, teaching and communication with children and youth. The regulations set the aims of professional practice (i.e. mentoring standards and responsibilities, application procedure guidelines, as well as applicant assessment procedures) and define the roles of higher education institutions (HEIs) that have teacher education programmes.


12 Latifi., J., Mita, N., Country profile: Albania, Faculty of Social Sciences, University of Tirana, Faculty of Law Justicia University.


14 http://www.ilo.org/dyn/natlex/docs/SERIAL/41344/63433/

15 Albanian Ministry of Education and Science replies to European Commission's Questionnaire on 'Chapter 26, Education, Youth and Culture', data completed in 2010.
22.12.2005, for Schools with the Status of ‘National-level Schools’; Decision of the Council of Ministers No. 66 of 03.02.2010 on Establishing the Regional Education Departments and Education Offices.\textsuperscript{16}  

- The Law No. 9741 of 21.5.2007 on Higher Education in the Republic of Albania, amended by a new Law No. 10, 307, dated 22.07.2010, and the Council of Ministers Decrees on admission quotas and enrolment fees in public higher education institutions (HEIs), regulate the access to public and private HEIs.\textsuperscript{17} The law also specifies key principles for establishing HEIs and ‘provides for institutional, financial, and academic and research autonomy and self-governance’.\textsuperscript{18}  

Other relevant documents of the legislative framework are:
- The Law No. 8652 of 31.7.2000 on the Organisation and Functioning of Local Governance.  
- The Law No. 10247 of 2010 on the Albanian Qualifications Framework.  
- Bylaw acts on pre-university education, issued by the Council of Ministers and the Ministry of Education and Sciences.\textsuperscript{19}  
- Decisions of the Council of Ministers in establishing the following bodies: the National Agency for Education, Vocational Education and Qualifications (2011); the National Agency for Examinations (2010); the Institute of Education Development (2010); the National Inspectorate of Pre-university Education (2010).  
- Decision of the Council of Ministers No 78 of 08.02.2006 on the Establishment of the State Matura and admission to schools, with amendments (Decision No. 876 of 03.11.2010).  

The above listed legal acts show that the framework of educational legislation in Albania has received considerable attention after signing the Bologna declaration in 2003. Yet, whereas the goals of the Bologna process have been addressed by a number of laws and bylaws in Albania, the main challenge that remains is ‘to make the Bologna process a reality’. As one of the steps in this direction, it has been noted by World Bank experts that ‘the codification of the existing legal rules in terms of a comprehensive and transparent legal system’ is further required, so that existing regulations could be understood by all stakeholders in the education sector.\textsuperscript{20} The legal framework is currently at a stage where the legislation is not always reflected in the actual processes in the education system. Legal documents, particularly the new Law No. 69 of 21.6.2012 on the Pre-university Education System, refer to the reform of primary and secondary education as a fully-fledged completed process, while the reform is in fact underway and the older system is still in place.  

Other challenges include a lack of legal acts underpinning the new standards of teacher education: the standards and competences for teacher education and for school principals have been designed by the Institute for Development of Education (IDE) but have not been adopted. Therefore their implementation remains to be addressed. It is essential to clarify which competences potential teachers should develop during initial teacher education (ITE). ITE standards need to be finalised and approved. A lack of clear standards for mentors, defining their responsibilities during professional practice in the induction period, has also been noted. There are no legal provisions concerning training of teachers by Regional

\textsuperscript{16}Latifi, J., Mita, N., Country profile: Albania, Faculty of Social Sciences, University of Tirana, Faculty of Law Justicia University.  
\textsuperscript{17}European Commission’s Questionnaire …, op.cit.  
\textsuperscript{18}Ibid.  
\textsuperscript{19}Latifi, J., Mita, N., Country profile: Albania…, op. cit.  
Educational Directorates /Education Offices despite the fact that a budget has been allocated to RED/EO for teacher education, which has not been used for the given purpose.

The relation between HEIs and schools during the induction phase is not regulated by any formal means, which limits the effectiveness of professional practice.

Teacher education is addressed by different acts of legislation and national documents related to the overall reform of pre-university education, but it remains a challenge to connect these fragments together into a coherent model.

2.2 Institutional framework

The Albanian education system at the national, local and school level is supported by the following institutions:

<table>
<thead>
<tr>
<th>a) At national level:</th>
</tr>
</thead>
<tbody>
<tr>
<td>■ The Ministry of Education and Science is the main governmental body responsible for implementing education policies and management of the entire education system. This responsibility is devolved to Regional Education Departments (which are not decentralised government units) and Educational Offices that function at local level (as described below). Other dependant bodies are the National Agency of Examinations (NAE) in which the National Agency of Admissions in Higher Education Institutions (NAAHEI) is included, the National Inspectorate of Pre-university Education (NIPE), the National Agency of Vocational Education and Training (NAVET) and the Institute of Development of Education (IDE). The Ministry also cooperates with universities and the Council for Higher Education and Science towards the reform of the teacher education system.</td>
</tr>
<tr>
<td>■ The National Inspectorate of Pre-university Education (NIPE) inspects teaching quality and evaluates the functioning of the education system. Through the inspection of schools and teachers in their daily work, NIPE reports feed the process of designing criteria for training needs. With regard to initial education of teachers, NIPE participates in bodies that implement accreditation of HEIs, in particular those with teacher education programmes of study.</td>
</tr>
<tr>
<td>■ The Institute of Education Development (IDE) is responsible for drafting and developing curricula and standards for pre-university education, except vocational education and management of teacher training. It has been involved in activities such as: a) designing policy recommendations for the initial teacher education for HEIs and the Ministry; b) implementing the annual national teacher testing process in the framework of the qualification of teachers; c) designing policy recommendations for the training needs for continuing professional training (CPD) of teachers, and d) providing informative sessions to pre-university teachers on the curricular reform and professional training of teachers.</td>
</tr>
<tr>
<td>■ The National Council of Pre-university Education is an advisory body of the Ministry of Education on the development of policies of pre-university education. The National Council provides opinions on draft strategies, national programmes and legal acts,</td>
</tr>
</tbody>
</table>

---


22 The Ministry’s responsibilities and competencies are defined in the legal acts: Law No. 7952 of 21.06.1995 on Pre-university Education System, with amendments; Law No. 9741 of 21.05.2007 on Higher education in the Republic of Albania, with amendments; Law No. 8872 of 29.03.2002 on Vocational education and training in the Republic of Albania, with amendments, and normative provisions.


and budget for pre-university education, as well as other issues related to educational policies.\textsuperscript{25}

- The National Agency of Examinations (NAE), established in 2010, is a technical and professional special institution for the organisation of national examinations in the pre-university system, entry examinations to universities and state examinations of the regulated professions.

b) At regional level:

- Regional Educational Directorates (REDs) are responsible for: policy development and the implementation of the pre-university education system; human resources management; quality assurance in public and non-public schools, and evaluation of the teacher’s portfolio and supervision of the administration of the national testing of teachers for gaining their qualification levels. There are 13 Directorates across 12 regions.

- Educational Offices (EOs) are part of 254 municipalities across the country responsible for assisting the teaching and education process, managing human resources and statistics. They also monitor curricular and extra-curricular activities and manage financial resources allocated to their unit.

- Regional Councils are bodies elected at the local level, in charge of allocation of funds for education.

- Municipality/Commune Councils are responsible for the implementation of investment funds in the field of education, within their administrative territory, and funds transferred by the central budget either in the form of conditional grants or as unconditional grants for school maintenance.\textsuperscript{26}

c) At school level:

- The School Directorate consists of a headmaster and one or two deputy headmasters, depending on the number of pupils attending the school. Headmasters are responsible for the quality of the teaching/educational process and administrative management.

- The Parents’ Council is an advisory body which serves to enhance the cooperation and links between schools and pupils’ families. It is composed of parent-class representatives elected by parents of pupils (who also elect parents as representative on the school board).\textsuperscript{27}

- The School Board is also an advisory body representing the whole school community, including possible business partners, and involving all representatives in assisting school management. It is involved in issues such as: adoption of curricula and textbooks, and the examinations and approval of annual and mid-term plans including the annual financial report.\textsuperscript{28}

- The Student Body represents pupils in relation to the School Directorate by addressing their learning progress, subject-related issues, relations with teachers and principal, pupils’ interests and priorities.

The new legal framework (see Section 2.1) and policies (see Section 2.3) target decentralising the governance of pre-university education by increasing the autonomy of schools and promoting more competencies and institutional rights among local government units. As a result of this trend, a greater involvement of local governments, schools, and

\textsuperscript{25}The Council is to be chaired by the Minister and shall consist of fourteen members (from various ministries, the association of the municipalities, social partners, national association of parents, and outstanding personalities for their contribution in the field of education, science and public life) (Article 29 of the Law on Pre-university Education).

\textsuperscript{26}European Commission’s Questionnaire …, op.cit.

\textsuperscript{27}Barr, Packard, Serra (2012) Participatory Accountability and Collective Action…, op.cit’.

\textsuperscript{28}European Commission’s Questionnaire …, op.cit.
parents in the educational process is expected. This process is to be accompanied by
strengthening the links between the pre-university education sector and the community in the
education decision-making process.29

2.3 National reforms addressing primary and secondary education

Conceptual and structural reorganisation of the primary and secondary education systems
undertaken in Albania in recent years is discussed below. Reforms that address school
teachers specifically are illustrated in Section 2.4.

a) New policy framework on education

In the last decade, the education sector has undergone a reform process reflected in new
legal regulations (see Section 3.1) and a number of strategies as discussed below:

■ The National Education Strategy 2004-2015 (draft National Education Strategy 2013-
2020), concentrates on pre-university education and, inter alia, on improving ‘the
quality of teaching and learning’ and ensuring provision of teacher development
activities.30 It also recognises that a solid basis for teacher education can be
‘achieved through building the specific competences of pre-university teachers,
which are seen as a crucial part of the university curricula, especially professional
practice’. The Strategy calls for introduction of cross-curricular competences for basic
education teachers and subject integration competences for lower middle school
education. It also articulates the need for awarding the teaching profession a special
status of public service.31

■ The Pre-university Education Strategy does not address teacher education directly,
but gives a picture of policies and strategic priorities of pre-university education. It
envisages improvement of quality of teaching by a thorough reform of the CPD of
teachers and school principals through a system of credits, and through improvement
of human capacities in schools by designing teacher and performance standards.32

■ The Higher Education Strategy 2008-2013 determines the need for new teaching
methods and content of the curriculum of most (undergraduate) programmes to meet
the future needs of society and the economy.

■ The Draft Higher Education Strategy 2013-2020 lists priorities for higher education
such as improvement of quality, consolidation of HEIs’ capacities and potential,
boosting research activity, and increasing accountability of HEIs.33

■ The National Strategy for Development and Integration 2007-2013 emphasises the
need to extend access to higher education and improved teaching quality through
human resource development as the strategic priorities of the higher education
system.34

In the opinion of some stakeholders interviewed in this study, the limited budget for
education does not reflect the importance assigned to education reform in various
documents (see also Section 1.5). The priorities of state expenditure in the sector have also
been questioned. Whereas most of the education budget is spent on rehabilitation of
schools, infrastructure, and increasing teachers’ salaries, little is left for improving the quality
aspect of education.

---

inclusive education in contexts of social and cultural diversity – Albania country report, a report prepared by
SCIENTER and Centre for Education Policy, Camilleri, A.F., Pantić, N. (eds.), European Training Foundation.
31 Abdurrahmani, Boce (2011) Pre-service, teacher training reform in Albania, op.cit.
32 Ibid.
33 The Draft Higher Education Strategy 2013-2020, the Ministry of Education and science.
(2011) Pre-service, teacher training reform in Albania, op.cit.
Another issue concerns knowledge sharing and democratisation of changes when implementing reforms. It has been implied that new policies are often not well-understood and not well-accepted by teachers and hence they do not bring the expected outcomes. This is further exacerbated by the lack of links between the reforms of the education system and teacher preparation. For example, the draft Higher Education Strategy 2013 – 2020 has been pointed out as lacking direct references to teacher education, which is seen as a major shortcoming considering the question of quality in the teaching sector. As these two spheres remain separate, the universities providing pre-service teaching are not aligned with recent significant changes taking place in schools. Finally, there is also a clear need for more research in the field of education, as reports published by central bodies are criticised as not based on in-depth analysis and study of the subject. The main sources of information on the teaching profession currently available are academic dissertations prepared by students.

b) Structural reform of basic education system

Over the last decade, basic education has gone through two major structural reforms. The first reform concentrated on the transformation of the pre-university education system from 8-year compulsory education (4 years of primary education and 4 years of lower secondary education) to 9 years (5 years of elementary education and 4 years of lower secondary education). The second reform, which will be implemented from the 2015-2016 school year, has changed the structure of the pre-university education system: primary education has been extended again to 6 years of basic education, while the duration of lower secondary education has been reduced from 4 years to 3 years. Whereas compulsory education lasting 9 years is already in place, primary education is still 5 years.

c) Curriculum reform

The structural reform of the education system of Albania is accompanied by a curricular reform, embracing both the primary and lower secondary education level. The reform aims at promoting a student-centred approach and introducing an integrated approach to learning reflected in the basic education curriculum (also the integration of IT in education). The draft document, Curriculum Framework of Pre-university Education (2012), is divided into several sections, one of which addresses effective teaching and learning, and assessment.

The new secondary school structure and the new teaching curriculum were implemented for the first time during the academic year 2009/2010. The new curriculum is informed by the Finnish model and features European key competences and serves as a canvas for wider, on-going curricular reform. It has the following features:

- It is composed of nine key curriculum areas: Albanian Language and Literature, Foreign Languages; Mathematics; Technology, IT & Computing; Natural Sciences; Social Sciences; Arts; Physical Education and Sports; Career Promotion and Personal Growth.
- It consists of the core curriculum, which is compulsory for all pupils, and the elective curriculum which contains a list of required elected subjects approved by the Ministry and a list of free-choice subjects or modules.

35Stakeholder consultations (interview, teacher education provider), Tirana, 19.02.2013.
36European Commission's Questionnaire …. op.cit.
38In line with Chapter VII of the draft curriculum, the realisation of the objectives of the curriculum requires the implementation of effective teaching and learning that: are based on the belief that every student can be successful, on knowledge, skills and attitudes of students, on planning for learning objectives, and the principle of integration; enable lifelong learning and the application of knowledge; promote student-teacher partnerships in the process of teaching and learning; include learning in small groups, based on real situations; are developed on the basis of multiple sources of information; rely on ICT and systematically involve students in experiments and observations (Draft Curriculum Framework of Pre-university Education, Tirana, 2012).
- It comprises teaching standards, course programmes, a curriculum implementation guide and course guides.\(^{39}\)

Curriculum reform in the area of basic education is yet to be implemented.

These developments alongside new legal and policy documents (see Sections 2.1 and 2.3a) create the conditions for designing and implementing a coherent curriculum based on the philosophy of integration and developed by a number of stakeholders, such as teachers, specialists and parents, who work in different thematic groups. They will also provide appropriate space for school-based curriculum and other school or local activities in order to achieve the objectives of the curriculum. This goes in line with the planned advancement of curricula decentralisation through the Directorate of Regional Coordination and increased participation of schools and teachers in curricula development. One of the main challenges faced as a part of this reform is the lack of coherence among subjects which otherwise would allow for cross-curricular models.\(^{40}\)

d) Liberalisation of textbook publishing

Curricular reform involves reviewing of the textbook publishing policy, pupil assessment, teaching methods, programmes and teachers’ qualifications as discussed in sub-sections and sections below.\(^{41}\)

In the 2006/2007 school year, the Ministry of Education and Science launched the so-called Alternative Textbook (Altertekst) system as part of the curriculum reform.\(^{42}\) This reform aims towards the development of a transparent and competitive system of publishing textbooks. It liberalised the process of printing, publishing, and dissemination of pre-university education textbooks by allowing private publishing houses and entities (including foreign publishers) to take part in these activities. Accordingly, the distribution of a variety of textbooks per subject has been improved (as opposed to one available option under the previous system) and children from low income families and children with specific needs receive state support in a form of textbook subsidy.\(^{43}\) According to a recent World Bank report, all primary schools are reported to be using the new curriculum and textbooks.\(^{44}\)

In order to support this process, Textbook Evaluation, Textbook Approval and Textbook Selection Commissions have been established.\(^{45}\) However, some concerns have been voiced about the top-down approach towards appointing their members, pointing out the strong influence from the authorities. According to recent media releases, the Altertekst reform is linked to ambiguous practices, which contribute to a monopolistic publishing system, where the Commissions’ decisions reflect the preferences of certain officials. Some stakeholders interviewed in this study also expressed their disappointment with managing the textbooks system. They called attention to disputable contracts with publishing houses for profitable purposes of high officials and also the practical exclusion of teachers from the final decision of selection of textbooks.

---

\(^{39}\)European Commission's Questionnaire ..., op.cit.; stakeholder consultations (questionnaire, teacher education provider), 19.03.2013; Latifi., J., Mita, N., Country profile: Albania, Faculty of Social Sciences, University of Tirana, Faculty of Law Justicia University.

\(^{40}\)Abdurrahmani, Boce (2011) Pre-service, teacher training reform in Albania, op. cit.

\(^{41}\)European Commission's Questionnaire ..., op.cit.

\(^{42}\)DCM No 144, date 08.03.2006.

\(^{43}\)European Commission's Questionnaire ..., op.cit.


\(^{45}\)Consisting of members from the public HEI’s, teachers related to the subject, and a linguistic expert.

e) Student assessment reform

The State Matura was introduced in the 2005/2006 academic year as the final exam that young adults take at the end of their secondary education.\(^{47}\) The examination consists of four parts – two compulsory exams (literature and mathematics) and two optional exams.\(^{48}\)

In addition, a Compulsory Graduation Examination has been introduced as the final examination upon completion of grade IX. From the 2008/2009 academic year, it is taken only in a written form and administered by external examiners.\(^{49}\)

The introduction of the State Matura exam was accompanied by a change of admission procedures to public universities. From the academic year 2006/2007, admissions to HEIs take place in line with the ‘merit-preference’ principle, based on a composite indicator including Matura results, students’ performance throughout 4 years of secondary school, and students’ preference.\(^{50}\) The main factor is the result of all State Matura Exams (80%) and the average of high school grades (20%). The preference factor reflects the order of preference of the study programmes the student has chosen.\(^{51}\) Applications to universities are made online and the results of the selection are made public by the National Agency of Examinations (NAE).

It has been noted during stakeholder consultations that the result of the State Matura exam is based on a formula which consists of a somewhat complex calculation of coefficients which changes for different subjects based on the field of study. The Ministry has been changing the formula in order to modernise this process and teachers have not been trained to explain appropriately to students the points calculation system behind this formula. Therefore, some students have not been enrolled to HEIs because they wrongly selected their future field of education.

Some positive impacts have also been reported on assessing students’ performance through national exams and standardised tests. These include:

- increased fairness of exams;
- increased responsibility of teachers for students’ results;
- more efforts by the students to achieve better results;
- increased transparency on the quality of school services;\(^{52}\)
- possibility to compare the results with PISA assessment.\(^{52}\)

f) Institutional reform

The institutional reform has two main elements: establishing new bodies to support the Ministry and shifting more competencies and institutional rights to local government units.

The main bodies set up as a part of this process include: the National Inspectorate of Pre-university Education (NIPE), the Institute of Education Development (IDE), the National Agency of Examinations (NAE), and the National Council of Pre-university Education (please see Section 2.2 on their specific roles and responsibilities).

In terms of the main steps made towards a more flexible and lower degree of centralised management in the education sector, they include:

- starting a new system of financing schools based on the per capita approach and applying this to school equipment and library books;
- granting the REDs a greater accountability and competency to implement local educational policies;\(^{53}\)

---


\(^{48}\) European Commission’s Questionnaire …. op.cit.

\(^{49}\) Ibid.

\(^{50}\) European Commission’s Questionnaire …. op.cit.

\(^{51}\) Students also prepare an application with a list of 10 preferences for their studies from the most important to the least important one for them.

\(^{52}\) Stakeholder consultations (questionnaire, National Agency of Examinations).
making the EOs relatively more independent of RED competencies;
- re-organising School Boards to include representatives from local government unit (municipality or commune), and parents’ and pupils’ communities.\(^{54}\)

The last point reflects the Ministry’s attempt to encourage the participation of pupils and parents in school decision-making (see Section 2.2).

### 2.4 National reforms, policies, and programmes on teacher education

Policies, action plans, and strategies outlining priority directions and support for the implementation of changes in relation to teacher education in Albania are listed below.

#### a) Three-cycle education system

Following the adoption of the Bologna Declaration on 18 September 2003, Albania has been restructuring its higher education system. In line with this reform, Albania departed from a system where the main qualifications have been a Diploma (Master) obtained after four years of full-time study, a Second Level Master after a further year of study, and a Doctorate (Doctor of Science).\(^{55}\) Accordingly, study programmes have been reorganised in terms of content and structure (modular and generally term-based curricula, modules accompanied by full syllabuses) and from the 2008/2009 academic year they are based on a three-cycle system (Bachelor, Master and Doctoral Degree) with a number of credits (ECTS) allocated to each cycle.\(^{56}\)

In line with these developments, the ‘3+N structure’ for the initial teacher education model was established in 2008, whereby the first three years coincide with the first cycle of education on a specific subject and with a modular flexibility to study more than one subject. Accordingly, the ‘+N’ period consists of one or two additional years of subject teacher or elementary education teacher preparation.\(^{57}\)

#### b) Modernised curricula for teacher education

Curricula of teacher education faculties and departments have also undergone a reform, with the development of clear guidelines relating to the core curriculum and reduced number of subjects. They are now more focused on pedagogical and methodological aspects, key skills, ICT, the English language, research and teaching practices in schools. In addition, as stated by some experts, ‘the process of the compilation of the teacher education curriculum (…) has also taken the labour market into consideration’ and ‘it reflects the actual needs of the profession of teachers’.\(^{58}\)

Yet the implementation of the Bologna process in the initial teacher education area faces some challenges. Universities reforming teacher education curricula do not have adequate knowledge of learning outcomes- and competence-based curricula in school (primary and secondary education), and thus cannot adequately prepare the teachers to implement them.\(^{59}\) In consequence, the new curricula structure at the teacher education faculties and departments was applied without fundamental changes in the design and content of university courses.\(^{60}\) The instruments applied in the design of initial teacher education

---

\(^{53}\) For instance, by establishing a unit within their structures to ‘coordinate and develop regional projects so as to improve quality of school services in their areas’ and by compiling a list of schools according to a set of indicators, including those set by RED/EO in compliance with relevant local educational policies.

\(^{54}\) European Commission’s Questionnaire …, op.cit.

\(^{55}\) Ministry of Education and Science, World Bank, Education Excellence and Equity Project, op.cit.

\(^{56}\) European Commission’s Questionnaire …, op.cit.

\(^{57}\) Abdurrahmani, Boce (2011) Pre-service, teacher training reform in Albania, op. cit.

\(^{58}\) Ibid.

\(^{59}\) Stakeholder consultations (interview, teacher education provider), 19.02.2013.

curriculum to analyse the trends of the labour market and current trends in pre-university education have also been questioned.\textsuperscript{61}

c) \textbf{Compulsory CPD teacher training}

According to the Law on Pre-university Education (2012)\textsuperscript{62}, it is now compulsory for every teacher to undertake 3 days of training per year (in training modules accredited by the Ministry of Education). The Institute for Development of Education (IDE), under the authority of the Ministry of Education and Science, designs questionnaires for teachers in order to recognise their needs in relation to their professional development. Every two years, IDE prepares priorities for teacher training for schools.

d) \textbf{Out-sourcing CPD teacher training}

Continued professional development of teachers in Albania has been out-sourced to external service providers, marking a transition from a supply-based system to a demand-based system, which is expected to be more efficient.\textsuperscript{63} The external providers can be accredited public and private HEIs, private agencies, NGOs, or foundations. The accreditation is conducted by the Committee for Accreditation of Training Programmes, which accredits training courses or modules of training based on a credit system.\textsuperscript{64} Accordingly, accredited agencies prepare a list of training opportunities for further professional development of teachers. Themes and topics of training correspond to the Ministry's priorities and previously identified teachers' needs (by IDE).

Given that the outsourced training system has been adopted only recently, there is no fully-fledged assessment of its implementation.

e) \textbf{Teachers' pay increase}

There has been an increase in teacher salaries in public schools, which now amount to approx. 260-300 EUR per month.\textsuperscript{65} According to the Ministry of Education and Science, this reform is to prevent teachers from taking up alternative professions (retention) and attract new and qualified teachers (attraction). It can be supposed that an increasing number of students who are pursuing pedagogical and educational studies between 2008 and 2010 results mainly from the salary increase policy.

Yet, although the salary is now comparable to other professions in Albania, it still lags behind other countries in the Western Balkans.\textsuperscript{66} In addition, some teachers from an upper secondary school in Tirana revealed that the salary increase is proportionate to the increase in workload and teacher-pupil ratio in the class. This in turn results in degrading working conditions and a belittling perception of teachers by pupils. The system has also been criticised for not rewarding the quality of teachers' work, as there are no defined indicators that measure and assess the quality of teaching and learning in order to motivate teachers.\textsuperscript{67}

f) \textbf{New model of teacher education}

The main innovation expected in line with the above mentioned changes will be a new model of teacher education that resembles more advanced European models. It will be based on:

\textsuperscript{61}Abdurrahmani, Boce (2011) Pre-service, teacher training reform in Albania, op. cit.


\textsuperscript{63}European Commission's Questionnaire …,op.cit.

\textsuperscript{64}Article 7, Regulation for the Accreditation System of Training Programmes, the Ministry of Education and Science, 09.03.2011.

\textsuperscript{65}Project against corruption in Albania (PACA), a study funded by EU and implemented by CoE ‘Underpinning integrity in the Albanian Education System: Compilation of PACA outputs’, June 2013.

\textsuperscript{66}Stakeholder consultations (interview, education expert), Tirana, 19.03.2013.

\textsuperscript{67}Stakeholder consultations (questionnaire, trade union), 21.02.2013.
introduction of the subject of ‘research’ from the first year of Bachelor studies and modules built on the concept of creating new knowledge, discussing different views, presenting arguments and evidence, to make the teaching more attractive;

introduction of the subject of Information and Communication Technology to gain skills of communication, presentation techniques and the use of information technology;

institutionalisation of the school's professional practice to make it a key element in the new teacher education structure and bring closer the theory and the school reality;

requirement of a research thesis at the end of initial teacher education;

introduction of a ‘minor’ specialisation on the second level Master studies to increase competences of future teachers and better adapt to the needs of schools of different sizes;

establishing teaching and learning excellence centres to bring universities closer to the labour market by equipping students with teaching skills and innovation in education and ensuring continuous lifelong learning of teachers (e.g. preparation of teacher mentors, in-service training activities);

establishing partnerships between teacher education institutions, schools and teacher educational institutions;

introduction of professional competency-based learning and standards-based assessment.68

2.5 Forecast of policy needs in the field of teacher education

According to the literature review and stakeholder consultations, the following needs and challenges were identified in the field of teacher education and training in Albania:

Encouraging changes in teaching methodology to include new teaching methods in the universities that could be then used by prospective teachers in their future work;68

Development and introduction of incentive schemes for teachers, based on their performance (merit-based pay) rather than on the length of service, and other initiatives directed at increasing the prestige of the teaching profession;

Development of a conceptual model for the teacher education curricula that includes issues of social inclusion, social cohesion and children with special needs, to create equal opportunities for all vulnerable groups;

Emphasis on cross-curricular competences for primary school teachers and competences on integrated approaches to teaching and learning for teachers at the secondary level of education in teacher education programmes;

Introducing alternative modes of delivering CPD to ensure its quality and efficiency (e.g. intensive block training, distance learning, or a combination of both);

Further decentralisation of teacher professional development, implemented via a decentralised process by REDs, in order to respond to regional, local, and school needs in annual plans for teacher education;

Encouraging and regulating partnerships/arrangements between schools and teacher education institutions.

In addition, governmental measures that address teacher education and training have been assessed by some stakeholders as not responding to the needs of teachers, mainly due to limited resources and the lack of know-how on implementation. The assessment of teachers' needs prior to implementation of reforms has been identified as a key pre-condition for their efficient implementation.


69Abdurrahmani, Boce (2011) Pre-service, teacher training reform in Albania, op. cit.
3 Organisation of initial teacher education (ITE)

The following section reflects on the organisation of primary and secondary school teacher education at initial level. It first looks at the key institutions providing the initial teacher education and methods of financing it. Then, it describes how initial teacher education is approached in Albania, with a special focus on admission procedures, education programmes, curricula, and assessment methods.

3.1 Providers and financing of ITE

The initial teacher training is provided by private and public higher education institutions (HEIs). Regarding public universities, the teaching faculties at Durrës, Elbasan, Gjirokastër, Korça, Shkodër and Vlora universities prepare elementary school teachers. Lower secondary school teachers are trained at teaching faculties at Elbasan, Gjirokastër, Korça, Shkodër and Vlora universities. The preparation of upper secondary school teachers takes place at the University of Tirana, Gjirokastër, Korça and Shkodër. Teachers of physical education are prepared at the Sports Academy. There are 13 private universities that offer 16 programmes in teacher education.

In terms of financing teacher education and training, public universities that provide teacher education are financed mainly from the state budget. Only a small share of financing comes from revenues gathered from teaching charges, secondary quotas or services offered to third parties by teacher education departments.

3.2 Admission procedures

Students who want to continue their education at the university level should successfully pass the State Matura exam and obtain the required number of points to be enrolled in the field of study they have selected prior to Matura (see Section 2.3.5). In addition, they are obliged to pay an enrolment fee in order to be admitted to the first cycle programmes in public HEIs (in the 2009/2010 academic year, it amounted to 100 - 250 EUR). As stated by stakeholders interviewed for this study, the applicants enrolled to teaching specialisation are usually students with the lowest Grade Point Average (GPA) in the faculty. Students with high GPA choose other specialisations such as sociologists, chemists, physician etc. instead of teaching. The main factors pointed out as contributing to this problem are: low teacher salary (albeit increasing), limited perspectives for graduates to work in a different field (change of profession), high unemployment rate among teachers, low prestige associated to the teaching profession and lack of incentives for novice teachers to work in rural and undeveloped areas.

According to some stakeholders, there is no need for incentives to increase the number of teachers as there are many universities that prepare teachers and an increase in the number of students in teaching faculties is required. In fact, the recent increase in enrolment in the initial teacher education programme, encouraged by universities, is perceived as compromising the quality of student preparation. What has been indicated as requiring strong emphasis was the labour market analysis to assess the need for teachers in urban and rural areas and tailoring the teaching programmes according to the opening positions for teachers.

---

70 Studies in the field of psychology and education are carried out by inter-faculty education departments (Abdurrahmani, Boce (2011) Pre-service, teacher training reform in Albania…, op.cit.).


72 In some cases (e.g. in such disciplines as Arts, Sports and Architecture) students also have to take an additional admission test (European Commission's Questionnaire …,op.cit.).

73 European Commission's Questionnaire …,op.cit.

74 Project against corruption in Albania (PACA) study funded by EU and implemented by CoE, ‘Underpinning integrity in the Albanian Education System: Compilation of PACA outputs’, June 2013.
3.3 Education programmes

Initial education in HEIs can take the form of full-time or part-time studies divided into two cycles. The education of teachers varies according to the cycle of studies and type of education programme. The types of programmes for primary and secondary school teachers include: primary education teacher, subject teacher, subject teacher for lower secondary education, and subject teacher for upper secondary education. 75

Primary education teachers are prepared through Bachelor programmes and they continue their studies until receiving a Master's degree. Teachers in different disciplines (subject teachers) major in different technical-professional fields (e.g. in one or two subjects) during their Bachelor's programme before they start their Master's in subject teaching. There is only one Bachelor’s programme for subject teachers. 76

The first-cycle studies are organised as study programmes valued with 180 ECTS and their regular duration is three years. At the end of the first cycle study programme, a diploma of first level Bachelor is issued in the field of the programme completed. Second-cycle studies are organised as study programmes valued with 120 ECTS and last two years, after which a diploma of a second level is issued. After the first-cycle studies, students may also continue education during one-year Master studies (Master of first level), aiming at a deeper scientific and pedagogical development for the teaching profession. 77

There are no special programmes for teachers who are teaching technical subjects (e.g. agriculture, technology, economy, arts) in primary or secondary schools. They usually attend a Master programme in teaching and learning in order to become knowledgeable in the methodology of teaching, and after that they learn by doing, or attend some short courses or additional Master's programmes. 78

Table 3.1 Teacher education programmes

<table>
<thead>
<tr>
<th>Cycle</th>
<th>Name</th>
<th>Length</th>
</tr>
</thead>
<tbody>
<tr>
<td>I</td>
<td>Bachelor Degree</td>
<td>3 years</td>
</tr>
<tr>
<td>II</td>
<td>Master of Arts, Master of Science</td>
<td>2 years</td>
</tr>
<tr>
<td>II</td>
<td>Master of Professional Studies</td>
<td>1-1.5 years</td>
</tr>
<tr>
<td>III</td>
<td>Doctorate Studies</td>
<td>3 years</td>
</tr>
</tbody>
</table>

3.4 Curricula and teacher education standards

Universities (i.e. faculty councils and academic senates) are responsible for teacher education curricula. There is no general document on teacher competencies or standards for ITE. The profile of future teachers, their competences, curricula and mission, are described in the university documents submitted to the Agency for Accreditation and the Ministry when applying for permission to offer teacher education programmes.

The standards for teacher education and competences have been designed by IDE but are still in the process of approval by the Minister of Education and Science. They include two kinds of standards: general standards and subject content standards. They define, among other areas, teachers’ scientific competences, teaching and learning competences, competences for teaching and learning for pupils with difficulties, teachers’ ethics and conduct, and collaboration with the community.

---

76Ibid; stakeholder consultations (interview, teacher education provider), Tirana, 20.03.2013.
77European Commission’s Questionnaire …,op.cit.
78Stakeholder consultations (interview, teacher education provider), Tirana, 19.02.2013.
Due to the current lack of national standards on teacher education, there are significant pedagogical differences between curricula offered by various universities. The number of university courses differs for each university as does the composition of the programme and organisation of the subjects during a semester. Some experts suggest that the government, as the main employer of teachers, should define the requirements for teachers and specify the core curriculum for their preparation.79

There are, however, some basic common components of teacher education curricula, such as pedagogical (professional) preparation80, specialised subject preparation, school practice and the final exam or thesis.81 Pedagogical courses usually account for 35% of the total number of ECTS credits and are better incorporated in curricula for secondary school teachers. The rest are ‘academic’ courses, generally focusing on one major subject.

Starting from the 2008/2009 academic year, the component of research has been strengthened and emphasised. All Master degree programmes are to realise the aims of the research component through: (a) a course on research in education, (b) integration of teaching with research, and (c) a research Master’s thesis.82 Nevertheless, some recent findings show that developing research skills is a component almost non-existent in teacher education curricula.83

In addition, the programmes are mainly oriented towards general methodology courses, whereas topics such as diversity, gender equality and inclusion or special needs education receive little attention in the initial preparation of teachers. The need for modules on social inclusion in teacher education curricula has been stressed as an urgent problem in the light of an increased rate of returnees (families with children) who, largely due to the economic crisis, arrive in Albania, mainly from Greece and Italy. Many children face serious issues with reintegration in Albania and schools are unprepared to address this issue.

Some experts point out that the ITE system is still primarily subject-based, with a structure that precludes teaching of specific skills and competences (e.g. in inclusion). Teachers, parents and community members echoed these concerns highlighting the rigidity of teacher-training faculties, which leaves no room for adjusting their teaching to student specific needs and results in inadequate teacher preparation for coping with diversity in classrooms.84

Similar views were expressed in the Ministry and World Bank’s report from 2010 stating that university students are still expected to ‘remember a large body of knowledge that is presented didactically, with little regard for time for independent learning, learning outcomes and the students’ actual capacities on graduation’. As further stated in the report, the implementation of the student-orientated approach still poses a challenge for university teachers.85

These problems stem mainly from inadequate preparation of teacher students for the reality of work in school settings characterised by: 1) predominance of the traditional teacher-input orientated approach; and 2) theoretical approach to pedagogical training, with no formal connection to ensure that student experiences in schools are reflected upon, discussed, shared and presented to the rest of the class.86 It has been confirmed by the stakeholder consultations that there is a clear need to detach from purely academic provision in teacher education.

---

80 Professional courses are courses that address educational theory and practice including teaching and learning assessment, educational psychology, didactics, etc.
81 Abdurrahmani, Boce (2011) Pre-service, teacher training reform in Albania, op.cit.
82 Vula, Saqipi, Karaj, and Mita (2012), op.cit.
83 However, this finding is limited since the researchers studied only the available documents - programmes and course descriptions. It is possible that individual course instructors address these themes more in general methodology/education courses. But, the extent and nature of addressing these themes is an instructor’s choice (Vula, Saqipi, Karaj, and Mita (2012), op.cit.)
86 Ibid; Vula, Saqipi, Karaj, and Mita (2012), op. cit.
education programmes. Student teachers lack practical knowledge and most universities do not consider school practice as an important element of initial teacher training.  

Currently, there are two models of teaching practice that are applied in ITE: in-class observation and active professional practice. In the framework of observations, students are asked to attend and observe five classes per week. In terms of active practice, student teachers are asked to teach five hours per week. However, the proportion of time spent specifically on professional training and the number of credits for a teaching internship vary not only across different universities, but also between departments and faculties within the same university (e.g. from 10 ECTS in lower secondary education to 16 ECTS in primary education in the 2010/2011 academic year). School practice is supervised by the university, which is responsible for assigning students to schools and cooperation with their principals to provide mentorship during students’ practice hours. Yet, the tutoring or mentoring system is underdeveloped and there are cases when university teachers responsible for this component of a programme have no experience in school teaching. Also, teachers who are appointed at school to assist practising student teachers often have no qualifications to fulfil this responsibility.

Overall, school practice emerges as the least developed component of the teacher education curriculum. Having been running for many years without any significant changes, it neither secures the provision of required teaching skills, nor meets the demands and needs of teaching faculties. The main problems faced by universities in this area include:

- the lack of clearly defined pedagogical concept and model of student practice;
- no corresponding syllabi, programmes of work, handbooks and methodology;
- ineffective supervision system of school practice without clearly defined responsibilities and duties of the parties involved;
- weak cooperation with schools;
- lack of resources to support internships;
- no clear assessment criteria;
- short time of the teaching practice (one month).

Poor infrastructure, especially with regard to laboratories, libraries, access to electronic journals, general learning environment and bookshops, further contributes to these problems.

The main changes in relation to school practice, as suggested by new teachers surveyed in a recent study, should emphasise those elements that bring ITE closer to the teaching reality and equip student teachers with knowledge on ‘different contexts of teaching and learning (the characteristics of the students, types of teaching and learning)’. As further proposed by recent graduates from HEIs providing teacher education, this could be achieved by the triggering following developments:

- providing support from mentoring teachers, who have extensive knowledge on different problems related to teaching;
- increasing the number school practice hours;

---

87 Stakeholder consultations (interview, international organisation), 19.03.2013.
88 Vula, Saqipi, Karaj, and Mita (2012), op. cit.
89 Stakeholder consultations (interview, teacher education provider), 19.02.2013.
91 Vula, Saqipi, Karaj, and Mita (2012), op. cit.
93 Gani, B. (2013) The professionalisation of new teachers towards the consolidation of their knowledge and competences. Department of Methodology of Teaching, Faculty of Educational Sciences, "A. Xhuvani University", Paper from the 1st Albania International Conference on Education (AICE) July 17, 2013 – August 17, 2013
introducing a practical module for class administration and evaluation of the competences; and,
creating possibilities for meetings devoted to peer-learning and exchange of experience.\(^{94}\)

### 3.5 Assessment methods

Teaching and assessment methods are mainly based on face-to-face in class teaching and examinations at the end of the semester.\(^{95}\) In 2008, writing a thesis connected to school context and practice was introduced as a compulsory element in Bachelor’s and Master’s programmes. Before 2008, 95% of all student teachers had to take a final written examination to graduate from a four-year Bachelor programme.\(^{96}\)

As for school practice, the responsible departments appoint a teacher as a supervisor for 15 students. The evaluation of students is based on the evaluation made by the supervisor with the support of a mentor, who is to help the practitioner to successfully perform the school practice.\(^{97}\)

It has been pointed out by some interviewees that cases of bribery to pass classes and examinations are not uncommon at HEIs. Such unacceptable practice has a negative impact on the overall quality of teacher education.

### 4 Support for new teachers

The following section is devoted to the provision of personal and professional support (‘induction’) for new teachers. When there are no systematic and/or national induction programmes, current practices to help novice teachers at the beginning of their career are discussed.

In 2011, the Ministry established a new scheme for teacher students (trainee teachers or novice teachers) to conduct one academic year of professional practice (or ‘professional internship’, as named in the new law from 2012) in primary or secondary schools. As stated in official documents, the professional practice aims to:

- ensure the quality and high performance in teaching by novice teachers;
- enhance theoretical and professional knowledge, skills and practical habits and ethical norms of teachers’ conduct;
- develop the capacity of future teachers to better adjust to changes in curriculum, teaching and communication with children and youth.\(^{98}\)

Teacher students who graduated from HEIs apply the RED/EO’s to be assigned to practice schools. Then, under the supervision of a school principal and a mentor, they perform a full-time teaching practice and fulfill professional obligations similar to those of other teachers of the educational institution in which they are practising. They also prepare a portfolio that includes information on their work experience (e.g. annual training plan, goals, tests, teaching resources and methods used, reflections on her/his experiences in professional practice).\(^{99}\) During this time they do not receive remuneration; the induction period counts for their seniority pension and entitles them to social and health benefits.\(^{100}\)

\(^{94}\)Ibid.


\(^{96}\)Vula, Saqipi, Karaj, and Mita (2012), op. cit.

\(^{97}\)Ibid.


\(^{100}\)Stakeholder consultations (interview, teacher education provider), 20.03.2013.
Specific responsibilities have also been assigned to teacher mentors. A mentor’s supervision of a practitioner makes up 1/4 of her/his overall workload and is divided into observation hours (2/3 of the time) and counselling classes (1/3 of the time). The main role of a mentor is to help a trainee teacher, through a number of responsibilities and activities, to successfully perform in professional practice (see Annex 2 on specific role and responsibilities of a mentor). The law also specifies a number of key features that should distinguish a mentor from teachers. These include among others: innovative ideas for interactive teaching and creative professional skills; willingness to collaborate with colleagues; ethical stance with students, colleagues and parents; and communication skills to find a common language with trainees and transmit the scientific information clearly.\(^{101}\)

Upon successful completion of one academic year of professional internship and passing the state examinations, teachers are entitled to practise the profession in primary and secondary education (see Section 5.1 below). The decision as to whether a practitioner has successfully passed the professional practice to sit for the final examination in order to obtain the license is determined by the local educational units.\(^{102}\)

As induction is a new development, of which results are yet to be seen, there are still some practical arrangements that need to be addressed. For example, the idea of mentorship is not supported and the mentor’s position is not considered as a step forward on the teacher career scale. The only incentive for teachers to become mentors is fewer teaching hours, but in practice, it is found to be difficult to reduce teaching hours, particularly in primary schools. The issue of salaries for novice teachers also remains unsolved and the responsibilities for licensing are yet to be granted to proper institutions. On the other hand, despite its newness, induction appears to be a more developed activity than school practice in terms of legal documents and by-laws addressing it.\(^{103}\)

HEIs are not involved in the induction process but according to the law, they should cooperate with IDE to develop orientation programmes for professional practice, based on core competencies of teachers.\(^{104}\)

Finally, it is worth mentioning here that the rules for recruitment and appointment of teachers in public schools have been changed by the Law on the Pre-university Education System (2012). Currently, teachers in national schools are to be recruited through open competitions, chaired by a commission composed by representatives of the Ministry, REDs/EOs and school representatives.\(^{105}\) The school principals run the final selections based on qualifications and professional suitability. Until recently, the vacancies for teacher positions have not been made public in most cases, which made the recruitment process prone to manipulation by the REDs. Teachers were appointed by the head of RED and the selection was influenced by political preferences and personal contacts with the RED’s leadership.\(^{106}\)

5 Continuing professional development of teachers (CPD)

Section 5 describes how continuing professional development (CPD) of teachers is approached in Albania. It looks at the CPD providers and financing of in-service teacher training and identifies

\(^{101}\) Other criteria include: proper performance of duties as a member of the staff; good performance during qualifying examination; the second category of teacher training in relevant subject; certificate of mentor (if applicable), good performance in accredited training programmes; high achievements of his/her students during Matura and final exam (Article 10, Decision No. 336 of 14.07.2011 on the Organisation of Professional Practices for the Regulated Teacher’s Profession).

\(^{102}\) European Commission’s Questionnaire ….op.cit.

\(^{103}\) Stakeholder consultations (interview, teacher education provider), 19.02.2013.


\(^{105}\) European Commission’s Questionnaire ….op.cit.

programmes, practices and activities for teachers’ professional development. It also reflects on knowledge, skills and attitudes (values) required from experienced teachers.

5.1 Providers and financing of CPD

In-service teacher training is provided by public or private organisations training agencies with accredited training programmes, selected in open competition, which have sufficient capacities to achieve the objectives and provide the content anticipated by the training programmes. Training is also carried out by non-governmental service providers. The role of universities in in-service teacher training provision is limited in contrast to ITE, which is their dominant activity.

The main central bodies responsible for CPD of teachers are the Unit of Human Resources at the Ministry and IDE. The Ministry is responsible for supervision and organisation of CPD, while IDE plans and compiles the standards and modules for teacher training. IDE is also in charge of the induction period for novice teachers.

At local/regional level, teacher training is organised and managed by the Education Offices, according to the annual plan of training and qualification activities. Training is also organised by schools in line with schools’ annual plan of activities in the domain of professional development according to subject departments.

As for the financing of in-service teacher training, it comes from the individual contribution of the educational employee, state budget, projects of local and foreign non-profit-making organisations, foundations, institutions, and other legal sources. The budget devoted to teacher training is considered insufficient to meet the needs in this area and teachers claim they have no financial resources to pay for their CPD.

5.2 Organisation of in-service teacher training

In-service teacher training can take the form of training sessions, professional networks, counselling, or short-term and long-term courses. At school level, a traditional form of peer-learning is to hold ‘open classes’ on regular basis.

The main areas of in-service teacher training carried out within the national state training system are: application of changes occurring in the curricula for different subjects, introduction of new subjects in school, improving the teaching process through effective methods and strategies, development of cross-curricula and extra-curricular knowledge, development of students’ critical thinking, human rights, democratic education, global and European civilisation, health care and environmental education (see also Section 8.3).

Professional development of teachers is planned by schools in accordance with their needs and in compliance with the central, local educational policies. Each school has its own annual plan of activities in the domain of professional development according to subject departments.

In line with the reform of teacher training currently taking place (see Section 2.4), the training sessions are now provided according to the ‘demand – offer’ system, based on the requests from the educational institutions and offers from licensed public or private training providers.

---

107 European Commission’s Questionnaire …, op.cit.
108 Ibid.
110 According to research results quoted in the National Strategy of Pre-university Education 2009-2013, about 43.1% of the teachers declared they could not afford a single day of qualification training away from their place of residence with their own funds, 18.78% declared they could only afford one day, and only 8.3% stated they could afford more than 5 days. Only a few teachers declared they had the opportunity to use small amounts to purchase pedagogical materials necessary for CPD and attestation.
111 Stakeholder consultations (questionnaire, Institute for Educational Development), 15.03.2013.
113 European Commission’s Questionnaire …, op.cit.
agencies. The Ministry announces the training needs for teachers in the pre-university education system and the content of training programmes is determined by in-service training providers. For instance, in accordance with the list of needs for 2011-2013, 14 private entities and 5 state universities applied to the Commission for Accreditation of Training Programmes. Accordingly, the Commission accredited 390 training programmes/modules, which are presented on the IDE’s website.

Documents and training certificates obtained throughout a teacher’s career are compiled in a professional portfolio. When a teacher wants to obtain a higher qualification category, in addition to passing the test, the portfolio must be submitted to the appropriate local educational unit (REO/EO), where it is reviewed and evaluated by a special committee (see Section 6.1). There are three qualification categories that can be obtained respectively after 5, 10 and 20 years of work experience.

Yet, despite recent developments in the CPD area, the legal obligation to participate in three days of professional training per year is considered as not enough to instil a deep change in the routine of teaching practice (see Section 2.4c). The lack of a system for recognition of teachers’ achievements - other than compulsory training - in their career scale has also been mentioned as an important barrier for approaching the CPD in a more involved way.

More attention should also be brought to the areas/fields covered by an obligatory three credit points training. Official documents do not specify the field in which training should be obtained (e.g. theory, pedagogy or subject teaching) and there is some tendency among teachers to attend courses that are perceived as easiest. Stakeholders suggested that the Ministry should divide the points to be obtained and oblige teachers to attend courses that will qualify them in more than one area (e.g. subject matter and teaching methodology).

Other concerns relate to the selection of approximately 20 agencies accredited to offer CPD courses to receive funds from REDs (when chosen to provide teacher training). Some leading universities offering accredited CPD for teachers have complained that they have never been selected to offer their services. On the other hand, most HEIs do not consider themselves a part of the in-service teacher training sector and very few applied when a call for accredited modules was launched by the Ministry. In addition, as indicated by some stakeholders, universities often do not have capacity to offer quality training for in-service teachers and most CPD courses offered by HEIs are purely theoretical.

6 Teacher qualifications and quality assurance

This section provides information on the qualifications (and diplomas, licenses, certificates, occupational grades) required to become a primary and secondary school teacher. It also explores that licensing system framework at different stages of teacher education and identifies which key stakeholders are involved in the quality assurance process in teacher education.

---

115 Stakeholder consultations (questionnaire, Institute for Educational Development), 15.03.2013.
117 Teacher’s portfolio contains a CV, documents, certificates and credits obtained through teaching experience, and is reviewed by a committee set up within the REO/EO where the teacher works (European Commission’s Questionnaire …,op.cit.)
118 European Commission’s Questionnaire …,op.cit.
119 One example is a training programme for teachers of grade XII in upper secondary education on the implementation of the new curriculum reform managed and conducted in 2011 by the Faculty of Natural Science (University of Tirana) in collaboration with the Ministry and IDE.
6.1 Qualification system for primary and secondary school teachers

The Law on Pre-university Education specifies that in order to teach in primary and secondary schools teachers must obtain a second cycle diploma of university studies. In addition, as provided in the Law on the Regulated Professions (with subordinate legal acts and amendments), a person who wishes to become a teacher must also fulfil criteria for practising a regulated profession and thus to perform professional practice and to take the state examination. Therefore, primary and secondary school teachers have the right to teach upon successful completion of professional internship during their induction period and passing the state exam.

Table 6.1 Minimum qualifications required to teach in primary and secondary schools

<table>
<thead>
<tr>
<th>I cycle (or other)</th>
<th>II cycle (or other)</th>
<th>Other</th>
</tr>
</thead>
<tbody>
<tr>
<td>Primary school teaching qualifications</td>
<td>Master degree</td>
<td></td>
</tr>
<tr>
<td>Secondary school teaching qualifications</td>
<td>Master degree</td>
<td></td>
</tr>
</tbody>
</table>

Teachers can also obtain qualifications in the course of their career. Based on their work experience and training (documented in professional portfolio) and successful passing of the examination for the respective qualification category, primary and secondary school teachers are eligible for three levels of qualification after 5, 10 and 20 years of teaching. They can be promoted to:

- ‘qualified teachers’ after at least 5 years of experience;
- ‘specialised teachers’ after at least 10 years of practice (but min. 5 years after becoming ‘qualified teachers’);
- ‘Master teachers’ after at least 20 years of experience (but minimum 10 years after becoming ‘specialised teachers’).

Promotion is connected to pay increases (determined by the decision of the Council of Ministers) to help differentiate teacher salaries by professional merit. The criteria and procedures of qualification of teachers shall be set out by instruction of the Minister. The main criticism towards this system is that after 20 years of service there are no further incentives for teachers to increase their qualifications and competences up until their pension (i.e. for more than 10 years). Other challenges that still need to be addressed in relation to teachers’ pay were discussed in Section 2.4e.

Teacher qualifications are managed and monitored by the Commission for Qualification of Teachers (composed of 5 members) and organised and administered by IDE and REDs/EOs.

6.2 Quality assurance mechanisms

Quality assurance is carried out at three levels: at national level by NIPE, at regional level by REDs/EOs, and at local level by educational institutions.

NIPE inspectors examine school activity through direct observations in classes, outdoor school activities, meetings with teachers, questionnaires and conversations (interviews) with teachers, reviewing official documents, and other approaches. The inspectors also monitor

---

120 A teacher of art can be a person who has graduated from the Academy of Arts and a teacher of physical education can be a person who has graduated from the Sport Academy (Albanian Ministry of Education and Science replies to European Commission’s Questionnaire on ‘Chapter 26, Education, Youth and Culture’, data completed in 2010).
122 Directive No.1 of 05.02.2013 on the Criteria and Procedures of Teacher Qualifications.
124 European Commission’s Questionnaire ….,op.cit.
125 Directive No1 of 05.02.2013 on the Criteria and Procedures of Teacher Qualifications.
the implementation of the teachers’ code of ethics and can provide advice to particular teachers, if requested by teachers.\textsuperscript{126} During school inspections, inspectors rely on the self-
evaluation of the institution and of its employees.\textsuperscript{127} The performance of teachers is evaluated by school principals and the periodical evaluation of school principals is conducted by REDs. At school level, School Directorates monitor and evaluate the quality of the teaching services provided by teachers following the Guideline for School Inspection and Teachers’ Evaluation. The following instruments are used in this process: observing teaching classes (peer review), mini-tests on the achievements of pupils per class or per subject chapter, semester or annual testing, questionnaires for pupils and parents.\textsuperscript{128} Teacher observation by a school principal throughout a year in line with a teacher development plan is considered as a somewhat unfriendly activity, stressful for all parties involved (teacher, pupils and school director).

Research findings disclose that one of the main shortcomings during monitoring and control that policy-makers (government officials, inspectors) execute over school education providers (teachers, principals) is the focus on procedural and organisational aspects rather than teaching and educational outcomes. Another challenge is the lack of effective ways to identify a low-performing school, teacher or principal (in terms of educational outcomes). In consequence, school education providers are held accountable to perform according to the legal requirements (e.g. a teacher coming to work, teaching, doing assessments, etc.), but not for the quality of their work.\textsuperscript{129}

As for more recent developments, the Code of Ethics has been approved. According to the current law, school principals should be licensed and enter examination according to a school leadership programme to become school principals for a four year mandate. This practice has not initiated yet and the leadership programme training is offered by NGO’s.\textsuperscript{130}

Despite these developments, the generally low scores in the OECD’s Programme for International Student Assessment (PISA) in 2000 and 2009 indicate a need for further investments in improving educational effectiveness and quality. The results from 2000 show that Albania was among the countries with one of the largest proportions of students below the basic reading literacy level, scoring the second lowest in literacy out of the 41 participating countries. The performance in mathematical skills was slightly better (third from last out of the 41 countries), but still significantly below the OECD average.\textsuperscript{131} In 2009, Albania was 59\textsuperscript{th} (Mathematics and Science) and 60\textsuperscript{th} (reading) respectively out of 65 participating countries. While comparison of results from 2000 and 2009 reveals that students’ overall performance in literacy and numeracy improved, there is still a considerable gap in educational outcomes when compared to other participating countries.\textsuperscript{132}

7 Innovations in teacher education

The subsequent part addresses the issue of innovations in teacher education, such as inclusion of novel topics in teacher education programmes, ICT-related teaching and learning, new ways of doing old things that worked well and proved to be effective. Important strategies/reforms that prioritise the adoption of new teaching/professional development models and the development of practical

\begin{itemize}
\item[126] Information from NIPE’s website, http://ikap.edu.al/?p=132&lang=en
\item[127] Regulation of the National Inspectorate of the Pre-university Education, 2010.
\item[128] European Commission’s Questionnaire ….op.cit.
\item[129] Quality Assurance in Basic Education in South East Europe. What Works in Our Region? A study coordinated by Bucharest-based think tank Romanian Academic Society, and compiled of several National Reports (National Expert from Albania: Estevan Ikonomi).
\item[130] Stakeholder consultation (interview, National Inspectorate for Pre-University Education), 27.06.2013.
\end{itemize}
ICT-related skills are also included. At the end of the section, opportunities and limitations for managing the change process in the teacher education programme are identified.

7.1 Innovative practices and developments

According to the Ministry of Education and Science, innovations and good practice in teacher training are now being introduced into the mainstream education and training system through the identification and introduction of new teaching models and practices. This can be achieved through:

- Identification of new practices and identification of innovative teachers and principals by the inspectorate and RED/EO;
- Ministry’s award ceremony for the achievements of the best teachers, schools and pupils in the country;
- Presentation of the most outstanding innovative aspects and practices of teachers and schools in the reports of the local and central inspectorate, in periodical papers prepared by REDs and EOs and distributed to all the schools in their region, and in the periodical journal ‘Mësuesi’ ('The Teacher');
- Employing innovative individuals as agents of change, by involving them in the local training of school teachers and principals;
- Demonstration of successful teachers’ experiences through ‘open classes’, with other teachers participating, and transfer of best practices and innovative aspects to other schools by NGOs, through projects and publications;
- Online exchange of best practices and experience and exchanges with partner institutions in the Western Balkans region and in other countries in Europe, through peer reviews and peer learning;
- Implementation of pilot projects in schools on contemporary models and methodologies, with the support of European partners.133

In addition, Article 30 of the 2012 Law on Pre-university Education System tasked regional and local educational units (REDs and EOs) with rewarding the employees of educational institutions for outstanding achievements. This initiative is financed from a special fund of the annual budget and the criteria for award are determined upon the decision of the Council of Ministers. As the law is new, its implementation and impact need time to show results.

As for innovations in ITE, they include the following changes in the teacher education curriculum134:

- A shift from former content-based courses to knowledge and research based academic courses;135
- Introduction of a ‘minor’ specialisation in second cycle studies, to further improve competences of future teachers;
- Adoption of an ICT course in the first cycle studies (ITE);
- Requirement of a research thesis to obtain a degree in teacher education;
- Implementation of professional competency-based learning under the Bologna process.

It is also expected that the introduction of Research as a new subject in teacher education for elementary, lower secondary and upper secondary school teachers, in line with the new curricula, will contribute to the application of research and innovation in classrooms.136

CPD training on the implementation of innovative practices in new areas of teacher expertise have also been supported by NGOs and international donors (see below and Section 8.3).

133European Commission’s Questionnaire …,op.cit.
135Stakeholder consultations (interview, teacher education provider), 19.02.2013
136Musai (2010) Teacher education in compliance with the knowledge society needs…, op.cit.
Step By Step Centre in Albania

Step by Step Centre in Albania was created in 2002, following the implementation of the Step by Step programme of the Albanian Education Development project from the Soros Foundation that started in 1994. The Centre promotes friendly education (until grade VI) by providing support for pupils, teachers and the whole school environment.

In collaboration with the Ministry, several schools from socially disadvantaged areas in different cities have been chosen to benefit from the project’s activities. Research results have shown that the overall performance of children who completed the schools supported by the project has improved significantly.

Apart from activities aimed at creating a child-friendly physical environment, the support addressed on-going development of school teachers by organising mentoring, peer-support, teacher study groups, and providing journals and newspapers in which teachers wrote about their own experiences. Sharing of experience with peers was a particularly important element, which empowered teachers by giving them the opportunity to learn from other teachers and have their say instead of relying on experts’ support only. At the beginning of the project, teachers were trained by international trainers. Later on local trainers took over this role. In addition to teachers, the whole school personnel, from school administrators to cleaning staff, was also supported to understand and believe in the child-friendly school concept.

Source: Stakeholder consultations (interview, NGO), Tirana, 19.02.2013.

While the examples presented above indicate a promising shift towards innovation, it should be noted that most of them are opportunities or recent initiatives with potential rather than well-established practices. One example is an effort to adopt a new student-centred model in the education system which is still suppressed by the traditional approach to teaching and learning and expectations towards students to memorise the assigned material. Other constraints for innovation in teacher education to be appropriately addressed as an urgent priority include: little room for reflective practice and thinking in teacher training curricula and new areas of teacher expertise (e.g. inclusive education) outside the remit of current pre-service teacher education; limited incentives for teachers to use creativity and implement changes; no research in the area of teacher education; and lack of professional literature in Albanian with examples of advanced, innovative practices.

7.2 The use of ICT

The innovation in teachers’ development for promoting a knowledge-based society is reflected in the introduction of ICT in teacher education and training. Communication, presentation techniques, and the use of information or digital technology have been included into the recent undergraduate curricula at faculties of education as two of the ten basic skills for a knowledge-based society. The training of teachers with ICT skills goes in line with a high priority given to upper secondary education pupils to acquire skills to communicate and present in the class and to other audience.

Since 2008, the Ministry of Education and Science has been implementing the project ‘Information and communication technologies in pre-university education’ which was to guarantee the functional use of 2000 laptops and video-projectors in classrooms in order to increase the quality of the teaching process. This project also entails all-level teacher training on the use of IT for teaching purposes. During training sessions teachers were to acquire

138 Ibid.
skills that would allow them to use multimedia products for independent research and for didactic purposes, to apply them in class with pupils during team work or individual tasks.\textsuperscript{139}

Other ICT-related projects in education include: the Master Plan for the Albanian programme on e-schools (2005-2009) supported by the UNDP, and projects on development of the Education Information Management System (EIMS) run by the Ministry. The provision for ICT training for teachers was one of the components of these initiatives.

Despite its promotion by the Ministry of Education, ICT and multimedia are not being widely used in teaching and learning.\textsuperscript{140} Some of the main obstacles for broader usage of ICT by school teachers identified in recent research include:

- difficulties with demonstrating the link between the usage of technology and improvements in the teaching and learning processes;\textsuperscript{141}
- inadequate incentives for teachers to continue their development of reflective practice with ICT;\textsuperscript{142}
- the need for more trainings, adequate time and materials (e.g. research studies on ICT contribution to traditional classroom teaching) for teachers to absorb the knowledge on ICT in classroom;\textsuperscript{143}
- further changes to be implemented in pedagogy to integrate ICT and multimedia in teaching and learning.\textsuperscript{144}

Finally, inadequate infrastructure (e.g. insufficient number of laboratories, Internet connectivity of low bandwidth, laptops and projectors for each teacher) and low levels of direct funding, both for infrastructure and activities, still pose a problem for more efficient use of ICT at school and in teacher education. According to the recent survey on the use of ICT and multimedia in teaching and learning in Albanian schools\textsuperscript{145}, secondary school teachers are often not equipped with laptops, which could be used to illustrate the lesson topic with videos, audio files, animation or images. Limited number of projectors per school creates further constraints for teachers to include ICT elements when conducting lessons.\textsuperscript{146}

7.3 The opportunities and limitations of introducing innovations in the teacher education system

The main opportunities and limitations of introducing innovations in the teacher education system are listed in Table 7.1.

\begin{table}[h]
\centering
\begin{tabular}{|c|c|}
\hline
\textbf{Opportunities} & \textbf{Limitations} \\
\hline
- New legal framework supporting competence-based approach, innovation & - Prevalence of traditional approach to teaching and learning practice. \\
\hline
\end{tabular}
\caption{Opportunities and limitations for introducing innovations}
\end{table}

\textsuperscript{140}Geography, History, Albanian Language and Literature, Biology, Physics, and Chemistry, were identified as the subjects, where ICT and multimedia are used more often (Ktona, A. and Sota, M. [2013] Issues with the use of ICTs and multimedia in teaching and learning, paper from the 1st Albania International Conference on Education (AICE) July 17, 2013 – August 17, 2013).
\textsuperscript{142}Ibid.
\textsuperscript{144}Ibid.
\textsuperscript{145}In total there were 735 questionnaires gathered from students from different regions who study in high schools in Tirana and at the Faculty of Natural Sciences. For more please see: Ktona, A. and Sota, M. (2013) Issues with the use of ICTs and multimedia in teaching and learning, paper from the 1st Albania International Conference on Education (AICE) July 17, 2013 – August 17, 2013.
\textsuperscript{146}Ktona, and Sota (2013) Issues with the use of ICTs..., op.cit.
Opportunities

- Innovative concepts and support from national and international NGOs.
- Training for teachers in communication technology skills and informatics.
- Introduction of research subject into teacher education programmes.
- Changes and development of technology reflected in the curriculum of pre-university education.

Limitations

- No research in the area of teacher education and lack of professional literature in Albanian with examples of advanced, innovative practices.
- Little room for self-reflection and thinking about innovative approaches in teacher training curricula.
- No incentives for teachers to use creativity and implement changes.
- Poor infrastructure.

Source: Analysis based on stakeholder consultations (interviews and questionnaire answers) and desk research.

8 Partnerships and interaction with external actors

Section 8 explores whether partnerships between schools and teacher education institutions are promoted and implemented in order to encourage schools to play an active and central role in developing teaching methods, improving the quality of teaching and extending the knowledge about teaching and learning. The role of private and non-governmental sector actors in the area of teacher education is also reflected as well as the influence of international experts.

8.1 Partnerships between schools and teacher education institutions

Article 5 of the Regulation of the Ministry on the Organisation and the Conduct of Professional Practice for Teaching as a Regulated Profession obliges HEIs offering teacher education programmes to collaborate with partners in developing guiding programmes and to ensure that students learn the best professional practice.  

Yet there are no official partnerships between schools and teacher education institutions and teaching faculties do not provide services for schools. The cooperation refers only to school or pedagogical practice of teacher students that takes place at schools (so-called ‘practice schools’). Limited contacts between teacher education institutions and schools limit the effectiveness of the teaching practice.

Among other factors that contribute to this problem are: the reluctance of some university staff to visit schools, unwillingness of local educational units to collaborate with private universities, and the lack of funding or any status for schools which agree to accept trainee students.

8.2 The role of the business sector in teacher education

Business is engaged only in the vocational education sector. Cases of cooperation between teacher education and the business sector have not been identified through this study, apart from private agencies accredited to provide CPD.

8.3 The role of NGOs and external support in teacher education

Most of the in-service training is provided by third parties, usually local or international non-governmental organisations (NGOs) or private institutes. They often offer expertise that educational institutions are not able to provide.

---

149 Universities sign agreements with the schools for the purposes of the teaching practice.
Albania is highly dependent on foreign aid and international organisations play an important role in shaping its education policies, setting the agenda with policy-makers and assisting teacher training in the pre-university system. Some of the key international players and their involvement are briefly discussed in Table 8.1 below. The main areas of both local and international support embrace inclusive education, development of education strategy, strengthening teacher development centres, and development of Master study programmes in education. As for continuing professional development, the main topics addressed are: human rights, gender, critical thinking, children’s protection, children with disabilities and special needs, health education, gender education, environment education, education on peace, the integration of Roma children, child labour and trafficking, including ICT in teaching, and implementation of a new curriculum etc. Given that many of these topics are more in line with the mandates of these organisations, there is an ongoing debate whether they deliver what Albanian society really wants and needs.

### Table 8.1 Examples of external support for teacher education and training

<table>
<thead>
<tr>
<th>Institution</th>
<th>Area of support provided</th>
</tr>
</thead>
<tbody>
<tr>
<td>Council of Europe</td>
<td>The CoE’s Pestalozzi Programme provides a variety of training to education professionals in order to enhance their knowledge and skills in respect of the CoE’s priorities in the education field: democracy, human rights and the rule of law. Another example of technical assistance launched in 2009 is a Project against corruption in Albania (PACA), funded mainly from EU funds. Among its main objectives is to contribute to the prevention of corruption in the education sector by improving transparency, accountability and social participation in the education system.</td>
</tr>
<tr>
<td>European Union</td>
<td>The EU’s Tempus Programme, started in 1992, offered training that focused on issues such as curricula, new teaching methodologies, and the application of advanced techniques in laboratory works. For instance, joint projects of the EU, Albanian universities and other Western Balkan universities aimed at establishing a new status for teachers and specialists of educational sciences, contributed to further development of professionalism in education in providing a concrete basis for the re-planning of initial teacher training programmes, and the creation of conditions for involving students and trainees in educational research. As for the IPA support in recent years, it focused mainly on raising the level and quality of general education, particularly among vulnerable groups (e.g. Roma community).</td>
</tr>
<tr>
<td>Save the Children in Albania</td>
<td>SCiA is active in modelling and promoting inclusive education interventions with local NGO and DPO partners. As part of its agenda, SCiA supported in-service training of about 9 100 teachers in 400 schools throughout the country (in 2008 alone). The training was directed at improving teaching and classroom management skills through topics such as student-centred methodologies, IEPs for students with special educational needs, and Roma children.</td>
</tr>
<tr>
<td>UNICEF Albania</td>
<td>UNICEF Albania initially focused on increasing teacher skills on inclusion (2001–2003) and is now more involved in supporting new teaching and learning strategies such as interactive and student-centred methodologies to prevent student</td>
</tr>
</tbody>
</table>

---

152 European Commission’s Questionnaire ..., op. cit.
154 www.coe.int/pestalo
155 Albania dropped from 95th position out of 176 countries in 2011 to 113th position in 2012 in the Corruption Perception Index (http://www.transparency.org/country#ALB).
156 http://www.coe.int/t/dghl/cooperation/economiccrime/corruption/projects/Albania/PACA_en.asp
157 European Commission’s Questionnaire ..., op. cit.
158 Project development of ‘Master Study Programmes in Education’, 44677-TEMPUS-1-2008-1-IT-TEMPUS-JPCR.
159 Save the Children, Albania Programme 2009 Annual Plan.
Other organisations active in the Albanian education sector include inter alia: UNESCO, IOM, World Vision Albania, UNDP, Soros Foundation, Swiss AlbVET and the German GTZ.

The provision of in-service training has been depicted as ‘largely and disproportionately delivered by NGOs’ and ‘lacking cohesion and coordination’. There have been some attempts to coordinate their actions with the Ministry, but this collaboration has not been substantial. Although since 2012 teacher professional development can be out-sourced to accredited non-governmental service providers, in the case of NGOs such activity has been sporadic. Most of the training courses that have been provided by NGOs are not recognised, and some major players in the sector have been unsuccessfully lobbying for introducing the credit system in the in-service teacher training system. Thus, whereas the state authorities recognise the input of NGOs to fill-in in the gaps in areas where specific expertise is needed, they do not associate it with the credit system.

### 9 Key strengths, challenges and perspectives

This final section summarises the key strengths, weaknesses and challenges faced by the national authorities and educational institutions in the area of teacher education. This is followed by considerations regarding the need for further policy action within the country reviewed as well as at Western Balkan and EU level.

#### 9.1 Current strengths and weaknesses of teacher education

**Table 9.1 Summary table: Strengths and weaknesses of primary and secondary school teacher education**

<table>
<thead>
<tr>
<th>Strengths</th>
<th>Weaknesses</th>
</tr>
</thead>
<tbody>
<tr>
<td>ITE</td>
<td>Modernised curricula focused on pedagogical and methodological aspects, key skills, ICT, English, research and teaching practice in</td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
</tbody>
</table>

---

161 Ibid.
165 http://www.bti-project.de/fileadmin/inhalte/reports/2012/pdf/BTI%202012%20Albania.pdf
### Strengths

- Introduction of a three-cycle system in line with the Bologna process.
- Introduction of Research as a new subject in initial teacher education.
- Introduction of ICT to initial teacher education.
- Outdated models of school practice, unchanged for many years.
- Underdeveloped mentoring system during school practice.
- Challenging implementation of the student-orientated approach in ITE.
- Uncontrolled enlargement of teaching faculties without stringent quality criteria applied to selection of students.
- Poor performance of students admitted to teacher education programmes.
- Lack of labour market analysis to guide the recruitment processes in ITE.
- Cases of corruption reported in ITE.

### Weaknesses

- Out-dated training curricula.
- Introduction of Research as a new subject in initial teacher education.
- Introduction of ICT to initial teacher education.
- Over-developed mentoring system during school practice.
- Challenging implementation of the student-orientated approach in ITE.
- Uncontrolled enlargement of teaching faculties without stringent quality criteria applied to selection of students.
- Poor performance of students admitted to teacher education programmes.
- Lack of labour market analysis to guide the recruitment processes in ITE.
- Cases of corruption reported in ITE.

### CPD

- Institutionalisation of CPD by developing a scheme for teacher professional qualification levels associated with a salary increase.
- Introduction of compulsory in-service teacher training.
- Out-sourcing CPD to external service providers and a transition from a supply-based to a demand-based system.
- Insufficient length and limited areas/fields of obligatory CPD for teachers.
- Unequal access to quality in-service training (e.g. no financial resources).
- Insufficient budget for teacher training to meet the needs in this area.
- No recognition of teachers' achievements outside the compulsory training.
- No further incentives for teachers to increase their qualifications and competences after 20 years of service.
- Cases of corruption reported in in-service teacher education.

### Probation/Induction

- Introduction of an induction year for novice teachers.
- Specific responsibilities assigned to teacher mentors.
- No salary for novice teachers undergoing induction.
- Idea of mentorship not supported and mentor's position not considered as a step forward on the teacher career scale.

### QA and evaluation

- Insufficient quality assurance/evaluation mechanisms. Existing measures focus on legal requirements instead of quality.
- Lack of indicators to identify weaknesses or poorly performing teachers or schools.
- Lack of harmonised indicators for teachers' assessment at regional level.
- Lack of criteria to assess institutions, school principals and teachers.

### Legislation and policy

- On-going reform of pre-university education, higher education and teacher professional development.
- Well-developed legal and policy framework in the field of pre-university education, teacher education and training.
- Development of a new model of teacher education.
- On-going modernisation process of curricula for teacher education.
- Introduction of open competitions in teacher recruitment procedures.
- Wide programme of teacher training in ICT.
- Most reforms legally grounded in the Pre-university Law (2012).
- Lack of coherence between the legal framework underpinning the reforms and the actual implementation, partly due to the lack of effective communication with teachers.
- Weak links between the reforms in the education system and initial and continuing teacher training (inadequate preparation of teachers to support the curriculum reform in general education).
- Insufficient needs assessment and evidence underpinning reform plans, not supported by appropriate research to guide reform processes.
- Teacher education standards not yet approved.
- Limited incentives for teachers to be innovative and implement changes.
<table>
<thead>
<tr>
<th>Strengths</th>
<th>Weaknesses</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Institutions</strong></td>
<td><strong>Lack of cohesion and coordination in the provision of CPD by NGOs.</strong></td>
</tr>
<tr>
<td>■ Establishing new bodies (IDE, NIPE, NAE, NCPE) to support the implementation of educational reforms.</td>
<td>■ Insufficient collaboration and unregulated relations between institutions providing teacher education, schools and other actors (e.g. business, community, NGOs).</td>
</tr>
<tr>
<td>■ Shifting more competencies to local government units in managing the education sector.</td>
<td>■ Low HEIs involvement (and capacity) in the induction and in-service training.</td>
</tr>
<tr>
<td><strong>Cooperation</strong></td>
<td><strong>Resources</strong></td>
</tr>
<tr>
<td>■ Developing new structures to increase the participation of the community in school life.</td>
<td><strong>Lack of professional literature for teachers to learn about advancements in teacher education.</strong></td>
</tr>
<tr>
<td>■ In-service training provision by local and international NGOs and institutions, particularly on inclusion-specific knowledge and skills.</td>
<td>■ Poor university and school infrastructure.</td>
</tr>
<tr>
<td><strong>Resources</strong></td>
<td><strong>Attitudes / Perceptions</strong></td>
</tr>
<tr>
<td>■ Support from international donors.</td>
<td><strong>Deteriorating social status of teachers.</strong></td>
</tr>
<tr>
<td>■ An increase in teacher salaries in public schools.</td>
<td></td>
</tr>
</tbody>
</table>

*Source: Analysis based on stakeholder consultations (interviews and questionnaire answers) and desk research.*

### 9.2 The need for further policy action

- Policy areas where further policy action at *the national level* is required:
  - Developing a strategy for teacher education that combines the following components: 1) reform of university-based ITE (stressing school practice); 2) further development of the induction procedure; 3) further incentives for CPD after receiving a formal qualification (recognition of achievements other than participation in accredited training).
  - Developing a concept of school-centred training and professional development of staff, with ‘practice schools’ acting as hubs of excellence in training for new teachers. Such centres could provide models for improving the quality of teacher training, encouraging the implementation of innovations in the field of education, allowing teaching theory to be practised as a part of teacher education programmes and support teacher training providers in the lifelong learning sector.
  - Providing incentives for public universities to apply additional admission criteria to avoid uncontrolled enlargement of education faculties (e.g. by providing more incentives to enrolments in other faculties) and directing the trend instead of leaving it open to the free market. The enrolment of students in teaching faculties should be proportionate to the need for teachers, identified through up-to-date research data; over-production of under-qualified graduates should be avoided.
  - Developing a mentoring system for school practice, incentives for the best teachers to become mentors, as well as clear common rules or standards guiding this area of teacher education (e.g. peer-mentoring groups, open classrooms, teacher study groups, professional journals by teachers for teachers).
  - Developing and regulating partnership programmes for the teacher education and teacher training sector to encourage cooperation of universities and other training providers with schools and other actors.
○ Thorough needs assessment when preparing the list of teacher training needs that gives priority to topics supporting the reform (e.g. courses on training in student-centred teaching methods, inclusive education).

○ Designing teacher standards in line with and in view of changing demands of the curriculum (e.g. the integrated curriculum).

○ Support for the decentralisation of CPD in order to better respond to regional, local, and school needs in annual plans for teacher education.

○ Developing and introducing incentive schemes for teachers, based on their performance (merit-based pay) rather than on the length of service, and other initiatives directed at increasing the prestige of the teaching profession.

○ Development of a stronger conceptual model for teacher education curricula with emphasis on: innovative teaching methods; cross-curricular competences; competences on integrated approaches to teaching and learning; issues of social inclusion, social cohesion and children with special needs, to create equal opportunities for all vulnerable groups.

○ Introducing alternative modes of delivering CPD training to ensure its quality and efficiency (e.g. intensive block training, distance learning, or a combination of both).

○ Providing incentives and support for teachers to efficiently use information and communication technologies to improve their teaching and learning processes.

○ Implementing initiatives and policies to combat corruption in the field of education.

■ Policy areas where cooperation at the Western Balkans level would be beneficial:

○ Cooperation between universities offering teacher education programmes to increase the mobility and cooperation between teachers in the region.

○ Establishing a regional teacher association or network to cooperate in various aspects (e.g. research, partnerships) and tackle many common problems related to the teaching profession in the region.

■ Policy areas where EU cooperation may be useful/sought:

○ Providing further expertise on teacher education in areas such as establishing partnerships between teacher education providers and schools, effective school practice and induction, developing the concept of learning outcomes and curriculum-based competences.

○ Facilitating the process of mobility grant applications for universities and teachers, which is currently considered as being difficult to follow and thus discouraging potential applicants from participation in mobility programmes.

○ Tackling the isolation of Albanian schools and universities by encouraging integration of teachers, schools, and education departments through cooperation with other countries (e.g. through twinning projects), especially in the region.

○ Support for creating a resource-base for teacher education (e.g. online libraries, platforms, databases).

○ Support for the development of professional associations of teacher educators in the region, promoting EU best practices in the area of teacher education.
Bibliography

Policy and legal documents


Law no. 10434, dated 23.06.2011 ‘On some amendments to Law no. 8872 dated 29.03.2002 Law for vocational education and training in the Republic of Albania’, which consists of the modernisation of VET in Albania, through the provision and improvement of the quality of professional education institutions.

Draft-Regulation for the Organisation and Conduct of Professional Practice for Teaching as a Regulated Profession, June 2011.


Studies, reports and other literature


Albanian Ministry of Education and Science replies to European Commission's Questionnaire on 'Chapter 26, Education, Youth and Culture’, data completed in 2010.


Gani, B. (2013) The professionalisation of new teachers towards the consolidation of their knowledge and competences, Department of Methodology of Teaching, Faculty of Educational Sciences, “A. Xhuvani University”, Paper from the 1st Albania International Conference on Education (AICE) July 17, 2013 – August 17, 2013.


**Interviews**

Directorate of Pre-university Education, Ministry of Education and Science, 19.03.2013  
Department of Education, Albanian University, 18.03.2013  
European University of Tirana, 20.03.2013  
Faculty of Education, University of Durrës, 19.03.2013  
Faculty of Natural Sciences, University of Tirana  
Faculty of Social Sciences, University of Tirana, 19.03.2013  
Independent Expert, 19.03.2013  
International University of Tirana, 19.03.2013  
National Inspectorate for Pre-University Education, 27.06.2013.  
Step by Step Center (Qendra Hap pas Hapi), 18.03.2013  
United Nations Development Programme, 20.03.2013  
Vocational Education Development Unit, Ministry of Education and Science, 19.03.2013

**Questionnaires**

Faculty of Social Sciences, University of Tirana  
Institute for Educational Development, Directorate of Development of Education Policies  
Ministry of Education and Science  
Trade Union Federation of Education and Science of Albania  
University of Tirana
Annex 1 Structure of education system in Albania

Annex 2  The role and responsibilities of a mentor

In line with Article 11 of the Decision No. 336 of 14.07.2011 on the Organisation of Professional Practices for the Regulated Teacher’s Profession, the role of a mentor is to help the teacher-trainee to successfully perform the professional practice through:

■ Development of the teacher-trainee’s skills through consultations, recommendations, comments and various activities;
■ Creating opportunities for the practicing teacher to implement modern, interactive teaching methods;
■ Using various tools for practicing teacher development such as participation in working groups, short-term training, personal career counselling etc.;
■ Assigning challenging tasks to a teacher-student to expand his or her professional knowledge;
■ Supervising the trainee’s performance by instruments specified in the appropriate regulation;
■ Providing the trainee with the information needed on the national education system;
■ Motivating the trainee to achieve target levels of performance.

In so doing, as further specified in Article 13, a mentor is responsible for:

■ Familiarising the trainee with relevant regulations and the format of trainee assessment: developing a monthly plan of observation hours for the trainee and hours when he or she acts as assistant teacher;
■ Holding the mentor’s schedule describing mentor’s work during observation hours and marking the main findings and advice of counselling sessions;
■ Completing assessment of practitioner for every observation hour;
■ Helping the practitioner to prepare the portfolio to submit by the end of the practice;
■ Preparing the evaluation report at the end of the practice.

Teacher Education and Training in the Western Balkans

Report on: BOSNIA AND HERZEGOVINA
This document has been prepared for the European Commission. However, it reflects the views only of the authors, and the Commission cannot be held responsible for any use which may be made of the information contained therein.

Contractor:

ICF GHK | GHK Polska Sp. z o. o.
ul. Waliców 11, 00-851 Warsaw
Poland
T +48 (22) 5839534
F +48 (22) 5839501
www.ghkint.com

Written by Terence Clifford-Amos (External Consultant)
Check by Aleksandra Duda (ICF GHK), Maria Golubeva (ICF GHK)

Edited by Helene Skikos, European Commission

September 2013

More information on the European Union is available on the Internet (http://europa.eu). Cataloguing data can be found at the end of this publication.


© European Union, 2013
Reproduction is authorised provided the source is acknowledged.
Publications Office of the European Union

2013 — 45 pp. — 21 x 29,7 cm
doi: 10.2766/62248
The Western Balkans Platform on Education and Training was launched on 7 March 2012. It is the latest EU initiative for enhanced policy dialogue and regional cooperation in the Western Balkans. Its objectives are to help to prepare better our partners in this region for their eventual participation in the EU’s policy cooperation framework, the Open Method of Coordination, to enhance their participation in EU programmes and to assist their reform efforts in the area of education and training. The Platform is also an opportunity for discussing issues of common interest among the participants, of sharing good practice and for identifying priorities and needs for further support.

One of the highest priorities identified by the Ministries of Education last year was the training of teachers, and EU support was requested on this topic. In response to this, the EU commissioned a study to map the situation of how teachers are educated and trained in that part of Europe, as comprehensive information on the subject is scarce. The objectives of this study were to look at the key policies, programmes, qualifications systems, quality assurance mechanisms, induction and mentoring programmes, continuing professional development and other aspects of teacher education and training in each country, but also to compare them across the region.

The results of this study are provided in individual country reports and a synthesis report comparing the strengths, weaknesses and good practices in the region. These reports will feed the policy dialogue of the Western Balkans Platform on Education and Training and will hopefully contribute to the on-going national reforms. The main results of the study will be presented, and experiences shared, in a regional seminar organised by the European Commission, under the Western Balkans Platform, in Ohrid in the former Yugoslav Republic of Macedonia, on 19-20 November 2013.

Teachers are among the most influential people in each individual’s life. We can all remember those who inspired us, pushed us and guided us. The importance of a teacher’s work cannot be overstated. It is directly linked to the quality of basic education provision, the development of key competences and it also impacts the quality of education at higher levels. That is why I am very pleased that the EU could contribute with this study to the policy dialogue on teacher education and training in the Western Balkans.
**Glossary**

**Assessment**
The sum of methods and processes used to evaluate the attainments (knowledge, know-how and/or competences) of an individual, and typically leading to certification.

**Classroom Practice**
The practical, school-based elements of any course of initial teacher education (ITE), lasting typically not more than a few weeks. It also includes teacher tasks undertaken outside the classroom, such as collaboration with colleagues or communication with parents. It is supervised by a school teacher, with periodic assessment by teachers at the training institution.

**Competences**
The set of learning outcomes: what a teacher knows, understands and is able to perform.

**Continuing professional development**
In-service (‘on-the-job’) activities that develop skills, knowledge, expertise and other characteristics as a teacher provided in a formal or informal way, beyond the basic training initially required to carry out the job. In certain cases, they may lead to further qualifications. The term is used interchangeably with ‘in-service training’.

**Induction**
A phase at the early stage of teacher’s career during which novice teachers, having completed the formal programme of initial teacher education, receive structured guidance and support (e.g. from mentors). During induction, new entrants carry out some or all the tasks incumbent on experienced teachers, and they are remunerated for their work. It normally lasts at least several months.

**ISCED levels**
International Standard Classification of Education (ISCED) is an instrument for compiling statistics on education internationally. It distinguishes between six levels of education: pre-primary education (ISCED level 0), primary education (ISCED level 1), lower secondary education (ISCED level 2), upper secondary education (ISCED level 3), post-secondary non-tertiary level of education (ISCED level 4), tertiary-type A education (ISCED level 5A), tertiary-type B education (ISCED level 5B), advanced Research Qualifications (ISCED level 6).

**Learning outcomes**
A statement of what a learner knows understands and is able to do on completion of a learning process. The learning outcome approach emphasises the results of learning rather than focusing on inputs such as length of study.

**Initial teacher education**
A pre-service training provided to student teachers before they have undertaken any teaching, eventually leading to a qualification to teach. It usually takes place in institutions of higher education.

**Probation period**
Temporary appointment in the form of a trial period, normally followed by permanent employment, of which conditions may vary. It can last between several months up to several years under varying conditions (depending on working regulations) and may be subject to a final assessment and is normally followed by permanent employment.

**Professional training**
Training that provides prospective teachers with both the theoretical and practical skills needed to be a teacher. In addition to courses in psychology and teaching methods and methodology, it includes in-class placements.

**Professional standards**
A statement of the professional knowledge, skills and competences required of the teacher at each career stage.

**Qualification**
A formal confirmation (e.g. certificate, diploma, degree) that an individual has achieved learning outcomes up to given standards; and/or the requirements for an individual to enter, or progress within an occupation.

**Teacher**
A person who is acknowledged as having the status of a teacher (or equivalent) according to the legislation and practice of a given country.

**Teacher Education Institution**
Any institution responsible for the overall delivery of a programme of ITE and the conferring of an ITE qualification.

**Skill**
Practiced/learnt efficiency in the performance of a specific (simple or complex) activity or a specific task.

**Standard**
A minimum level, depth and breadth of what is to be learnt. It provides the basis for final assessment, planning and implementation of teaching and training actions. Learning outcomes used in curricula can be considered as standards.

*Definitions applied by the European Commission, international organisations, or scholarly research.*
## List of abbreviations

<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>APOSO</td>
<td>Agency for Pre-Primary, Primary and Secondary Education</td>
</tr>
<tr>
<td>BiH</td>
<td>Bosnia and Herzegovina</td>
</tr>
<tr>
<td>CET</td>
<td>Core Expert Team</td>
</tr>
<tr>
<td>CFS</td>
<td>Child-Friendly Schools</td>
</tr>
<tr>
<td>CIP/CIR</td>
<td>Centre for Information and Recognition of Documents in Higher Education</td>
</tr>
<tr>
<td>CPD</td>
<td>Continuing professional development</td>
</tr>
<tr>
<td>EC</td>
<td>European Commission</td>
</tr>
<tr>
<td>ETF</td>
<td>European Training Foundation</td>
</tr>
<tr>
<td>EU</td>
<td>European Union</td>
</tr>
<tr>
<td>FBiH</td>
<td>Federation of Bosnia And Herzegovina</td>
</tr>
<tr>
<td>GTZ</td>
<td>Deutsche Gesellschaft für Technische Zusammenarbeit</td>
</tr>
<tr>
<td>HEIs</td>
<td>Higher education institutions</td>
</tr>
<tr>
<td>ICT</td>
<td>Information and communication technology</td>
</tr>
<tr>
<td>ITE</td>
<td>Initial teacher education</td>
</tr>
<tr>
<td>NGO</td>
<td>Non-governmental organisation</td>
</tr>
<tr>
<td>OECD</td>
<td>Organisation for Economic Cooperation and Development</td>
</tr>
<tr>
<td>PLC</td>
<td>Professional Learning Communities</td>
</tr>
<tr>
<td>RS</td>
<td>Republika Srpska</td>
</tr>
<tr>
<td>UNDP</td>
<td>United Nation Development Programme</td>
</tr>
<tr>
<td>UNESCO</td>
<td>United Nations Educational, Scientific and Cultural Organisation</td>
</tr>
<tr>
<td>UNICEF</td>
<td>United Nations Children’s Fund</td>
</tr>
<tr>
<td>VET</td>
<td>Vocational education and training</td>
</tr>
<tr>
<td>WB</td>
<td>World Bank</td>
</tr>
</tbody>
</table>
1 Primary and secondary education: an overview

This section provides a brief overview of the organisational and institutional aspects of the education system with a special focus on primary and secondary education. It defines the role of primary and secondary schooling, the role of primary and secondary school teachers, and lists the key school education indicators in this area.

1.1 Current structure of the education system

The education system in Bosnia and Herzegovina (BiH), defined and governed by four overarching framework laws in education and separate laws at entity and cantonal levels (see Section 2.1), which relate to the frameworks, consists of the following levels:

- Pre-school education (ages 0-6).
- Compulsory primary education (ages 6-15), organised in the Federation of BiH, in some cantons, as 5+4 and in other areas of the country, the organisation is 3+3+3.
- Secondary education (usually ages 15-19)
  - Gymnasia (ages 15-19)
  - Technical schools (ages 15-19)
  - Art, religious and special education schools (ages 15-19).
- Higher education
  - First cycle: Bachelor study programmes (Bachelor degree or an equivalent, at least 3 and no more than 4 years of studies, at least 180, and a maximum of 240 ECTS credits)
  - Second cycle: Master’s study programmes (Master’s degree or an equivalent, 1 or 2 years of studies, 60-120 credits, agregately with the first cycle - 300 ECTS credits)
  - Third cycle: Doctorate study programmes (the academic title of Doctor, or an equivalent, 3 years of studies, 180 ECTS credits).\(^1\)

Higher education is also offered by the higher schools. In accordance with Article 10 of the Framework Law on Higher Education, the term ‘higher school’:

- shall be limited to the higher education institutions accredited to issue diplomas and degrees of the first cycle, with goals including the preparation and training of individuals for expert, economic and cultural development of Bosnia and Herzegovina and promotion of the democratic civil society, as well as the accomplishment of high standards in lecturing and study;
- pertains to a higher education institution which implements at least one study programme from one scientific area and meets other requirements pursuant to the law.\(^2\)

1.2 Organisation of primary and secondary education system

Starting from school year 2003/04, the compulsory primary (basic) education programme in BiH lasts 9 years (as opposed to the former 8-year primary programmes), with a new entry age of 6.

The progressive introduction of the 9-year programme is followed by general and technical-vocational secondary education. Secondary education is offered in 4 year grades (grades IX-XII); these include gymnasia, technical schools, and related schools in art, religious and special education. Upon completion of the 4-year secondary education (4-year programmes) students will qualify to sit the Matura (school leaving examination) which, apart from its

---

\(^1\)Framework Law on Higher Education, Official Gazette of BiH, No 94/07, Article 5.

\(^2\)op.cit, Article 10.
recent introduction and operation in one canton, is currently being developed across the country.³

Table 1.1  Organisation of education system - at a glance summary table

<table>
<thead>
<tr>
<th>Description</th>
<th>Age/Years</th>
</tr>
</thead>
<tbody>
<tr>
<td>Age of pupils starting primary education</td>
<td>6</td>
</tr>
<tr>
<td>Number of years of primary education</td>
<td>9</td>
</tr>
<tr>
<td>Age of pupils starting secondary education</td>
<td>15</td>
</tr>
<tr>
<td>Number of years of general secondary education*</td>
<td>4</td>
</tr>
<tr>
<td>Number of years of specialised secondary education *</td>
<td>4</td>
</tr>
<tr>
<td>Number of years of obligatory education</td>
<td>9</td>
</tr>
</tbody>
</table>

*Pupils opt for either general, or specialised secondary education.

1.3  The role of primary and secondary education

In accordance with Article 3 of the Framework Law on Primary and Secondary Education, the objectives of education are:

- making knowledge available as a basis for understanding oneself, others and the world we live in;
- ensuring optimum development for every person, including those with special needs, according to their age, possibilities, and mental and physical abilities;
- promoting respect for human rights and fundamental liberties, and preparing each person for a life in a society which respects the principles of democracy and the rule of law;
- developing awareness of the commitment to the State of BiH, one’s own cultural identity, language and tradition, in a way appropriate to the legacy of the civilisation, learning about others by respecting differences and cultivating mutual understanding and solidarity among all people, ethnic groups and communities in BiH and in the world;
- ensuring equal possibilities for education and the possibility to choose at all levels of education, regardless of gender, race, nationality, social and cultural background and status, family status, religion, psycho-physical and other personal characteristics;
- reaching high quality education for all citizens;
- reaching standards of knowledge that can be compared to the international, i.e. European level, that is those that secure inclusion and continuation of education in the European educational system;
- encouraging lifelong learning;
- promoting economic development;
- participating in the process of European integration.

1.4  The role of primary and secondary school teachers

The mission and role of teachers in BiH remains the pursuance of integrated goals for educational improvement. Achieving these means fostering competences that amount to a ‘dynamic synthesis of knowledge, understanding, skills, abilities and values for life in the 21st century’.⁴ Opinions differ as to the contemporary role of teachers, however. On the one hand, there is the knowledge-orientated practitioner, and on the other, the teacher who is pupil-needs orientated. Such divergence in views is caused by the dichotomy of professional values in relation to the education of pupils.

³The Matura is currently in operation in the Tuzla Canton. Elsewhere in BiH, piloting will be completed by 2016. See Agency for Pre-Primary, Primary and Secondary Education (2012). DEVELOPMENT CONCEPT 2012-2016 www.APOSO.gov.ba/DWNLD/DEVELOPMENT_CONCEPT.pdf

One barrier to sustainable changes in teacher practice in teaching and learning was identified with the constant pressure of new tasks, which has tended to diminish the interest in the education of pupils as a vocational commitment. In primary schools, child-rearing remains a priority (although children still have to cope with a 14-subject curriculum). Subject teachers teach up to 2 subjects and classroom teachers up to 8 subjects. Such amounts of teaching may be excessive for classroom teachers, which for some teachers does not enable the necessary innovation required for a more modern pedagogical arena, and could intrude the child-rearing principle. New pedagogic methodologies, for example, formative assessment methods have been introduced, but their processes and organisation will need time to develop. In secondary schools, the role of teachers in the secondary education sector still remains knowledge-based rather than competence-based, particularly in the gymnasia, where formal didacticism in the classroom often prevails. The task for the pedagogical institutes is to make schools work harder on the processes of reform.

1.5 Key trends in numbers in primary and secondary education

Based on the data provided by APOS, the Agency for Statistics of Bosnia and Herzegovina and the UNESCO Institute for Statistics, the following trends in school education can be observed:


- The decline in pupil/student enrolment is explainable in terms of the annual birth rates, and although favourable for schools in terms of reduced class sizes, a contrary viewpoint must be true for the future of BiH, should this trend continue.

- The percentage of female teachers in primary schools, which was at 68.15% in 2005 varied from year to year by approximately 0.35% to 0.80% until 2011, when it rose to 69.56. The percentage of female teachers in secondary schools rose consistently from 52.66% (2005) to 59.91% (2011) although it was steady between 2007 (54.16%) and 2008 (54.12%). There is a small dip in 2009 (53.44%).

- Only one figure is shown (2010) for the youth literacy rate, which is very high, at 99.71%. In this category, the figures across the region are uniformly high.
### Table 1.2  Key statistics on primary and secondary education*

<table>
<thead>
<tr>
<th>Year Description</th>
<th>2005</th>
<th>2006</th>
<th>2007</th>
<th>2008</th>
<th>2009</th>
<th>2010</th>
<th>2011</th>
</tr>
</thead>
<tbody>
<tr>
<td>Public expenditure on education as % of GDP</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Public expenditure on education as % of government expenditure</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Pupils in primary education</td>
<td>380,686</td>
<td>374,707</td>
<td>367,176</td>
<td>361,329</td>
<td>357,873</td>
<td>335,403</td>
<td>334,457</td>
</tr>
<tr>
<td>Pupils in secondary education</td>
<td>164,743</td>
<td>162,434</td>
<td>160,497</td>
<td>154,665</td>
<td>145,681</td>
<td>144,774</td>
<td>149,523</td>
</tr>
<tr>
<td>Teachers in primary education</td>
<td>22,136</td>
<td>22,254</td>
<td>22,544</td>
<td>23,218</td>
<td>23,781</td>
<td>24,536</td>
<td>24,648</td>
</tr>
<tr>
<td>Teachers in secondary education</td>
<td>111,84</td>
<td>11,167</td>
<td>11,414</td>
<td>11,405</td>
<td>11,504</td>
<td>11,622</td>
<td>12,077</td>
</tr>
<tr>
<td>Pupil-teacher ratio in primary education</td>
<td>17.20</td>
<td>16.84</td>
<td>16.29</td>
<td>15.56</td>
<td>15.05</td>
<td>13.67</td>
<td>13.57</td>
</tr>
<tr>
<td>School enrolment in primary schools (% net)</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>83.94</td>
<td>85.25</td>
<td>88.35</td>
</tr>
<tr>
<td>School enrolment in secondary schools (% net)</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Percentage of female teachers in primary schools</td>
<td>68.15</td>
<td>68.96</td>
<td>68.08</td>
<td>68.96</td>
<td>68.61</td>
<td>69.06</td>
<td>69.56</td>
</tr>
<tr>
<td>Percentage of female teachers in secondary schools</td>
<td>52.66</td>
<td>53.95</td>
<td>54.16</td>
<td>54.12</td>
<td>53.44</td>
<td>56.25</td>
<td>59.91</td>
</tr>
<tr>
<td>Primary school completion rate, total (% of relevant age group)</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Youth literacy rate*</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>99.71</td>
<td>-</td>
</tr>
</tbody>
</table>

*Missing data could not be found on relevant national and international websites and has not been provided by relevant authorities.

**Sources:** Agency for Statistics of Bosnia and Herzegovina and UNESCO Institute for Statistics; the World Bank, [http://databank.worldbank](http://databank.worldbank)

---

7 The total number of pupils enrolled at primary level in public and private schools and the total number of pupils enrolled at secondary level in public and private schools.

8 Understood as a percentage of people aged 15-24 who can, with understanding, read and write a short, simple statement on their everyday life, [http://stats.oecd.org/glossary/detail.asp?ID=1536](http://stats.oecd.org/glossary/detail.asp?ID=1536)
2 Government policy in the area of teacher education

It is the aim of this section to outline the main legislative and institutional framework, national policies, reforms and strategies addressing primary and secondary education as well as school teacher education on initial and in-service level. The section ends with a list of envisaged future developments in these areas.

2.1 Legislative framework

Although separate laws for primary and secondary education exist across the 2 entities and the Brčko District, all relate to the overarching national frameworks, of which there are 4, and these offer guiding principles.\(^9\) The following laws are the most pertinent to this study:

- The Framework Law on Primary and Secondary Education in Bosnia and Herzegovina (adopted in June 2003) initiated a fundamental reform of primary (basic) education through the introduction of a mandatory 9-year programme. In 2003/04, Republika Srpska began implementing the new legal requirements, with the Federation following 1 year later. Article 44 of the Framework Law on Primary and Secondary Education states that `in the framework of the common core curriculum, public and private schools have the freedom to create and realise educational contents of their own will, in accordance with Articles 3, 7, 8, 10, 33, 35 and 40 of this Law’.\(^10\) The Framework Law on Primary and Secondary Education has been completed fully though not yet uniformly across the country.

The authorities responsible for the organisation of the education systems in the entities of Republika Srpska, the cantons of the Federation of BiH and the Brčko District, and the institutions providing education, including also other professional institutions in the field of education, undertake to apply and respect the principles and norms established under the law and to ensure education for all pupils under the same conditions. Good progress has been made in achieving these precepts in terms of harmonisation, though in 2010 it was claimed that there were still divided schools in BiH, with marginalised groups and national minorities being deprived of their right to quality education. Moreover, the ‘two schools under one roof’ practice, which separates students into their ethnic groups, does not permit cooperation with the full principles laid down in this law.

- The Framework Law on Higher Education in Bosnia and Herzegovina (adopted in 2007) ‘establishes the basic principles and standards for the acquisition of higher education in Bosnia and Herzegovina […] and is in line with the Convention of the Council of Europe/UNESCO on the Recognition of Qualifications in Higher Education in the European Region (ETS No 165, 1997)’ (Article 2).\(^11\)

Good progress has been made in the Bologna process and its application to the reform of academic programmes; however, the progress in the area of accreditation has been slower (see the reference to the EC progress report for 2012 in Section 2.3c). The Agency for Development of Higher Education and Quality Assurance, governed by this law, is now developing international perspectives and connections, and has prepared the document ‘Quality Assurance – European experiences and practice’. The Agency has held seminars and workshops in preparation for external quality assurance and accreditation.

- The Law on the Agency on Pre-school, Primary and Secondary Education (adopted in 2007) establishes the Agency and defines its responsibilities in Article 4 (see Section 2).

---

\(^9\) Bosnia and Herzegovina is divided into 2 entities – the Federation of Bosnia and Herzegovina and the Republika Srpska, each of which has autonomous political power. There is also the Brčko District, which is self-governed.

\(^10\) Framework Law on Primary and Secondary Education in Bosnia and Herzegovina. Official Gazette of BiH, No18/03, Articles 42-44; however, by 2008, two cantons had yet to introduce the new process.

2.2) Inter-alia, the Agency is competent for the establishment of the standards for the evaluation of the results accomplished and for the development of the common core for curricula in preschool, primary and secondary education.

All legal provisions outlined above as they stand are adequate and fit for purpose, though difficult to operate in complete independence because of the separate laws for the cantons, Republika Srpska and the Brčko District. However, the framework laws are those that create opportunities for working together in BiH and some success is being achieved through them.

The Ministry of Civil Affairs recognises that ‘on the path of BiH integration into the European higher education space, it is crucial to have many issues resolved in a single manner at the state level, through the adoption of the Framework Law’. Towards this future, this report asks whether it would possibly be helpful to BiH (see section 9.2) if there were a new Framework Law supporting both initial teacher education in the universities and the work of the pedagogical institutes. This is not currently under discussion in BiH.

2.2 Institutional framework

Organisational systems within education in BiH are complex. The legislative power and creation of education policy includes many administrative levels. For the education sector, the overall authority has been delegated to the 10 cantons of the Federation of Bosnia and Herzegovina (BiH), Republika Srpska (RS) and the Brčko District, each with a ministry of education responsible for the organisation and functioning of the education system. Each of the administrations has its own laws in the area of education, education budgets, the right to determine the education policy and has all other rights and obligations arising from the mandate of the competent education authority responsible for the organisation and functioning of education.

In accordance with Article 15 of the Law on Ministries and Other Bodies of Administration of Bosnia and Herzegovina, the Ministry of Civil Affairs is, inter alia, responsible for carrying out tasks and discharging duties which are within the competence of BiH and relate to defining basic principles, co-ordinating activities and harmonising plans of the entity authorities and defining a strategy at the international level in the field of science and education.

There are 3 new agencies that have been established as autonomous administrative institutions: the Agency for Pre-school, Primary and Secondary Education (established in 2009) – henceforth the Agency/APOSO, the Centre for Information and Recognition of Documents in Higher Education (established in 2008) and the Agency for Development of Higher Education and Quality Assurance (established in 2008).

The Agency for Pre-school, Primary and Secondary Education (APOSO) is responsible for:

- establishing standards of students’ knowledge and assessment of the results achieved;
- developing the common-core curriculum in pre-primary, primary and secondary education;
- conducting research aimed at evaluating students’ knowledge, standards of development, assessment of the results achieved and publishing the research results;
- providing advice to competent education authorities in relation to the prescribed standards of knowledge and application thereof;
- establishing and maintaining reporting mechanisms on the state of education in BiH in collaboration with the competent education authorities;

\[12\] Law on the Agency on Pre-School, Primary and Secondary Education in Bosnia and Herzegovina, Official Gazette of BiH, No123/07.


\[14\] Ibid. The constitution of BiH defines Bosnia and Herzegovina as a state consisting of two entities: the Federation of Bosnia and Herzegovina, and the Republika Srpska, and of the Brčko District as a separate administrative unit.

\[15\] Ibid.

\[16\] The Law on Ministries and other Bodies of Administration of Bosnia and Herzegovina, Official Gazette of Bosnia and Herzegovina, 5/03, Article, 15.
■ collecting, consolidating, processing and publishing data on knowledge quality and quantity;
■ conducting external assessment;
■ providing guidelines for conduct of teacher and associate training programmes in the field of knowledge standards and external assessment;
■ establishing contacts with the bodies of similar functions in other countries, as well as with international organisations and institutions for the purpose of harmonising education standards;
■ providing assistance in terms of the recognition of local certificates and diplomas (degrees) in other countries and the recognition of foreign certificates and diplomas (degrees) in BiH;
■ conducting other activities related to the establishment and application of knowledge standards and assessment.  

In its concerns for capacity and function, the EC Progress Report (2012) claimed that ‘despite an increase in staffing, APOSO was still not fully operational’. The recent response to this claim by the Agency was an assertion that the Agency is able to meet the strategic goals while operating at 50% of the planned capacity. In 2012, the Agency produced a comprehensive document: the Development Concept 2012-2016, illustrating ambitious plans and targets.

The Centre for Information and Recognition of Documents in Higher Education (hereinafter CIP/CIR), relevant to qualifications in university initial teacher education, is competent for:

■ information and recognition in the area of higher education;
■ coordination and international exchange of academic staff, students and programmes in the area of higher education;
■ representation of BiH in international projects in the area of higher education within its scope of competency;
■ through the international network of information centres (the ENIC/NARIC network), the provision of information to the higher education institutions in BiH related to foreign higher education institutions and programmes, as the basis for the recognition of degrees and diplomas for the purpose of further education at higher education institutions in BiH, and representation of Bosnia and Herzegovina in such networks;
■ provision of notifications and opinions on foreign degrees and diplomas in Bosnia and Herzegovina for the purpose of continued education at higher education institutions in BiH;
■ provision of advice and information on the issues within its scope of activity to parties with legitimate interest;
■ pursuant to the Lisbon Convention and its accompanying documents, submission of recommendations to the ministry of the Republika Srpska, the cantonal ministries and the Brčko District of BiH on the recognition of diplomas acquired outside BiH for the purpose of employment, continued education and pursuing of other rights arising from the qualification acquired.

The Agency for Development of Higher Education and Quality Assurance shall, inter-alia, be competent for:

■ determination of clear, transparent and accessible criteria for accreditation of higher education institutions and passing of norms determining the minimum standards in the area of higher education;
■ determination of the criteria for the selection of domestic and international experts who provide evaluation and perform the quality review and provide recommendations on accreditation of higher education institutions;

---

17 Article 5 of the Law on the Agency for Pre-Primary, Primary and Secondary Education, op.cit.
19 Development Concept 2012 -2016, op.cit
20 Framework Law on Higher Education, op.cit, Article 45.
provision of recommendations on the criteria and standards to the Ministry of Republika Srpska, cantonal ministries and the Brčko District of BiH for establishing and closing higher education institutions, and for restructuring study programmes;

provision of advice on the work and development policy to the Ministry of Republika Srpska, cantonal ministries and the Brčko District of BiH.21

A graphic presentation of inter-ministerial coordination in the education system in Bosnia and Herzegovina is presented in Annex 1.

2.3 National reforms addressing primary and secondary schooling

Conceptual and structural reorganisation of the primary and secondary education systems undertaken in BiH in recent years is discussed below. Reforms that address school teachers in particular are presented in Section 2.4.

a) Progress in School Reform

The Strategic Directions for the Development of Education in Bosnia and Herzegovina (with the Implementation Plan 2008-2015, henceforth referred to as Strategic Directions) claim that a significant progress is evident in the primary educational reform process, in that curricula have been modified with a reduction in superfluous content, and that child-centred teaching methodology has been implemented. There is evidence of cooperation between schools and local communities, while in secondary schools, a whole-day stay and learning is seen to be an important future matter to address as the current practice of shift teaching in both primary and secondary schools hinders students’ engagement in free-time and extracurricular activities in school and the school’s correlation with the local community.22

b) Common-core curriculum

The new common-core curriculum, introduced in the school year 2003/2004, in primary and secondary schools, is endeavouring to ensure consistency in education standards in all schools at all levels, and to ensure that pupils’ educational needs are supported. It is also intended to encourage positive relations within and between groups, and educationally develop a commitment to the state of Bosnia and Herzegovina (BiH). APOSO took on the responsibility for the new curriculum from the ad hoc temporary body described in the Framework Law on Primary, Primary and Secondary Education, which during the initial planning involved university professors, teachers and consultants from the pedagogical institutes.23

Prior to the common-core curriculum reform, the curricular model operating in BiH was an inflexible “one size fits all” curriculum, based on the belief that every student should learn the same thing at the same time’. Such an approach ‘relies on uniformity as an indicator of quality’ and hence it does not ensure that ‘strengths and weaknesses of individual students […] as well as variations in local / regional conditions are recognised’.24

Yet, the deployment of the common-core curriculum, which was ‘designed to allow children to attend classes together regardless of their ethnic background’ (while at the same time preserving their cultural identity) has raised some concerns. According to the European Commission against Racism and Intolerance (ECRI), the translation of this provision into practice has been uneven as some cantons in the Federation did not begin implementing the

---

21Ibid, Article 48.
23Information provided by the Agency (APOSO), 18th July, 2013; Framework Law on Primary and Secondary Education, op.cit, Article 43. One stakeholder expressed the view that the establishment of the CCC ought to have been based and progressed on the basis of research and its outcomes.
curriculum until the 2009/2010 school year. Appreciably, implementing the common-core curriculum can be an intricate, if not formidable process, which is doubtless why the ECRI commented on the ‘steps taken in the Brčko District towards teaching children part of the common-core curriculum together, with the teacher delivering classes in his or her own language but being trained, and obliged, to support children using all three official languages of BiH’. Supportively, the Brčko District (a poll conducted in 2004) found that the residents were more in favour of integrated education than those in other parts of the country, with as many as 90% claiming to be happy with the notion that children with different national backgrounds should be together in the same school. However, around the same time, critics argued that there were still ‘mono-ethnic primary schools, or schools in which one ethnicity had a clear majority.’ Today, in 2013, ethnically divided schools still remain.

A number of problems and obstacles regarding the compulsory primary education planning, organising and implementing, has been also recognised by APOSO. According to the Agency’s Development Concept, present results in the mother-tongue, mathematics and science survey, indicate that the implementation of the current primary school common-core curriculum in BiH is below expectations. The Development Concept states that the future of the common core curriculum - alongside the common teaching concept – needs to be further modernised, to include:

- the learning goals; outcomes and standards per subjects; learning concepts that promote learning processes, knowledge acquisition, key competencies and life skills development; subjects correlating; integrated and child-oriented methods of learning; the differentiation, individualisation, appropriate approaches in assessment, tracking on students’ learning progress, and the school working culture.

Towards these goals, APOSO is currently completing its work on the development of the learning outcomes for nine grades of primary school by grades and subjects, and between 2013 -2016 will develop further measures for the common-core curriculum, including the curricula for pre-primary schooling. Between 2013- 2014, the Agency will ‘monitor and estimate’ progress in the common-core curriculum.

c) New autonomous administrative bodies

The remits of 3 newly-established institutions, APOSO, CIP/CIR, and the Agency for Development of Higher Education and Quality Assurance, operating as autonomous administrative agencies are outlined above (Section 3.2). Regarding their function, through the EU support, strengthening the capacity of APOSO is a means towards better quality education through its concentration on reform and improvement. The current work of APOSO includes involvement with the following projects:

- Implementing an integrated professional counselling concept in the Western Balkans;
- MDG F- ethic code, evaluation instruments and an action plan for further development;
- Improving the Roma children pre-primary education enrolment in BiH;
- Entrepreneurial Learning in the Education Systems in Bosnia and Herzegovina;
- History for the Future – Towards Reconciliation through Education.

26Ibid, p.27.
27OSCE Mission to BiH. Lessons from education reform in Brčko: http://www.zapravnicnoobrazovanje.ba/Publikacije//Education%20in%20Education%
29Development Concept 2012-2016, op.cit.
30Ibid.
31Development Concept 2012-2016, op.cit.
Under the remit of CIP/CIR (the Centre for Information and Recognition of Documents in Higher Education) international recognition of qualifications is a reform area which is leading to the transparency of higher education qualifications in BiH, including qualifications pertaining to academic initial teacher education. CIP/CIR currently has an agreement between Austria and BiH on equivalences in university education (established in 1979 and still active) and an agreement with Serbia in the areas of Education, Culture and Sport. In 2013, CIP/CIR has issued new Recommendations on the Criteria for Evaluation of Foreign Higher Education Qualifications in a Recognition Procedure for the Purpose of Employment and Further Education.

Apart from the higher education commitments in which the Agency for Development of Higher Education and Quality Assurance is engaged, the Programme of Work for 2011 (the latest published and adopted at the 152nd Meeting of the Council of Ministers) outlines the process for institutional accreditation in BiH, which, in terms of quality assurance, is a cornerstone of the Bologna reform process.

An overdue reform, now being implemented by the Agency, is the development of its capacity to undertake the accreditation of higher education institutions. The previous system of accreditation came under the jurisdiction of cantonal ministries of education in FBiH and the Ministry of Education and Culture in Repubika Srpska. To date, the progress of the Agency has been slow, but as the EC Progress Report for Bosnia and Herzegovina (2012) announced, the accreditation of HE institutions under the Agency had begun. 32 Accreditation/reaccreditation for the faculties offering initial teacher education will provide an opportunity to review all curricula and practice, including a review of the arrangements for teaching practice. This, however, will be possible at the programme accreditation level which will be during the next phase of the Agency’s programme.

The 3 agencies are gradually gaining momentum and relating to education and higher education in BiH in the overarching functions with which they are charged. This, in principle, apart from the detail of work they actually undertake, is their principal strength. That all levels of BiH education contain some form of complexity means that any additions to the current existing agencies would be undesirable, apart, that is, for a) the need to establish and develop an agency for quality-assuring schools, and b) establishing arrangements within the Agency for Development of Higher Education and Quality Assurance for the quality assuring of initial teacher education in the universities and the work of the pedagogical institutes (see Section 9.2).

d) Entrepreneurial Learning

The Strategy for Entrepreneurial Learning in Education Systems in Bosnia and Herzegovina for the period 2012-2015 is a product of broad consultation among all relevant stakeholders in the fields of education, business and non-governmental sector. The document was endorsed by the Council of Ministers of BiH in March 2012 and has been financed by the European Union through IPA 2007 programming.

The aim of this strategy has been to strengthen and promote ‘lifelong entrepreneurial learning’ at all levels of education. The document is based on the principle of lifelong learning and partnership, and aims to promote the European Union’s Europe 2020 strategy with its policy recommendation for growth, sustainability and employability.

In relation to primary and secondary schooling, the work on Entrepreneurial Learning has the following objectives:

- increasing awareness of the entrepreneurial spirit in primary and secondary education;
- introducing a sense of initiative and entrepreneurship as a key competence throughout the curriculum in primary and secondary education;

32EC (2012) Bosnia and Herzegovina Progress Report, op.cit. Information from the Agency for Development of Higher Education and Quality Assurance confirmed that the process of Accreditation (institutional) for higher education institutions began on 12th March, 2012. The Agency has not yet begun the accreditation of individual academic programmes.
acknowledging the central role of teachers in promoting Entrepreneurial Learning and gradually introducing entrepreneurship education as an integral part of pre-service and continuous in-service teacher training;

- promoting school-based partnerships for Entrepreneurial Learning.

As for the level of higher education, the main goals focus on promoting effective links between HE institutions and the business community; embedding Entrepreneurial Learning across the curriculum of HE institutions; and increasing the level of involvement of persons with higher education degrees in the business sector.\(^3\)

The strategy appropriately relates to the ‘Small Business Act for Europe’ in its focus on small enterprise and is also subject to regular assessment of BiH’s performance by the EC. The ongoing work has considerable potential for partnerships at the state level, given the large number of involved personnel – representatives from education, business, civil society, the Federation (and the 10 cantons), Republika Srpska and the Brčko District.\(^4\) The pedagogic institutes involved have implemented a teacher training programme which is being ‘road-tested’ in some 20 pilot schools.\(^5\)

The 2012 Torino Progress Report’s assertion that ‘teachers and school directors have a critical role to play in embedding entrepreneurial learning in schools’\(^6\) is answered through the progress of this project. Teachers have been enthusiastically developing ideas for scenarios across different curriculum areas to suit a wide range of subjects and pupils. The schools have been highly creative and have tailored scenarios to be age-appropriate and within some schools, pupils from different year groups have been involved in supporting a single scenario in different ways according to their age and ability.

Pupils have entered the spirit of the entrepreneurial scenario quickly and seriously, and have developed a ‘plethora’ of scenarios to engage in ‘such topics as: measures to improve flood protection, developing the first school newsletter, making and selling jewellery to support a home for children with special needs, improving the school yard, professional orientation, making and selling soap to get school books, submitting a bid for project funding, encouraging healthy eating, and planning and organising the school excursion’. They have been self-starting, innovative and creative. Across the country, teachers, pedagogical institutes and a range of involved actors have given their enthusiastic support. At this point in time, the workings of the strategy must be regarded as highly successful.\(^7\)

Strong progress has been achieved by the Core Expert Team (CET) in drafting module proposals for in-service teacher training for Entrepreneurial Learning in BiH. The modules: ‘Entrepreneurial learning and the Environment, and ‘Methodology and Learning Concepts for Entrepreneurial Learning’, are included in the document ‘A Curriculum for Professional Teacher Development Programme in Entrepreneurship Learning’, common to all primary, secondary, and initial VET. ETF provided support to CET (which has been created under the EU EL project). The above document has been developed by CET, a group of colleagues from the pedagogical institutes, ministries and a number of schools in BiH. The work stemming from these modules continues.\(^8\)

The strengths of this venture are transparent. Perhaps at this stage the only significant estimated prospective weakness is that of sustainability, which is why Entrepreneurial


\(^{34}\)Strategy for Entrepreneurial Learning, ibid; Stakeholder consultation (information from the ETF), 9.07.2013.


\(^{37}\)ABU Consult (2011), Learn to be Entrepreneurial: Entrepreneurial Learning in the Educational Systems of Bosnia and Herzegovina, ABU Consult, Sarajevo.

\(^{38}\)ETF (unpublished document), ‘A Curriculum for Professional Teacher Development Programme in Entrepreneurship Learning’: ETF Country project Bosnia and Herzegovina 2011-2013; awaiting publication details; information provided by a representative from ETF.
Learning must not become a sparkling novelty and be consigned to a particular period in the history of BiH education. Efforts must be made for the subject to grow and have an impact at all levels of schooling and beyond.

e) Long-term goals (2011-15) for primary and secondary education

In accordance with the Strategic Directions and the document’s comprehensive reform programme, the main long-term goals are listed to 2015 and in some outcomes this date is probably minimum, though there will doubtlessly be a full evaluation of progress by the appropriate body in 2015. The long-term goals are:

■ For compulsory education:
  – Enrolment and completion rates in compulsory education increased to 100%;
  – All lower primary grade pupils to study one foreign language starting not before the 3rd grade and another one in the higher grades but not before the 7th grade of primary school;
  – All primary school principals to have completed a minimum training level for managing the upbringing of educational institutions.

■ For secondary education:
  – Enrolment rates in secondary education increased to 90%;
  – Enrolment share in gymnasium and 4-year vocational schools increased to 80%;
  – Possibilities for students to enrol from 3-year to 4-year secondary school to be ensured;
  – All secondary school principals to have completed a minimum qualification level for managing the upbringing of an educational institution;
  – Externally evaluated Matura exam to be introduced at the end of 4-year secondary education.

The Strategic Directions also refer to the development in 5 new (EU-identified) basic pupil skills: literacy in natural sciences, foreign languages, ICT skills, a developed technological culture, and entrepreneurial and social skills. \[^{39}\] Much effort is needed if these longer term goals are to be met by the due date. For example, elsewhere in Strategic Directions, the intentions of abolishing the ‘two schools under one roof’ practice by 2010 at the latest, have not yet happened at 2013.

The Strategic Directions’ long-term objectives in the area of education and professional development of educators and teachers are discussed in Section 2.4. Their implications for teacher education are yet to be realised, save for the work of APOSO, which is broadening the range of its portfolio of work.

However, justifiably, it should be said that the EC’s Bosnia and Herzegovina 2012 Progress Report, seems underestimating in its claims, that ‘little progress can be reported in Education’. \[^{41}\] This report and its 3 predecessors appear to be unaware of the country-wide progress in the areas of pedagogic transformation in the developmental work of schools, in for example: Zenica (Zenica-Doboj Canton) and Republika Srpska (section 7.1), the ‘on the ground’ work of APOSO and the actual achievements of the Centre for Information and the Recognition of Documents in Higher Education. \[^{42}\] In this latter case, the EC 2011 Report’s

[^39]: See footnote 3.
[^40]: Strategic Directions, op.cit.
[^41]: EC (2012). Bosnia and Herzegovina Progress Report. op.cit; see also the Delegation of the European Commission to Bosnia and Herzegovina (2012). 2012 Report on Bosnia and Herzegovina Published: http://www.delbih.ec.europa.eu/News.aspx?newsid=5455&lang=EN, which states that "In Bosnia and Herzegovina there has been almost no progress. We have seen a high level of rhetoric about EU integration – but little action and few results delivered. This is very disappointing and means that Bosnia and Herzegovina has fallen further behind in the region. This needs to change because there are clear tasks to be done – most of which cannot be achieved without the widest political consensus".
claim that the Centre was ‘not operational’ was met with strong denial and fervent illustration to the contrary.\textsuperscript{43}

2.4 Reforms, policies, and programmes on teacher education

Policies, action plans, and strategies outlining priority directions and support for the implementation of changes in relation to teacher education in BiH are listed below.

a) White paper on Shared Modernisation Strategy for Primary and General Secondary Education in BiH

The Medium-Term Development Strategy of BiH, 2004-2007 did not achieve all its goals, which was a disappointment considering the key year of 2003, which produced a well-conceived and important paper situated at the head of the modernisation agenda and galvanised cogently a number of needs in teacher education to include:

- an appropriate level of education, competence in the pedagogy-psychology and didactics-methodology in the appropriate teaching area / subjects;
- competence to diagnose and respect needs, individual differences and styles of learning;
- competence to create conditions and the environment for active learning and inclusive education;
- competence for the evaluation of learning outcomes and student development, and the methods and approaches used in teaching;
- competence of a leader, facilitator, diagnostician, instructor of active teaching, coordinator, creator of new interpersonal relations, builder of attitudinal climate in the classroom and manager of the teaching process;
- motivation for permanent professional development in readiness for change in education.\textsuperscript{44}

This discussion paper as a shared modernisation strategy was to ‘realise an education for all in BiH through a modernised education system on a par with European standards, flexible to adapt to changing societal demands’.

In 2013, it is difficult to measure the achievement levels in all of the above advanced concepts and practices in teacher education and in schools, but it is unlikely (from the interviews and consultations with stakeholders) that evidence would reveal mastery or achievement in them all, some ten years on, but progress is certainly in evidence. Notwithstanding these matters, below are found the central key reforms and developments, where progressive development can be located in BiH.

b) Teacher training for social inclusion in education

Social inclusion continues to be a priority in BiH. The Strategic Directions articulate a number of wide-ranging precepts and objectives regarding inclusion in schools.\textsuperscript{45} However, research carried out by the University of Tuzla in 2010 implies that although primary schools are slowly including marginalised groups of children in their programmes, there is still no clear evidence of progress in this area.

\textsuperscript{43}The Centre claimed in a recent communication (9\textsuperscript{th} July 2013) that by 2011, it had completely fulfilled its role in accordance with the Articles 44 and 45 of the Framework Law on Higher Education in Bosnia and Herzegovina and that institutionally they become stronger and better trained each year.

\textsuperscript{44}BiH Education Authorities (White Paper 2003), Shared Modernisation Strategy for Primary and General Secondary Education in Bosnia and Herzegovina: http://www.planipolis. iiep. unesco.org/upload/Bosnia\%20and\%20Herzegovina/

vision and strategy for establishing the inclusive school and classes.\textsuperscript{46} One example of a social inclusion activity that includes teachers, relates to the advanced teacher training for ‘Introduction of an alternative subject to religious education’ in primary schools of the Zenica-Doboj Canton.\textsuperscript{47}

According to a study commissioned by the European Training Foundation (ETF, 2010), differentiation and individualisation in teaching are difficult to achieve in BiH, as the country is hard-pressed for resources.\textsuperscript{48} The ETF’s report further asserts that ‘securing reliable funding to prepare teachers for inclusive education, and addressing their real needs in the development of relevant competences’ remains a challenge.\textsuperscript{49}

c) Child-centred methodology

In 2002, UNICEF encouraged the Child-Friendly Schools (CFS) Project in BiH, designed to address the quality of teaching through changing teaching practices. By introducing child-centred pedagogical approaches and developing child participation, the project has initiated a change in the culture of pedagogy in the country. The initiative now extends to training establishments and classrooms in each canton, region and district across BiH, encouraging a change in school-management practices, while fostering a more dynamic professional development. Schools have been equipped with accommodating classroom basics, including round tables, chairs, bookshelves, display boards, books and teaching aids. According to the second evaluation of the CFS Project, the progress in this has been significant and fairly widespread: at the end of 2007, 97% of lower primary school teachers and 58% of upper primary school teachers had been through either basic or advanced training in child-centred methodology (although the 97% figure, in particular, has been disputed, and alarmingly so by one stakeholder as inflated and unrepresentative of the actual situation).\textsuperscript{50}

It is claimed that by 2008, over 100,000 children were in child-friendly classrooms at 500 elementary schools across the country.\textsuperscript{51} BiH has been endeavoursing to remove barriers to ‘equal life-long learning’ towards full participation of all. In practice, this means that there should be no ‘rejected, segregated, or stigmatised students or other forms of social exclusion’. In an increasingly heterogeneous society, the education system demands differentiation and individualisation in teaching; despite the challenge regarding the proportions of success, a progress in this initiative has been made.\textsuperscript{52}

d) Second-cycle admission into teaching

In line with several EU countries and recently its development in Serbia, the developing Master’s level entry into secondary school teaching places greater demands on qualifications and has the potential to enhance the status of teaching as a career in BiH.\textsuperscript{53} However, while this initiative is good for the personal development of individuals, education and the status of the profession, the additional study period does not come with a guarantee of additional reward or remuneration for teachers. This may be a disincentive for teachers in training.


\textsuperscript{47}OSCE, Mission to Bosnia and Herzegovina. Education: http://www.oscebih.org/Default.aspx?id=3&lang=EN


\textsuperscript{49}Ibid.

\textsuperscript{50}Stakeholder consultations (interview, state authorities), 14.06.2013.


\textsuperscript{53}World Data on Education, op.cit.
e) Establishment of a Baseline Qualifications Framework for Bosnia and Herzegovina

This initiative, adopted in March 2011 by the Council of Ministers of BiH, is an important step towards quality-assured qualifications, and an opportunity to benchmark against the European Qualifications Framework. This would enable the integration of BiH higher education qualifications into the European Higher Education Area. Transparency is vital for the labour market and towards international comparison and European integration in education.\(^{54}\) This development brings BiH in line with many European and international countries.

f) The Bologna process in relation to initial teacher education

Following the 2003 reforms of the school curriculum, the universities began to embrace more fully the Bologna agenda, having signed the Lisbon Convention in 2002 and after the accession of Bosnia and Herzegovina to the Bologna process in September 2003.

The process has involved the introduction of recognisable and comparable study degrees, external and internal quality assurance systems, student mobility, including the validation of study periods, and ECTS and Diploma Supplement structures. Stakeholders have claimed that the structures have changed, in one case causing staffing shortages where the full annual ECTS load of 60 credits is allocated and has to be accommodated.

For intending teachers at the universities, new study programmes such as Information Technology and Technical Education, and Culture of Living and English Language were introduced at the existing teachers’ faculties and academies of pedagogy. The profile of higher education institutions (HEIs) for teachers’ education changed with the introduction of the professional nomenclatures of the Faculty of Pedagogy and the Teachers’ Faculty. These were established and dedicated to the preparation of teachers for all levels of schooling.

Concerning the modernisation of study programmes, increasing the quality of initial teacher education (post-Bologna programmes) and identifying needs of teachers and developing in-service teacher training plans, considerable improvements in teacher education have been achieved. This is reflected in the initiatives of universities to develop more partnerships with schools, seeking ways of providing student contact with schools and through Tempus projects in modernising initial teacher education.\(^{55}\) The pedagogical institutes are involved in school project work and training, including the current and successful Entrepreneurial Learning Strategy. However, it is difficult to discern the different scales of progress across schools and teacher education providers and also how they relate and connect to each other.\(^{56}\)

2.5 Forecast of policy needs in the field of teacher education

The Strategic Directions set out a number of priorities for teacher education and professional development in BiH, but without explication as to how these will be achieved:

- Postgraduate study programmes for broader education need to be designed. There is little detail on this in terms of what it means. This Report assumes that it will involve a broad range of post-graduate study possibilities opening up for teachers across a range of teacher, school, pupil, curricula and other related areas.
- Training centres to be established within the teacher education faculties. There is no evidence of this taking shape in either Bihać or Sarajevo, two of the three universities sampled in this report.
- Licences for teaching profession to be introduced and reissued. The Strategic Directions state that: "vocational teacher licenses will be introduced and they will be


\(^{55}\)The University of Mostar has recently participated in a Tempus project on 'Modernising Teacher Education in a European Perspective'.

\(^{56}\)An interview with a stakeholder from the Faculty of Pedagogy, University of Sarajevo, drew a comment suggesting that the cantons were not necessarily aware of the educational work in which each was engaged.
renewable. In addition to a teacher’s successful performance at work, the major condition for extending the license will be the teacher’s participation in the professional development system.

- Greater systematisation in the Professional Examination for teachers across the country. Examination commissions often have different compositions and the duration of mentorship for a trainee teacher differs between schools. This report sees change here as a key need according to stakeholder interviews.

- Encouraging a competitiveness-based quality in teachers’ work. A competitive spirit can raise standards (see Strategic Directions).

- Increasing managerial competence in schools. This is essential for better running of institutions (see Strategic Directions).

- Sustainable networking of the activities carried out by the Agency for Pre-Primary, Primary and Secondary Education (APOSO), pedagogical institutes, and other cooperating institutions. Networking in BiH education is one of the most vital, informal means of communicating and collaborating (see Strategic Directions).

- Completion of ‘restructuring’ the pedagogical institutes. The aim set out in the Strategic Directions is to move the pedagogical institutes towards ‘support’ roles for quality development, reducing at the same time the emphasis on their supervisory roles, thereby achieving greater clarity and definition concerning the parameters of their operation. However stakeholder interviews revealed that restructuring never really began at all.

The stakeholder consultation process for this report revealed that the initially-proposed reforms envisaged the reduction of the pedagogical institutes to 4 - an idea which was rejected. Accordingly, recent considerations have been towards developing particular expertise in each institute, to enable dissemination and sharing of specialisms. Furthermore, the establishment of a formal and national system of evaluation (quality assurance) as suggested by some respondents, would encourage the pedagogical institutes to think alike in terms of their definition and purpose. The representatives from each institute meet not infrequently in committees and various working groups.

The implementation of modern technologies is also needed to achieve improvements in teaching and teacher training methods for BiH schools. Currently, resources are said to be used ineffectively: for instance, expenditures can be unnecessarily high, where there are especially low teacher-pupil ratios in rural schools. It has been further pointed out by interviewed stakeholders, that rural schools have particular problems associated with isolation, lack of equipment and inadequate teaching.

APOSO stated in information submitted for this report, that training in the application of learning outcomes is a current key priority. This need was also endorsed by the Pedagogical Institute, Zenica-Doboj Canton (henceforth Zenica) which is currently training teacher experts in schools. That the need for outcomes-based learning and competence-led education was recognised as a necessity for teachers and pupils in 2003 and remains on the agenda for 2013, illustrates that teacher education is not developing at even a moderate pace in BiH. The Pedagogical Institute of Zenica, makes learning outcomes a particular and immediate priority and stakeholders from that institution reacted as though learning outcomes had recently been introduced to the education process. While the development is welcome, it is also mildly perplexing. But in another sense, and notwithstanding the matter of a lack of pace in relation to progress, change in education must be seen in terms of the historically difficult backdrop for BiH; this is significantly and remarkably well-illustrated in the

57 Strategic Directions, op.cit.
58 Stakeholder consultations (interview, the authorities), 12.03.2013.
59 Stakeholder consultations (interview, state authorities), 13.03.2013.
61 The levels of competence achievement across the schools and related educational institutions in BiH will vary, and in some geographic areas, may be unknown to educationists outside them. It is possible, if not likely, that the Agency (APOSO) may not have such up-to-date knowledge of the progress country wide.
62 Stakeholder consultations (interview, pedagogical institute), 04.07.2013.
Brčko District’s attentively painstaking delivery of the common-core curriculum outlined in Section 2.3.

Based on desk research and stakeholder interviews, other policy needs identified in the field of teacher education include: increased practical emphases in initial teacher education, mostly directed at sustained teaching practice throughout programmes and more school-based visits and activities during the training period. A sustained interest in equality in education and catching up with the intention of addressing the continuing ‘two schools under one roof’ practice are needed, and, where feasible, moving forward with needs at a greater tempo, particularly in the gymnasias generally, where modernisation is a slower process. Professional standards for teachers will become more workable when fully established along with teacher licensing, and future schools must become fit for purpose, in being tailored for the needs of pupils, teachers and schools in the 21st Century. Admission criteria into initial teacher education also need to be addressed in the immediate future.

Increased regional interdisciplinary networking is highly important for BiH, particularly concerning the dissemination of strategy and also pedagogical institute cooperation and the reform of their function. Several stakeholders interviewed claimed that state strategies and initiatives never reach them and they are unaware of any sense of corporate progress. Concerning the pedagogical institutes, currently some of their work overlaps with the ministries (see Section 6.2). 63 More generally, but vitally, in all aspects of initial teacher education and CPD, research and publication across the country are urgently needed, so that a broad understanding of practice can be achieved (see Section 9.2). There is also a need for the EU integration of BiH education through regional cooperation and cooperation at a broader international level. 64

In summary, these needs are more long-term than short, and will take due time within the considerable administrative complexities of BiH. For example, it would be difficult to imagine that the pedagogical institutes would reform themselves without due legislation. Equally, the admission criteria for initial teacher education involve a number of related areas, not least of which is the problem of teacher salaries, and currently there seems to be no immediate prospect of tackling teacher remuneration.

3 Organisation of initial teacher education (ITE)

The following section reflects on the organisation of primary and secondary school teacher education at pre-service level. It first looks at the key institutions providing the initial teacher education and the methods of financing it. Then, it describes how initial teacher education is approached in BiH, with a special focus on admission procedures, education programmes, curricula, and assessment methods.

3.1 Providers and financing of ITE

The main initial (pre-service) teacher education providers are universities. There are 8 public universities in Bosnia and Herzegovina (during 1995-2005, the number of universities doubled) and around 45 private higher education institutions. All of the 8 public universities, through various faculties, offer programmes in initial teacher education. There is a lack of collective profile across the universities in terms of ITE.

Teacher education is financed from the state budget and student fees. Considerable international support has been offered for the reconstruction of schools and the education system in BiH in recent years. In the course of the reform process, BiH received financial

63 Strategic Directions, op.cit.
64 See UNICEF (2010). Country Profile: http://www.unicef.org/ceecis/Bosnia2010.pdf, which in partnership with local BIH organisations identified a number of priorities, which included ‘teacher training on intercultural education, development of modules, school-based activities and non-formal education activities with children from different communities’. See Child Friendly Schools, op.cit. See also IDMFi (2008). Two Schools Under One Roof: segregated education persists in Bosnia and Herzegovina: http://www.internal-displacement.org/idmc/web/site/countries.nsf%28httpEnvelopes%29/C358A3E34B3F4B50C125720B0035BFC3 and see also Strategic Directions, op.cit.
3.2 Admission procedures

In accordance with Article 7 of the Framework Law on Higher Education, ‘access to higher education [including teacher education] shall be available to all those who have completed the 4-year secondary education in Bosnia and Herzegovina’. In the future, the new secondary school final examination (Matura), currently being developed, will be the only basis of admission to faculties, including faculties which offer ITE.

There are neither specific criteria nor aptitude requirements for admission to the university faculties offering teacher education programmes. As matters currently stand, quite recent research (ETF, 2010) claims that the selection of students for teacher education is in fact non-existent, as teacher education institutions have to accept all applicants regardless of their apparent suitability, as the applicants are far fewer than the places available.

Moreover, the selection of future teachers can be a somewhat erroneous notion in faculties providing training for subject and secondary teachers, since students can freely opt for a teacher training course either during or after their subject studies without any specific suitability criteria being applied. For the future of BiH teachers, pupils and schools, entry to teaching must become competitive and selective.

3.3 Education programmes

Apart from meeting the ECTS and other Bologna requirements, there is currently little difference between the new, post-Bologna university programmes in teacher education faculties and the pre-Bologna programmes.

Initial teacher education is organised as below:

<table>
<thead>
<tr>
<th>Cycle</th>
<th>Name</th>
<th>Length</th>
</tr>
</thead>
<tbody>
<tr>
<td>I</td>
<td>Primary (Bachelor Degree: university programme of initial teacher education)</td>
<td>3-4 years</td>
</tr>
<tr>
<td>1/II</td>
<td>Secondary (Bachelor or Master's Degree) university programme of initial teacher education</td>
<td>4-5 years</td>
</tr>
</tbody>
</table>

A key challenge and priority for ITE concerns the work required towards the establishment of a broad-picture profile of initial teacher education in the universities and the work they do. ITE across BiH varies, and educational practice will possibly also vary considerably; however, programmes and practice appear to operate within some broad general understanding and recognisable common ground.

---


67 See footnote 3.

68 This situation tends to expose the fact that teacher salaries are lower than those of other public employees.


70 The duration of primary education varies amongst Bosnian and Herzegovinian initial teacher providers. For example, in Bihać it is 4 years as it is also in Sarajevo, while in Tuzla, primary education last 3 years.

71 See Table 6.1
3.4 Curricula and teacher education standards

Historically, ITE has concentrated more on subject knowledge than on pedagogy and the tendency is the same today. As identified in the literature on the subject, a performance gap between the traditional theoretical bases in the curriculum and the modern-day need for skills and competences is the continuing problem in ITE in the Western Balkans. To address this challenge, greater re-orientation in teacher education is required towards teacher competences, which are supposed to ‘represent a dynamic combination of knowledge, understanding, skills, abilities and values’.

The research findings of this study confirm the above-mentioned conclusions, but with some marked reservations. Reservations regarding the heavily theoretical emphasis in ITE in the case study outlined below concern a number of very practical initiatives in which current students are engaged. By way of preface to the case study analysis, it should be mentioned that difficulties were encountered in this study in the collection of information from several ITE providers. The research findings are largely based on the case of ITE at the University of Bihać, supplemented with the information gleaned from the University of Sarajevo and, in the areas of student support in the community, the University of Mostar.

At the Faculty of Pedagogy (University of Bihać, Una-Sana Canton: henceforth Bihać) throughout their programme, a range of practical preparations is visible, although this analysis and commentary is not meant to suggest that the experience gained in the school classroom can be supplanted by other experiences. Schools have particular cultures which are difficult to replicate in other teaching institutions. Nevertheless, this study found that in Bihać, students have opportunities to practise teaching amongst their peers during practical activities that emerge in their courses, especially in subjects devoted to teaching methods. Integrated into learning activities in educational psychology and other courses are the opportunities for individual students and small groups of students to be tasked with a topic already covered/learned. They are subsequently required to plan, organise and hold a class on that topic to fellow students, using different modes of instruction (e.g. problem-based teaching, group discussions and lectures). Immediately following the class, student teachers receive evaluation feedback from the university teacher and fellow students.

The emphasis throughout the programme is placed on presentation skills as a generic competence. In almost every course, students are required to write seminar contributions and give an oral presentation of their work before the class and the teacher. Oral and interactive presentations are almost always accompanied by visual aids (in form of powerpoint presentations, posters, video clips, etc.). Developing presentation competences is at the heart of the Faculty’s methodology and is transparent as an example of practical training for future teachers. A similar picture emerges from the Department of Education, Faculty of Philosophy, University of Sarajevo, Sarajevo Canton, henceforth, Sarajevo) where there are opportunities for peer teaching on a regular basis.

It was found in Bihać that this continuous experience is usefully supplemented throughout the programme as students visit schools regularly on fact-finding and orientation missions, consulting documents and engaging in meetings with school principals, pedagogic staff, mentors and teachers. Although actual school teaching practice does not commence until year 4 (as it does in Sarajevo), when it happens, a thorough and sound preparation is the initial key matter. In the first part of the practice, held during semester 6 for 1 week for both primary and secondary education, students observe classes and write diaries and reports, which are assessed. In the second part of the practice (instructional practice) held during the semester 7, during a week-long visit for secondary, and 2 weeks for primary, students teach classes and are observed by school mentors and university staff. One lesson is formally assessed and is the same as the practice followed at Sarajevo. Fellow students are able to

---

72 It is an informed view that the subjects covering general professional education: for example, Pedagogy, Psychology, Didactics, Methodology of Teaching and Methodological Practice, have historically been under-represented and also lack an emphasis on practical skills’ acquisition (Pašalić-Kreso et al., National Report – Bosnia and Herzegovina, 2006, BiH: http://www.see-educoop.net/education_in/pdf/workshop/tesee/dokumenti/book/Bosnia.pdf)

73 Pantić, op.cit.
attend ‘rehearsal’ classes in schools and are allowed to give their own feedback. Research from 2006 states: ‘from almost the inception of certain teachers’ faculties until today, the obligations of students […] have not changed. Each student is obliged to attend 10 demonstration lessons in a secondary or primary school and conduct one lesson independently’. 74 This reveals an interesting finding, namely that while there is often minimum contact between initial education providers across the universities, there are distinct similarities across aspects of practice. This view can also be applied to the aspects of practice in the pedagogical institutes.

However there were found particular and interesting constraints to teaching practice in Bihać, where the shortage of schools for teaching practice added to the difficulties in finding student placements. Another constraint to teaching practice was found at Sarajevo. In recounting the Yugoslavian era, when schools were paid to receive students for teaching practice, this former practice and the lingering memory of remunerative student placements, still creates problems for ITE in finding schools that are willing to undertake the role and task on a voluntary basis. This issue in Sarajevo, and possibly other parts of the country, could have an inhibiting effect on university faculties in seeking to make initial teacher education more practical.

While university staff in Bihać agrees, as do their counterparts in Sarajevo, that more teaching practice would be desirable, they also believe in the value of knowledge (subject and education disciplines), understanding and observation and how it is essential that teaching practice is informed by these. This method, they say, is a sound preparation for students embarking on a career in teaching. 75 There are those whose views are different and tend to be voices from the pedagogical institutes whose classroom orientation tends to come to the fore.

In addressing the matter of ‘practical’ teacher education, a 2010 study on teacher education in BiH examined differences and changes between 2002 and 2009. Although the outcomes require cautious reading due to the few comments available in the published text, the study revealed that ‘within the universities there appears to be no change at all. Student teachers are being prepared in the same way that they always have, albeit for the new curriculum content’. Comments from the interviews from the study (East and West Mostar) included criticism of the outdated methods, a lack of sufficient teaching practice, theory-dominated curricula and traditional ‘up-front’ teaching in pedagogical methods. 76

While this evidence cannot be said to represent the state of ITE across BiH, it nevertheless resonates with the comments made historically by other commentators, and in part, at least, correlates with contemporary views from the ITE providers consulted during this study. 77 It was claimed by some stakeholders that graduates from the universities can commence their training in schools without skills in the assessment of pupils’ work (descriptive assessments) and how to undertake very basic administrative tasks such as daily registration. Notwithstanding these comments, the above-mentioned study contrarily finds evidence illustrating a pedagogic change in classrooms: examples include pair work and group work; one teacher also said she used ‘games, practical work and outdoor work’. 78

Aside from the practical emphasis on pre-service teacher education, imperatively for both contexts, Bihać and Sarajevo drew this study’s attention to the most pressing need for research into current university ITE across BiH. Four stakeholders (two from each university) had no knowledge of practice in other universities in their own country, and were unable to locate information illustrating a broad picture of the nature of ITE in BiH. This lack of an overview of university ITE practice underserves BiH as, apart from failing to communicate

---

74 Pašalić-Kreso, op.cit
75 Stakeholder consultations (interview, ITE provider), 26.06.2013.
77 Stakeholder consultation (interview, ITE provider), 05.07.2013 revealed that teaching practice was limited in timing, availability and frequency.
78 Owen-Jackson, op.cit.
the broad character of education and practice, there is a potential danger of unhelpful and unfair generalisation and possible inaccuracy (see Section 9.2).

Moreover, in Bihać, concerning inter-institutional relations, there is no cooperation with the local pedagogical institute.79 Identical claims are made by Sarajevo, but seasoned with the view that the ‘pedagogical institutes know everything, and therefore do not need us’. The point has also been made that ‘pedagogical institutes engage some university lecturers as lecturers at seminars for teachers, but this is cooperation at an individual level and it is still not based on the precise needs of teachers and schools. For the development of quality schools it is necessary to establish a systematic approach and cooperation at the institutional level’.80

With regard to standards in initial teacher education, there are no written generic forms for students at any of the universities mentioned, though in Sarajevo, they do exist for individual subjects and for the subject Didactics in Bihać.81 In Bihać, also, there are educational outcomes (defined in the form of competences, e.g. ‘students will be able to list, describe, implement, apply, evaluate, design, develop, formulate, interpret, integrate, demonstrate, plan, solve, use’, etc.) as listed in every single course’s curriculum and syllabus.

According to APOSO’s Development Concept 2012-2016 (Strategic Goals and Tasks) the defining of quality standards for teachers, directors and professional assistants’ performance in primary schools will be completed by 2014 and by 2015 in secondary schools. The development of quality standards and managerial training for the education institutions’ directors will be completed by 2014.82 Following the dissemination of these proposals, it will be for the ministries and schools in BiH to implement.

3.5 Assessment methods

Students at BiH universities, whose Bachelor and Master’s degrees contain the requisite modules in ITE for teaching in schools, are graded by the same examination structure as is applied to all undergraduate and postgraduate studies. In year 4, at Sarajevo, the subjects, pedagogics, psychology, didactics and methodology are usually graded on a 1-5 scale, including the graded lesson delivered in a school.

4 Support for new teachers

The following section is devoted to the provision of personal and professional support (‘induction’) for new teachers. When there are no systematic and/or national induction programmes, current practices to help novice teachers at the beginning of their career are discussed.

There is no short induction period for teacher trainees entering schools for the first time – and no real need for such a process. The teacher trainee procedure (which could be described as a probationary period) which leads to the Professional Examination (stručni ispit), in reality, is an extended form of induction. This period is an opportunity whereby a student gains experience across a range of teaching and learning methods and contexts and where competences are gained.

The teacher-trainee period in BiH schools amounts to an intensification of the probationary arrangements experienced in other countries. The trainee period covers all aspects of teaching, learning and school activities required for a teacher trainee, as well as observation and mentorship. BiH operates a mentoring system for teacher trainees, where mentors receive a salary supplement, ranging for example, in the Sarajevo Canton from 5% to 10% of

79Ibid.
80The Prospects of Teacher Education in South-East Europe (2006), op.cit.
81Stakeholder consultations (interview, ITE provider), 05.07.2013.
82Development Concept 2012-2016, op.cit.
a teacher’s salary. In the same canton, there are 3 salary ranks associated with mentoring: mentor, counsellor and senior counsellor.\footnote{UNICEF (2011), Teachers: A Regional Study on Recruitment, Development and Salaries of Teachers in the CEECIS Region: www.see-educoop.net/education_in/pdf/workshop/tesee/dokument/book/Bosnia.pdf}

Across all cantons and entities, the trainee, or ‘probationary’ period varies in length, e.g. from 8 months in the case of Tuzla to 9 months in the case of the Herzegovina-Neretva Canton. In case of the latter, the trainee period is particularly intense, involving the trainee in a minimum of 130 lesson observations and a minimum of 6 observations conducted by the school pedagogue, the school principal and an adviser from the pedagogical institute.

The implementation of the trainee period also varies across BiH entities (however, there is a broadly similar structure throughout the country). In Republika Srpska, the process is controlled by university faculties, while in the Herzegovina-Neretva Canton, university faculties take no part in the process and the pedagogical institutes (there are 2 in this canton) have a senior role. While it is acknowledged that the structure is sound, opinions differ as to the effectiveness of the process. Republika Srpska’s practice of university faculties controlling the Professional Examination process has been criticised for its self-interest in producing very high pass-rates, the failure rate being practically zero. On the other hand, in the Herzegovina-Neretva Canton a pedagogical institute (Zavod za školstvo Mostar) claimed that the intensive input given by advisers and schools has a considerable impact on the success rate.\footnote{Stakeholder consultation (interview, pedagogical institute), 13.03.2013; information provided by the Agency, APOSO, 21.06.2013.} This assertion also contributes to the sensibility expressed by stakeholders regarding the dedication and high-quality work of the pedagogical institutes.

During these months of the teacher-trainee period, suitability for the teaching profession is put to some test. Not all teacher trainees complete the mentorship, not all are suitable, and not all are certain about a career in teaching, or indeed whether they will be retained as teachers in the school in which they have been engaged during the training period. The period of training provides an opportunity for both sides to examine and explore, or for those teacher-trainees who believe themselves unsuitable, or are in receipt of such an opinion, to find an alternative career to teaching. In some cantons and other parts of the country, there is a surplus of teachers and jobs are often advertised on a temporary basis.\footnote{Ibid.}

The Professional Examination (\textit{stručni ispit}) is a formal assessment of the teacher, and includes competence training and development which leads to a summative formal examination. It involves a teaching observation panel, or commission, normally comprising: the school principal, a representative from the Ministry of Education, a member from a relevant university faculty (as mentioned, not a practice in all parts of BiH) and an adviser from the regional pedagogical institute. A school mentor may also be in attendance. The candidate is required to produce a lesson plan, submit her/himself to formal teaching observation and demonstrate competences. Following successful observation by the panel, the teacher-trainee is required to answer questions on the observed lesson, the lesson plan and a range of questions on legal and constitutional (school entity and district-related) matters.

5 \hspace{1cm} \textbf{Continuing professional development of teachers (CPD)}

\textit{Section 5 describes how continuing professional development (CPD) of teachers is approached in BiH. It looks at the CPD providers and financing of in-service teacher training and identifies programmes, practices, and activities for teachers’ professional development. It also reflects on knowledge, skills, and attitudes (values) required from experienced teachers.}

5.1 \hspace{1cm} \textbf{Providers and financing of CPD}

Professional development in BiH is almost entirely the responsibility of the pedagogical institutes who fund CPD, although APOSO, in cooperation with a number of pedagogical...
institutes, is now entering the field of in-service teacher development. There are 9 pedagogical institutes: 1 in the Republika Srpska, 1 in Brčko District and 7 in the Federation. Pedagogical institutes provide support in the quest for the modernisation of the teaching profession and aspire to the role of ‘guides’ rather than the ‘sages on the stage’, as described by one stakeholder. They currently have the tendency to grow towards being independent institutions, ‘separated from the administrative structure of education ministries’. However, their encompassing role as pedagogical institutes in teacher and school supervision and support activities is reflected in their remits.

Administration in the Federation’s cantons operates as a centralised system, in which the central ministry, in cooperation with its pedagogical institute, agrees on initiatives, prepares budgets (from an allocation determined by the state government) and oversees recruitment into teaching. Inspectors and pedagogical advisors within this structure ensure the implementation of the common-core curriculum.

5.2 Organisation of in-service teacher training

In BiH, the professional development of teachers is governed and regulated by a set of regulations and bylaws. Professional development is designed to meet teachers’ individual needs and group initiatives. Obligatory programmes of training are referred to in Article 21 of the Framework Law on Primary and Secondary Education, outlined below, though there is no stipulated minimum number of days. In Republika Srpska, the laws depart from Article 21, stating an obligation for in-service professional development for teachers serving in primary education, but not in secondary education.

The Law and CPD

Teachers are, by law, required to attend expert seminars in their area of expertise. Expert seminars are organised by the pedagogic institutes. Article 21 of the Framework Law on Primary and Secondary Education states: In order to acquire new knowledge, improvement and professional development, teaching personnel, pedagogues, teachers of special needs, speech pathologists, and school headmasters shall be included into obligatory programmes of training, improvement and testing. Such programmes shall be established by the education authorities in the entity, canton, and Brčko District of BiH, in line with the principles and standards defined in this Law.

In relation to this law and more generally, Sarajevo has cooperated with APOSO in the areas of research and on the development of competences for teachers. Zenica has assisted in the development of Professional Learning Communities (PLC) organised in schools, which encourages teachers to cooperate actively in the school, share practice, strengths and problems. Another school-based activity in Zenica is the School Development Team which involves parents and members of the local community as a group, dedicated to school improvement. The Integrated Teaching initiative (Republika Srpska – see Section 7.1), involving children in grades I, II and III who do not learn subjects individually but have the curricula containing integrated areas of teaching and learning, is yet a further example of a whole school change and intensive training for teachers.
These innovations are in themselves quite broad perspectives on CPD. Professional Learning Communities are perhaps the most ideal means of embracing CPD, since they are bottom-up cultures of shared professional learning.

According to stakeholder interviews,

CPD for teachers really means that teachers are invited to some seminars or workshops delivered by advisors [from the pedagogical institutes] for relevant subjects, mostly for one day and once a year. The aim of such events is to provide instructions on what the teachers are expected to do differently in the following school year, particularly concerning information on possible changes in the curriculum/syllabus etc.94

What teachers expect are modern teaching methods in CPD to be developed by pedagogical institutes and/or expert advisers to guide and evaluate their work.95

In general, there is strong teacher support for in-service training, particularly among the younger generation of teachers.96 While it has been noted that some older teachers are more reluctant towards CPD, feeling some kind of nostalgia for the ‘old’ approaches to in-service training, most teachers recognise the value of keeping up with developments. They are keen to participate in CPD programmes regardless of the fact that the CPD system does not provide any incentive or direct possibility for promotion.97 Although CPD receives strong support, it has been argued that ‘the lack of institutional capacity to provide systematic teacher-training mechanisms leaves a large number of teachers unsatisfied and unable to cope with new teaching demands’.98

As the process of licensing/relicensing indicates some possible change in terms of its impact on CPD, a different dynamic may well develop. Moreover, the postgraduate study programmes for broader education that the Strategic Directions note for future development, if implemented, may indeed result in the kind of portfolio of activity for teachers seen in many countries, and which offer much in terms of school-based action research, in particular, and professional development. Without such provision, CPD in BiH seems rather functionally directed towards specific goals, rather than being continuous, dynamic and closely evaluative. However, these remarks may well be susceptible to challenge, if we take the larger school-based initiatives into account. For instance, PLCs in Zenica and Integrated Teaching in Republika Srpska are very dynamic, strongly and closely evaluative.

While this report could not locate a ‘state’ initiative or recommendation on the practice of reflexivity for the professional development of teachers, the Child-Friendly Schools Project, outlined in Section 2.4, specifically mentions reflective teaching which was also cited as a key outcome within teacher training. At the time of the mid-term evaluation, at least 550 teachers were using portfolios to document their work and reflect on their growth.99 Some small-scale research has been completed (and with some successful outcomes) by a teacher-mentor in the Tuzla Canton on the practice of reflexivity, with the goal of developing the ‘reflective practitioner’.100

Despite the examples of a pedagogic change from frontal didactic practice to child-centred pedagogy, ‘dramatic’ pedagogic shifts in schools are unlikely to have occurred over a short
period of time however. This is partially due to persistence of the ‘lecture-delivery instruction and memory-reproductive learning’ as a lingering practice in teaching methods in BiH schools and is a fundamental issue concerning the BiH reform agenda in teacher education.\textsuperscript{101} Fully-informed pedagogic developments in schools are further hindered by the lack of closely detailed research and publication on current school practice across the country.

6 Teacher qualifications and quality assurance

This section provides information on the qualifications (and diplomas, licenses, certificates, occupational grades) required to become a primary and secondary school teacher. It also explores the issue of quality assurance mechanism and identifies which key stakeholders are involved in the quality assurance process in teacher education.

6.1 Qualification system for primary and secondary school teachers

Holders of a Bachelor degree (1st cycle) are qualified to enter teaching at the primary school level, although a 2\textsuperscript{nd} cycle Master’s degree is being developed for trainees preparing for teaching in secondary schools. Currently, it is not a mandatory qualification. For example, as defined in Article 75 of the Law on Secondary Education and Upbringing in Republika Srpska, the requirement is a first-cycle degree.\textsuperscript{102} Stakeholder reports also include a comment explaining teacher qualifications in exceptional circumstances, where, for example, in the interior of the country, it is sometimes the case that teachers can be employed after 3 years of study, if schools in remote places need them, but this must be in accordance with a special decision made by the appropriate Minister.

In primary initial teacher education, the pedagogical faculty, the University of Sarajevo offers both Bachelor and Master’s 4+1, but not all proceed to year 5. At the Faculty of Philosophy, the Faculty of Sciences, Academies of Art and Music, a higher percentage of students proceed to the Master’s level, 3+2, ‘but still their preparation for teaching is weak and insufficient’, claims a stakeholder reporting on this subject\textsuperscript{103} Another stakeholder from the same university in lamenting the lack of consistency in teacher qualifications declared that ‘sometimes “it seems to me” that we could much more easily provide the equivalent of a European diploma which would be easily recognised within the country… walking through B&H would give you a perspective of very different situations everywhere’.\textsuperscript{104}

Notwithstanding the above comment, this Report continues to make the point that there is in BiH a basic underlying and often unwritten consistency in most areas of legislation and practice in education.

In addition, for both primary and secondary school teaching, novice teachers must complete and pass the Professional Examination (\textit{stručni ispit}).

Teacher qualification legislation is found at the canton level in the Federation, Republika Srpska (RS) and the Brčko District. There are no framework laws, but according to some stakeholders, agreement has been achieved between ministries on teacher qualifications.\textsuperscript{105}

\textbf{Table 6.1 Minimum qualifications required to teach in primary and secondary schools}

<table>
<thead>
<tr>
<th>I cycle (or other)</th>
<th>II cycle (or other)</th>
<th>Other</th>
</tr>
</thead>
</table>

\textsuperscript{101}Strategic Directions, op.cit.
\textsuperscript{102}Law on Secondary Education and Upbringing, Official Gazette of Republika Srpska, 74/08, 106/09 and 104/11
\textsuperscript{103}Stakeholder consultation (questionnaire, ITE provider), 04.09.2013.
\textsuperscript{104}Stakeholder consultation (questionnaire, ITE provider), 04.09.2013.
\textsuperscript{105}World Data on Education, op.cit. Because it would be unnecessarily cumbersome to cite teacher qualification legislation from 12 separate structures (entity and cantonal) the World Data source is presented here; information on agreement between ministries on teacher qualifications is provided by a representative from the Ministry of Education and Culture, Republika Srpska. See footnotes 103 and 104.
As reported in the EC Bosnia and Herzegovina Progress Report (2012), the adoption of guidelines on the recognition of higher education qualifications by the BiH Conference of Ministers of Education proved beneficial to ITE (and to other academic degrees) in addressing the problem of different practices throughout the country. The guidelines are not however legally binding. Due to the lack of harmonised legislation, different practices have continued to be used throughout the country for the recognition of diplomas and qualifications in higher education.

6.2 Quality assurance mechanisms

Teachers’ performance in most cases is evaluated every 4 years. This practice is also the case in the Brčko District. Usually one expert advisor from the locally-related pedagogical institute visits a school and evaluates the performance of teachers, in line with their competences and their compliance to the curriculum, annual and monthly work plans, reports on class observation, and the local community. In general, documentary work is inspected but there is no goal-setting or self-assessment form to be completed. The advisor visiting the school also holds discussions with the principal and deputy principal and observes how the teaching proceeds during one or two classes. A written report is composed at the end of this process (also known as the ‘minutes of the inspection conducted in the school’) and sent to the school principals and teachers and filed in the pedagogical institute. These reports are not published and provide general recommendations (e.g. on processes of keeping evidence of work).

The evaluation of school principals/deputy principals is conducted by the pedagogical institutes in some cantons in the Federation on an annual basis, with the exception of Rebublika Srpska (RS). Principals and deputies in RS are superintended, rather than evaluated for developmental purpose. An investigation, or evaluation, is conducted if a complaint by parents, students or teachers is received, or when the ministry requires the inspection of principals/schools. Pedagogical institutes in the Federation are involved in the selection process of principals. The Pedagogical Institute in RS is not involved in that process.

Standardisation in the school inspection system remains an urgent requirement, despite the evaluation work of the pedagogical institutes across the entities and cantons, whose responsibility is to evaluate principals, deputy principals, teachers, but normally not schools. Standardisation would create the conditions and mechanisms required for a developed quality assurance capacity.

---

106 The 2nd cycle requirement does not apply at all to Bihać, as students with a Bachelor degree, amounting to 240 ECTS have the competencies to work in primary and secondary schools.
107 EC (2012), Bosnia and Herzegovina Progress Report, op.cit. The Conference of Bosnia and Herzegovina Education Ministers is a state-level advisory and decision-making body.
Concerning quality assurance and evaluation at the school level, the pedagogical institutes remain the sole stakeholders, though their supervisory role extends to principals, deputies and teachers only. The Strategic Directions state:

Due to the quite limited capacities and overlapping of the supervision functions, the current education inspection services carry out administrative supervision mainly. Therefore, the status and competencies of educational inspection are not in line with the request that the inspection should constitute an important quality management factor in the BiH education system, as is the case with a large number of the European Union member countries.\(^{\text{110}}\)

The pedagogical institutes have an undefined role (in a formal sense) in relation to the quality assurance of CPD.\(^{\text{111}}\) A problem concerning the pedagogical institutes is their conflicting role of supervision and support. Because their roles involve the assessment of heads, deputies and teachers, this supervisory role, recognised as being quite different to the function of support, explained in the Strategic Directions, is a matter that must be addressed imminently for the future support of teachers. Separate arrangements should be put in place for the supervision and evaluation of school principals, deputies and teachers. A separate role might be achievable in the future when teacher licensing and re-licensing is introduced and established, as this new procedure will be tied into CPD and therefore have an impact on the role of the pedagogical institutes. Consequently, the separation of support and supervision would be desirable and appropriate.

There is no formal quality assurance mechanism for the pedagogical institutes, though the ministries of education have such powers. The staff in the pedagogical institutes is evaluated as civil servants by the Agencies for Public Administration, according to their legal framework.\(^{\text{112}}\) Pedagogical institutes are also evaluated informally by teachers and schools in respect of the in-service provision and other support offered by them.\(^{\text{113}}\)

Concerning quality assurance in higher education, which includes teacher education, a process of accreditation has been established for BiH universities and other institutions of higher education. The Framework Law on Higher Education establishes the Agency for Development of Higher Education and Quality Assurance (Article 47) and outlines the process of Accreditation (Article 49).\(^{\text{114}}\) All BiH universities have internal QA offices and QA Coordinators and internal procedures for review and evaluation. These developments came about during the commencement of the first Tempus project: Strengthening Quality Assurance at BiH Universities.\(^{\text{115}}\)

7 Innovations in teacher education

The subsequent part addresses the issue of innovations in teacher education, such as inclusion of novel topics in teacher education programmes, ICT-related teaching and learning, new ways of doing old things that worked well and proved to be effective. Important strategies/reforms that prioritise the adoption of new teaching/professional development models and the development of practical ICT-related skills are also included. At the end of the section, opportunities and limitations for managing the change process in the teacher education programme are identified.

\(^{\text{110}}\)Strategic Directions, op.cit.

\(^{\text{111}}\)Ibid.

\(^{\text{112}}\)Stakeholder consultation (interview, the Ministry of Education, Banja Luka, Republika Srpska), 12.03.2013.

\(^{\text{113}}\)Stakeholder consultation (interview, the Pedagogical Institute, Herzegovina-Neretva Canton), 13.03.2013.

\(^{\text{114}}\)EC (2012), op.cit; universities (Institutional accreditation) have either been through the process since March 2012, or have submitted, or are currently submitting their Self-Assessment Documents to Agency for Development of Higher Education and Quality Assurance of Bosnia and Herzegovina.

\(^{\text{115}}\)The Tempus project ‘Strengthening Quality Assurance at BiH Universities’ (2004-2007) aimed at capacity building through the establishment and strengthening of quality assurance centres at universities in BiH. The project consortium consisted of 8 BiH public universities, the University of Ljubljana, SUS BiH, WUS Austria and the University of Graz, the project contractor.
7.1 Innovative practices and developments

The innovative practices identified in BiH include:

- Teachers as guides, mentors, advisers, and mediators. These advanced facets of modernisation embrace the knowledge and skills that can be acquired through advanced ICT-based education (e-didactics) which, to varying degrees, can emancipate teachers from their traditional didactic roles. Skilled teachers entering into these new roles will need training, support and CPD in new technologies, as set out in the Strategic Directions document.\(^{116}\)

- Democracy and Human Rights. The new curricula include Democracy and Human Rights in secondary schools and require specialist teachers to be qualified to teach it. Particularly innovative has been the means by which non-specialists in the subject have learnt how to integrate the principles and elements. The introduction of this subject in 2006 followed a Memorandum of Understanding, signed by all BiH ministers of education.\(^{117}\)

- Professional Learning Communities (Zenica-Doboj Canton). This initiative currently underway in Zenica, recognises the wealth of the experience amassed by teachers, who within the school actively engage in sharing, discussing and resolving issues and problems among themselves as a professional community of teachers. Inter-school PLCs are a longer-term objective.

- School Development Teams (Zenica-Doboj Canton). These teams involve teachers, parents and representatives from the local community who meet and work as a body to suggest ways and means of school improvement. This innovatory partnership work is currently underway.

- Integrated Teaching (Republika Srpska). This initiative involves children in grades I, II and III who do not learn subjects individually but have curricula containing integrated areas of teaching and learning. Teachers produce lesson plans by integrating subject areas. The project lasted 3 years (from 2009) and has been introduced in 65 out of 204 schools. Training was provided for teachers, school principals and pedagogues from schools that applied to participate in the project, which was funded by the Ministry of Education and Culture. The evaluation results showed that children enjoyed school more, teachers were satisfied and parents reported better attitudes of their children towards learning. The project is now closed but the new curricula has proved sustainable to both existing and new schools who have become attracted to the unique practice of integrated teaching.

7.2 The use of ICT

The Strategic Directions (2008-2015) prioritise ICT for the future of initial teacher education, but there is currently no collective data available in BiH detailing what levels of ICT expertise currently exists in the pedagogical institutes.\(^{118}\) The pedagogical institutes provide training in ICT for teachers, but some of them are not equipped with the very latest technologies; also, as some examples show (e.g. Pedagogical Institute in Banja Luka RS, Pedagogical Institute in Tuzla Canton), even if an institute is well-equipped to provide ICT training for teachers, the advisers do not necessarily have the requisite expertise for training, and in the case of the Tuzla Canton, no training workshops have been conducted. On the other hand, there are examples illustrating the education of teachers in e-didactics in language teaching (e.g. Sarajevo and Zenica).\(^{119}\)

---

116Strategic Directions, op.cit.
118Strategic Directions, op.cit.
Mandatory school curricula should encourage updated access to ICT, or the knowledge required to use it. As only around 75% of the primary school population (see Table 1.2) completes secondary education, ICT has not made as wide an impact as it otherwise could. The more common usage of ICT in the classroom includes whole classwork with ICT; the individual or paired use of ICT; group work with ICT; mixed models. A workshop held in BiH as far back as 2007 introduced teachers to the concept of ‘acceleration’ through ICT, which can motivate pupils into areas of the curriculum at more advanced stages, often resulting in an early entry to public examinations. This can be achieved by moving pupils into higher year groups across the curriculum, or in subjects in which they are high achievers. Accelerated learning can take place within class or with pupils working independently. How far this is practice in BiH schools is unknown to this study.\textsuperscript{120}

The Modernised Learning (Dositej) project - 1:1 eLearning in primary schools in Republika Srpska, funded by the Ministry of Education and Culture of Republika Srpska (RS), aims at promoting and establishing interactive learning using ICT. The Ministry intends to equip every student in all primary schools in RS with netbook computers (Intel based Classmate PCs), and also teachers with their own laptop computers and servers, networking and communications facilities. In 2012, the first phase of the project, 65 primary schools took part in the project. Schools received equipment, computers and laptops. As many as 408 e-classrooms were upgraded and made ready and 10,200 computers for students were installed (with an integrated software for classroom collaboration - Mythware solution). The Lanaco Company designed and delivered training for teachers, and a platform for teacher collaboration and professional development was established, based on the Intel Teach Advance Online programme. Initial results indicated a greater interest in learning and the motivation of students.\textsuperscript{121}

### 7.3 The opportunities and limitations of introducing innovations in the teacher education system

The main opportunities and limitations of introducing innovations in the teacher education system are listed in Table 7.1.

<table>
<thead>
<tr>
<th>Opportunities</th>
<th>Limitations</th>
</tr>
</thead>
<tbody>
<tr>
<td>Responding to the extensive state-level capacity-building programme throughout the entire education system.</td>
<td>Universities constrained by the longevity of traditional approaches, and pedagogical institutes (for institutional innovation) constrained by their overlapping function with the ministries.</td>
</tr>
<tr>
<td>Taking advantage of acceleration techniques through the use of modern ICT in teacher education (e-didactics) programmes.</td>
<td>Little cooperation between pre-service and in-service providers.</td>
</tr>
<tr>
<td>The future development of support strategies in the pedagogical institutes with a reduction in supervisory capacities (this may need a change in law).</td>
<td>The practice of teaching in shifts where overcrowding predominates and can affect the quality of teaching.</td>
</tr>
<tr>
<td>Development in entrepreneurial and social skills in secondary schools.</td>
<td>A large number of ministries and structures across the country.</td>
</tr>
<tr>
<td>Examples of local opportunities for innovations pursued by the Pedagogical Institute in Zénica and Integrated Teaching in Republika Srpska.</td>
<td>A limited functional CPD system for individual teachers.</td>
</tr>
<tr>
<td>Increasing the capacity of the Agency for Pre-Primary, Primary and Secondary Education (APOSO) including its entry into</td>
<td>Relatively poor salaries for teachers, which can cause a loss of enthusiasm towards the work required for innovation, particularly when coupled with a higher qualification requirement (2\textsuperscript{nd} cycle) for secondary</td>
</tr>
</tbody>
</table>


\textsuperscript{121}Lanaco (2013). (Dositej) project: 1:1 eLearning in primary schools in the Republic of Srpska: http://www.lanaco.com/eng/Education/dositej/Pages/default_old.aspx; ‘Lanaco Computers and Communications’ is based in Banja Luka.
Opportunities

- CPD area.
- International engagements in the work of the Centre for Information and Recognition of Documents in Higher Education
- Further modernisation of the common-core curriculum.

Limitations

- Teaching.
- Some examples of ethnicised curricular content that can create division, rather than integration.

Source: Analysis based on stakeholder consultations (interviews and questionnaire answers) and desk research.

8 Partnerships and interaction with external actors

Section 8 explores whether partnerships between schools and teacher education institutions are promoted and implemented in order to encourage schools to play an active and central role in developing teaching methods, improving the quality of teaching and extending the knowledge about teaching and learning. The role of private and non-governmental sector actors in the area of teacher education is also reflected as well as the influence of international experts.

8.1 Partnerships between teacher education institutions and schools

The pedagogical institutes have the closest contact with schools and their work is highly school-based. Some of them, such as the Pedagogical Institute in Zenica, regard all their work with schools as partnership. However, their dual role in supervision and CPD tends to diminish a full capacity for partnerships.

Regarding the universities providing teacher education, there is a general opinion that they do not engage greatly in the practical competence aspects of teacher training. There are some examples of cooperation, however. The Faculty of Philosophy at the University of Sarajevo, for instance, has developed a strong partnership with a primary school in response to the school's need for the development of pedagogical strategies for special needs.

The Faculty of Sciences and Education at the University of Mostar encourages and improves continuous cooperation with primary and secondary schools, with particular regard to the practical aspects and needs of future teachers. This takes place through regular visits and cooperation in pedagogic, didactic and methodological courses in the education of future teachers. The Faculty encourages students towards active participation in the community through diverse activities and cooperation with a number of educational centres as well as cultural, sport and artistic institutions. Such involvement is claimed to contribute to the growth and prosperity within society as well as to professional and human development of the students by making them competitive participants on the labour market.

APOSO has endeavoured to build bridges with the universities and pedagogical institutes by including representatives from both in its various working groups.

8.2 The role of the business sector in teacher education

Other than the Strategy on Entrepreneurial Learning (see section 2.3), there is no tradition of partnership with business in teacher education and any development will likely be organised on an individual level. For example, the Faculty of Sciences and Education, the University of Mostar, helps to organise voluntary work for students with members of the business community. There is also the business relationship Republika Srpska has developed with the

---

122This is contradictory to the more general opinion in BiH that the universities generally do not engage greatly in the practical competence aspects of teacher training.

123Stakeholder consultation (questionnaire, ITE provider), 11.03.2013.

124Ibid.

125Stakeholder consultation (questionnaire, APOSO), 21.06.2013.
Banja Luka-based company ‘Lanaco Computers and Communications’ for the provision of equipment but also in Lanaco’s provision for teacher training (see section 7.2).

The Strategic Directions articulate BiH’s continued state of transition and the considerable changes taking place in the labour market. The traditional large companies are gradually disappearing and being replaced by small and medium-size enterprise. Because such changes affect significantly the nature of employee competences for the new economy from the labour force, ‘more active participation of employers in creating and implementing the education reform processes is becoming more and more necessary’.126 Such changes in education need the help of social partners in ‘business dialogue’ in the hope also that such dialogue will motivate the private sector to invest seriously in the education sector.127

8.3 The role of NGOs and external support in teacher education

NGOs and other external support available to BiH differ in practice and ideology and bring to education a range of complementary programmes to teacher education and schools. The strengthening of civil society over the past two decades has been one of the most significant trends towards augmenting the work of entities, cantons and the Brčko District, and is of particular importance to the educational world of BiH, where civil society can target and penetrate particular sectors, often involving the poorest people and those who are endeavouring to achieve progress in integration. The recognition of differences is an acceptable reality; yet the voice amplifying the need to ‘work together’ towards sustaining this need, is being heard through Civitas, through the cooperation of parents in schools, through Step-by-Step and though the work on Human Rights. The much quoted Strategic Directions (2008-2015) in this Report, speaks of the coordination and monitoring of the work of NGOs in the field of education, but this is not a desirable objective to pursue, since it is the freedom and versatility of these organisations that is to be valued, and also their prerogative to function independently and diversely, without fear or favour.

Faith-based NGOs, NGOs concerned with Human Rights and NGOs dedicated to the lives of women are particularly active in BiH, some of whom work also with schools and teachers. Specific examples of organisations with a successful record of working with teachers include:

- Civitas BiH has been one of very few NGOs that work with teachers. It has trained more than 350 representatives of the teaching profession across the whole country, pressing for democracy and human rights in the curriculum. For instance, primary and secondary school teachers and administrators were one of the main target audiences in the project entitled ‘Learning and living democracy’ implemented from October 2008 to September 2010.128 Many teachers gave positive feedback on the Civitas training sessions in terms of their increased and broader competency. Civitas training programmes have been perceived as more attractive to teachers and more versatile than some of the legislative-orientated CPD offered by the pedagogical institutes.129

- The Association of Cooperation of Parents and Schools in BiH (APSCBIH) has devoted time to capacity-building in the field of education and knowledge, management and advocacy, and has implemented a large number of national projects aimed at improving the living conditions of children and protecting the rights of teachers, children, and parents.130

- The Centre for Education Initiatives (Step-by-Step) is an organisation comprising teachers, parents and other participants. The Centre has been developing and implementing the Step-by-Step Programme, the sole early-childhood programme

---

126 Strategic Directions, op.cit.
127 Ibid.
129 Pisker, op.cit.
130 Information from a questionnaire received from a representative of the Association of Cooperation of Parents and Schools in Bosnia and Herzegovina 12th March 2013.
which has operated continuously in Bosnia in the post-war period, since 1996. The professional staff of CEI ‘develop and deliver training programmes for participants in the education system including, among others, education experts, teachers, school directors and parents’. Funding has been provided by the Open Society Foundation, UNICEF and Save the Children.

The Helsinki Committee for Human Rights in Republika Srpska promotes, monitors and protects human rights in Republika Srpska and the whole Balkan region. It is active in project work and organises educational activities.

Out of international institutions and experts, the key actors include the EU, OSCE, Open Society Foundation, and UNICEF. Examples of initiatives where they have been involved in the development of teacher education and training in BiH are presented in the table below.

Table 8.1 Examples of external support for teacher education and training

<table>
<thead>
<tr>
<th>Institution</th>
<th>Area of support provided (examples)</th>
</tr>
</thead>
<tbody>
<tr>
<td>British Council</td>
<td>■ Developing learning outcomes for foreign languages (with APOSO)</td>
</tr>
<tr>
<td>GIZ</td>
<td>■ Strengthening the Agency’s (APOSO) employee capacity through strategic and operational planning and team-building.</td>
</tr>
</tbody>
</table>
| European Commission             | ■ Tempus projects targeting:  
  - Teacher education and training  
  - Supporting ‘laws and regulation in the field of Higher Education;  
  - Capacity building in the Agency for Development of Higher Education and Quality Assurance and the Centre for Information and Recognition of Documents in Higher Education;  
  - A greater alignment with EU standards.  
  ■ Supporting teacher educators and schools for the development of inclusive education (ETF).  
| Open Foundation Society         | ■ Developing common core curriculum in mathematics.                                                                                                                                                 |
| OSCE                            | ■ Working – with APOSO – on a strategy for the professional improvement of teachers.  
  ■ Promotion of tolerance and diversity in the curricula.  
  ■ Supporting history textbook reform and modernisation.  
  ■ Continuing reform of history teaching.  
  ■ Increasing respect for diversity within BiH by teaching and learning about national minorities in the mainstream curricula. |
| UNICEF                          | ■ Developing (with APOSO) common core curricula for the mother tongue.                                                                                                                                 |
| The United World College and International Baccalaureate Initiative in BiH | ■ Establishing a Centre for Professional Development of Teachers in BiH (2006) that aims to develop the capacity of BiH teachers in the use of modern teaching technologies and practices in accordance with the International Baccalaureate (IB) programme.  
  ■ Organising a range of activities including workshops, seminars, conferences and study trips (as part of the Centre’s activities). |
| World Bank                      | ■ Mobilising the professional capacity of teachers to improve the teaching and learning processes in schools.  
  ■ Providing financing for non-salary incentives to primary schools and                                                                                                                        |

---

133 ETF (2010), op.cit.
Institution | Area of support provided (examples)
---|---
primary school teachers with the aim of stimulating innovation and creativity at school level.
- Capacity building of in-service and pre-service training institutions to offer relevant courses and becoming more efficient and effective in delivering training.

Finally, British publishers, CUP, OUP, Longman, provide good quality seminars once or twice a year for one day for English teachers. The German publisher, Hueber, provides the same for German language teachers. In 2013, The British Council, BiH, hosted a Regional conference on Continuing Professional Development.

Notwithstanding the diverse roles that NGOs and external support currently lend to Bosnia and Herzegovina, there is an immediate and important role for them, in playing a part, their part towards the mapping and communicating processes, so urgently required in bringing about fuller knowledge of the current educational practice, across university initial teacher education, in-service training and schools. The rich exposure made possible through such work will add to the country's knowledge of itself educationally and provide new pathways designed from potentially rich seams of 'hidden curricula'.

9 **Key strengths, challenges and perspectives**

The final section summarises the key strengths, weaknesses, and challenges faced by the authorities and educational institutions in the area of teacher education. This is followed by considerations regarding the need for further policy action within the country reviewed as well as at Western Balkan and EU level.

9.1 **Current strengths and weaknesses of teacher education**

| Table 9.1 Summary table: Key strengths and weaknesses of primary and secondary school teacher education |
|---|---|
| **Strengths** | **Weaknesses** |
| ITE | - Well-developed subject knowledge and theoretical preparation for a career in teaching—including evidence of creative practical emphases in the universities sampled in this report.  
- Second-cycle entry qualification (secondary education).  
- Good progress in the implementation of the Bologna reform.  
- Academically comprehensive theoretical grounding.  
| - No admission criteria for ITE.  
- Performance gap between the traditional theoretical bases in the curriculum and the modern-day need for skills and competences.  
- Lack of broad-picture/research on ITE at the universities.  
- Insufficient opportunity to gain teaching practice experience.  
- Insufficient numbers of students applying to become teachers.  
- ITE programme accreditation not yet fully completed. |
| CPD | - Entrepreneurial skills introduced in primary and secondary schools and zeal towards this initiative (among pedagogical institutes, teachers and pupils).  
- Training opportunities in social inclusion and child-centred methodology.  
- The support work of the pedagogical institutes and classroom advisers.  
- Increasing teacher education in child-centred methodologies.  
| - Insufficient management training in schools.  
- Isolation and skill shortages among teachers in rural areas.  
- CPD not always practised as a continuous process. |
<table>
<thead>
<tr>
<th>Strengths</th>
<th>Weaknesses</th>
</tr>
</thead>
<tbody>
<tr>
<td>■ Progressive initiatives in the area of CPD (Professional Learning Communities, School Development Teams).</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
</tbody>
</table>
| Probation/ Induction | ■ Teacher trainee procedure in place, (including mentoring) leading to the Professional Examination.  
| | ■ Good models of professional systems for the State Professional examination.  
| | ■ Models for the Professional Examination, lacking in standardisation. |
| QA and evaluation | ■ Commencement of accreditation processes.  
| | ■ Teacher licensing not yet in place.  
| | ■ An overly supervisory culture in pedagogical institutes, which to some extent is contradictory to the notion of support.  
| | ■ No standardised methods for the formal evaluation of pedagogical institutes and CPD. |
| Legislation and policy | ■ Development of framework laws in complex political structures and endeavouring to make them work.  
| | ■ New common core curriculum for primary and secondary teaching.  
| | ■ Inclusion of Democracy and Human Rights in secondary schools’ curricula.  
| | ■ Different laws in operation across different entities  
| | ■ Unsolved issue of ethnically divided schools.  
| | ■ Lack of clear vision and strategy for establishing inclusive school and classes.  
| | ■ Slow pace of developments in teacher education (little outcome-based learning and competence-based education). |
| Institutions | ■ Strong efforts and support by bodies and agencies at the state level.  
| | ■ No clearly coordinated roles for the 9 pedagogical institutes.  
| | ■ Complex institutional framework (13 ministries of education) |
| Cooperation | ■ Partnerships between schools and the University of Sarajevo and the Pedagogical Institute of Zenica  
| | ■ BiH Conferences creating opportunities for collaboration.  
| | ■ Lack of cooperation between universities and pedagogical institutes.  
| | ■ Limited communication and networking across the entities and Brčko District.  
| | ■ No tradition of partnership with business in teacher education. |
| Resources | ■ NGO and external support for teacher education.  
| | ■ Quality of teaching negatively impacted by a lack of school premises and premises in a state of disrepair.  
| | ■ Schools (Sarajevo and possibly elsewhere) not paid for teaching practice supervision.  
| | ■ Lack of infrastructural finance.  
| | ■ Limited equipment of the latest or adequate technologies and expertise of some pedagogical institutions to provide ICT training for teachers. |
| Attitudes | ■ Strong support towards CPD (particularly among younger generation of teachers).  
| | ■ Recognition of the value of keeping up with CPD developments by most teachers.  
| | ■ Some older/newly-trained teachers more reluctant towards CPD. |

135 For example, the pedagogical institute at the Herzegovina-Neretva Canton admitted to having occasional difficulty in paying telephone and electric bills, and to the fact that the lack of finance has resulted in the cessation of their internally-published education journal.
Source: Analysis based on stakeholder consultations (interviews and questionnaire answers) and desk research.

9.2 The need for further policy action

The following needs were identified in the field of teacher education:

- **Policy areas where local/regional cooperation would be beneficial:**
  - Developing a policy of educational cooperation across the cantons and regions, where differences in practice occur.
  - Cooperation between universities and pedagogical institutes, including, where possible, short extended periods of professional exchange.
  - Agreement across the ministries on roles for the pedagogical institutes, so that there is a high degree of specialisation and maximum cost-effectiveness.
  - Sharing resources for CPD, so that, in particular, the levels of expertise and resource development in the individual pedagogical institutes can be identified.
  - Addressing and meeting the particular demands of rural schools in respect of specialised teacher education and training, to enable the establishing and functioning of integrated early childhood development (IECD) centres.

- **Policy areas where further policy action at BiH level is required:**
  - Research into the work of ITE providers (universities) and pedagogical institutes should be undertaken in order to present a more understood and comprehensive portfolio of teacher education, particularly where good practice and merit exist and the need to mobilise a stronger cross-country voice in teacher education and training. A parallel research task should be assembled in respect of the work of pedagogical institutes, especially towards their anticipated role changes in the future.
  - Develop a broad picture document (following the research above) of ITE at the universities and the 9 pedagogical institutes and developing strategies for regular communication and cooperation based on its findings.
  - Consider whether the development of a new Framework Law to overarch initial teacher education in the universities and the work of the pedagogical institutes would be beneficial to BiH (this is not currently under discussion in BiH).
  - More interim reporting on the implementation of the many published strategies, especially those contained in the Strategic Directions.
  - Sharing of ICT resources and expertise across the 9 pedagogical institutes to enable the latest technologies to be employed as a pedagogic resource towards pupils and students becoming advanced and independent learners.
  - Developing accelerated reform mechanisms, where this is politically possible, so that the teachers, in the gymnasia perhaps in particular, are trained in new pedagogics and independent learning, especially in ICT.
  - Achieving greater rigour and objectivity in the current stručni ispit (the Professional Examination), principally by having external members (i.e. not from the same administrative area).
  - Developing a uniform teacher-licensing process in accordance with the Strategic Directions, and a process for re-licensing, tied in to CPD.
  - Establishing standardised quality assurance for all schools along the lines of the European Standards and Guidelines for Quality Assurance in the European Higher Education Area and consider whether development towards establishing a discrete agency for the undertaking of this work (and accordingly, amending the Framework Law on Pre-Primary, Primary and Secondary Education) would be beneficial to BiH.
○ Consider whether an amendment to the Framework Law on Higher Education to issue separate regulations for the quality assurance of all university faculties which offer initial teacher education, towards a new Framework Law (as above) would be beneficial to BiH.

○ Consider whether an amendment to the Framework Law on Pre-Primary, Primary and Secondary Education to issue regulations for the quality assurance of the pedagogical institutes, towards a new Framework Law (as above) would be beneficial to BiH.

○ Developing admission criteria for entering into initial teacher education to make the entry competitive and selective.

○ Increasing the number of days allocated to teaching practice in BiH universities.

○ Increasing teachers’ salaries (competence-based) to ensure strong recruitment to the profession.

■ Policy areas where cooperation at the Western Balkans’ level would be beneficial:

○ Developing practical, cooperative tuning mechanisms in the teacher competence development process. These outcomes could be researched more, evaluated and built upon throughout teacher education in the Western Balkans.

○ Sharing best practice with teacher education experts and institutions with proven records of outstanding achievement in the initial and continuing education of teachers.

○ Developing mobility in the Western Balkan initial and in-service education.

■ Policy areas where EU cooperation may be useful/sought:

○ As a priority, make available to the EC for its Annual Progress Reports all developments and strengths across all facets of teacher education and training, especially the results of the proposed research outlined above.

○ Developing an approach towards the education of teachers in the next 2-3 decades which means fully implementing the recommendations from the Teacher Education Policy in Europe (TEPE) Conference (2008), which are:
  – Improvement of the ‘image’ of teachers and the status of teaching profession;
  – Improvement of national policies and strategies, in the field of teacher education;
  – Establishing a system of continuous professional development of teachers and their continuous improvement in accordance with the needs of society and the educational system;
  – Improvement in the quality of educational research;
  – Development and promotion of mobility and the European dimension;
  – Development of a culture of quality improvement and diversification of evaluation procedures, and accordingly, the establishment of standards for the educational quality of teachers' work.

○ Development of European clusters of experts in in-service training to bring a broader dynamic into the capacity of teachers and their professional improvement.

○ Where possible, develop European university lecturer mobility in initial teacher education (educationists in BiH are often at least bilingual, and not unusually, multi-lingual).

[136] It 'might' be helpful to suggest that both initial teacher education and in-service education are quality assured either by a sub-agency associated with the Agency for Development of Higher Education and Quality Assurance, or a separate department within the said Agency.

Bibliography

Policy and legal documents

Law on Secondary Education and Upbringing, Official Gazette of Republika Srpska, 74/08, 106/09 and 104/11)


Law on the Agency for Pre-school, Primary and Secondary Education. Official Gazette of BiH, No 123/07 (accessed 15.03.2013).

Law on Ministries and other Bodies of Administration of Bosnia and Herzegovina. Official Gazette of BiH, 5/03 (accessed 15.06.2013).

Framework Law on Primary and Secondary Education in Bosnia and Herzegovina. Official Gazette of BiH, 18/03 (accessed 15.03.2013).

Journal and online articles


Reports


UNICEF (2012). In Bosnia and Herzegovina: improving rural lives with essential services: http://search.babylon.com/?q=rural+education+in+Bosnia+and+Herzegovina&babsrc=HP_ss&s=web&riz=0&as=0&ac=0 (accessed on 05. 04. 2013).


Books

Websites

Interviews
Department of Education, Faculty of Philosophy, University of Sarajevo, 05 and 25.07. 2013
Faculty of Pedagogy, University of Bihać, Una-Sana Canton, 26.06.2013
Faculty of Pedagogy, University of Sarajevo, 11.06.2013
Pedagogical Institute, Mostar, 13.03.201
Pedagogical Institute, Zenica-Doboj Canton, 04-05.07.2013
Ministry of Civil Affairs, 13.03.2013 and 14.06.20
Ministry of Education, Banja Luka, 12.03.2013

Questionnaires
APOSO, 21.06.2013; 15, 18 and 21.07.3013
Association of Cooperation of Parents and Schools in BiH, 12.03. 2013
Centre for Information and Recognition of Documents in Higher Education, 13.07.2013
Department of Education, Brčko District, 29.04.2013
ETF, 9.07.2013
Faculty of Education and Science, University of Mostar, 11.03. 2013
Ministry of Civil Affairs, 10.04. 2013
Ministry of Education and Culture, Republika Srpska, 16.04. 2013
Pedagogical Institute, Tuzla, 17.04.2013
Faculty of Philosophy, University of Sarajevo, 04, 09, 2013
Faculty of Philosophy, University of Sarajevo, 05, 09, 2013
Annex 1 Inter-ministerial coordination in the education system in BiH
Teacher Education and Training in the Western Balkans

Report on: CROATIA
This document has been prepared for the European Commission. However, it reflects the views only of the authors, and the Commission cannot be held responsible for any use which may be made of the information contained therein.

Contractor:

ICF GHK | GHK Polska Sp. z o. o.
ul. Waliców 11, 00-851 Warsaw
Poland
T +48 (22) 5839534
F +48 (22) 5839501
www.ghkint.com

Written by Milica Popović (External Consultant)
Checked by Aleksandra Duda (ICF GHK), Terence Clifford-Amos (External Consultant), Maria Golubeva (ICF GHK)

Edited by Helene Skikos, European Commission

September 2013

More information on the European Union is available on the Internet (http://europa.eu). Cataloguing data can be found at the end of this publication.

© European Union, 2013
Reproduction is authorised provided the source is acknowledged.
Publications Office of the European Union
2013 — 37 pp. — 21 x 29,7 cm
doi: 10.2766/62314
The Western Balkans Platform on Education and Training was launched on 7 March 2012. It is the latest EU initiative for enhanced policy dialogue and regional cooperation in the Western Balkans. Its objectives are to help to prepare better our partners in this region for their eventual participation in the EU’s policy cooperation framework, the Open Method of Coordination, to enhance their participation in EU programmes and to assist their reform efforts in the area of education and training. The Platform is also an opportunity for discussing issues of common interest among the participants, of sharing good practice and for identifying priorities and needs for further support.

One of the highest priorities identified by the Ministries of Education last year was the training of teachers, and EU support was requested on this topic. In response to this, the EU commissioned a study to map the situation of how teachers are educated and trained in that part of Europe, as comprehensive information on the subject is scarce. The objectives of this study were to look at the key policies, programmes, qualifications systems, quality assurance mechanisms, induction and mentoring programmes, continuing professional development and other aspects of teacher education and training in each country, but also to compare them across the region.

The results of this study are provided in individual country reports and a synthesis report comparing the strengths, weaknesses and good practices in the region. These reports will feed the policy dialogue of the Western Balkans Platform on Education and Training and will hopefully contribute to the on-going national reforms. The main results of the study will be presented, and experiences shared, in a regional seminar organised by the European Commission, under the Western Balkans Platform, in Ohrid in the former Yugoslav Republic of Macedonia, on 19-20 November 2013.

Teachers are among the most influential people in each individual’s life. We can all remember those who inspired us, pushed us and guided us. The importance of a teacher’s work cannot be overstated. It is directly linked to the quality of basic education provision, the development of key competences and it also impacts the quality of education at higher levels. That is why I am very pleased that the EU could contribute with this study to the policy dialogue on teacher education and training in the Western Balkans.

Jan TRUSZCZYŃSKI
Director-General of Education and Culture
European Commission

Brussels, 10 September 2013
Contents

Glossary* ........................................................................................................................................4
List of abbreviations ..................................................................................................................5
1 Primary and secondary education: an overview .................................................................6
  1.1 Current structure of the education system ................................................................. 6
  1.2 Organisation of primary and secondary education system ...................................... 6
  1.3 The role of primary and secondary education ........................................................... 7
  1.4 The role of primary and secondary school teachers .................................................. 7
  1.5 Key trends in numbers in primary and secondary education .................................... 8
2 Government policy in the area of teacher education ..................................................... 10
  2.1 Legislative framework .............................................................................................. 10
  2.2 Institutional framework ............................................................................................. 11
  2.3 National reforms addressing primary and secondary schooling ............................ 13
  2.4 National reforms, policies, and programmes on teacher education ....................... 16
  2.5 Forecast of policy needs in the field of teacher education ....................................... 17
3 Organisation of initial teacher education (ITE) ............................................................. 18
  3.1 Providers and financing of ITE .................................................................................. 18
  3.2 Admission procedures .............................................................................................. 19
  3.3 Education programmes ............................................................................................. 19
  3.4 Curricula and teacher education standards ............................................................... 19
  3.5 Assessment methods .................................................................................................. 20
4 Support for new teachers .................................................................................................. 20
5 Continuing professional development of teachers (CPD) ........................................... 21
  5.1 Providers and financing of CPD ................................................................................ 21
  5.2 Organisation of in-service teacher training ............................................................. 22
6 Teacher qualifications and quality assurance .................................................................. 23
  6.1 Qualification system for primary and secondary school teachers ............................ 23
  6.2 Quality assurance mechanisms .................................................................................. 24
7 Innovations in teacher education .................................................................................... 25
  7.1 Innovative practices and developments ................................................................... 25
  7.2 The use of ICT ......................................................................................................... 26
  7.3 The opportunities and limitations of introducing innovations in the teacher education system ................................................................. 27
8 Partnerships and interaction with external actors ........................................................... 27
  8.1 Partnerships between schools and teacher education institutions .......................... 27
  8.2 The role of the business sector in teacher education ............................................... 28
  8.3 The role of NGOs and external support in teacher education .................................. 28
9 Key strengths, challenges and perspectives .................................................................... 30
  9.1 Current strengths and weaknesses of teacher education ......................................... 30
  9.2 The need for further policy action ............................................................................. 31
Bibliography ............................................................................................................................. 33
Annex 1 Structure of education system in Croatia ............................................................... 35
Annex 2 Example of Teacher Faculty plan and programme ............................................... 36
### Glossary*

<table>
<thead>
<tr>
<th>Term</th>
<th>Definition</th>
</tr>
</thead>
<tbody>
<tr>
<td>Assessment</td>
<td>The sum of methods and processes used to evaluate the attainments (knowledge, know-how and/or competences) of an individual, and typically leading to certification.</td>
</tr>
<tr>
<td>Classroom Practice</td>
<td>The practical, school-based elements of any course of initial teacher education (ITE), lasting typically not more than a few weeks. It also includes teacher tasks undertaken outside the classroom, such as collaboration with colleagues or communication with parents. It is supervised by a school teacher, with periodic assessment by teachers at the training institution.</td>
</tr>
<tr>
<td>Competences</td>
<td>The set of learning outcomes: what a teacher knows, understands and is able to perform.</td>
</tr>
<tr>
<td>Continuing professional development</td>
<td>In-service (‘on-the-job’) activities that develop skills, knowledge, expertise and other characteristics as a teacher provided in a formal or informal way, beyond the basic training initially required to carry out the job. In certain cases, they may lead to further qualifications. The term is used interchangeably with ‘in-service training’.</td>
</tr>
<tr>
<td>Induction</td>
<td>A phase at the early stage of teacher’s career during which novice teachers, having completed the formal programme of initial teacher education, receive structured guidance and support (e.g. from mentors). During induction, new entrants carry out some or all the tasks incumbent on experienced teachers, and they are remunerated for their work. It normally lasts at least several months.</td>
</tr>
<tr>
<td>ISCED levels</td>
<td>International Standard Classification of Education (ISCED) is an instrument for compiling statistics on education internationally. It distinguishes between six levels of education: pre-primary education (ISCED level 0), primary education (ISCED level 1), lower secondary education (ISCED level 2), upper secondary education (ISCED level 3), post-secondary non-tertiary level of education (ISCED level 4), tertiary-type A education (ISCED level 5A), tertiary-type B education (ISCED level 5B), advanced Research Qualifications (ISCED level 6).</td>
</tr>
<tr>
<td>Learning outcomes</td>
<td>A statement of what a learner knows understands and is able to do on completion of a learning process. The learning outcome approach emphasises the results of learning rather than focusing on inputs such as length of study.</td>
</tr>
<tr>
<td>Initial teacher education</td>
<td>A pre-service training provided to student teachers before they have undertaken any teaching, eventually leading to a qualification to teach. It usually takes place in institutions of higher education.</td>
</tr>
<tr>
<td>Probation period</td>
<td>Temporary appointment in the form of a trial period, normally followed by permanent employment, of which conditions may vary. It can last between several months up to several years under varying conditions (depending on working regulations) and may be subject to a final assessment and is normally followed by permanent employment.</td>
</tr>
<tr>
<td>Professional training</td>
<td>Training that provides prospective teachers with both the theoretical and practical skills needed to be a teacher. In addition to courses in psychology and teaching methods and methodology, it includes in-class placements.</td>
</tr>
<tr>
<td>Professional standards</td>
<td>A statement of the professional knowledge, skills and competences required of the teacher at each career stage.</td>
</tr>
<tr>
<td>Qualification</td>
<td>A formal confirmation (e.g. certificate, diploma, degree) that an individual has achieved learning outcomes up to given standards; and/or the requirements for an individual to enter, or progress within an occupation.</td>
</tr>
<tr>
<td>Teacher</td>
<td>A person who is acknowledged as having the status of a teacher (or equivalent) according to the legislation and practice of a given country.</td>
</tr>
<tr>
<td>Teacher Education Institution</td>
<td>Any institution responsible for the overall delivery of a programme of ITE and the conferring of an ITE qualification.</td>
</tr>
<tr>
<td>Skill</td>
<td>Practiced/learnt efficiency in the performance of a specific (simple or complex) activity or a specific task.</td>
</tr>
<tr>
<td>Standard</td>
<td>A minimum level, depth and breadth of what is to be learnt. It provides the basis for final assessment, planning and implementation of teaching and training actions. Learning outcomes used in curricula can be considered as standards.</td>
</tr>
</tbody>
</table>

*Definitions applied by the European Commission, international organisations, or scholarly research.*
### List of abbreviations

<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>ASHE/AZVO</td>
<td>Agency for Science and Higher Education</td>
</tr>
<tr>
<td>AVETAE/ASOO</td>
<td>Agency for Vocational Education and Training and Adult Education</td>
</tr>
<tr>
<td>CEE/NCCVVO</td>
<td>Centre for External Evaluation of Education</td>
</tr>
<tr>
<td>CROQF</td>
<td>Croatian Qualifications Framework</td>
</tr>
<tr>
<td>CPD</td>
<td>Continuing professional development</td>
</tr>
<tr>
<td>ETI/AZOO</td>
<td>Education and Teacher Training Agency</td>
</tr>
<tr>
<td>ETF</td>
<td>European Training Foundation</td>
</tr>
<tr>
<td>EQF</td>
<td>European Qualifications Framework</td>
</tr>
<tr>
<td>EU</td>
<td>European Union</td>
</tr>
<tr>
<td>HEIs</td>
<td>Higher education institutions</td>
</tr>
<tr>
<td>HNOS</td>
<td>Croatian National Educational Standard</td>
</tr>
<tr>
<td>ICT</td>
<td>Information and communication technology</td>
</tr>
<tr>
<td>IPA</td>
<td>Instrument for Pre-accession assistance</td>
</tr>
<tr>
<td>ITE</td>
<td>Initial teacher education</td>
</tr>
<tr>
<td>NCEEE/NCCVVO</td>
<td>The National Centre for External Evaluation of Education</td>
</tr>
<tr>
<td>NGO</td>
<td>Non-governmental organisation</td>
</tr>
<tr>
<td>OECD</td>
<td>Organization for Economic Co-operation and Development</td>
</tr>
<tr>
<td>OSCE</td>
<td>Organization for Security and Co-operation in Europe</td>
</tr>
<tr>
<td>PISA</td>
<td>Programme for International Student Assessment</td>
</tr>
<tr>
<td>SEECEL</td>
<td>South East European Centre for Entrepreneurial Learning</td>
</tr>
<tr>
<td>UNDP</td>
<td>United Nation Development Programme</td>
</tr>
<tr>
<td>UNESCO</td>
<td>United Nations Educational, Scientific and Cultural Organization</td>
</tr>
<tr>
<td>UNICEF</td>
<td>United Nations Children’s Fund</td>
</tr>
<tr>
<td>VET</td>
<td>Vocational education and training</td>
</tr>
<tr>
<td>WB</td>
<td>World Bank</td>
</tr>
</tbody>
</table>
1 Primary and secondary education: an overview

This section provides a brief overview of the organisational and institutional aspects of the education system with a special focus on primary and secondary education. It defines the role of primary and secondary schooling, the role of primary and secondary school teachers, and lists the key school education indicators in this area. It is complemented by a graphic presentation of the current structure of the education system in Croatia presented in Annex 1.

1.1 Current structure of the education system

The education system in the Republic of Croatia consists of:

- Preschool education (ages 6 months – 6)
- Compulsory primary education (ages 6 – 15):
  - Lower level – class based education (ages 7 – 10, grades I – IV)
- Secondary education (ages 15 – 19):
  - General (or specialised) high schools (gymnasiums/grammar schools) that last 4 years
  - Vocational schools, which last from 1 to 5 years
  - Art schools (4 years)
  - Adult secondary education (lower and upper level).
- Higher education:
  - First cycle: Bachelor study programmes (3-4 years, 180-240 ECTS)
  - Second cycle: Master's study programmes (1-2 years, 60-120 ECTS)
  - Third cycle: Doctorate study programmes (3 years, 180 ECTS).
- Vocational education: Bachelor (2-4 years, 180 ECTS) and specialised level (1-2 years, 120 ECTS).

For a graphic presentation of the education system please see Annex 1.

1.2 Organisation of primary and secondary education system

Primary education in Croatia consists of two cycles: the first encompasses the first four years of primary school (taught by a class teacher); the second encompasses the second four years of schooling (taught by different subject teachers). The second cycle of primary schooling is also regarded as the lower secondary level.

The third cycle of education relates to the first and the second year of secondary vocational and artistic schools, and in general secondary schools (gimnazije / grammar schools) to all 4 years of study. Students can obtain the lowest vocational qualification already after 2 years of secondary education at the age of 16/17.

Students from grammar schools and 4 year vocational secondary schools complete secondary education by passing a general final exam, the State Matura, which is carried out by the National Centre for External Evaluation of Education (NCEEE/NCVVO) in cooperation

---

1 The Law on Preschool Education, Narodne novine (Peoples' Journal) – in further text NN, 10/97 and 107/07.
2 The Law on Education in Primary and Secondary Schools, NN 87/08.
with schools. There are no unified Matura examinations for 3 and 2 year vocational secondary education.

Table 1.1 Organisation of education system – at a glance summary table

<table>
<thead>
<tr>
<th>Description</th>
<th>Years/Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Age of pupils starting primary education</td>
<td>6/7</td>
</tr>
<tr>
<td>Number of years of primary education</td>
<td>8</td>
</tr>
<tr>
<td>Age of pupils starting lower secondary education</td>
<td>11*</td>
</tr>
<tr>
<td>Number of years of lower secondary education</td>
<td>4*</td>
</tr>
<tr>
<td>Number of years of upper secondary education</td>
<td>4</td>
</tr>
<tr>
<td>Number of years of obligatory schooling</td>
<td>8</td>
</tr>
</tbody>
</table>

*According to the ISCED levels.

1.3 The role of primary and secondary education

The main aims of education are described in Article 4 of the Law on Education in Primary and Secondary Schools. These include:

- Assuring a systematic method of teaching students, encouraging and enhancing their intellectual, physical, esthetical, social, moral and spiritual development in accordance to their capabilities and interests;
- developing students’ awareness of their national identity, preservation of historical and cultural heritage and national identity;
- rearing and educating students in accordance to the general cultural and civilisation values, human rights and rights of the child, empowering them to live in a multicultural world, to respect diversity and tolerance, to actively and responsibly participate in the democratic development of society;
- assuring the acquisition of general and specialised competences by students, train them for life and work in a changeable social and cultural context, according to the demands of the market, contemporary information and communication technologies and scientific discoveries and achievements;
- preparing students for lifelong learning.

The educational values, aims, competences, and principles are also specified in the Strategy for the Construction and Development of the National Curriculum for Pre-school Education, General Compulsory and Secondary School Education (2007) and in the National Curriculum for Pre-school Education, General Compulsory and Secondary School Education, adopted in 2008. The values, which received particular attention in the National Curriculum, are knowledge, solidarity, identity and responsibility.

Finally, the role of education is also defined in the plans and curricula adopted by primary and secondary schools.

1.4 The role of primary and secondary school teachers

The role of teachers is to ensure conditions and support for learning of all students, assuring that students achieve learning outcomes as prescribed by the strategic documents, the Croatian National Educational Standard (HNOS) and the National Curriculum.

---

4 The Law on Education in Primary and Secondary Schools, NN 87/08, Article 82.
5 Ibid, Article 4.
6 National Curriculum Framework, p.16.
7 National Curriculum Framework, p.22.
The Rulebook on Advancement of Teachers in Primary and Secondary Education⁸, which outlines the assessment elements to measure the success of teacher’s work, indicates that it is expected from teachers to:

- apply didactic creativity in teaching;
- implement contemporary teaching methods and knowledge sources;
- achieve results in the rearing of students;
- achieve results in enabling students for independent and lifelong learning;
- be aware of human rights and environmental issues;
- cooperate with other teachers, parents, and school environment.

1.5 Key trends in numbers in primary and secondary education

Based on the statistical data obtained through the website of the Croatian Bureau for Statistics⁹ and from the website of the World Bank database (March 2013), the following trends in school education can be observed:

- Public spending on education has increased between 2007 and 2009, but there is a lack of information for the other years which does not allow for a comprehensive and clear analysis of the trends of the governmental investment in education.

- Whereas the number of students in primary schools has been continuously falling since 2005, due to the low birth rate in Croatia, the number of teachers in primary education has been steadily rising and the teacher/student ratio has been lowered. The overall enrolment rates have decreased.

- The number of students in secondary education has decreased as well due to the lower birth rate, with the exception of 2011 where the number of students has again risen. The actual enrolment rates in secondary education have risen and fallen again, and the number of secondary schools has grown as a result of reforms in secondary education and the introduction of new school profiles. The number of teachers in secondary education has also increased, which lowered the student/teacher ratio in secondary education.

- The percentage of female teachers, both in primary and secondary education, has risen.

⁸Article 5, Rulebook on advancement of teachers in primary and secondary education, NN 89/95, 148/99 and 20/05.
⁹www.dzs.hr
## Table 1.2  Key statistics on primary and secondary education*

<table>
<thead>
<tr>
<th>Year Description</th>
<th>2005</th>
<th>2006</th>
<th>2007</th>
<th>2008</th>
<th>2009</th>
<th>2010</th>
<th>2011</th>
</tr>
</thead>
<tbody>
<tr>
<td>Public expenditure on education as % of GDP</td>
<td>-</td>
<td>-</td>
<td>4.02</td>
<td>4.30</td>
<td>4.33</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Public expenditure on education as % of government expenditure</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Pupils in primary education10</td>
<td>387 952</td>
<td>382 441</td>
<td>376 100</td>
<td>369 698</td>
<td>361 052</td>
<td>351 345</td>
<td>342 028</td>
</tr>
<tr>
<td>Pupils in secondary education</td>
<td>189 661</td>
<td>187 977</td>
<td>184 183</td>
<td>181 878</td>
<td>180 582</td>
<td>180 158</td>
<td>183 807</td>
</tr>
<tr>
<td>Teachers in primary education</td>
<td>30 131</td>
<td>30 450</td>
<td>30 877</td>
<td>31 621</td>
<td>32 083</td>
<td>32 213</td>
<td>32 394</td>
</tr>
<tr>
<td>Teachers in secondary education</td>
<td>21 835</td>
<td>22 573</td>
<td>22 975</td>
<td>23 772</td>
<td>24 004</td>
<td>24 223</td>
<td>24 737</td>
</tr>
<tr>
<td>Pupil-teacher ratio in primary education</td>
<td>17.53</td>
<td>17.06</td>
<td>16.69</td>
<td>16.03</td>
<td>14.78</td>
<td>14.26</td>
<td>-</td>
</tr>
<tr>
<td>Pupil-teacher ratio in secondary education</td>
<td>10.14</td>
<td>9.54</td>
<td>9.29</td>
<td>9.09</td>
<td>8.33</td>
<td>8.15</td>
<td>-</td>
</tr>
<tr>
<td>School enrolment in primary schools (% net)</td>
<td>90.49</td>
<td>90.14</td>
<td>89.83</td>
<td>89.21</td>
<td>87.49</td>
<td>86.82</td>
<td>-</td>
</tr>
<tr>
<td>School enrolment in secondary schools (% net)</td>
<td>87.94</td>
<td>-</td>
<td>-</td>
<td>89.43</td>
<td>92.11</td>
<td>91.03</td>
<td>-</td>
</tr>
<tr>
<td>Percentage of female teachers in primary schools</td>
<td>90.12</td>
<td>90.39</td>
<td>91.11</td>
<td>91.35</td>
<td>-</td>
<td>92.47</td>
<td>-</td>
</tr>
<tr>
<td>Percentage of female teachers in secondary schools</td>
<td>66.87</td>
<td>67.31</td>
<td>67.93</td>
<td>68.65</td>
<td>-</td>
<td>68.93</td>
<td>-</td>
</tr>
<tr>
<td>Primary school completion rate, total (% of relevant age group)</td>
<td>95.24</td>
<td>96.37</td>
<td>101.07</td>
<td>98.33</td>
<td>95.06</td>
<td>93.11</td>
<td>-</td>
</tr>
<tr>
<td>Youth literacy rate11</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>99.65</td>
<td>-</td>
</tr>
</tbody>
</table>

* Missing data could not be found on relevant national and international websites and have not been provided by the Ministry.


---

10The total number of pupils enrolled at primary level in public and private schools and the total number of pupils enrolled at secondary level in public and private schools.

2 Government policy in the area of teacher education

It is the aim of this section to outline the main legislative and institutional framework, national policies, reforms and strategies addressing primary and secondary education as well as school teacher education on initial and in-service level. The section ends with a list of envisaged future developments in these areas.

2.1 Legislative framework

The main legal acts and regulations addressing primary and secondary teacher education include:

- The Law on Education in Primary and Secondary Schools\(^\text{12}\) regulates primary and secondary education in public institutions and specifically the status of workers of educational institutions (e.g. teachers), conditions for employment, the basis of continuing professional development (CPD), promotion and licensing, management of the institutions, evaluation and self-evaluation, financing of the institutions, inspection and other relevant functions.

- The Law on Scientific Activity and Higher Education\(^\text{13}\) regulates, inter alia, the organisation of the initial education of teachers and basic articles on quality-assurance processes in relation to the initial education of teachers.

- The State Pedagogical Standards for Elementary School Education\(^\text{14}\) define the minimum infrastructural, financial and personnel conditions for the implementation and development of primary education, including general rules for teachers’ professional development.

- The State Pedagogical Standard for Secondary School Education\(^\text{15}\) outlines the universal conditions for quality secondary education and provides the basis for financing secondary education.

- The Strategy for the Construction and Development of the National Curriculum for Pre-school Education, General Compulsory and Secondary School Education\(^\text{16}\) contains propositions of guidelines and ways to improve education in the Croatian social context, as well as the propositions on how to ensure a quality education system.

- The Rulebook on advancement of teachers in primary and secondary education\(^\text{17}\) outlines the procedures and conditions for the promotion of teachers as mentors and advisors.

- The Law on Quality Assurance in Science and Higher Education\(^\text{18}\) outlines the procedures of quality assurance and quality enhancement, accreditation, thematic

---


\(^{17}\)Rulebook on advancement of teachers in primary and secondary education, NN 89/95, 148/99 and 20/05, http://www.asco.hr/UserDocsImages/dodatnak20u%20odokumentePravilnik%20o%20napredovanju%20u%20C4%8Ditelja%20%20nastavnika%20%20osnovnom%20%20srednjem%20%20%20C5%A1kolstvu.pdf
evaluation and audit of institutions of higher education and science, and the status and competences of the Agency for Science and Higher Education and other bodies responsible for quality assurance.

- The Law on Croatian Qualifications Framework19, adopted in February 2013, establishes the qualifications framework which is compatible with the European Qualifications Framework (EQF) and the Qualifications Framework of the European Higher Education Area (QF-EHEA). The Law also establishes the National Council on the Development of Human Potential as the main actor responsible for the Croatian Qualifications Framework (CROQF).

- The Law on Education Inspection20 regulates the organisation of school inspections and the competences of inspectors.

- The Law on education in the language and script of national minorities21, adopted in 2000, based on the constitutional rights in the Republic of Croatia, regulates all levels of education in national minorities’ languages. Education can also be bilingual or exclusively in the languages of the national minorities.

The legal framework is in place but the general perception, as informed by stakeholders, is that a considerable number of rulebooks are needed in order to assure full implementation of the existing legal and strategic provisions. The main areas requiring further legal regulation are: the induction and licensing programmes, career advancement of teachers, continuing professional development of school principals, and most importantly, development and adoption of national teacher competences.

2.2 Institutional framework

The Ministry of Science, Education and Sport, national agencies and centres, and local authorities, are the main institutions responsible for primary and secondary school teacher education in Croatia.

a) At national level:

- The Ministry of Science, Education and Sports (hereafter referred to as the Ministry):
  - adopts the National Curriculum;
  - adopts the experimental programmes, which introduce and evaluate new education content, methodologies and equipment;
  - prescribes the conditions, methods, financing criteria and timetable of vježbaonica (classroom practice) on the proposal of higher education institutions, which provide initial teacher education;
  - prescribes methods of evaluation and grading of students, as well as the content, conditions, procedure of the secondary school final examination (State Matura) and defending the final work;
  - adopts a yearly plan of the implementation of external evaluation of education institutions, on the proposal of the Council for National Curriculum;
  - nominates the Council for National Curriculum;
  - prescribes obligatory qualifications and competences for teachers;
  - prescribes the programme and methodology of induction period for novice teachers, monitoring of their work, content, conditions and procedure of professional examinations;
  - approves programmes of CPD and prescribes their methodology and procedure;

---

20 The Law on Education Inspection, NN 61/11 and 16/12, http://www.zakon.hr/z/474/zakon-o-prosvjetnoj-inspekciji
21 The Law on Education in Language and Script of National Minorities, NN 51/00 and 56/00, http://www.zakon.hr/z/318/
prescribes the programme, procedure and ways of acquiring and renewing licences for teachers;
gives approval for the nomination of school principals;
supervises and controls financial management of education institutions.  

The Education and Teacher Training Agency (ETTA/AZOO):

- provides expertise and advice in education;
- participates in monitoring, advancement and development of education in pre-school, compulsory primary and secondary education, adult education, education of Croatian citizens abroad and education of foreign citizens in Croatia;
- participates in the development and implementation of the National Curriculum;
- provides expert support and provides guidelines for schools, their principals, teachers, expert associates (education workers);
- organises and implements the CPD of education workers, unless differently prescribed by other regulations;
- implements expert examinations for education workers, under special regulations;
- implements promotion procedures for education workers, under special regulations;
- gives expert opinion on programmes in pre-school education, primary education and general secondary education (grammar schools), general education programmes in vocational secondary schools, programmes in adult education, except otherwise prescribed by other regulations;
- monitors the development and implementation of the Croatian National Education Standard as part of the National Curriculum;
- implements pedagogical-expert supervision;
- participates in organisation and implementation of students' competitions;
- participates in the development and monitoring of national programmes;
- carries out information-documentation and publishing activities;
- delivers other duties in accordance with the law and bylaws of the Minister of education.

The National Centre for External Evaluation of Education (NCEEE/NCVVO):

- plans strategies and assessment methodology and external evaluation in education;
- implements research in the field of education evaluation and external evaluation;
- develops tests, and any other exam materials;
- develops and publishes working textbooks and guidelines for exam preparation;
- organises and implements all exams based on national standards, including the secondary school final exam (State Matura);
- distributes examination certificates;
- cooperates with international certificate centres and organisations;
- organises implementation of international examinations and internal comparative analyses in education;
- implements external evaluation in primary and secondary schools and other institutions who deal with professional education and training;
- analyses and publishes examination and external evaluation results;
- provides suggestions to the Ministry for continuous quality enhancement of education;
- advises schools in their self-evaluation processes and development based on results of standardised tests;
- organises seminars for teachers in the field of grading and evaluation of students;
- organises seminars for external partners of the Centre in the process of preparation and implementation of examinations (external evaluators and authors of examination questions);

---

22 The Law on Education in Primary and Secondary Schools, NN 87/08, Articles 26, 29, 41, 72, 82, 88, 89, 105, 108, 115, 117, 127, 139, 150.
23 www.azoo.hr
24 www.ncvvo.hr
develops and maintains the information system, prints and publishes documents and publications in the field of external evaluation.25

■ The Agency for Science and Higher Education (ASHE/AZVO)26:

■ implements the initial accreditation procedure, reaccreditation procedure, thematic evaluation procedure, external independent periodic evaluation of internal quality assurance systems (audit);

■ gathers and analyses data on the science and higher education system (e.g. on science and higher education resources and their adequacy to the social needs, on the quality and efficiency of science and higher education, on the development tendencies of science and higher education systems);

■ implements the procedure of recognition of foreign higher-education degrees;

■ provides information on enrolment conditions in higher education in the Republic of Croatia and gathers data on the fulfillment of conditions of enrolment of students;

■ coordinates and encourages cooperation and membership of international associations which deal with quality assurance;

■ encourages the development of research and knowledge on quality assurance of science and higher education in the Republic of Croatia and implements systematic educational activities at national level, and especially the education of members of expert bodies in the external quality assurance procedures and quality enhancement.

■ The Agency for Vocational Education and Training and Adult Education (AVETA/ASOO)27 is responsible for planning, development, organisation, implementation, monitoring and advancement of the vocational and adult education systems, definition of roles of teachers in a learning outcomes orientated system and the establishment of a quality assurance system in vocational and adult education.

b) At regional and county level:

■ Municipal authorities are mainly responsible for certain financing issues and approving and assisting employment procedures in schools.28

■ At the county level (županije), the Education and Teacher Training Agency (ETTA/AZOO) organises county councils, responsible for the dissemination of information and the implementation of CPD.29

Overall, the institutional setting in Croatia is well developed, establishing clear responsibilities for each institution. The decentralised character of CPD at county level is a good example of the provision of clear links between the local and national level of activity. Additional cooperation should be encouraged in the field of quality assurance, taking into account further indicators for the quality of education.

2.3 National reforms addressing primary and secondary schooling

The conceptual and structural reorganisation of the primary and secondary education systems undertaken in Croatia in recent years is discussed below. Reforms that address school teachers in particular are presented in Section 2.4.

a) Education sector development plans

In 2005, the Government of the Republic of Croatia adopted the Education Sector Development Plan 2005-201030 as a strategic document with specific priority to ensure fundamental changes and further enhancement of education quality in Croatia. The planned priorities were:

---

25 The Law on founding of the National Centre for External Evaluation of Education, NN 151/04.
26 www.azvo.hr
27 www.asoo.hr
28 The Law on Education in Primary and Secondary Schools, NN 87/08.
29 Stakeholder consultations (interview, ETTA/AZOO), Zagreb, 11.03.2013.
30 Draft comment, June 2013.
improvement of teaching and learning in schools, development of knowledge and skills by training of teachers and improvement of their social and financial status;

improvement of working conditions in schools and upgrading of school equipment;

development of lifelong learning, according to the market needs;

increase in the use of information and communications technology;

strengthening the role of schools in the prevention of socially unacceptable behaviour;

encouragement of varied means of support to students in their learning and extracurricular activities and creation of schools as learning communities;

improvement of the management of educational institutions and introduction of monitoring and external evaluation;

rationalisation and decentralisation of the education system;

increasing direct support to regional development;

increasing the participation of parents, local community and other partners in the improvement of the educational system;

innovation in the approach to educational processes and harmonisation with the EU programmes on all levels;

linkage between higher education and research;

strengthening of national and cultural values and belonging to the European culture.

The strategy aimed to improve the quality and effectiveness of education; to improve management and efficiency of the education system; and to promote education for social cohesion and economic growth and development (reforms announced in the strategy which are further described in the subsequent sections). In terms of teacher education, the Plan focused especially on in-service teacher training, since there was a demand for qualified teachers in the areas of mathematics, physics, chemistry and foreign languages.31

The strongest outcome of the Plan has been the adoption of new legislative and institutional frameworks (see Sections 2.1 and 2.2). The main state actors responsible for the implementation of this strategy have been transformed from institutes to agencies and new bodies have been established (e.g. ETTA/AZOO, AVETAE/ASOO, ASHE/AZVO, CEEE/NCVV).

A new Strategy on Education, Science and Technology until 2020 is currently being prepared by the Ministry (expected to be finalised in October 2013). While a large number of stakeholders have been engaged in the preparation of this document, the non-governmental sector has reported that the criteria for involvement have not been transparent and that, so far, there is little public information on the progress of the Strategy.32

The main innovation when developing the new strategy has been a new approach – the thematic topic division within working groups into pre-tertiary education, tertiary education, lifelong learning and infrastructure. This is the first time that the pre-tertiary education sector has been perceived integrally instead of being divided into pre-school, primary and secondary education. It is envisaged that the monitoring of the implementation of the new Strategy will be carried out by the Education Council of the Parliament of the Republic of Croatia. It has also been recommended by the consulted stakeholders that the new draft Strategy is presented to the public for wider consultations.

b) Curriculum reform

In 2005-2006, the Ministry of Science, Education and Sport carried out a reform project, known as the Croatian National Educational Standard (HNOS). The aim of this initiative was to sensitisise teachers to the envisaged changes in approach to education and learning, to carry out systematic training and development, to change teaching plans and programmes and to modernise textbooks. The Standard was an introduction to the development of the National Curriculum.

32 Stakeholder consultations (questionnaire, Youth Network of Croatia), 03.04.2013
One of the goals of the reform has been to change the role of teachers to become organisers of the educational process and not only the main source of knowledge. \(^{33}\) However, some interviewees have noticed that HNOS has achieved little effect within the schools themselves and that further initiatives and encouragement of implementation need to be strengthened. \(^{34}\)

In 2007, the Strategy for the Construction and Development of the National Curriculum for Pre-school Education, General Compulsory and Secondary School Education was adopted. \(^{35}\) Accordingly, the National Curriculum for Pre-school Education, General Compulsory and Secondary School Education \(^{36}\) was adopted in 2011, marking the transition from teacher-centred learning to the competences-based education system and learning outcomes. The key competences defined in the document include: communication in mother tongue, foreign languages, competences in maths, natural sciences and technology, digital competences, learning to learn, social and citizenship competences, entrepreneurship, cultural awareness and expression. The framework also introduced different teaching methods, such as research-based learning, student-centred learning, project-based learning, multimedia, individualised approach to students, interdisciplinary approach and problem-based learning and group work. At the moment, however, as most interviewees noted, it is difficult to assess the full scope of the results and it might be a recommendation to undertake a comprehensive evaluation exercise.

c) **External evaluation of education** \(^{37}\)

The external evaluation, introduced by NCEEE/NCVVO (the Centre) in both primary and secondary schools, is based on standardised tests which are implemented by the Centre in order to evaluate knowledge, skills and competences of students.

The Centre started the self-evaluation processes of secondary schools in 2006 and then continued with vocational schools. In 2007, it also founded and developed a network of associates who can help schools in their self-evaluation processes. The associates are supported by the Centre through regular meetings and coordination of their meetings with the schools. In addition to the national examination results and accompanying questionnaires, schools have undertaken SWOT analyses and prepared school development plans. Schools themselves can choose if they wish to participate in the self-evaluation independently, with the Centre or with the support of the network associate.

The Law on Education in Primary and Secondary Schools from 2008 introduced the obligation for schools to use the results of the national exams and other indicators towards the aim of self-evaluation and continuous quality enhancement of schools.

In line with the Article 82 of the above-mentioned law, the State Matura for secondary schools has been introduced for students in general/grammar schools of secondary education. \(^{38}\) With support of the World Bank, 250 teachers responsible for test development were trained in 2010 and training was also provided for teachers who served as test evaluators in mother tongue, mathematics and foreign languages as well as in each of the elective subjects. \(^{39}\) The first cohort of graduates who have passed the State Matura was enrolled at HEIs in 2010/2011 academic year.

---


\(^{34}\) Stakeholder consultations (interview, the Union of Science and Higher Education), 21.03.2013.


\(^{38}\) Secondary education in vocational and art schools, which lasts for at least 4 years, is finalised by a preparation and presentation of a final exercise/paper. However, if students wish so, they can also participate in the State Matura.

\(^{39}\) World Bank (2012), Croatia, op.cit.
d) Introduction of the Bologna Process in higher education and the Croatian Qualifications Framework

Croatia joined the Bologna Process in 2001 and in 2005 all study programmes have been harmonised with the Law on Scientific Activity and Higher Education adopted in 2003. The quality-assurance mechanisms were implemented in higher education institutions in 2009 through the Law on Quality Assurance in Science and Higher Education. These changes introduced integrated study programmes at the teacher faculties (for primary school class teachers) and consecutive model for teachers at other faculties (for subject teachers in primary and secondary schools).

The most recent development has been the introduction of the Croatian Qualifications Framework (CROQF) in 2013. The placement of qualifications at respective levels allows the comparison and linking of different qualifications, linked to the European Qualifications Framework and the levels of the Qualifications framework of the European Higher Education Area. The CROQF also enables the development of recognition and validation of non-formal and informal learning, along with the compulsory introduction of quality-assurance systems and clear quality assessment procedures. In addition to the qualifications standards, the CROQF also introduces occupational standards containing clearly defined competences required for particular occupations.

The introduction of CROQF reinforces the need for the shift from content-centred to student-centred learning and to a learning-outcomes based model. It therefore requires a methodological shift in teaching and new teaching skills, as well as significant changes in teachers’ approach to the preparation and development of plans and curricula. The possession and appliance of these skills are still not in full operation, particularly at the level of initial teacher education. As the CROQF was introduced only recently, an appropriate time-frame is needed to evaluate its effects on the ground.

e) Establishing the Centre for Educational Research and Development

A significant development in the field of research and education policy has been the foundation of the Centre for Research and Development of Education in 2001 in Zagreb, the first larger scale policy-oriented research programme on education. The Centre has provided continuous support to the development of education policies and helped to create a network of education experts.

2.4 National reforms, policies, and programmes on teacher education

The main national reforms, policies, and programmes on teacher education introduced in recent years in Croatia include:

- Introduction of obligatory higher education qualifications for teachers in 2008 (except in special cases prescribed by the law as explained in Section 6.1), upgraded from vocational college to the university level, and the possibility of acquiring a Ph.D. opened to primary teachers.

- Introduction of obligatory continuing professional development (CPD) of teachers and teacher licensing in 2008; however the licensing procedure is not yet in place, partially due to delays in establishing a system of reliable data collection on teacher attendance in in-service training.

- Creation of ETTA/AZOO, AVETAE/ASOO and NCEEE/NCCVO (see Section 2.2), which are responsible for assuring frequent teacher training, including training in self-evaluation.

---

40 http://www.iro.hr/userdocs/File/ACCESS/tfarnell_ISR-CERD_Dresden.pdf
41 The Law on Education in Primary and Secondary Schools, NN 87/08, Article 105.
42 The Law on Education in Primary and Secondary Schools, NN 87/08, Article 115.
43 World Bank (2012), Croatia..., op.cit.
September 2013

2.5 Forecast of policy needs in the field of teacher education

According to the research findings based on desk research and stakeholder consultations, the following needs were identified in the field of teacher education and training:

- Preparation of further measures and full implementation of the licensing system for teachers, with particular attention to the quality assurance in the licensing system.\(^\text{45}\)

- Preparation of a new rulebook on the promotion to the qualification of a teacher mentor and teacher counsellor (ongoing since 2009) to update the current one with the latest reform developments. Implementing and developing rulebooks following the National Curriculum.

- Providing incentives and increasing the number of teachers participating in continuing professional development (CPD) to encompass all teachers and not only the most motivated representatives of the profession.

- Offering enriched teacher training within CPD programmes to better reflect the teachers’ needs and diversifying the teaching and learning methods used in CPD programmes. Also, offering more CPD programmes in parts of the country other than Zagreb to improve attendance of teachers from other regions.

- Assuring progress in CPD of teachers in the fields of didactics and methodology; work with students with special needs, and the use of ICT, i.e., areas that appear as the weakest fields of teacher competences, also in providing further support for teachers in acquiring entrepreneurship competences, competences to work in inclusive classes and institutions, intercultural competences, teaching inter-subject topics, such as individual development of students, ecology, health and learning to learn.

- Making CPD obligatory for all teachers and providing it through the system of periodic licensing, regulated by the Ministry as prescribed by the Law.

---

\(^{44}\)World Bank (2012), Croatia…, op.cit.


\(^{48}\)Stakeholder consultations (questionnaire, the Association of Croatian secondary schools’ principals), 20.02.2013. The Law on Education in Primary and Secondary Schools, NN 87/08 demands further bylaws and regulations so the licensing system could be implemented.
■ Retraining of teachers who will not be able to find employment (as teachers) due to the rationalisation of the number of teachers in the country, following the demographic trend (see Section 1.5).

■ Investing in capacity-building for teacher education research at the institutional level (within and outside of universities) for the development of education research and policy in the country.\textsuperscript{39}

■ Addressing the problem of teacher shortage in the fields of natural sciences (mathematics, physics, chemistry, biology) and foreign languages.

■ Providing incentives to increase the attractiveness of the teaching profession and recruit teachers for schools in poor and less inhabited areas of Croatia.

■ Developing national teacher competences to assure the national level quality of all teachers.\textsuperscript{30}

■ Approval for the Centre for Research and Development of Education of the Institute for Social Research in Zagreb and the Faculty of Political Sciences of the University of Zagreb to start a new specialisation (graduate degree) in Education Policy, which should further contribute to the promotion of education science disciplines and a larger number of interdisciplinary education experts in the country.

■ Preparation and adoption of a new national curriculum following the adoption of the new Strategy 2020 to introduce the envisaged educational reforms.

■ Developing school principals’ positions as professional managerial posts to assure better management of schools and improving principals’ competences.

■ Solving the problem of schools working in two shifts (as already recognised in the Education Sector Development Plan 2005-2010), which overburdens teachers and limits their time for professional development.

3 Organisation of initial teacher education (ITE)

The following section reflects on organisation of primary and secondary school teacher education at initial level. It first looks at the key institutions providing the initial teacher education and methods of financing it. Then, it describes how initial teacher education is approached in Croatia, with a special focus on admission procedures, education programmes, curricula, and assessment methods.

3.1 Providers and financing of ITE

Institutions providing teacher education include higher education institutions (HEIs) and student \textit{vježbaonice} (classroom practices). \textit{Vježbaonice} are not the institutions providing teacher education per se but partners to HEIs in the provision of initial teacher education. They provide space for practical work for students in initial teacher education. The conditions, work methods, financing criteria and schedule of \textit{vježbaonice} are prescribed by the Minister based on a proposal from HEIs that offer teacher education programmes.\textsuperscript{51}

As for HEIs offering teacher education, there are seven universities offering teacher education programmes provided either through special faculties or through special programmes within different faculties. These include: the University of Zagreb, Rijeka, Osijek, Split, Pula, Zadar and Dubrovnik.


\textsuperscript{30}Strategy for the National Curriculum, p.29.

\textsuperscript{51}The Law on Primary and Secondary Schools, Article 41.
Initial teacher education is financed by the state budget through the Ministry of Science, Education and Sport, which supports all public higher education institutions that train future teachers.

### 3.2 Admission procedures

In order to be enrolled to HEIs, students must pass the final secondary school examination - State Matura. Since 2010, applications to higher education institutions have been implemented through the National Information System (NISpVU). The ranking of applicants is based on the secondary school final assessment results and the results of State Matura, student’s personal achievements and - in special cases - on additional skills.

There are no additional criteria for enrolment at teacher faculties, either in terms of psychological characteristics or suitability for working with children/youth.

It has been noted during the stakeholder consultations that the lack of current prestige in the teaching profession impacts the number and the quality of students applying for teacher education programmes.

### 3.3 Education programmes

ITE is organised at teacher faculties for lower primary education (for class teachers in the first four grades of primary school – first cycle) and at different faculties for subject teachers for lower secondary education (subject teachers teaching in the last four grades of primary school – second cycle) and for secondary school teachers. Teachers of the second cycle of primary schools and secondary education receive initial training at the faculties of philology, philosophy, natural sciences, technical faculties, art faculties and sport faculties. There is no difference between ITE for second cycle primary school teachers and secondary school teachers.

Teachers, both at teacher faculties and other faculties, need to obtain Master's degrees. Education programmes at teacher faculties are integrated (one five-year cycle), while the programmes at other faculties for subject teachers are consecutive – the teaching component comes after obtaining a Bachelor degree within the Master's cycle.

<table>
<thead>
<tr>
<th>Cycle</th>
<th>Name</th>
<th>Length</th>
</tr>
</thead>
<tbody>
<tr>
<td>Integrated</td>
<td>Integrated cycle for class teachers</td>
<td>5 years</td>
</tr>
<tr>
<td></td>
<td>(lower primary school)</td>
<td></td>
</tr>
<tr>
<td>I</td>
<td>Bachelor's degree</td>
<td>3 years</td>
</tr>
<tr>
<td>II</td>
<td>Master's degree</td>
<td>2 years</td>
</tr>
</tbody>
</table>

### 3.4 Curricula and teacher education standards

Teacher education curricula are created by HEIs. Despite the adoption of CROQF, there are no national standards for teacher education and thus no guarantees to achieve equal quality for novice teachers throughout the country. Programmes for teacher education are not harmonised and it has been pointed out by some stakeholders that there are significant differences between programmes provided by different HEIs.\(^{52}\) An example of the curricula for a programme of teacher education (class teachers) of the University of Rijeka can be found in the Annex 2.

As the HEIs’ programmes differ, the number of hours dedicated to classroom practice varies between institutions. Stakeholders contacted throughout this study pointed out that the number of hours devoted to classroom practice at schools is very limited in ITE and usually

---

52Stakeholder consultations (interviews, the Union of Science and Higher Education, the Centre for Research and Development of Education of the Institute for Social Research in Zagreb), 21.03.2013, 11.03.2013.
constitutes from 7% to 12% of the overall study programme. Mentors from partner schools are responsible for monitoring this small amount of practice.53

Table 3.2 Teaching competences54

| Knowledge and understanding | ■ Understanding and critical thinking on education processes and interdependence of different segment of the education system. |
| ■ Understanding and respect of all stakeholders in the education process. |
| ■ Understanding and ability to participate in the development of school and pedagogic pluralism. |
| ■ Language and communication skills. |
| ■ Basic scientific and theoretical knowledge of primary education (linguistic-communication, social-humanistic, mathematic-science, information-communication, physical and health, arts). |

| Skills and abilities | ■ Capability for quality oral and written communication in Croatian and a foreign language for the needs of personal and professional development (especially for reading literature in the area of professional expertise). |
| ■ Use of research methodologies in the field of education. |
| ■ Analysis and evaluation of one’s own work, education processes and learning. |
| ■ Efficient management of classes in a multicultural environment. |
| ■ Efficient use of computers in education. |

| Attitudes and values | ■ Awareness on the need for encouragement of holistic student development, acknowledging their characteristics, skills and interests and the right to be different. |
| ■ Acting in the accordance with the ethical principles of the profession and the best interest of the student. |
| ■ Strong identification with the teaching profession and other colleagues. |

Source: Stakeholder consultations (interview, Teacher Faculty at the University of Zagreb).

3.5 Assessment methods

Teacher student assessment methods are defined for each subject. Assessment includes different continuous assessment methods such as attendance, active participation during lectures, submitting papers, the evaluation of classroom practice, and other exercises. The number of points a student can obtain through continuous assessment methods can be up to 70, and for the final examination (written or oral) up to 30 points can be obtained.55 The actual percentage attributed to evaluating the classroom practice within continuous assessment methods differs between HEIs.

4 Support for new teachers

The following section is devoted to the provision of personal and professional support (‘induction’) for new teachers. When there are no systematic and/or national induction programmes, current practices to help novice teachers at the beginning of their career are discussed.

Following university education, new teachers are employed as novice (new) teachers and start their one-year induction programme. The details of this procedure are determined by the Minister in charge of education.56

The induction programme begins after the employment contract. As soon as a novice teacher starts to work, the school that has employed her or him is responsible for:

54 As there are no teaching competences established at the national level, the list of competences in Table 3.2 is an example provided by the Teacher Faculty from the University of Zagreb.
55 An example from a study programme of the Teacher Faculty of the University of Rijeka.
56 The Law on Education in Primary and Secondary Schools, Article 108.
nominating the commission for the induction programme that consists of the school principal, new teacher's mentor and expert advisor;

informing the Education and Teacher Training Agency about the beginning of the induction programme;

developing the induction programme;

assigning and providing continuous expert, pedagogical, didactic and other help for a novice teacher;

monitoring and evaluating the advancement of the new teacher in the induction programme.

Teachers who have the same subject/profile as novice teachers are appointed as teacher mentors. If a mentor cannot be nominated within the school where a novice teacher has started an induction programme, she or he should be nominated from another school. A novice teacher is obliged to attend mentors’ classes (at least 30 hours during an induction programme) and mentors are obliged to attend new teacher’s classes (at least 10 hours). The school principal and the expert advisor are obliged to introduce a novice teacher to other duties within teaching profession (legislative acts, pedagogic documentation, cooperation with parents and other colleagues).

After one year of induction, novice teachers apply for the professional (state) examination, which is organised by ETTA/AZOO (and AVETAE in case of vocational teachers), according to the Rulebook on the professional examination of teachers and professional advisors in primary and secondary education. If new teachers have more than one-year of professional experience in the field in which they have obtained a graduate degree (other than a teacher degree), they have two years to obtain pedagogic competences at an HEI; they also have to pass the professional examination.\(^{57}\)

Despite these developments, it has been pointed out by some stakeholders that the criteria for professional examination are not clearly set and almost all novice teachers pass. Another serious concern is that the induction plans and programmes are developed by mentors and therefore they can differ significantly. Appointing a mentor from another school is yet another challenge that may impede proper implementation of the induction programme. Mentors and novice teachers who are not from the same institution can face difficulties with meetings on a regular basis, and in the following of each other's work. Therefore, the degree of success and quality of the induction programme largely relies on the individual initiative and interest of a mentor.

### 5 Continuing professional development of teachers (CPD)

Section 5 describes how continuing professional development (CPD) of teachers is approached in Croatia. It looks at the CPD providers and financing of in-service teacher training and identifies programmes, practices, and activities for teachers’ professional development. It also reflects on knowledge, skills, and attitudes (values) required from experienced teachers.

#### 5.1 Providers and financing of CPD

CPD of teachers is provided by ETTA/AZOO, county councils organised by ETTA/AZOO, non-governmental organisations (NGOs), and faculties that provide initial teacher education at the state-funded universities in Croatia. It can be organised at state, regional and county levels.

The CPD of teachers in state (public) schools is financed from the state budget. It can also be financed by HEIs and with international support. According to some estimates, the annual funds devoted to CPD are not sufficient and cover even less than 10% of teachers’ needs in this area.\(^{58}\) As stated by some interviewees, the economic crisis had a negative impact on

---

\(^{57}\) The Law on Education in Primary and Secondary Schools, Article 110.

\(^{58}\) Stakeholder consultations (questionnaire, the Association of Croatian Secondary Schools’ Principals), 20.02.2013.
the level of funds dedicated to CPD; consequently, they have lowered in the last couple of years by over 30%. In addition, teacher salaries were decreased by 8% in 2008 due to the economic slowdown and a number of negotiations have taken place between the government and the trade unions in order to stop further cuts in education.

5.2 Organisation of in-service teacher training

Teachers have the right and obligation to participate in CPD through programmes approved by the Ministry. CPD includes both individual and organised training and development in the respective fields of pedagogy, didactics, educational psychology, methodology, ICT, counselling, management, educational policies, and other fields relevant for efficient and high-quality performance of education activities in schools.

CPD programmes are organised by the competent institutions, such as HEIs, institutes, associations, agencies, and schools. They are implemented by 104 advisors from ETTA/AZOO (and AVETAE for vocational teachers) from Zagreb and regional offices in Rijeka, Osijek and Split. Every advisor is an expert for a certain subject or field and is responsible for organising CPD for 800-1,200 teachers across the country. At the county level, an important role is given to distinguished education professionals who are county coordinators for teacher training. There are 1602 county coordinators for teacher training and their work is financed from the state budget.

Teachers apply for CPD programmes through an electronic application system (www.ettaedu.eu). Novice teachers are considered as an especially important target group because they are being prepared for the professional state examination and the successful start of their career. All CPD activities for teachers are planned on non-working days, i.e. during spring, winter and summer breaks.

Topics of the CPD activities of the Agency (ETTA/AZOO) are connected to the basic fields, strategy and skills development or topics of national relevance. Lecturers are experts from higher education institutions or other institutions that deal with education, principals and professional advisors from schools, or experienced teachers who are promoted to mentors and advisors. At the county level, lecturers and successful teachers from the local community can act as experts.

Types of CPD activities vary and they are adjusted to the level of training, target group and number of participants. If there is a large number of participants, mostly a combination of plenary lectures and work in small groups with workshop methods are organised. For small groups, methodologies are more interdisciplinary, modular, project-based, through video conferences, experiential learning, active participation and individual work in accordance with new technologies, symposia, different lectures, seminars, workshops, discussions, supervision groups, websites and forums.

Teachers are also involved in education communities which encourage professional development by providing possibilities for discussion, reading and sharing of professional experiences. These groups are included in the network of learning communities which is led by NCEEE/NCVVO.

The professional knowledge expected from teachers can be perceived as the ‘demands’ for the advancement of teachers, as prescribed in the Rulebook for the advancement of

---

59. Ibid.
60. Stakeholder consultations (interview, the Union of Science and Higher Education), 21.03.2013.
61. The Law on Education in Primary and Secondary Schools, Article 115.
62. Stakeholder consultations (questionnaire, ETTA/AZOO), Zagreb, 11.03.2013.
63. Stakeholder consultations (questionnaire, AZOO), 11.03.2013.
teachers. The achievements that are evaluated to assess the expertise and quality of teachers’ work are limited to success in the work with students, engagement in extracurricular professional activities, and participation in CPD.

Yet, there is little impact assessment of CPD in the classroom and the overall assessment of real CPD needs of teachers is lacking. The CPD programmes provided are more in line with the centralised education policy decisions than with actual teacher needs. School principals also lack additional support in the decision-making process on in-service training needs in their schools. While they require further training in providing regular formative feedback to teachers on their performance, teachers should also be encouraged to assess their own learning needs. Without proper evaluation, impact and needs assessment, the effectiveness of CPD of teachers in Croatia will remain low.

It should also be mentioned that there are no consequences if teachers do not attend CPD programmes. The estimate is that approximately only one third of teachers participate in CPD programmes. A lack of appropriate funding has been pointed out as one of the potential reasons for limited engagement in this type of activity. Decisions on financing of CPD of teachers in respective schools are taken by school principals.

6 Teacher qualifications and quality assurance

This section provides information on the qualifications (and diplomas, licences, certificates, occupational grades) required to become a primary and secondary school teacher. It also explores the issue of the quality assurance mechanism and identifies which key stakeholders are involved in the quality assurance process in teacher education.

6.1 Qualification system for primary and secondary school teachers

The level of primary and secondary teacher education required to be employed at schools is defined by the Minister in charge of education and specified in the Law on Education in Primary and Secondary Schools (2008):

- At primary schools, class teachers (teachers providing education in the first 4 years of primary school) should be holders of a Master’s degree from teacher training faculties.
- At primary schools, subject teachers (teachers providing education in the last 4 years of primary school and in secondary schools, specialised for a specific subject) should be:

65Rulebook on advancement of teachers in primary and secondary education, NN 89/95, 148/99 and 20/05, http://www.asoo.hr/UserDocsImages/dodatak%20u%20dokumente/Pravilnik%20o%20napredovanju%20u%C4%8Ditelja%20%20nastavnika%20u%20osnovnom%20%20srednjem%20%C5%A1kolstvu.pdf
66For example, method creativity in teaching; implementation of innovative methods in teaching and the use of contemporary knowledge sources; achieved results in the educational work with students; achieved educational results of students and their capacity for independent learning and lifelong learning; promotion of human rights and environmental issues; cooperation with other teachers, parents and representatives of the civil society who are directly involved in the advancement of the social environment of the school.
67For example, implementation of experimental classes for professional conferences at the county level or wider; giving lectures at professional conferences; leading of professional conferences; preparation of thematic exhibitions open for public; preparation of public cultural events in the school; preparation of school competitions; leading of different school clubs for the students; mentorship (both to new teacher teachers and students); publication of scientific articles; participation in the implementation of research in education; participation in the development of educational plan and programmes; textbook evaluation; translation of textbooks or multimedia educational software; writing a textbook or creating a multimedia educational software; publication of research in the respective field of the teacher; participation as a researcher in a research project which contributes to the development of Croatian education.
68Rulebook on advancement of teachers in primary and secondary education, Article 4.
69Stakeholder consultations (interview, the Centre for Research and Development of Education of the Institute for Social Research in Zagreb), 11.03.2013.
70Stakeholder consultations (interview, the Association of Croatian Secondary School Principals), 20.02.2013.
Holders of a Master’s degree from other faculties, where they studied at departments for teacher education of respective subjects (i.e. faculty of mathematics, department for education of mathematics); or

Bachelor level graduates from academic and vocational institutions if no master-level degree graduates responded to the call. In case of the latter, graduates should have at least 180 ECTS and additional necessary pedagogical, psychological, didactic, and methodological education worth 60 ECTS (called pedagogic competences).

At secondary schools, only Master’s level graduates with pedagogic competences can become subject teachers.

### Table 6.1 Minimum qualifications required to teach in primary and secondary schools

<table>
<thead>
<tr>
<th>I cycle (or other)</th>
<th>II cycle (or other)</th>
<th>Other</th>
</tr>
</thead>
<tbody>
<tr>
<td>Primary school teaching qualifications</td>
<td>Bachelor level degree for subject teachers if no Master’s level graduates responded to the call (see above)</td>
<td>Master’s level degree from teacher faculty</td>
</tr>
<tr>
<td>Secondary school teaching qualifications</td>
<td>Master’s level degree of any faculty within the teacher programme</td>
<td></td>
</tr>
</tbody>
</table>

Teachers can advance their career in three levels and acquire the corresponding titles of a regular level teacher, teacher mentor, and teacher advisor. Teachers are promoted as mentors and advisors every five years and they can be re-elected. Teachers can request a procedure for the promotion to the advisor position no sooner than five years after being elected as a mentor.

After successfully passing their professional examination (see Section 4), teachers receive their first licence. The licence is a public document which demonstrates the appropriate level of general and professional competences of teachers. It will be teacher’s right and duty to renew the licence every five years. Currently, the licensing procedure is not in place and further details of the licensing procedure will be prescribed by the Ministry.

Within the promotion system, as described above, teachers’ salary can be upgraded by 7% and 12%.

It should be also mentioned, that in line with Article 106 of the Law on Education in Primary and Secondary Schools, teachers cannot be persons who have been convicted (in specified cases) or who are currently undergoing a process in response to a lawsuit for a number of specified charges.

### 6.2 Quality assurance mechanisms

The only quality assurance mechanism for teachers’ competences, apart from success in professional examination required to obtain a licence, is the system of promotion (see Section 6.1).

In CPD programmes, evaluation mechanisms include discussion, suggestions for future work and an evaluation questionnaire. Participants evaluate the quality of the lecturer and usefulness and contemporaneity of the topic. The real impact of the CPD on the quality of the education process, its impact in the classroom and on the learning outcomes can be

---

71 Rulebook on Advancement of Teachers in Primary and Secondary Education, NN 89/95, 148/99 and 20/05; The Law on Education in Primary and Secondary Schools, NN 87/08, Article 116.

72 Rulebook on Advancement of Teachers in Primary and Secondary Education, Article 21 and 22.

73 Stakeholder consultations (questionnaire, the Association of Croatian Secondary Schools Principals), 20.02.2013.
seen only through the evaluation of teachers’ work, as part of the promotion procedures or special expert and pedagogical monitoring (see Section 5.2).

The Education and Teacher Training Agency (ETTA/AZOO) is responsible for the accreditation of CPD programmes; any organisation/institution organising the CPD programme is responsible for the organisation of quality-assurance mechanisms mostly through questionnaires.\textsuperscript{74} Participants (teachers) of the CPD programmes give feedback on the attended programmes through questionnaire returns. Yet, the questionnaires do not provide sufficient feedback that would allow comprehensive assessment of these programmes.

In the area of ITE, the Agency for Science and Higher Education (ASHE/AZVO) is responsible for the external evaluation of the initial teacher education providers. HEIs and their internal quality units are responsible for the internal quality assurance mechanisms of institutions. Students participate in the internal and external quality assurance mechanisms through questionnaire returns.

Finally, PISA\textsuperscript{75} results for Croatia have been continuously showing under average results of Croatian students but there was no sufficient public discussion on this issue and no concerted efforts focused on identifying the main causes behind the results.\textsuperscript{76} One of the reasons raised in the media and by the stakeholders consulted during this study is the low-level of education, which is inadequately focused on learning outcomes and competences.

7 Innovations in teacher education

The subsequent part addresses the issue of innovations in teacher education, such as inclusion of novel topics in teacher education programmes, ICT-related teaching and learning, new ways of doing old things that worked well and proved to be effective. Important strategies/reforms that prioritise the adoption of new teaching/professional development models and the development of practical ICT-related skills are also included. At the end of the section, opportunities and limitations for managing the change process in the teacher education programme are identified.

7.1 Innovative practices and developments

The key innovations in teacher education in Croatia identified throughout this study refer mainly to the activities of the South East European Centre for Entrepreneurial Learning (SEECEL), the implementation of the inclusive education model, and the introduction of civic education in a number of schools.

With initial funding from the Croat government, the South East European Centre for Entrepreneurial Learning (SEECEL) launched its activities in January 2009 with organisational support of the Croatian Chamber of Economy. In addition to the financing allocated within the national budget, the bulk of the financial support for the SEECEL is assured by the European Commission within the framework of the Multi-beneficiary envelope of the IPA Programme. Gathering 8 countries\textsuperscript{77} to co-operate in the area of entrepreneurial learning, SEECEL supports: the development of the entrepreneurship as a key competence (ISCED 2 level); promotion of entrepreneurship at the third level education (ISCED 5/6 level) within non-business disciplines; enterprise-driven training needs analysis; and dissemination and promotion of good policy and good practice. Through its activities, the project can provide a sound basis for entrepreneurial learning and the development of entrepreneurial

\textsuperscript{74}For instance, NGOs are involved in the CPD quality assurance process only if they are organisers of the programme.

\textsuperscript{75}www.pisa.hr


\textsuperscript{77}Albania, Bosnia and Herzegovina, Croatia, Kosovo (this designation is without prejudice to positions on status, and is in line with UNSCR 1244 and the ICJ Opinion on the Kosovo Declaration of Independence), the Former Yugoslav Republic of Macedonia, Montenegro, Serbia, and Turkey.
teacher competences; however, the data concerning its impact in this field are not yet available.

A number of schools in Croatia have implemented innovative models of inclusive education (e.g. primary school Ljudevit Gaj from Osijek; primary school Fran Krsto Frankopan from Zagreb; the first primary school from Vrbovac) following the OECD standards for inclusive education. After obtaining the OECD certificates for inclusive education in 2007, these schools function as experiential schools and serve as good practice examples. By applying innovative methods in teaching and learning they implement the principles of inclusive education and pay additional attention to children with special needs, and thus enhance the overall inclusion of all school children. Yet, there are no evaluations available to verify whether there has been a spill-over effect of this initiative and whether other schools followed the examples of the OECD-certified schools.

Also civic education can be considered as an innovation in the Croatian education system. In line with the Resolution of Ministry of Science, Education and Sports, the subject of civic education is being introduced in schools for 2 experimental years (12 schools will have implemented the curricula of civic education in schools in 2012/2013 and 2013/2014). With the support of the Croatian Youth Network, the Centre for Peace Studies and GONG, two 3-day training sessions on civic education curriculum have been organised for 40 teachers from primary and secondary schools. After the training, continuous support through mentoring has been provided for a year to the same schools and teachers. Within the project, 40 students (future teachers) have also been trained from teacher faculties and departments from Petrinja, Osijek, Slavonski Brod and Gospić and have conducted a research on civic education in 6 schools, including participation in the development of the curricula for civic education. The initiative has been initiated through an EU-funded project under the IPA and implemented by the Croatian Youth Network.

In general, teachers exchange innovative practice examples during their CPD programmes at the county level. Some schools also organise peer learning for teachers through exchange visits. An internet website (http://ucitelji.hr) and a digital magazine Pogled kroz prozor (‘A view from the window’) also provide opportunities for the dissemination of information on good practices.

## 7.2 The use of ICT

CPD in the field of digital competences of all education workers has been widely promoted by the Education and Teacher Training Agency (ETTA/AZOO), and considerable training opportunities on ICT skills have been offered though CPD programmes for primary and secondary teachers. A special emphasis was also put on certifying school staff for the European Computer Driving Licence as a part of the Education Sector Development Plan 2005-2010 (supported by the World Bank). For instance, in the period 2005-2010 approximately 21 500 teachers have received ICT training, out of which 500 are certified ECDL Mentors.

However, despite these initiatives, a substantial lack of ICT literacy among teachers has been reported by some stakeholders. A shortage of technical staff and instructional designers has been listed as an obstacle for the introduction of ICT in teacher education.

---

80 Stakeholder consultations (questionnaire, Youth Network of Croatia), 03.04.2013.
81 Stakeholder consultations (questionnaire, the Association of Croatian Secondary Schools’ Principals), 20.02.2013.
82 Stakeholder consultations (questionnaire, primary school), 04.03.2013.
83 World Bank (2012), Croatia…, op.cit.
84 Stakeholder consultations (interview, teacher educaiton provider), 11.03.2013.
Science and Sport\textsuperscript{85}, it is not clear to what extent it is used in the teaching and learning process.

### 7.3 The opportunities and limitations of introducing innovations in the teacher education system

The main opportunities and limitations of introducing innovations in the teacher education system are listed in Table 7.1.

#### Table 7.1 Opportunities and limitations for introducing innovations

<table>
<thead>
<tr>
<th>Opportunities</th>
<th>Limitations</th>
</tr>
</thead>
<tbody>
<tr>
<td>Adoption of the Croatian Qualifications Framework, which should enhance the</td>
<td>Resistance towards introducing student-centred learning system, due to the</td>
</tr>
<tr>
<td>modernised approach to education.</td>
<td>increased workload and demand for adaptation to new teaching methods.</td>
</tr>
<tr>
<td>Funding provided by international organisations and institutions.</td>
<td>Limited financial resources.</td>
</tr>
<tr>
<td>Introduction of thematic topic divisions within working groups at pre-tertiary</td>
<td>Insufficient involvement of teachers and other stakeholders in the reform</td>
</tr>
<tr>
<td>and tertiary education.</td>
<td>processes.</td>
</tr>
<tr>
<td>Interest and progress in competence-based education.</td>
<td>Limited flexibility of the education system.</td>
</tr>
<tr>
<td>Development of Entrepreneurial Education.</td>
<td>Lack of innovative methods in ITE and CPD programmes.</td>
</tr>
<tr>
<td>Opportunities created through the new agencies (ETTA/AZOO, AVETAE/ASOO,</td>
<td>Lack of rulebooks to ensure full implementation of the legal and strategic</td>
</tr>
<tr>
<td>ASHE/AZVO, CEEE/NCVV).</td>
<td>provision.</td>
</tr>
<tr>
<td></td>
<td>Lack of a ‘fully developed’ quality-assurance systems at all levels.</td>
</tr>
<tr>
<td></td>
<td>Lack of public consultation on the new draft strategy (Strategy on Education,</td>
</tr>
<tr>
<td></td>
<td>Science and Technology – 2020).</td>
</tr>
</tbody>
</table>

Source: Analysis based on stakeholder consultations (interviews and questionnaire answers) and desk research.

### 8 Partnerships and interaction with external actors

Section 8 explores whether partnerships between schools and teacher education institutions are promoted and implemented in order to encourage schools to play an active and central role in developing teaching methods, improving the quality of teaching and extending the knowledge about teaching and learning. The role of private and non-governmental sector actors in the area of teacher education is also reflected as well as the influence of international experts.

#### 8.1 Partnerships between schools and teacher education institutions

The main example of an institutionalised partnership between schools and teacher education institutions concerns the organisation of classroom practice for teacher students (see Section 3.4). The ETTA/AZOO has also established partnerships with all teacher education institutions, which enables the hiring of lecturers from the HEIs for CPD seminars and their participation in the commissions for state professional examinations.

Partnership between primary and secondary schools is achieved mostly through associations - the Association of Croatian Primary School Principals and the Association of Croatian Secondary School Principals.\textsuperscript{86} They organise common expert seminars and conferences (e.g. in Dubrovnik in 2011), implement common projects and carry out

\textsuperscript{85} http://www.slobodnadalmacija.hr/Split-%C5%BEupanija/tabid/76/articleType/ArticleView/articleId/220324/Default.aspx (accessed on 01/09/2013)

\textsuperscript{86} Stakeholder consultations (questionnaire, the Association of the Croatian Secondary School Principals), 20.02.2013.
enrolment in secondary schools (enrolment procedures demand cooperation between primary and secondary schools).

In general, however, teacher education institutions and schools in Croatia (and in the whole Western Balkan region) remain disconnected.87

8.2 The role of the business sector in teacher education

The National Framework Curriculum states that schools’ cooperation with parents and local communities should be promoted.88 As matters currently stand, the situation concerning a comprehensive and holistic approach to education - including strong partnerships between different stakeholders, including business sector - is yet to be developed.

Nevertheless, some schools cooperate with the employment bureau89 to receive timely information and adjust the professional orientation of their students to the current and upcoming trends on the labour market.90 The business sector is also involved in teacher education through special projects and providing internships for students, usually from vocational secondary schools. In general, cooperation between the business sector and general education (both secondary and primary schools) lags behind vocational education and more attention should be dedicated to developing this partnership. Despite the progress in education and training for entrepreneurship (see Section 7.1 on SEECEL), there is still little awareness among the business community of the good returns that can be obtained from developing a closer relationship with the education sector.

8.3 The role of NGOs and external support in teacher education

A number of NGOs in Croatia is involved in the area of teacher education and the third sector is often cited as one of the success examples of cooperation between schools, HEIs, and wider community.

For instance, the Forum for the Freedom of Education is an NGO active in Croatia since 1992, which gathers teachers, education experts, parents, and students (both in HEIs and in schools) with the aim of quality enhancement of education.91 One of its main projects is Reading and Writing for Critical Thinking, developed in cooperation with the international association International Reading Association, aimed at skills development for critical thinking and independent learning. The 2-year project on ‘Leaders for local community’, in turn, which started in 2012, is strengthening youth and educational system capacity in the field of democratisation, human rights, minorities’ integration and non-violent conflict resolution. Implemented in partnership with the Vukovar-Sirmium County and the Network of Education Policy Centres, and supported financially by the European Union, the initiative envisages CPD for 25 teachers to participate in 6-month training in the field of civic education and development of educational plans and programmes and teacher leadership among its key activities. As the project started only in 2012, its effects are yet to be seen.

A further example of NGO involvement in teacher education is the Korak po korak92 (Step by Step) organisation, active in Croatia since 2000, which is a member of the International Step by Step Association. The main aim of the organisation is to promote quality education through continuous professional development and training of teachers, professional associates and principals of schools with special attention to the importance of partnership between schools and parents. Korak po korak has been participating in education reforms and successfully representing teachers and the European standards of education.

89Employment bureau is the state institution dealing with data gathering and analyses of the labour market.
90Law on Primary and Secondary Schools, Article 57.
91http://www.fso.hr/
92http://www.korakpokorak.hr/
Also the role of international institutions has been crucial for the reform processes in education in Croatia, strengthening regional co-operation, as well as further encouragement of the developments in teacher education. However, while a number of externally supported projects have been implemented in the last decade, some concerns have been expressed in relation to the follow-up activities and their sustainability. Based on stakeholders’ opinions, there are no stable structures that would allow further development and dissemination of project results and thus the new skills and knowledge gained during projects is often lost once they are over.

Some examples of projects aimed at regional co-operation include:

- Enhancing Professional Development of Education Practitioners and Teaching/Learning Practices in SEE countries (funded by the Open Society Institute Education Support Programme, the Swiss Agency for Development and Cooperation and UNESCO);
- Tuning Teacher Education Curricula in the Western Balkans (funded by the Balkan Trust for Democracy and the Central European Initiative);
- Regional Tuning – Towards the European Higher Education Area (funded by Balkan Trust for Democracy, the Central European Initiative and the Fund for an Open Society in Serbia) in which Croatian experts have been participating.

Other examples of external support are presented in Table 8.1 below.

Table 8.1 Examples of external support for teacher education and training

<table>
<thead>
<tr>
<th>Institution</th>
<th>Area of support provided</th>
</tr>
</thead>
<tbody>
<tr>
<td>European Union</td>
<td>A vast number of EU-funded projects under the Tempus programme have been implemented in Croatia and on the regional Western Balkan level. 36 Joint European Projects approved to Croatia include: Curriculum Development (24 projects), Institutional Building (5 projects) and University Management (7 projects). Along with Joint European Projects, the Tempus programme supports Structural and Complementary Measures and Individual Mobility Grants for groups and individuals in the HE sector. Since 2001, 4 Structural and Complementary Measures projects and 48 Individual Mobility Grants have been awarded to applicants from Croatian HE institutions. For instance, a Tempus project on ‘Improvement of Teaching Quality in South East Europe’ has been implemented with the aim of introducing new teaching and learning methods, especially in maths and science, at teacher training institutions and primary schools. Also the ‘Learning for Europe’ Tempus project included a teacher education component. The overall goal of the project is to achieve greater compatibility in the area of teacher education in Europe to support mobility, diploma recognition, and intercultural education. As part of the project on ‘Modernising Teacher Education in a European Perspective’, in turn, a conference which gathered education ministers from Serbia, Bosnia, and Croatia have been organised in Zagreb in 2013 to encourage regional cooperation and mobility. Through IPA IV Development of Human Potential, EU supported project for inclusion in the education system of minority groups through the Ministry of education, science and sport; and through its priority 3 – Advancement of human capital and employability, IPA funding supported further development of CROQF; further development of adult education and quality enhancement and efficiency of institutions responsible for education and training.</td>
</tr>
<tr>
<td>OSCE</td>
<td>Funded by OSCE, the regional project on Advancing Teacher Professionalism for Inclusive, Quality and Relevant Education – ATEPIE, is implemented in cooperation with the Education Support Program of the Open Society Foundations (ESP/OSF) which the Centre for Education Policy has been implementing since September 2011. Within this project and through regional dialogue and international cooperation, teachers have an opportunity to exchange experiences and share knowledge. The main goal of the project is to formulate national qualification frameworks for teachers in the Western Balkan countries which can</td>
</tr>
</tbody>
</table>
act as guidelines for further changes in educational practices and the reform of the educational system. Their elaboration entails engagement of decision makers in the field of education, teachers’ educators, researchers and teachers themselves. Special attention is given to the voice of parents and pupils, especially those from marginalised and vulnerable groups, in order to assure a truly inclusive and anti-discriminatory approach. Besides developing national qualification frameworks, the project strives to empower teachers within the related project ‘International Teacher Leadership’. The project also provides support to young researchers of South Eastern Europe and disseminates policy recommendations, proposals and education research results to relevant stakeholders in the region.

Through the Education Sector Development Project (2005-2010), (see Section 2.3), implemented by the Ministry, the Education and Teacher Training Agency, the Vocational Education and Training Agency, and the National Centre for the External Evaluation of Education, the World Bank supported overall improvements in teaching and learning in Croatian schools. One of the project priorities was the creation of learning schools though professional development of teachers, school principals and professional staff and workshops and conferences were often organised jointly by the Ministry and the Bank on this topic. The establishment of a system through which teacher training could be monitored, under the responsibility of ETTA/AZOO, was one of the main shortcomings reported at the end of project.94

9 Key strengths, challenges and perspectives

The final section summarises the key strengths, weaknesses, and challenges faced by the national authorities and educational institutions in the area of teacher education. This is followed by considerations regarding the need for further policy action within the country reviewed as well as at the Western Balkan and EU level.

9.1 Current strengths and weaknesses of teacher education

Table 9.1 Strengths and weaknesses of primary and secondary school teacher education

<table>
<thead>
<tr>
<th>Institution</th>
<th>Area of support provided</th>
</tr>
</thead>
<tbody>
<tr>
<td>World Bank</td>
<td>Through the Education Sector Development Project (2005-2010), (see Section 2.3), implemented by the Ministry, the Education and Teacher Training Agency, the Vocational Education and Training Agency, and the National Centre for the External Evaluation of Education, the World Bank supported overall improvements in teaching and learning in Croatian schools. One of the project priorities was the creation of learning schools though professional development of teachers, school principals and professional staff and workshops and conferences were often organised jointly by the Ministry and the Bank on this topic. The establishment of a system through which teacher training could be monitored, under the responsibility of ETTA/AZOO, was one of the main shortcomings reported at the end of project.94</td>
</tr>
</tbody>
</table>

94World Bank (2012), Croatia…, op.cit.
### Strengths

<table>
<thead>
<tr>
<th>Category</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Probation/Induction</td>
<td>■ Evidence of some induction programmes, with mentoring, in place.</td>
</tr>
<tr>
<td>QA and evaluation</td>
<td>■ The external evaluation, introduced by NCEE/NCVVO in both primary and secondary schools.</td>
</tr>
<tr>
<td>Legislation and policy</td>
<td>■ Good legislative framework providing a basis for further regulation of teacher education. The introduction of CROQF reinforcing student-centred learning and providing a basis for the development of national teacher competences. Development of a new Strategy on Education, Science and Technology until 2020 with a number of stakeholders engaged and a holistic approach to pre-tertiary education. Adoption of the National Curriculum for Pre-school Education, General Compulsory and Secondary School Education marking the transition from teacher-centred learning to the competences-based education system and learning outcomes.</td>
</tr>
<tr>
<td>Institutions</td>
<td>■ Good institutional framework providing expert policy development in education and teacher education reform.</td>
</tr>
<tr>
<td>Cooperation</td>
<td>■ Activity of classroom practice schools (vježbaonice) that enhances the cooperation between schools and teacher education providers. Strong involvement of NGOs in CPD contributing to the variety of CPD themes and stakeholders’ cooperation in teacher education reform.</td>
</tr>
<tr>
<td>Resources</td>
<td>■ Reduced funding for CPD.</td>
</tr>
<tr>
<td>Attitudes/Perceptions</td>
<td>■ Teaching profession perceived as a stable employment in the context of current economic crisis.</td>
</tr>
</tbody>
</table>

### Weaknesses

<table>
<thead>
<tr>
<th>Category</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Probation/Induction</td>
<td>■ Weak mentorship system in the induction programmes, including geographical distance between the mentors and the novice teachers in some cases which prevents their regular meetings. ■ Lack of harmonisation between induction programmes throughout the country.</td>
</tr>
<tr>
<td>QA and evaluation</td>
<td>■ The system of promotion is the only evaluation of teacher’s competences other than the professional examination. ■ Unclear criteria for professional examination and licensing of teachers.</td>
</tr>
<tr>
<td>Legislation and policy</td>
<td>■ Lack of teacher standards at national level. ■ Limited success in the shift from the content-centred to the student-centred teaching method and in the introduction of the outcomes-based approach to education. ■ Long process of updating the rulebook on advancement of teachers (undergoing since 2009) and licensing procedure not in place yet. ■ A number of rulebooks still needed to assure full implementation of the existing legal and strategic provisions. ■ Low status of teacher profession and decreasing teacher salaries.</td>
</tr>
<tr>
<td>Institutions</td>
<td>■ Limited cooperation between teacher education institutions, schools, and other stakeholders. ■ Limited stakeholders’ involvement in the development of reform processes and limited transparency of procedures guiding the policy preparations.</td>
</tr>
<tr>
<td>Cooperation</td>
<td>■ Reduced funding for CPD.</td>
</tr>
<tr>
<td>Attitudes/Perceptions</td>
<td>■ Low salaries and weak position of the profession in the society discourage students with the best results from enrolling to ITE.</td>
</tr>
</tbody>
</table>

*Source: Analysis based on stakeholder consultations (interviews and questionnaire answers) and desk research.*

### 9.2 The need for further policy action

According to the desk research findings and stakeholder consultations, the following needs were identified in the field of teacher education:
Policy areas where further policy action at the national level is required:

- Further development of legislation on national teacher competences, the advancement of teachers and licensing, and the implementation of the curricular reform in primary and secondary education and of the National Qualifications Framework, especially the Ministry’s rulebooks. The finalisation of the legal and institutional framework would encourage the implementation of the already set reform provisions.

- Starting the process of teacher licensing, by adopting required rulebooks for the legal framework that exists. The licensing system should further encourage teachers to participate in CPD programmes and develop skills for their own needs assessment.

- Introduction of induction programmes for all novice teachers in their first few years in the profession and enhancement of existing induction programmes, allowing their harmonisation throughout the country for guaranteeing the same quality teachers.

- Accreditation and quality-assurance procedures of CPD programmes, as well as their diversification more in accordance with the real teachers’ needs and the introduction of more innovative methods in their implementation for the development of competence based teaching and learning.

- Further development of research in education, especially in education policy and didactics/pedagogy.

- Reform of recruitment procedures and provision of further financial and non-financial incentives for ameliorating the status of teacher profession which would attract the best students into the field.

Policy areas where cooperation at the Western Balkan level would be beneficial

- Exchange of experiences in the reform processes in teacher education and harmonisation of efforts with the European trends in the conceptual development of competence development, school-based activities, induction and assessment methods.

- Common research and implementation projects in curriculum tuning and enhancement of mobility programmes to assist the overall development of the education in the region, including the coordination of programmes for teacher competences and CPD programmes for teachers and teacher licensing.

- Sharing strategies and quality criteria for the professional development of educators and administrators which would help the development of the respective strategies in each of the countries in the region.

Policy areas where EU cooperation may be useful/sought:

- Funding of new projects to support Croatian reform initiatives as national funding is limited at the moment, due to the economic crisis.

- Good practice and experiences exchange (across as many EU countries as possible) in all fields of education reform to further bring the Croatian education reform practices to the European standards.

- Further organisation of study visits to corresponding European schools (primary schools of the same/similar profile) for exchange of experiences concerning student-centred learning; innovative teaching methods; CPD; and school management. Such organisation should also include teacher education providers.
Bibliography

Policy and legal documents


State pedagogical standards of elementary school system of education, Ministry of education, science and technology, Narodne novine (official journal), no. 63/08 and 90/10, [www.mzos.hr](http://www.mzos.hr) (accessed February 2013).

Law on education in elementary and high school, Narodne novine (official journal), no. 87/08, [www.mzos.hr](http://www.mzos.hr) (accessed February 2013).

Uvođenje vanjskog vrednovanja (Introduction of external evaluation), Zagreb, 2006.


Studies, reports and other literature


Bezinović P., Ristić Dedić Z., Odak I., Rister D. (Ed.) (2010), Samovrednovanje škola – prva iskustva u osnovnim školama (Self evaluation of schools – first experiences in elementary schools), Zagreb: Agencija za odgoj i obrazovanje/Institut za društvena istraživanja


Vizek Vidović, V, Domović, V, Researching Teacher Education and Teacher Practice: the Croatian Perspective, in Hudson, B and Zgaga, P (Ed.) (2008), Teacher education policy in Europe: a Voice for Higher Education Institutions, Faculty of Teacher Education, University of Umea in co-operation with the Centre for Educational Policy.


**Websites**


**Interviews**

Academy of Fine Arts, University of Zagreb (13/03/2013)
Academy of Fine Arts, University of Zagreb (13/03/2013)
Association ‘Partners in learning’/Primary school in Bukovec (12/03/2013)
Centre for Research and Development of Education, Institute for Social Research in Zagreb (11/03/2013)
Department of Pedagogy, Faculty of Philosophy, University of Split (11/03/2013)
Education and Teacher Training Agency (AZOO) (11/03/2013)
Faculty of Teacher Education at the University of Zagreb (12/03/2013)
Ministry of Science, Education and Sport (13/03/2013)
Union of Science and Higher Education (21/03/2013)

**Questionnaires**

Agency for Science and Higher Education (AZVO) (20/03/2013)
Agency for Vocational Education and Training and Adult Education (ASOO) (08/03/2013)
Association ‘Partners in learning’/Primary school in Bukovec (04/03/2013)
Croatian Association of Primary School Principals (phone interview, 20/03/2013)
Croatian Association of Secondary School Principals (20/02/2013)
Croatian Youth Network of Croatia (03/04/2013)
Education and Teacher Training Agency (AZOO) (14/02/2013)
Faculty of Humanities and Social Sciences of the University of Osijek (03/04/2013)
Faculty of Teacher Education at the University of Zagreb (05/03/2013)
University of Zadar (16/02/2013)
Annex 1  Structure of education system in Croatia

Source: http://www.see-educoop.net/education_in/pdf/edu_sys-cro-enl-t01.pdf
Annex 2 Example of Teacher Faculty plan and programme

University of Rijeka – Integrated Teacher Faculty plan and programme

Duration: 10 semesters

<table>
<thead>
<tr>
<th>Semester 1</th>
<th>Obligatory subjects</th>
<th>ECTS</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Development psychology</td>
<td>7.0</td>
</tr>
<tr>
<td></td>
<td>General pedagogy</td>
<td>6.0</td>
</tr>
<tr>
<td></td>
<td>English language I</td>
<td>5.0</td>
</tr>
<tr>
<td></td>
<td>Croatian language I</td>
<td>4.0</td>
</tr>
<tr>
<td></td>
<td>Philosophy of education</td>
<td>4.0</td>
</tr>
<tr>
<td></td>
<td>Music</td>
<td>3.0</td>
</tr>
<tr>
<td></td>
<td>Physical education I</td>
<td>1.0</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Semester 2</th>
<th>Obligatory subjects</th>
<th>ECTS</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Psychology of education</td>
<td>7.0</td>
</tr>
<tr>
<td></td>
<td>Informatics</td>
<td>6.0</td>
</tr>
<tr>
<td></td>
<td>Croatian language II</td>
<td>6.0</td>
</tr>
<tr>
<td></td>
<td>Sociology</td>
<td>5.0</td>
</tr>
<tr>
<td></td>
<td>English language II</td>
<td>4.0</td>
</tr>
<tr>
<td></td>
<td>Music curriculum I</td>
<td>1.0</td>
</tr>
<tr>
<td></td>
<td>Physical education II</td>
<td>1.0</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Semester 3</th>
<th>Obligatory subjects</th>
<th>ECTS</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Didactics</td>
<td>7.0</td>
</tr>
<tr>
<td></td>
<td>Fine arts</td>
<td>5.0</td>
</tr>
<tr>
<td></td>
<td>Mathematics I</td>
<td>5.0</td>
</tr>
<tr>
<td></td>
<td>Computer in classroom</td>
<td>4.0</td>
</tr>
<tr>
<td></td>
<td>Science</td>
<td>4.0</td>
</tr>
<tr>
<td></td>
<td>History</td>
<td>3.0</td>
</tr>
<tr>
<td></td>
<td>Music practice II</td>
<td>1.0</td>
</tr>
<tr>
<td></td>
<td>Physical education III</td>
<td>1.0</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Semester 4</th>
<th>Obligatory subjects</th>
<th>ECTS</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Inclusive education</td>
<td>7.0</td>
</tr>
<tr>
<td></td>
<td>Mathematics II</td>
<td>7.0</td>
</tr>
<tr>
<td></td>
<td>Kinesiology</td>
<td>5.0</td>
</tr>
<tr>
<td></td>
<td>Music culture</td>
<td>5.0</td>
</tr>
<tr>
<td></td>
<td>Music practicum III</td>
<td>1.0</td>
</tr>
<tr>
<td></td>
<td>Physical education IV</td>
<td>1.0</td>
</tr>
<tr>
<td></td>
<td>Elective subject I</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Semester 5</th>
<th>Obligatory subjects</th>
<th>ECTS</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Family pedagogy</td>
<td>5.0</td>
</tr>
<tr>
<td></td>
<td>Methods of art</td>
<td>5.0</td>
</tr>
<tr>
<td>Semester</td>
<td>Obligatory subjects</td>
<td>ECTS</td>
</tr>
<tr>
<td>----------</td>
<td>---------------------</td>
<td>------</td>
</tr>
<tr>
<td>Semester 6</td>
<td>Methods of arts II</td>
<td>5.0</td>
</tr>
<tr>
<td></td>
<td>Methods of Croatian language II</td>
<td>4.0</td>
</tr>
<tr>
<td></td>
<td>Methods of music culture I</td>
<td>5.0</td>
</tr>
<tr>
<td></td>
<td>Methods of kinesiology II</td>
<td>4.0</td>
</tr>
<tr>
<td></td>
<td>Music practice V</td>
<td>2.0</td>
</tr>
<tr>
<td></td>
<td>Classroom practice II</td>
<td>2.0</td>
</tr>
<tr>
<td></td>
<td>Elective subjects IV and V</td>
<td></td>
</tr>
<tr>
<td>Semester 7</td>
<td>Methods of Croatian language III</td>
<td>5.0</td>
</tr>
<tr>
<td></td>
<td>Methods of music culture II</td>
<td>5.0</td>
</tr>
<tr>
<td></td>
<td>Methods of kinesiology II</td>
<td>4.0</td>
</tr>
<tr>
<td></td>
<td>Methods of mathematics I</td>
<td>4.0</td>
</tr>
<tr>
<td></td>
<td>Methods of Nature and Society I</td>
<td>4.0</td>
</tr>
<tr>
<td></td>
<td>Classroom practice III</td>
<td>2.0</td>
</tr>
<tr>
<td></td>
<td>Elective subject VI and VII</td>
<td></td>
</tr>
<tr>
<td>Semester 8</td>
<td>Methods of kinesiology III</td>
<td>4.0</td>
</tr>
<tr>
<td></td>
<td>Methods of mathematics II</td>
<td>4.0</td>
</tr>
<tr>
<td></td>
<td>Methods of Nature and Society II</td>
<td>4.0</td>
</tr>
<tr>
<td></td>
<td>Methodology of research in education</td>
<td>4.0</td>
</tr>
<tr>
<td></td>
<td>Pedagogy of sustainable development</td>
<td>4.0</td>
</tr>
<tr>
<td></td>
<td>Classroom practice IV</td>
<td>2.0</td>
</tr>
<tr>
<td></td>
<td>Elective subjects VIII and IX</td>
<td></td>
</tr>
<tr>
<td>Semester 9</td>
<td>Methods of mathematics III</td>
<td>5.0</td>
</tr>
<tr>
<td></td>
<td>Methodology of research in education II</td>
<td>5.0</td>
</tr>
<tr>
<td></td>
<td>Methods of Science and Nature III</td>
<td>4.0</td>
</tr>
<tr>
<td></td>
<td>Didactic docimology</td>
<td>4.0</td>
</tr>
<tr>
<td></td>
<td>Media culture</td>
<td>4.0</td>
</tr>
<tr>
<td></td>
<td>Elective subjects X and XI</td>
<td></td>
</tr>
<tr>
<td>Semester 10</td>
<td>Thesis</td>
<td>30.0</td>
</tr>
</tbody>
</table>
Teacher Education and Training in the Western Balkans

Report on: KOSOVO*

*This designation is without prejudice to positions on status, and is in line with UNSCR 1244 and the ICJ Opinion on the Kosovo Declaration of Independence
The Western Balkans Platform on Education and Training was launched on 7 March 2012. It is the latest EU initiative for enhanced policy dialogue and regional cooperation in the Western Balkans. Its objectives are to help to prepare better our partners in this region for their eventual participation in the EU's policy cooperation framework, the Open Method of Coordination, to enhance their participation in EU programmes and to assist their reform efforts in the area of education and training. The Platform is also an opportunity for discussing issues of common interest among the participants, of sharing good practice and for identifying priorities and needs for further support.

One of the highest priorities identified by the Ministries of Education last year was the training of teachers, and EU support was requested on this topic. In response to this, the EU commissioned a study to map the situation of how teachers are educated and trained in that part of Europe, as comprehensive information on the subject is scarce. The objectives of this study were to look at the key policies, programmes, qualifications systems, quality assurance mechanisms, induction and mentoring programmes, continuing professional development and other aspects of teacher education and training in each country, but also to compare them across the region.

The results of this study are provided in individual country reports and a synthesis report comparing the strengths, weaknesses and good practices in the region. These reports will feed the policy dialogue of the Western Balkans Platform on Education and Training and will hopefully contribute to the on-going national reforms. The main results of the study will be presented, and experiences shared, in a regional seminar organised by the European Commission, under the Western Balkans Platform, in Ohrid in the former Yugoslav Republic of Macedonia, on 19-20 November 2013.

Teachers are among the most influential people in each individual's life. We can all remember those who inspired us, pushed us and guided us. The importance of a teacher's work cannot be overstated. It is directly linked to the quality of basic education provision, the development of key competences and it also impacts the quality of education at higher levels. That is why I am very pleased that the EU could contribute with this study to the policy dialogue on teacher education and training in the Western Balkans.

Jan TRUSZCZYSKI
Director-General of Education and Culture
European Commission
Contents

Glossary* .......................................................................................................................... 4

List of abbreviations ......................................................................................................... 5

1 Primary and secondary education: an overview .......................................................... 6
   1.1 Current structure of the education system ............................................................... 6
   1.2 Organisation of primary and secondary education ............................................... 6
   1.3 The role of primary and secondary education ....................................................... 7
   1.4 The role of primary and secondary school teachers .............................................. 7
   1.5 Key trends in numbers in primary and secondary education ............................... 8

2 Government policy in the area of teacher education ................................................. 10
   2.1 Legislative framework ........................................................................................... 10
   2.2 Institutional framework .......................................................................................... 11
   2.3 National reforms addressing primary and secondary schooling ....................... 11
   2.4 National reforms, policies, and programmes on teacher education .................... 13
   2.5 Forecast of policy needs in the field of teacher education ..................................... 14

3 Organisation of initial teacher education (ITE) .......................................................... 15
   3.1 Providers and financing of ITE ............................................................................. 15
   3.2 Admission procedures ......................................................................................... 16
   3.3 Education programmes ....................................................................................... 16
   3.4 Curricula and teacher education standards ......................................................... 17
   3.5 Assessment methods ............................................................................................ 18

4 Support for new teachers ............................................................................................ 18

5 Continuing professional development of teachers (CPD) ........................................ 19
   5.1 Providers and financing of CPD .......................................................................... 19
   5.2 Organisation of in-service teacher training ......................................................... 19

6 Teacher qualifications and quality assurance ............................................................. 20
   6.1 Qualification system for primary and secondary school teachers .......................... 20
   6.2 Quality assurance mechanisms .......................................................................... 21

7 Innovations in teacher education .............................................................................. 22
   7.1 Innovative practices and developments .............................................................. 22
   7.2 The use of ICT and teacher education ................................................................. 22
   7.3 The opportunities and limitations of introducing innovations in the teacher education system ................................................................. 23

8 Partnerships and interaction with external actors .................................................... 23
   8.1 Partnerships between schools and teacher education institutions ...................... 23
   8.2 The role of the business sector in teacher education .......................................... 24
   8.3 The role of NGOs and external support in teacher education ............................. 24

9 Key strengths, challenges and perspectives ............................................................... 25
   9.1 Current strengths and weaknesses of teacher education .................................... 25
   9.2 The need for further policy action ...................................................................... 27

Bibliography ................................................................................................................... 29

Annex 1  Structure of education system in Kosovo ......................................................... 32
**Assessment**
The sum of methods and processes used to evaluate the attainments (knowledge, know-how and/or competences) of an individual, and typically leading to certification.

**Classroom Practice**
The practical, school-based elements of any course of initial teacher education (ITE), lasting typically not more than a few weeks. It also includes teacher tasks undertaken outside the classroom, such as collaboration with colleagues or communication with parents. It is supervised by a school teacher, with periodic assessment by teachers at the training institution.

**Competences**
The set of learning outcomes: what a teacher knows, understands and is able to perform.

**Continuing professional development**
In-service ('on-the-job') activities that develop skills, knowledge, expertise and other characteristics as a teacher provided in a formal or informal way, beyond the basic training initially required to carry out the job. In certain cases, they may lead to further qualifications. The term is used interchangeably with 'in-service training'.

**Induction**
A phase at the early stage of teacher’s career during which novice teachers, having completed the formal programme of initial teacher education, receive structured guidance and support (e.g. from mentors). During induction, new entrants carry out some or all the tasks incumbent on experienced teachers, and they are remunerated for their work. It normally lasts at least several months.

**ISCED levels**
International Standard Classification of Education (ISCED) is an instrument for compiling statistics on education internationally. It distinguishes between six levels of education: pre-primary education (ISCED level 0), primary education (ISCED level 1), lower secondary education (ISCED level 2), upper secondary education (ISCED level 3), post-secondary non-tertiary level of education (ISCED level 4), tertiary-type A education (ISCED level 5A), tertiary-type B education (ISCED level 5B), advanced Research Qualifications (ISCED level 6).

**Learning outcomes**
A statement of what a learner knows, understands, and is able to do on completion of a learning process. The learning outcome approach emphasises the results of learning rather than focusing on inputs such as length of study.

**Initial teacher education**
A pre-service training provided to student teachers before they have undertaken any teaching, eventually leading to a qualification to teach. It usually takes place in institutions of higher education.

**Probation period**
Temporary appointment in the form of a trial period, normally followed by permanent employment, of which conditions may vary. It can last between several months up to several years under varying conditions (depending on working regulations) and may be subject to a final assessment and is normally followed by permanent employment.

**Professional training**
Training that provides prospective teachers with both the theoretical and practical skills needed to be a teacher. In addition to courses in psychology and teaching methods and methodology, it includes in-class placements.

**Professional standards**
A statement of the professional knowledge, skills and competences required of the teacher at each career stage.

**Qualification**
A formal confirmation (e.g. certificate, diploma, degree) that an individual has achieved learning outcomes up to given standards; and/or the requirements for an individual to enter or progress within an occupation.

**Teacher**
A person who is acknowledged as having the status of a teacher (or equivalent) according to the legislation and practice of a given country.

**Teacher Education Institution**
Any institution responsible for the overall delivery of a programme of ITE and the conferring of an ITE qualification.

**Skill**
Practiced/learnt efficiency in the performance of a specific (simple or complex) activity or a specific task.

**Standard**
A minimum level, depth and breadth of what is to be learnt. It provides the basis for final assessment, planning and implementation of teaching and training actions. Learning outcomes used in curricula can be considered as standards.

*Definitions applied by the European Commission, international organisations, or scholarly research.*
## List of abbreviations

<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>CPD</td>
<td>Continuing professional development</td>
</tr>
<tr>
<td>ECDL</td>
<td>European Computer Driving Licence (ECDL)</td>
</tr>
<tr>
<td>ETF</td>
<td>European Training Foundation</td>
</tr>
<tr>
<td>EU</td>
<td>European Union</td>
</tr>
<tr>
<td>GTZ</td>
<td>Deutsche Gesellschaft für Technische Zusammenarbeit</td>
</tr>
<tr>
<td>HEIs</td>
<td>Higher education institutions</td>
</tr>
<tr>
<td>ICT</td>
<td>Information and communication technology</td>
</tr>
<tr>
<td>IPA</td>
<td>Instrument for Pre-Accession</td>
</tr>
<tr>
<td>ITE</td>
<td>Initial teacher education</td>
</tr>
<tr>
<td>KAA</td>
<td>Kosovo Accreditation Agency</td>
</tr>
<tr>
<td>KCF</td>
<td>New Kosovo Curriculum Framework</td>
</tr>
<tr>
<td>KESP</td>
<td>Kosovo Education Strategic Plan 2011-2016</td>
</tr>
<tr>
<td>NGO</td>
<td>Non-governmental organisation</td>
</tr>
<tr>
<td>NQA</td>
<td>National Qualifications Authority</td>
</tr>
<tr>
<td>NQF</td>
<td>National qualification framework</td>
</tr>
<tr>
<td>MEDs</td>
<td>Municipal Education Departments</td>
</tr>
<tr>
<td>OECD</td>
<td>Organisation for Economic Co-operation and Development</td>
</tr>
<tr>
<td>SCTL</td>
<td>State Council for Teacher Licensing</td>
</tr>
<tr>
<td>SIDA</td>
<td>Swedish International Development Cooperation Agency</td>
</tr>
<tr>
<td>UNDP</td>
<td>United Nation Development Programme</td>
</tr>
<tr>
<td>UNESCO</td>
<td>United Nations Educational, Scientific and Cultural Organisation</td>
</tr>
<tr>
<td>UNICEF</td>
<td>United Nations Children’s Fund</td>
</tr>
<tr>
<td>WB</td>
<td>World Bank</td>
</tr>
</tbody>
</table>
1 Primary and secondary education: an overview

This section provides a brief overview of the organisational and institutional aspects of the education system with a special focus on primary and secondary education. It defines the role of primary and secondary schooling, the role of primary and secondary school teachers, and lists the key school education indicators in this area. It is complemented by a graphic presentation of the current structure of the education system in Kosovo presented in Annex 1.

1.1 Current structure of the education system

The current education system in Kosovo is divided into the following levels as defined by the Law on Pre-university Education:

- Pre-school education – kindergartens (ages 0-6)
- Primary and lower secondary education (ISCED level 1 and 2)
  - Primary schools (ages 6-11, grades I-V)
  - Lower secondary schools (ages 11-15, grades VI-IX)
- Upper secondary education (ages 15-18, grades X-XII; ISCED level 3)
  - High schools
  - Higher vocational education
  - Music and art schools
- Post-secondary (VET) education (ages 18+)
- Higher education
  - First cycle: Bachelor study programmes (3 to 4 years of studies, 180 to 240 ECTS credits)
  - Second cycle: Master study programmes (1 or 2 years of studies, 60 to 120 ECTS credits)
  - Third cycle: Doctorate study programmes (programme of doctorate studies with academic and independent research scientific character)
  - Any other post-secondary education in the levels 5, 6, 7 and 8 of the European Qualifications Framework for Lifelong Learning, for which credits may be given (ECTS).

For a graphic presentation of the education system please see Annex 1.

1.2 Organisation of primary and secondary education

Primary education in Kosovo is compulsory and free for all children. The primary education programme starts at the age of 6 and lasts 5 years.

Lower secondary education starts from the age of 11/12 and lasts 4 years. This level of education usually takes place in the same school buildings as primary education (in two or three shifts).

Upper secondary education starts at the age of 15 and lasts 3 years (sometimes 4 years, depending on the curriculum defined by the Ministry of Education, Science and Technology).

---

1The Law No 04/L-32 on Pre-university Education in Kosovo, Official Gazette No17, 16. 09. 2011, Pristina.
2Pre-school education usually takes place from the age of 0 to 6 years. It will become compulsory from the school year 2015/2016 for all children at the age of 5.
3The Law No 04/L-037 on Higher Education in the Republic Kosovo, Official Gazette No 14, 09. 09. 2011, Pristina.
Upon completion of grades V, IX and XII, the level of pupils’ achievements are measured by standardised national assessment (e.g. State Matura examination after grade XII).

Table 1.1  Organisation of education system - at a glance summary table

<table>
<thead>
<tr>
<th>Description</th>
<th>Age/Years</th>
</tr>
</thead>
<tbody>
<tr>
<td>Age of pupils starting primary education</td>
<td>6</td>
</tr>
<tr>
<td>Number of years of primary education</td>
<td>5</td>
</tr>
<tr>
<td>Age of pupils starting lower secondary education</td>
<td>11/12*</td>
</tr>
<tr>
<td>Number of years of lower secondary education</td>
<td>4</td>
</tr>
<tr>
<td>Number of years of upper secondary education</td>
<td>3</td>
</tr>
<tr>
<td>Number of years of obligatory education</td>
<td>9</td>
</tr>
</tbody>
</table>

*According to the ISCED levels.

1.3 The role of primary and secondary education

The purpose of pre-university education and training, as stated in the Law on Pre-university Education is to:

- develop pupils’ personalities, talents and mental and physical abilities to their fullest potential;
- promote the formation of basic scientific knowledge, communication, observation and analytical skills, creativity, autonomy and related learning competences;
- develop pupils’ respect for human rights, fundamental freedoms and principles set out in the UN Charter and relevant Conventions and in the Constitution of Kosovo;
- develop pupils’ respect for their parents and teachers, for their cultural identity, language and values of their community, for the values of Kosovo and the country which they may originate from, and for diversity;
- prepare pupils for a responsible life in the spirit of good understanding, peace, tolerance, gender equality and friendship with members of all communities in Kosovo;
- develop pupils’ respect for the environment.4

A broad definition of the purpose of pre-university education can also be found in the Kosovo Curriculum Framework (KCF).5 According to the KCF, one of the main aims of education in Kosovo is ‘the development of knowledge, skills, attitudes and values required by a democratic society’ in order to ‘enable young people to become active and responsible citizens who can deal constructively with the challenges of diversity’ and to ‘contribute to the continuous progress, prosperity and welfare of Kosovar society’.6

1.4 The role of primary and secondary school teachers

The main role of teachers as specified in the Kosovo Curriculum Framework (KCF) is linked to the main task of the school to ensure a friendly environment for the development of competencies, and to reflect a greater level of autonomy for the school to plan and carry out the curriculum. According to the KCF, ‘teachers are expected to use greater flexibility to plan and use a wide range of teaching methodologies suitable for an interactive and

---

4The Law on pre-university education, op.cit.
5Some aims provide additional description to the legal provisions, e.g. preparation for life and work in the context of social and cultural changes; development of entrepreneurship and use of technological skills; preparation for lifelong learning.
6The Curriculum Framework for Pre-University Education of Kosovo, the Ministry of Education, Science and Technology, Pristina, August 2011.
individualised approach to students aimed at achieving the predefined learning outcomes’. In particular, a teacher:

- uses a wide range of methods adapted to the learner’s situation, needs, interests and potentials;
- selects relevant content for the students taking into account the connections between learning areas and subjects, and promotes integrated learning;
- encourages students to broaden their horizons and be responsible when facing different challenges and opportunities in life, learning and work;
- makes sure, during the entire learning process with students, to include issues and learning experiences that contribute to the development of the six key competencies;
- participates in the development of school-based syllabi and learning materials in compliance with the principle of school autonomy;
- identifies problems and difficulties, as well as students’ aptitude to learn, and provides appropriate individualized support to students;
- organises supplementary and additional teaching based on the final assessment of students’ achievement (upon completion of the school year);
- applies formative assessment in order to provide students with on-going feedback on their progress or lack of it, as well as providing them with guidance, motivation and further support;
- communicates openly with parents and involves them in supporting students’ progress;
- engages in teamwork and collaborates with his/her colleagues to jointly plan and share learning experiences, the assessment of students’ progress and their achievement at the end of a curriculum key stage.

1.5 **Key trends in numbers in primary and secondary education**

Based on the stakeholder consultations (March, 2013) and statistical data received from the Yearly Educational Statistics of the Kosovo Agency of Statistics, the following trends in school education can be observed:

- The number of students in primary education is slowly but constantly decreasing due to a decreasing birth rate. In secondary education, on the contrary, the number of students is increasing, primarily as a result of lower drop-out rates at this level of education.
- Although the latest available data shows a regular ratio of students per classroom (20 for primary education and 18 for secondary education), due to rural migration, the number of students is unevenly distributed between schools in rural and urban areas. In urban areas the number of students per class is much higher, sometimes reaching 45 students per class. In rural schools, the teacher-pupil ratio is lower and schools may be half full.
- The number of teachers in primary education is slowly increasing because of the trend of renovating and constructing new schools and opening new primary school classes.
- The number of teachers in secondary education has increased significantly over the past 5-6 years, parallel to the increase in the number of students.
- From 2005 to 2011, the numbers of female teachers in primary and secondary education continuously increased in total numbers and also in percentage of number of teachers. From 2005 to 2012, the percentage of female teachers has increased from 38% to 46% for primary schools and from 28% to 36% for secondary schools. The representation of female teachers decreases the higher the education levels.

---

7 Curriculum Framework for pre-university education of Kosovo, the Ministry of Education, Science and Technology, August 2011 Pristina.
8 Stakeholder consultations (interview, teacher education provider), 14.03.2013.
Table 1.2  Key statistics on primary and secondary education*

<table>
<thead>
<tr>
<th>Description</th>
<th>Year</th>
<th>2005</th>
<th>2006</th>
<th>2007</th>
<th>2008</th>
<th>2009</th>
<th>2010</th>
<th>2011</th>
</tr>
</thead>
<tbody>
<tr>
<td>Public expenditure on education as % of GDP</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Public expenditure on education as % of government expenditure</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Pupils in primary education</td>
<td>327,460</td>
<td>318,651</td>
<td>322,381</td>
<td>325,544</td>
<td>319,544</td>
<td>307,090</td>
<td>303,060</td>
<td>303,060</td>
</tr>
<tr>
<td>Teachers in primary education</td>
<td>17,428</td>
<td>16,705</td>
<td>16,433</td>
<td>-</td>
<td>17,382</td>
<td>17,393</td>
<td>18,011</td>
<td>18,011</td>
</tr>
<tr>
<td>Teachers in secondary education</td>
<td>4,500</td>
<td>4,558</td>
<td>4,864</td>
<td>-</td>
<td>5,209</td>
<td>5,565</td>
<td>5,993</td>
<td>5,993</td>
</tr>
<tr>
<td>Pupil-teacher ratio in primary education</td>
<td>-</td>
<td>19</td>
<td>20</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Pupil-teacher ratio in secondary education</td>
<td>16.3</td>
<td>16</td>
<td>18</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>School enrolment in primary schools (% net)</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>62.9</td>
</tr>
<tr>
<td>School enrolment in secondary schools (% net)</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>22.5</td>
</tr>
<tr>
<td>Percentage of female teachers in primary schools</td>
<td>38.7%</td>
<td>39.1%</td>
<td>40%</td>
<td>-</td>
<td>43.5%</td>
<td>44.7%</td>
<td>46.2%</td>
<td>46.2%</td>
</tr>
<tr>
<td>Percentage of female teachers in secondary schools</td>
<td>28.5%</td>
<td>29.5%</td>
<td>36.3%</td>
<td>-</td>
<td>33.6%</td>
<td>35%</td>
<td>36.2%</td>
<td>36.2%</td>
</tr>
<tr>
<td>Primary school completion rate, total (% of relevant age group)</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Youth literacy rate*</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
</tbody>
</table>

*Missing data could not be found in Annual Education Statistics in Kosovo or in international statistics and have not been provided by the Ministry.


*Understood as a percentage of people aged 15-24 who can, with understanding, read and write a short, simple statement on their everyday life, [http://stats.oecd.org/glossary/detail.asp?ID=1536](http://stats.oecd.org/glossary/detail.asp?ID=1536)
Government policy in the area of teacher education

It is the aim of this section to outline the main legislative and institutional framework, national policies, reforms and strategies addressing primary and secondary education as well as school teacher education at initial and in-service level. The section ends with a list of envisaged future developments in these areas.

2.1 Legislative framework

During the last decade, a number of laws and bylaws have been approved in Kosovo, establishing a comprehensive legal framework in the area of education. The following legal acts set the basis for the functioning of primary and secondary education in Kosovo:

- The Law on Pre-university Education in Kosovo, adopted in 2011;\(^{10}\)
- The Law No 03/L-68 on Education in the Municipalities of Kosovo adopted in 2008;\(^{11}\)
- The Law on Publishing School Textbooks, Educational Teaching Resources; Reading Materials and Pedagogical Documentation, adopted in 2007;
- The Law on National Qualifications, adopted in 2008;
- The Law on Inspection of Education in Kosovo, adopted in 2007;
- The Law on Higher Education in Kosovo, adopted in 2011.

The main recent developments in terms of updating the legal framework are the approvals of two basic laws: on pre-university education and on higher education. The first law regulates education at ISCED levels 0 to 4, sets the goals of pre-university education and its general principles, and regulates the organisation of education, teaching and directing staff. The second law establishes a legal base for regulating, functioning, financing and quality provision in the area of higher education in line with European standards (Article 1).

Each law is comprehensive and harmonised with European directives and recommendations, but their implementation is difficult, mostly because of deficient financial resources. Municipalities, and sometimes even schools, are lacking finances and do not have adequate human capacity to put into practice everything that is envisaged by law. Although legislation is carefully prepared, not every law is fully implemented.

The Law on Education in Municipalities of Kosovo has triggered a process towards decentralisation by increasing capacity at municipality level for planning, coordination and monitoring in the education sector. It set out the responsibilities and competencies of municipalities in education and made them responsible for coordinating and providing teacher development and training efforts.\(^{12}\) According to the Annual Review 2013 of the Education Sector in Kosovo from 2013, completion among municipalities extends to 23 of those which have completed, or which have begun their teacher development operational plans. Some facets of the governing law (the Law on Education in Municipalities of Kosovo) have yet to be implemented.\(^{13}\)

Difficulties associated with legal coherence have tended to delay the implementation of the new school legislation. There are also problems in communicating the legal framework, which have frustrated the decentralisation process and its proper regulation and oversight.

The situation is not improved by apparent irregularities in applying the law to various public appointments, including school staff and principals. The appointment process is controlled by Municipality Education Departments (MEDs). The mandates of school principals are for a short term and the process of appointments can be politicised.\(^{14}\)

---

\(^{10}\)Official Gazette No17, 16. 09. 2011, Pristina.

\(^{11}\)Official Gazette No 30, 15. 06. 2008, Pristina.


\(^{13}\)Ibid.

\(^{14}\)Aide-Memoire from Joint Annual Review, op.cit.
2.2 **Institutional framework**

At central level, the Ministry of Education, Science and Technology is responsible for setting national teacher training standards.

The Kosovo Accreditation Agency (KAA), established in 2007 as an independent, public body, is responsible for evaluating the quality of public and private institutions of higher education; it also supports the development of quality in these institutions. The Agency has the legal constitution to undertake the accreditation of all institutions that offer higher education programmes which are allowed to award academic degrees.

The National Qualifications Authority (NQA) of Kosovo, established in 2009, is responsible for overseeing and developing the National Qualifications Framework in the context of lifelong learning in partnership with the student / candidate, employer and provider of Vocational Education and Training (VET) at all levels and in compliance with the demands of society and the economy.

At local level, municipalities are responsible for teachers’ professional development in terms of providing training and the necessary professional support at school level (see Section 2.1).

Although the establishment and functioning of the institutional setting in education is envisaged in the legal framework, not all institutions that have commenced their operations or have been granted new responsibilities have reached their full functionality. For instance, the municipalities are not able to exercise their full responsibilities because of the lack of technical capacity at the municipal level.\(^{15}\)

2.3 **National reforms addressing primary and secondary schooling**

Conceptual and structural reorganisation of the primary and secondary education systems undertaken in Kosovo in recent years is discussed below. Reforms that address school teachers in particular are presented in Section 2.4.

a) **Introduction of 9 year primary and lower secondary education**

The Law on Pre-university Education changed the number of years in primary and lower secondary education from a 4+4 years system of education (starting at the age of 7) to a 5+4 years system that begins at the age of 6.

b) **Kosovo Curriculum Framework (KCF)**

The new Kosovo Curriculum Framework (KCF)\(^{16}\) sets out the vision for developing and implementing the learner-centred and competency-based curriculum in Kosovo, integrating and reflecting the fundamental values and principles of human rights, social justice and inclusiveness.

Together with the Law on Pre-university Education, the KCF introduced several changes in primary and secondary education, such as learning foreign languages in primary school, integrated instruction by learning areas in lower secondary education, the inclusion of a science subject for all pupils, and a departure from the current practices of assessment.

The Ministry has developed and published core curricula for three levels of pre-university education and has begun piloting the new curriculum framework among a selected number of schools. With further support from the EU, the Ministry will continue to develop and roll-out the KCF’s implementation over the next four years.

The current learning context requires a new approach to teaching and poses a great challenge for teachers of pre-university education. However, teachers have not been trained

---

\(^{15}\)Aide-Memoire from Joint Annual Review, op.cit.

\(^{16}\)The Curriculum Framework for Pre-University Education of Kosovo, the Ministry of Education, Science and Technology, Pristina, August 2011.
adequately to implement these changes and the main obstacles for the efficient delivery of the new curriculum are linked to the lack of appropriate teacher preparation. These include:

- difficulties in choosing the methods and content to develop students’ competences set by the KCF;
- difficulties with breaking with the traditional methods of teaching and reluctance towards change;
- lack of knowledge on how to develop students’ competencies;
- limitations in the capacity of schools to develop subject curricula.

In consequence, the new curriculum generally remains a concept rather than a practice. Most of the teaching and learning approaches remain unchanged (i.e. teacher-centred) and new interactive methodologies are not widely accepted in Kosovo’s schools. Recently the Ministry has begun to deliver teacher training programmes aligned to the demands of the new KCF. Pristina University, led by the Faculty of Education, is undertaking reform and modernisation of the pre-service and in-service teacher training programmes to address the changes required in schools.

c) The Strategy for Development of Pre-university Education in Kosovo for 2007-2017

The Strategy for Development of Pre-university Education in Kosovo for 2007-2017, adopted in 2007, sets out the following objectives:

- quality and efficient governance, leadership, and management of the education system;
- a functional system of providing quality learning based on standards comparable with those of developed countries;
- inclusiveness, equality, and respect for diversity in education;
- an effective system of in-service and pre-service training of the teaching staff;
- an adequate and healthy physical environment for teaching and learning;
- a sustainable connection of education with general social and economic developments;
- advancing the material support for education.

Implementation of this strategy was very slow and challenging. Although attempts to reach some of the objectives were made, some of them were not relevant following the declaration of independence in 2008. Due to insufficient implementation, limited progress was made. In 2011, the Strategy was replaced by the Kosovo Education Strategic Plan for 2011-2016 (see Section 2.3.4).

d) Kosovo Education Strategic Plan (KESP) for 2011-2016

The Kosovo Education Strategic Plan 2011-2016 (KESP) has been developed to link lifelong learning and inclusion in education, based on a learning model that reaches out to all learners, offering equal opportunities and quality education. Other priorities addressed by the Plan include:

- reducing the number of shifts in schools by reducing double shift schools;
- developing child-friendly school environments;
- restructuring secondary education and developing and expanding upper secondary schooling;
- improving the quality of teaching and learning and promoting quality learning outcomes;
- improving the quality of higher education by ensuring the implementation of quality assurance and the application of European standards;
- developing the use of information and communication technologies (ICT) at all levels of education.

KESP also recognises the need for the education system to be more responsive to labour market demands and to be aligned with key government priorities and pressing economic-development goals.
The KESP document is divided into eight programme areas for which specific outputs and indicators have been developed: pre-school and pre-primary education, pre-university education, vocational education and training, teacher education, higher education, adult education and training, information and communication technology (ICT) and capacity building.

The key direction in the area of teacher education is to ‘put in place an effective and sustainable teacher development system to improve quality of education’ and thus move the teacher development sector from a state of emergency to a development phase. The progress made in this area in 2012 includes:

- moving towards school-based approaches in all new in-service teacher training courses/modules;
- establishing 24 Professional Development Centres and three more training facilities;
- developing a number of training programmes and modules (28 accredited and over 15 in the process of drafting in 2012 alone);
- certifying 486 trainers and facilitators (in total);
- training over 9,000 teachers from the majority (Kosovar) community and around 400 teachers of national minority communities in accredited programmes.  \(^{17}\)

In order to make these processes more convergent, the Ministry, along with its partners, organised the first Joint Annual Review in March 2012. The review revised the education sector’s performance during 2011 and redefined the main development priorities for 2013. One of the review’s recommendations was to update, clarify and operationalise the licensing and accreditation procedures in order to ensure the recognition of school-based professional development and also programmes of special needs’ education. The process was repeated in March 2013 for the following year.

The Joint Annual Review in 2013\(^{18}\) recommended restructuring ITE programmes in order to train new teaching staff for implementation of the New Kosovo Curricula; supporting development of in-service teacher training programmes; harmonising the financing of the teacher professional development system with the legal infrastructure and budget policies; and accelerating the implementation of the staff performance evaluation as part of the teacher licensing process in order to make the license serve as stimulation for career advancement.

Teacher training efforts are supported by the Ministry and donor (USAID, EC) funds. Other key partners were the following organisations: GIZ/CDBE, BEP/USAID, the Finnish Program, Save the Children, KEC, KulturKontakt – Austria, UNICEF, etc.  \(^{19}\)

2.4 National reforms, policies, and programmes on teacher education

Policies, action plans and strategies outlining priority directions and support for the implementation of changes in relation to teacher education in Kosovo are listed below.

a) Standards for Teachers’ Professional Practice

Following the directive issued in June 2004, the Ministry set the Framework for Standards for Teachers’ Professional Practice in Kosovo. The main goal of these standards is to establish the criteria for the quality assurance of teaching. The Standards document outlines basic competences in terms of knowledge, skills and attitudes for students in pre-service teacher training, for junior teachers, as well as for the continuing professional development (CPD) of teachers. Recommendations also include the criteria for the evaluation of teacher education programmes and teacher competences. Although the implementation instruction on standards for teachers was issued more than 9 years ago, the standards are yet to be implemented.

\(^{17}\)Aide-Memoire from Joint Annual Review…, op.cit.

\(^{18}\)Aide-Memoire from Joint Annual Review 2013 of the Education Sector in Kosovo.

\(^{19}\)Ibid.
b) Teacher licensing system

A teacher licensing system has also been developed in order to ensure more coherent professional and career progression. Licensing is linked to teacher performance, evaluation and mechanisms that serve to improve the quality of teaching and learning in classrooms. It specifies the requirements for teachers to enter, remain and to be promoted in their profession.

The Ministry is responsible for a nationwide process of pre-registration based on fair and transparent criteria to form an open list of licensed prospective teachers, which is to be updated annually. Accordingly, municipalities may register and employ only those candidates who are included in the list.

According to the Kosovo Education Strategic Plan for 2011-2016, by 2014 the teacher licensing system should be fully functional and aligned with the KCF Implementation Plan. By 2016, school-based professional development is to be established in all schools to ensure sustainability of the training received. The annual revision of progress in the teacher training sector organised in 2012 and 2013 identified the following achievements in this area:

- There have been 20,000 applications from teachers, who have been given the right to obtain licences and the first 100 teachers were licensed in 2012.
- A catalogue of available accredited training programmes was published in 2011.
- A software programme has been secured for the establishment of the database and the system database for licensing has been put in place.
- More than 10,000 teachers have been trained by various providers (EU, Deutsche Gesellschaft für Technische Zusammenarbeit - GIZ, USAID) in partnership with the Ministry.  

Performance evaluation and enhanced administrative support (which is expected to be approved) are currently in preparation. Licensing brings with it concomitant problems for the Ministry, principally in terms of monetary matters and how such incentives are appropriate to the type of licensing in process.

2.5 Forecast of policy needs in the field of teacher education

According to the literature review and stakeholder consultations, the following needs and challenges were identified in the field of teacher education and training in Kosovo:

- Professional development of teachers should be school-based. There is a discrepancy between the teacher education programmes offered and the needs identified in schools. Programmes for teachers’ professional development should be tailored to the needs of each school, and teachers should be able to select what their own training needs are and thus take more responsibility over their own professional development. This process should operate at national level in a systematic way and with support from the municipalities and the Ministry.
- The new KCF envisages the teaching of English language from grade I. However, English language teachers are not prepared to work with pupils at school-starting age, and changes in preparation of English language teachers are required.
- The implementation of the concept of integrated science education in Kosovo’s primary schools may raise additional issues. Given that teachers are graduates in one, or sometimes in two science disciplines, it is difficult to train all teachers of natural (and social) sciences to enable them to teach the full integrated science subject in primary schools.
- The new developments related to the Kosovo Education Strategic Plan 2011-2016 and the application of the KCF require teachers not just to convey information, but

---

20 The Law on Education in the Municipalities, op.cit.
22 Aide-Memoire from Joint Annual Review, op.cit.
rather to facilitate learning by providing a suitable environment for students to learn. Given the changes and challenges linked to this reform, new teacher training programmes are needed to support these developments.\(^\text{23}\)

Finally, the main priorities set for 2013 and 2014 by the Joint Annual Review\(^\text{24}\) of the education sector performance organised by the Ministry are to:

- update, clarify, and operationalize the licensing and accreditation procedures;
- continue the support efforts in the field of teacher professional development, including finalisation of the process of restructuring of teacher education programmes in higher education institutions (HEIs) with the Faculty of Education at the centre;
- intensify teacher training for inclusion and for implementation of the individual work plan in classes with children with special education needs (2013-2016);
- continue the process of decentralisation of responsibilities to municipalities and schools and disburse municipal grants for teacher professional development.

3 Organisation of initial teacher education (ITE)

The following section reflects on the organisation of primary and secondary school teacher education at pre-service level. It first looks at the key institutions providing the initial teacher education and methods of financing it. Then, it describes how initial teacher education is approached in Kosovo, with a special focus on admission procedures, education programmes, curricula, and assessment methods.

3.1 Providers and financing of ITE

In Kosovo, only public providers of higher education can offer study programmes which lead to the qualification of a teacher.

The higher education system operates through the state universities: the University of Pristina, the University of Prizren, the University of Peja/Pec and the University of Mitrovica, which is linked to the Serbian higher education system. The universities of Peja/Pec and Prizren offer courses also in the Bosnian and Turkish languages.

After establishing the Faculty of Education at the University of Pristina (2002), the former High Pedagogical Schools and the Faculty of Teaching from the University of Pristina were integrated within one faculty, which now has branches in three municipalities. The new faculty prepares primary school teachers, while other academic faculties educate subject teachers for lower and upper secondary schools. For instance, the Faculty of Philosophy organises academic studies in the fields of history, sociology, philosophy, political sciences, pedagogy and ethnology. Its graduates can find work as teachers in their respective subjects mainly in upper secondary schools. The Faculty of Mathematical and Natural Sciences and its departments organise the study opportunities for future teachers of biology, geography, chemistry, mathematics and physics who work in upper secondary schools in Kosovo.

The Law on Higher Education sets general principles of funding for providers of higher education. In line with this law, licensed and accredited public providers of higher education may receive funding from the following sources according to the provisions of the Statute and their Strategic Plan. These include:

- allocations made by the Ministry for teaching and scientific research in the public interest;
- payments for tuition and other fees paid by students;
- payments for commercial services and other services;
- donations, gifts and other contributions; and,


contracts with national, international, public or private bodies in the field of teaching, scientific research or consultancy.

3.2 Admission procedures

All students who pass the graduation test upon the completion of secondary school have the right to continue their studies in HEIs. For specific areas of study, public providers of higher education can introduce additional tests for applicants in some subjects (after approval by the Ministry). Detailed entry requirements are prescribed in the rules set under the statutes of educational institutions.25

Candidates are accepted based on the listing of points gained by each candidate. The admission criteria are based on a minimum number of points resulting from the entrance exam, success achieved in the secondary school, and the results from the final exam of secondary education (State Matura).26 The admission procedures take into consideration only academic success of students and do not evaluate students’ values and attitudes.

As reported by stakeholders consulted during this study, the interest in enrolment in the Faculty of Education has increased in the last 3 years and remains very high. Last year (2012) it was ranked as the third most attractive faculty in Kosovo, with 10 applicants competing for every one place. It has also been indicated that such interest in the teaching profession does not necessarily come from the best qualified students. The main reasons mentioned as contributing to the attractiveness of a school teacher profession are the considerable increase in teachers’ salaries (around 100%), perception of teaching as a stable job and a ‘known market’, and shorter working hours (20 teaching hours per week).27

3.3 Education programmes

In line with the Law on Pre-university Education, by the commencement of the 2012/13 academic year, all programmes leading to a teaching qualification were to be an equivalent to the Bologna 2nd cycle programme of 300 ECTS, consisting of professional and academic training and practice.28 The departments of the Faculty of Education offer 8 semesters of studies with 240 ECTS, a total of 22 weeks of practical work, and around 15 professional and methodology courses – in line with the Ministry’s requirements regarding standards of pre-service teacher education programmes.

Subject teachers for lower secondary education are trained mainly in two subjects (for example mathematics-informatics, biology and chemistry). This approach will be changed by a new system for qualification of teachers, which will be operational for the 2016/2017 academic year. In line with the planned changes, students will undertake 4 years of university studies after which they will come to the Faculty of Education for 2 years to obtain a Master’s degree in Education.29

In line with the Kosovo Education Strategic Plan for 2011-2016, by 2016 all teacher education programmes should be fully harmonised with the Ministry’s policies.

Table 3.1 Teacher education programmes

<table>
<thead>
<tr>
<th>Cycle</th>
<th>Name</th>
<th>Length</th>
</tr>
</thead>
<tbody>
<tr>
<td>N/A</td>
<td>Secondary (specialised) vocational education programme</td>
<td>3-4 years</td>
</tr>
<tr>
<td>I</td>
<td>Bachelor’s degree</td>
<td>4 years</td>
</tr>
</tbody>
</table>

25 The Law No 04/L-037 on Higher Education in the Republic Kosovo, Official Gazette No 14, 09. 09. 2011, Pristina.
26 Stakeholder consultations (interview, ITE provider), Pristina, 14.03.2013.
27 Stakeholder consultations (interview, ITE provider), Pristina, 14.03.2013.
28 Bachelor study programmes (3 to 4 years, 180 to 240 ECTS credits) + Master study programmes (respectively 2 or 1 years, 120 to 60 ECTS credits) give in total 300 ECTS for both Bachelors and Masters.
29 Stakeholder consultations (interview, ITE provider), Pristina, 14.03.2013.
3.4 Curricula and teacher education standards

Teaching curricula are developed by universities based on a framework provided by the Ministry. The Kosovo Accreditation Agency is responsible for accrediting the curricula for Higher Education Programmes. However, there are some cases when university faculties provide programmes which do not meet the accreditation requirements but still enrol students and provide teacher education for such programmes.30

One of the main weaknesses of the teacher education system is a very limited number of hours devoted to pedagogical practice during initial training of future teachers, especially for upper secondary school teachers. Secondary school teachers are educated mostly in theoretical aspects of the teaching profession and pedagogical approaches (teaching methodologies and school practice) constitute about 2-4% of their study time.31 For instance, the curricula at the Faculty of Philosophy of the University of Pristina are purely academic, as is the Bachelor degree awarded at the end of the 6-semester studies. The faculty departments offer one or two professional and teaching methodology courses but no teaching practice. Theoretical studies in the field of education are provided by the Department of Pedagogy, but there is no cooperation between the academic and pedagogy departments within this faculty.32 The Faculty of Mathematical and Natural Science makes a formal distinction between the teaching and non-teaching profiles of their departments. This distinction is also reflected in curricula and study programmes. These are organised into four semesters during which teaching methodology, professional teaching, and teaching practice courses are offered. In principle, these programmes are in line with the Ministry’s regulations but they need revision and improvement (of teaching practice in particular), to meet the requirements fully.33

The under-representation of methodology and didactics courses, professional (teaching) subjects, and practical teaching experience is reflected in the distribution of course (programme) allocation for upper secondary school teachers (see Table 3.2 below). Being aware of this weakness, the Ministry and the Faculty of Education of the University of Pristina are working towards strengthening pedagogical training in the teacher training programmes as a part of the current reform process of pre-service and in-service teacher training at the University.

Table 3.2 Distribution of course time for secondary school teachers

<table>
<thead>
<tr>
<th>Faculty of Education</th>
<th>Academic Faculties</th>
</tr>
</thead>
<tbody>
<tr>
<td>Practice</td>
<td>18 – 22 weeks</td>
</tr>
<tr>
<td></td>
<td>max 6 weeks</td>
</tr>
<tr>
<td>Academic vs. Professional</td>
<td>50/50</td>
</tr>
<tr>
<td></td>
<td>80/20</td>
</tr>
<tr>
<td>Methodology and didactics courses</td>
<td>Min. 12 courses</td>
</tr>
<tr>
<td></td>
<td>2-8 courses</td>
</tr>
</tbody>
</table>


The distribution of courses at the Faculty of Education is different. Here, professional courses (e.g. in applied social science, philosophy of education, didactics, and methodology) constitute 40% of programmes and 22 weeks of practice are also required during the 4 years of study (20% of programmes). The remaining 40% of course/module distribution are

---

30 Stakeholder consultations (interview, ITE provider), Pristina, 14.03.2013.
31 Stakeholder consultations (interview, ITE provider), Pristina, 14.03.2013.
academic courses (preparation in the specific subject). Subjects are divided across obligatory and elective courses. The standards presenting the criteria for the professional practice are listed in Table 3.3. Although the framework for teacher standards for professional practice has already been defined, the quality control system is not yet in place. Attitudes and values of students are considered as particularly difficult to assess.

Table 3.3  Teaching competences

<table>
<thead>
<tr>
<th>Knowledge and understanding</th>
<th>To be well prepared in a subject field (academic qualification)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>To understand that teaching and learning always depend on the conditions (context) in which they are applied</td>
</tr>
<tr>
<td></td>
<td>To understand that continuous progress is a personal responsibility</td>
</tr>
<tr>
<td></td>
<td>To have knowledge and understanding of the legal, moral and professional base of education</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Skills and abilities</th>
<th>To have professional competences for applying the official education programmes</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>To create and use a broad repertory of professional skills as a sustainable basis for an individual creative style of teaching</td>
</tr>
<tr>
<td></td>
<td>To plan and prepare the process of education in the classroom</td>
</tr>
<tr>
<td></td>
<td>To exercise leadership with full competence in the classroom</td>
</tr>
<tr>
<td></td>
<td>To create an appropriate environment for learning in the classroom</td>
</tr>
<tr>
<td></td>
<td>To have knowledge of evaluation principles and conduct evaluation of pupils</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Attitudes and values</th>
<th>To consider oneself as an agent for change</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>To support, respect and practice democratic principles and human rights</td>
</tr>
</tbody>
</table>


3.5 Assessment methods

Testing with multiple choice questions is considered a new approach in HEIs in Kosovo. University students are tested twice a year and have to prepare more essays than in previous years. Based on test results and essays students are assessed and receive a grade. Other innovations in assessment are being implemented rather slowly.

There is no standardized policy for student assessment at university and faculty level. The Senate of the University of Pristina requires that the assessment should consist of a combination of oral and written examinations. In reality, however, it is up to the professor to decide individually how students will be assessed. There is no common description of what should be known or achieved by students to receive a concrete mark (e.g. what knowledge, skills and attitudes are necessary to receive marks 6, 7 or 10). This applies to all faculties, including the University of Pristina Faculty of Education.

4 Support for new teachers

The following section is devoted to the provision of personal and professional support (‘induction’) for new teachers. When there are no systematic and/or national induction programmes, current practices to help novice teachers at the beginning of their career are discussed.

There are no induction programmes for new teachers in Kosovo. In some schools, however, mentors are appointed to assist new teachers and guide them in their first steps in the new school environment.

---

34 Stakeholder consultations (interview, ITE provider), Pristina, 14.03.2013.
35 Stakeholder consultations (interview, ITE provider), Pristina, 14.03.2013.
36 Stakeholder consultations (interview, ITE provider), Pristina, 14.03.2013.
5 Continuing professional development of teachers (CPD)

Section 5 describes how continuing professional development (CPD) of teachers is approached in Kosovo. It looks at the CPD providers and financing of in-service teacher training and identifies programmes, practices, and activities for teachers’ professional development. It also reflects on knowledge, skills, and attitudes (values) required from experienced teachers.

5.1 Providers and financing of CPD

There is no tradition among educational faculties of offering in-service teacher training programmes, and educational faculties within the University of Pristina do not have any experience in offering such training. This is recognized as weakness and the University of Pristina is currently working on establishing an in-service training unit. University professors have facilitated some continuing professional development (CPD) programmes by working with in-service teacher training providers.

The Ministry provides financial resources for professional development, but sustainable budgets to fund teacher professional development and financial mechanisms for its effective implementation remain a challenge in Kosovo. The Ministry continues to manage the in-service training budget without a clear strategy of how to serve all teachers who are obligated to take part. There is a clear need for a strategy in terms of what is to be funded regarding the professional development of teachers.

The Law on Education in the Municipalities of Kosovo devolves the professional development of teachers to municipalities and the Ministry has already taken the initial steps to transfer budgets for CPD to Municipal Education Departments (MEDs). Municipalities delegate the responsibility for the budget and finance to educational and training institutions, according to municipal formula specified in a legal act. This formula allows changes in appropriations, if the number of pupils changes during a fiscal year.

5.2 Organisation of in-service teacher training

CPD in Kosovo is non-compulsory, except within the framework of teacher licensing (see below), and there is no systematic approach to in-service training.

The Framework for Teachers Standards for Professional Practice in Kosovo (see also Section 2.4a) suggests an exhaustive list of standards required for teachers to be able to teach in Kosovar schools. For the moment, no progress can be observed in terms of their implementation. They are serving just as guidelines to pro-active schools and teachers, if they want to improve their competences.

Nevertheless, the traditional way of teaching and learning, characterised by lecturing and memorising, is being changed in favour of modern methodology that promotes student-centred learning approaches. The transformation of approaches results from a series of in-service teacher training programmes that were organised by international and local NGOs and supported by the Ministry of Education, Science and Technology.

From the discussions with stakeholders, it becomes clear that some informal and non-formal learning and sharing of knowledge is taking place in schools, but there is no mechanism to detect and to evaluate it. Teachers themselves are left to identify their own needs and to apply for training. School managers are not trained to identify training needs and to help and support teachers in teachers’ professional development.

Licensing of teachers can be considered as one aspect of CPD. The State Council for Teacher Licensing (SCTL) has prepared the Administrative Instruction No 5/2010 on teacher licensing.

---

37 Aide-Memoire from Joint Annual Review, op.cit.
39 Aide-Memoire from Joint Annual Review, op.cit.
licensing. This Instruction specifies how many hours of in-service teacher training should be completed over a certain period of time to retain licenses or advance in a career. With the catalogue of accredited programmes and envisaged rules for career progression, a formal base for teacher licensing has been established. However, due to lack of finances for conducting trainings and for increasing teacher salaries according to levels of qualification, these regulations were only piloted with a limited number of teachers, and have not been fully implemented.

The catalogue of accredited programmes for CPD was published in 2011. It contains programmes that have been accredited for professional development of teachers and education administrators, which can be provided if necessary financial support is acquired. According to the Administrative Instruction No 5/2010 issued by the State Council for Teacher Licensing (SCTL), all teachers have to complete at least 100 hours of in-service teacher training over a period of 5 years.

Kosovo Education Centre (KEC)

Kosovo Education Centre (KEC), with support of international donors, has established didactic centres in five municipalities. The centres are equipped with a variety of materials and provide opportunities for teachers to do research and produce learning materials.

KEC was involved in training over 15,000 local teachers between 2000 and 2008 in various innovative, interactive and inclusive teaching methodologies, techniques and approaches. Reading and Writing for Critical Thinking (RWCT), Step by Step, Social Justice, and Education for Children’s Rights have taken a central role both in terms of quantity (programmes of between 5 and 15 training days) and quality (usually the interest for these courses exceeded the offer of places available) among courses/programmes offered.

6 Teacher qualifications and quality assurance

This section provides information on the qualifications (and diplomas, licenses, certificates, occupational grades) required to become a primary and secondary school teacher. It also explores the issue of the quality assurance mechanism and identifies which key stakeholders are involved in the quality assurance process in teacher education.

6.1 Qualification system for primary and secondary school teachers

Qualifications required for working as a primary and secondary school teacher are the Diploma from the Faculty of Education and the Teaching Licence from the National Council on Teacher Licensing (see Section 2.4b).

| Table 6.1 Minimum qualifications required to teach in primary and secondary schools |
|---------------------------------|---------------------------------|---------------------------------|
| I cycle (or other)              | II cycle (or other)             | Other                           |
| **Primary school teaching qualifications** | Diploma from the Faculty of Education | Teaching Licence from the National Council on Teacher Licensing (in addition to I cycle Diploma) |
| **Secondary school teaching qualifications** | Diploma from the Faculty of Education | Teaching Licence from the National Council on Teacher Licensing (in addition to I cycle) |

---


42 Stakeholder consultations (questionnaire, ITE provider), 25.02.2013.
Currently, every teacher in Kosovo must meet a minimum standard of a four-year Bachelor degree in Education, or in a relevant subject field. Teachers who completed two or three years of education to obtain their previous qualification or degree need to take an extra number of mainly professional courses to obtain a Bachelor degree in Education.

In the past, members of the teaching profession were eligible to teach in primary and secondary schools following graduation from High Pedagogical Schools. In 2005 and 2006, the Kosovo Educator Development Project (KEDP), financed by the Canadian Government and supported by a leading agency in the field of teacher training from Calgary, established a special formal qualification programme for upgrading teacher qualifications within the Faculty of Education.

According to the Law on Education in the Municipalities, teachers can be registered and employed only if they meet the requirements to enter the profession set by the teacher licensing system (see Section 2.4b). Re-evaluation of a licensed teacher for renewal of a license should be carried out at intervals not exceeding five years from the date the existing license was issued. A license may also be withdrawn or suspended in cases where the performance of a licensed teacher is an issue of concern, a teacher is unable to continue his tasks and responsibilities, or disciplinary proceedings have been instituted against a teacher.

### 6.2 Quality assurance mechanisms

The Law on Education in the Municipalities states that the Ministry of Education, Science and Technology is responsible for establishing and managing a general system of certification for all teachers in Kosovo. The municipalities, on the other hand, are also in charge of supervision and inspection of the education process in accordance with guidelines established by the Ministry.

The Ministry has established the State Council for Teacher Licensing (SCTL) to carry out the advisory functions on teacher licensing and teacher performance assessment (see also Section 2.4b). In 2010, the SCTL prepared the Administrative Instructions regarding the criteria and procedures for accrediting teacher training programmes. These instructions specify, among other requirements, that all teachers have to receive positive performance evaluations in order to retain their licenses or advance in their careers. The Instruction also determines the path for teachers’ promotion into four categories of regular licensed teachers. This change is a step towards introduction of a merit-based pay system by linking qualifications, skills, promotion, and teacher salaries.

However, little progress has been made by the SCTL in terms of developing instruments for performance evaluation. The main problem with assessing teachers’ work is a lack of decision-making regarding the personnel ultimately responsible for managing this process. There is no clarity on how the performance appraisal system should function.

According to the Law on Inspection of Education, inspections of schools are to be arranged in an annual cycle, with the possibility of special inspections under certain conditions established by the Inspection Department. However, current school inspections are mainly limited to the supervision of compliance with laws, bylaws, and administrative requirements.

---

44 The Law Pre-university Education, op.cit.
in the context of school processes. There are no mechanisms envisaged to evaluate real in-class performance of teachers. Accordingly, limited experience of school inspectors and middle management in observing, monitoring and supporting teaching and learning in the classroom has been identified during the Joint Annual Review (2013) on the progress made in implementation of KESP. The lack of advisory structures that would assist teachers and schools in improving their performance as well as insufficient progress in exercising the advisory role of the MEDs were also mentioned as contributing to this problem.  

7 Innovations in teacher education

The subsequent part addresses the issue of innovations in teacher education, such as inclusion of novel topics in teacher education programmes, ICT-related teaching and learning, new ways of doing old things that worked well and proved to be effective. Important strategies/reforms that prioritise the adoption of new teaching/professional development models and the development of practical ICT-related skills are also included. At the end of the section, opportunities and limitations for managing the change process in the teacher education programme are identified.

7.1 Innovative practices and developments

Most of the teaching and learning approaches remain unchanged, i.e. teacher-centred. Experienced teachers are often reluctant to change the methods of teaching because they feel more comfortable with using approaches with which they are already familiar. Although envisaged by the new KCF, new interactive methodologies are not widely accepted in Kosovo’s schools. Assessment methods are old and do not solicit students’ opinions. Feedback from teachers to students is poor; only a mark is given after assessment, an approach that does not favour learning and further improvements.

In its attempt to address the above-mentioned challenges, the Ministry has placed professional development of teachers and of education administrators amongst its important priorities, based on best practices and EU standards for teaching. The Ministry together with its partners has organised Joint Annual Review of developments in the education sector for 2012 and 2013. Teacher training was one of the sub-sectors reviewed. While some achievements in the field of teacher training were identified during both review events, recommendations for improvements in future are numerous and outnumber the achievements.

7.2 The use of ICT and teacher education

In line with the Kosovo Education Strategic Plan for 2011-2016, by 2016 teachers should be able to apply ICT and develop and utilise electronic content. According to the Joint Annual Review from 2012, the Ministry made a significant investment in training teachers on European Computer Driving Licence (ECDL). For instance, the Ministry has financed this programme for computer skills for 12,743 teachers in recent years. Still, there is no evidence whether and how this training and certification has influenced teaching and learning processes in schools.

Yet, due to budget constraints, very little was done by the Government of Kosovo to support procurement of ICT equipment to schools and provide maintenance of existing ICT equipment in schools. The draft of the e-Learning Strategy from June 2011 has not been finalised yet and the development of the e-learning content has slowed down after the completion of the EU-funded IT Pilot Project in Education phased out in December 2011. However, USAID together with the Ministry-funded Basic Education Program (BEP), developed the so-called Student Support Technician Clubs concept to organise students’ support, maintenance of IT equipment and software in schools.

46 Aide-Memoire from Joint Annual Review, op. cit.
Kosovo is committed to meeting the EU standards set by the e-SEE agenda to provide every pupil with an ICT education. According to estimates, the computer to student ratio was expected to improve from 1:32 to 1:17 by the end of December 2011. The Ministry is actively building institutional capacities and human resources, and gaining accreditation and licensing of the curriculum together with hardware and software technology.\(^{48}\)

### 7.3 The opportunities and limitations of introducing innovations in the teacher education system

The main opportunities and limitations of introducing innovations in the teacher education system are listed in Table 7.1.

**Table 7.1  Opportunities and limitations for introducing innovations**

<table>
<thead>
<tr>
<th>Opportunities</th>
<th>Limitations</th>
</tr>
</thead>
<tbody>
<tr>
<td>■ Co-teaching at school level.</td>
<td>■ Challenging implementation of competence-based curricula and student-centred approach.</td>
</tr>
<tr>
<td>■ Professional teacher networking at the municipal, regional and national level.</td>
<td>■ Gaps in the capacity of school management and education departments at central and local level to introduce and support innovations in CPD.</td>
</tr>
<tr>
<td>■ Cooperation with the Faculty of Education and other academic units.</td>
<td>■ Delays in the involvement of associations and international networks in CPD.</td>
</tr>
<tr>
<td>■ Cooperation with the Kosovo Pedagogical Institute.</td>
<td>■ Lack of support, materials, instructions, and modern teaching tools for implementing innovations in education and appliance of knowledge gained after teacher training.</td>
</tr>
<tr>
<td>■ The use of ICT in teacher training.</td>
<td>■ Increasing number of students with the same number of academic staff (shifts) limiting the possibility to conduct quality curricular and extracurricular activities.</td>
</tr>
<tr>
<td>■ Completion of basic ECDL training by about 12 000 teachers during the last 3 years.</td>
<td>■ Offering courses only in Albanian and not in English or other European languages.</td>
</tr>
<tr>
<td>■ Establishment of a new initiative starting from 2016/17 obliging secondary school teachers to have a Bachelor’s degree and a Master’s degree from the Faculty of Education.</td>
<td>■ Lack of system for rewarding implementing innovation in education.</td>
</tr>
<tr>
<td>■ Emphasis on teachers’ ability to apply ICT and electronic content in the Kosovo Education Strategic Plan for 2011-2016.</td>
<td></td>
</tr>
</tbody>
</table>

*Source: Analysis based on stakeholder consultations (interviews and questionnaire answers) and desk research.*

### 8 Partnerships and interaction with external actors

Section 8 explores whether partnerships between schools and teacher education institutions are promoted and implemented in order to encourage schools to play an active and central role in developing teaching methods, improving the quality of teaching and extending the knowledge about teaching and learning. The role of private and non-governmental sector actors in the area of teacher education is also reflected as well as the influence of international experts.

#### 8.1 Partnerships between schools and teacher education institutions

Cooperation between schools and teacher education faculties is usually limited to school practice carried out as a part of initial teacher education.\(^{49}\) University students, as future teachers, can visit schools in order to observe the teaching practice and to gain teaching experience. Such cooperation is usually based on the good will of schools to accept university students and there are no financial (or other) gains for schools engaged in this activity.

\(^{48}\)Kosovo Education Strategic Plan 2011-2016, Government of Kosovo.

\(^{49}\)Stakeholder consultations (interview, ITE provider), Pristina, 13.03.2013.
8.2 The role of the business sector in teacher education

Cases of cooperation between teacher education institutions, the local community and business are very rare. The problem is that the majority of businesses in Kosovo are mostly very small enterprises, and can be perceived as unstable and not sustainable. In addition, businesses do not have a common voice in defining the demand for students’ learning outcomes in terms of knowledge, skills and attitudes needed on the labour market. The Ministry and the education community, on the other hand, are not engaged adequately in reaching out to the business community to cultivate cooperation and joint work on education and training development.

8.3 The role of NGOs and external support in teacher education

Non-governmental organisations (NGOs) are involved in providing teacher training programmes in Kosovo but their activities are mostly sporadic and not synchronised. One of the main actors is this sector is the Kosovo Education Centre (KEC), founded by the Soros Foundation in 2000, which has been mainly focused on training educators in contemporary methodologies of teaching and leadership (see Section 5.2).

A number of donors and international institutions that are present in Kosovo have also engaged their interests in supporting the country’s education reform, including development of a vast body of legal acts and administrative instructions (e.g. the Strategy for Development of Pre-university Education, the Kosovo Education Strategic Plan, the Strategy for Development of Higher Education in Kosovo, and the E-learning Policy and Strategy). The key players at national and international level include: the World Bank, USAID, American Councils, the European Commission, the Council of Europe, Austria, France, Finland, the Netherlands, Denmark, Italy, Switzerland, the British Council, the American Advising Center, SIDA, GTZ GmbH, ETF, Save the Children, OSCE, UNDP, and UNICEF.

Examples of initiatives where international institutions and experts were involved in the development of teacher education and training are presented in the table below.

Table 8.1 Examples of external support for teacher education and training

<table>
<thead>
<tr>
<th>Institution</th>
<th>Area of support provided</th>
</tr>
</thead>
<tbody>
<tr>
<td>Austrian Federal Ministry of Education, Arts and Culture</td>
<td>Capacity building and training for teachers in primary schools in new learning and teaching methodologies on individualized learning.</td>
</tr>
<tr>
<td>Croatia</td>
<td>Development of an In-Service Teacher Training Centre at the University of Pristina.</td>
</tr>
<tr>
<td>1. Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ) GmbH</td>
<td>Establishing procedures for performance analysis, planning, allocation and quality assurance of teacher training measures.</td>
</tr>
<tr>
<td></td>
<td>Capacity development of a coordinating body for teacher training.</td>
</tr>
<tr>
<td></td>
<td>Development of rules for procurement of training services and triggering the development of a training market.</td>
</tr>
<tr>
<td></td>
<td>Concept and capacity development for implementing further qualification programmes for under-qualified teachers.</td>
</tr>
<tr>
<td>European Commission</td>
<td>Developing a sustainable system of comprehensive in-service teacher training as well as the training of school directors to improve</td>
</tr>
</tbody>
</table>
management capacities at local level.
- Establishment and functioning of the Qualifications Authority of Kosovo and the implementation of the NQF - the Qualifications Framework of Kosovo.
- Supporting existing programmes in education and the establishment of a new curriculum in Master’s studies (Kosovo as partner in Tempus project development of ‘Master Study Programs in Education’).
- Implementation of the student-centred educational strategy; expanding a range of the educational tools which could help this process (Tempus project on ‘Blended Learning: Advanced Teacher Training’).

European Training Foundation (ETF)
- Analytical work and policy advice to Kosovo education and training stakeholders and assistance to the European Commission in programming and project cycles. Support for capacity development for teachers.

Italian Ministry of Foreign Affairs/
Directorate general for Development Cooperation
- Creation of the Pedagogical Institute of Kosovo (2007-2010), improvement of the education sector within the EU standards, promoting training and research activities.

OSCE
- Teacher training in Bosnian and other minority languages.
- Career guidance centre in Mitrovica.
- Fellowship programmes for the Faculty of Education of the University of Pristina.

USAID
- Implementation of KCF.
- Assessment and evaluation of teacher development in basic education in Kosovo.
- Capacity development for continuous in-service training of teachers.

The World Bank
- Development of the teacher licensing system, including teacher training and teacher professional development.

Source: Kosovo Education Strategic Plan for 2011-2016.

9 Key strengths, challenges and perspectives

The final section summarises the key strengths, weaknesses, and challenges faced by the national authorities and educational institutions in the area of teacher education. This is followed by considerations regarding the need for further policy action within the country reviewed as well as at Western Balkan and EU level.

9.1 Current strengths and weaknesses of teacher education

Based on desk research and stakeholder consultations, the following strengths and weaknesses were identified in the field of primary and secondary teacher education.

Table 9.4 Summary table: Strengths and weaknesses of primary and secondary school teacher education

<table>
<thead>
<tr>
<th>Strengths</th>
<th>Weaknesses</th>
</tr>
</thead>
<tbody>
<tr>
<td>ITE</td>
<td></td>
</tr>
<tr>
<td>Establishment of the Faculty of Education with a more practice-based approach to TE that makes teachers better prepared for entering classrooms.</td>
<td>Limited number of hours devoted to pedagogical practice and over-representation of theory during ITE.</td>
</tr>
<tr>
<td>Upgrading of qualifications required to enter the profession – restructuring of TE (minimum</td>
<td>Discrepancy between the teacher education programmes offered and the needs identified in schools.</td>
</tr>
<tr>
<td></td>
<td>No common description of what should be known or achieved by students of ITE.</td>
</tr>
<tr>
<td><strong>Strengths</strong></td>
<td><strong>Weaknesses</strong></td>
</tr>
<tr>
<td>---------------</td>
<td>---------------</td>
</tr>
</tbody>
</table>
| standard of a four-year Bachelor degree in education + Master degree to teach in secondary schools from 2016/17).  
- Learner-centred and competency-based curriculum.  
- Growing interest among young people to become teachers. | to receive concrete marks. |
| **CPD** |  
- Development of Framework for Standards for Teachers’ Professional Practice in Kosovo.  
- A trend towards school-based implementation of teacher development.  
- Increasing awareness of the need for CPD in the last 10 years. |  
- No systematic approach to CPD of teachers.  
- Lack of school management’s training and planning for CDP.  
- Students’ assessment based solely on giving marks to students and not in favour of learning and further improvements.  
- Limited capacity of in-service teacher training providers to provide necessary CPD to all teachers.  
- No tradition and experience among educational faculties to offer in-service teacher training programmes. |
| **Probation/Induction** |  
- Development of teacher licensing system linked to teacher performance evaluation and establishing the State Council for Teacher Licensing. |  
- No system for monitoring and quality assurance in place.  
- Delayed implementation of instructions on teacher licensing and teachers’ professional practice.  
- No clarity on how the teacher appraisal system should function.  
- Delayed implementation of standards for teachers’ professional practice. |
| **QA and evaluation** |  
- Legal framework, new education policies and Kosovo Education Strategic Plan set the priorities for modernising and de-centralising TE and quality assurance.  
- Preparing administrative instructions on the criteria and procedures for accrediting the teacher training programmes and moving towards introduction of a merit-based pay system. |  
- No system for recognition of prior learning or that obtained through non-formal education.  
- Insufficient preparation of teachers, schools and local authorities to implement the new curriculum (and related changes), which hinders the practical implementation of Kosovo Curriculum Framework. |
| **Legislation and policy** |  
- Establishing the State Council for Teacher Licensing (SCTL) with advisory functions on teacher licensing and teacher performance assessment.  
- Decentralisation of responsibilities for planning, coordination and monitoring in the education sector, including coordination and provision of teacher training. |  
- Little progress has been made by the SCTL in terms of developing instruments for performance evaluation.  
- Lack of advisory structures to assist teachers and schools in improving their performance.  
- Insufficient progress in exercising MEDs’ full responsibilities because of the lack of technical capacity.  
- Irregularities in applying legal provisions to various public appointments, including school staff and principals. |
| **Institutions** |  
- International support for reforming the education sector. |  
- Very rare cases of cooperation between teacher education institutions, local community and business.  
- Cooperation between schools and... |
<table>
<thead>
<tr>
<th>Strengths</th>
<th>Weaknesses</th>
</tr>
</thead>
<tbody>
<tr>
<td>teacher education faculties limited to school practice.</td>
<td></td>
</tr>
<tr>
<td>Sporadic and not synchronised involvement of NGOs in providing teacher training.</td>
<td></td>
</tr>
</tbody>
</table>

**Resources**

- Donor support for training new teaching staff for implementation of the New Kosovo Curricula.
- Donor support for reforming the education sector.
- Unsustainable budget for teacher training and career promotion and lack of clear strategy on funding priorities.
- Schools working in two or three shifts per day (mainly in urban areas), with overcrowded classrooms and reduced length of classes and time spent at school.
- Limited resources of municipalities and schools to implement legal requirements in practice.

**Attitudes / Perceptions**

- Persistence of teacher-centred approach and reluctance to change.

*Source:* Analysis based on stakeholder consultations (interviews and questionnaire answers) and desk research.

**9.2 The need for further policy action**

Based on desk and filed research, interviews and answers from stakeholders, the following needs were identified in the field of teacher education:

- **Policy areas where local/regional cooperation would be beneficial:**
  - Providing targeted programmes and substantial support at municipal and school level for provision and facilitation of teacher professional development activities.
  - Intensifying cooperation between pedagogical faculties and schools in terms of increasing quality of pedagogical practice for students.
  - Restructuring university programmes for teacher education to train new teaching staff to implement KCF.
  - Harmonising the financing of the CPD system with the legal infrastructure and budget policies which should provide equal opportunities for in-service training and qualification.
  - Establishing cooperation between the business sector and pedagogical faculties in order to better meet business expectations towards graduates’ qualifications.
  - Strengthening the cooperation between pedagogical faculties, private training providers and schools to improve the quality of teacher training.

- **Policy areas where further policy action at the national level is required:**
  - Introducing a one-year pre-service practical teaching programme for graduates from non-teaching faculties.
  - Supporting teacher education institutions to meet pre-service standards as set in the relevant administrative instructions.
  - Establishing procedures and a system for teacher induction.
  - Developing a clear platform for mentoring and monitoring teacher professional development activities.
  - Developing school-based procedures along with external procedures for evaluating and identifying teacher training needs on the school level.
Establishing a Centre for Excellence in Teaching that would provide support and empowerment for the academic staff in ITE as well as for providers of in-service teacher training.

Policy areas where cooperation in the *Western Balkans region* would be beneficial:

- Facilitating and supporting exchange of best practice in the region.
- Developing a regional network of teacher education institutions to exchange experiences.
- Supporting and encouraging the exchange and mobility of students and teachers.
- Creating teacher associations on regional basis for collaboration, cooperation and exchange of best practices and materials.
- Supporting and developing an on-line in-service training package/platform translated into regional languages and accessible in all countries in the region.

Policy areas where *EU cooperation* may be useful/sought:

- Encouraging study visits to EU countries to study best practices in teacher education.
- Alignment of teacher competences and teacher education structures and practices with EU best practices.
- Maintaining the implementation of programmes supporting the teacher education system, such as IPA, Erasmus Mundus, and Tempus.
Bibliography

Policy and legal documents

Law No 04/L-138 on vocational education and training in Kosovo, (Official Gazette No 7, 26. 03. 2013, Pristina).


Law No 04/L-037 on higher education in the Republic Kosovo (Official Gazette No 14, 09. 09. 2011, Pristina).

Law No 04/L-32 on pre-university education in Kosovo, (Official Gazette No17, 16. 09. 2011, Pristina).


Kosovo Education Strategic Plan 2011-2016, Government of Kosovo.


Law No 03/L-68 on education in the municipalities of Kosovo, (Official Gazette No 30, 15. 06. 2008, Pristina).

Law No 03/L-60 on national qualifications of the Kosovo, (Official Gazette No 44, 22. 12. 2008, Pristina).


Law No 2004/37 on inspection of education in Kosovo, (Official Gazette No 13, 01. 06. 2007, Pristina).

Law No 02/L-67 on publishing school textbooks, educational teaching resources, reading materials and pedagogical documentation (Official Gazette No 9, 01. 02. 2007, Pristina).

Framework for Teachers Standards for Professional Practice in Kosovo, Administrative Instruction from June 2004, MINISTRY, Kosovo.


Studies, reports and other literature


Beka, A. (2013), Partial or comprehensive reform in the curricula of elementary, grades 1-5, in Kosova, 1st Albania International Conference on Education (AICE).


European Commission (2012), Supporting the Teaching Professions for Better Learning Outcomes, Rethinking Education: Investing in skills for better socio-economic outcomes.

Indicators and statistical data in education 2004/05, 05/06, 06/07, Ministry of Education, Science and Technology, Government of Kosovo.


Pantić, N, et. all (2010), Teachers for the future – teacher development for inclusive education in the Western Balkans, European Training Foundation.


UNICEF (2011), Teachers: A Regional Study on Recruitment, Development and Salaries of Teachers in the CEECIS Region.


Zgaga, P. et al (2006), The Prospects of Teacher Education in South-East Europe, University of Ljubljana, Faculty of Education.

Websites


Kosovo Educator Development Project (KEDP), http://www.masht-gov.net/advCms/#id=506 (accessed February 2013)


Pedagogical Faculty, University if Pristina, http://edukimi.uni-pr.edu/ (accessed February 2013)
Teacher Training and Capacity Building of School Directors in Kosovo


World Bank in Kosovo,

Interviews

AAB College, Vice-Rector for International Cooperation, 13.03.2013.
Faculty of Education, Associate Professor, State Teacher Licensing Council, 14.03.2013.
Kosovo Education Centre - KEC, 13.03.2013.
Kosovo Education Institute, 14.03.2013.
Ministry of Education, Science and Technology, Division for Teacher Training, 15.03.2013.

Questionnaires

Kosovo Pedagogical Institute, 25.02.2013.
University Mitrovica, Faculty of Pedagogy, 10.02.2013
University of Pristina, Faculty of Education, Faculty of Education, 25.02.2013.
University of Pristina, Faculty of Education, Faculty of Education, 25.02.2013.
University of Prizren, Faculty of Education, 25.02.2013.
Annex 1 Structure of education system in Kosovo

[Diagram showing the structure of the education system with ages and grades]
Teacher Education and Training in the Western Balkans

Report on: THE FORMER YUGOSLAV REPUBLIC OF MACEDONIA
The Western Balkans Platform on Education and Training was launched on 7 March 2012. It is the latest EU initiative for enhanced policy dialogue and regional cooperation in the Western Balkans. Its objectives are to help to prepare better our partners in this region for their eventual participation in the EU's policy cooperation framework, the Open Method of Coordination, to enhance their participation in EU programmes and to assist their reform efforts in the area of education and training. The Platform is also an opportunity for discussing issues of common interest among the participants, of sharing good practice and for identifying priorities and needs for further support.

One of the highest priorities identified by the Ministries of Education last year was the training of teachers, and EU support was requested on this topic. In response to this, the EU commissioned a study to map the situation of how teachers are educated and trained in that part of Europe, as comprehensive information on the subject is scarce. The objectives of this study were to look at the key policies, programmes, qualifications systems, quality assurance mechanisms, induction and mentoring programmes, continuing professional development and other aspects of teacher education and training in each country, but also to compare them across the region.

The results of this study are provided in individual country reports and a synthesis report comparing the strengths, weaknesses and good practices in the region. These reports will feed the policy dialogue of the Western Balkans Platform on Education and Training and will hopefully contribute to the on-going national reforms. The main results of the study will be presented, and experiences shared, in a regional seminar organised by the European Commission, under the Western Balkans Platform, in Ohrid in the former Yugoslav Republic of Macedonia, on 19-20 November 2013.

Teachers are among the most influential people in each individual's life. We can all remember those who inspired us, pushed us and guided us. The importance of a teacher's work cannot be overstated. It is directly linked to the quality of basic education provision, the development of key competences and it also impacts the quality of education at higher levels. That is why I am very pleased that the EU could contribute with this study to the policy dialogue on teacher education and training in the Western Balkans.

Brussels, 10 September 2013

Jan TRUSZCZYŃSKI
Director-General of Education and Culture
European Commission
Contents

Glossary* .............................................................................................................................................. 4
List of abbreviations.......................................................................................................................... 5

1 Primary and secondary education: an overview ............................................................................. 6
  1.1 Current structure of the education system ................................................................................. 6
  1.2 Organisation of primary and secondary education system ..................................................... 6
  1.3 The role of primary and secondary education ......................................................................... 7
  1.4 The role of primary and secondary school teachers ................................................................. 8
  1.5 Key trends in numbers on primary and secondary education ................................................. 8

2 Government policy in the area of teacher education ..................................................................... 11
  2.1 Legislative framework .............................................................................................................. 11
  2.2 Institutional framework ........................................................................................................... 11
  2.3 National reforms addressing primary and secondary schooling ........................................... 13
  2.4 National reforms, policies, and programmes on teacher education ....................................... 15
  2.5 Forecast of policy needs in the field of teacher education ....................................................... 17

3 Organisation of initial teacher education (ITE) ............................................................................. 17
  3.1 Providers and financing of ITE ............................................................................................... 17
  3.2 Admission procedures ............................................................................................................ 18
  3.3 Education programmes ........................................................................................................... 18
  3.4 Curricula and teacher education standards .............................................................................. 19
  3.5 Assessment methods ................................................................................................................ 20

4 Support for new teachers ............................................................................................................... 21

5 Continuing professional development of teachers (CPD) .......................................................... 22
  5.1 Providers and financing of CPD ............................................................................................. 22
  5.2 Organisation of in-service teacher training ............................................................................. 22

6 Teacher qualifications and quality assurance ............................................................................. 24
  6.1 Qualification system for primary and secondary school teachers ........................................ 24
  6.2 Quality assurance mechanisms ............................................................................................... 25

7 Innovations in teacher education ................................................................................................ 26
  7.1 Innovative practices and developments .................................................................................. 26
  7.2 The use of ICT ........................................................................................................................ 28
  7.3 The opportunities and limitations of introducing innovations in teacher education system .... 29

8 Partnerships and interaction with external actors ....................................................................... 29
  8.1 Partnerships between schools and teacher education institutions ........................................ 30
  8.2 The role of the business sector in teacher education .............................................................. 30
  8.3 The role of NGOs and external support in teacher education ............................................... 30

9 Key strengths, challenges and perspectives .................................................................................. 33
  9.1 Current strengths and weaknesses of teacher education ....................................................... 33
  9.2 The need for further policy action ........................................................................................... 35

Bibliography ..................................................................................................................................... 37

Annex 1 Structure of education system ............................................................................................. 40
Glossary*

Assessment
The sum of methods and processes used to evaluate the attainments (knowledge, know-how and/or competences) of an individual, and typically leading to certification.

Classroom Practice
The practical, school-based elements of any course of initial teacher education (ITE), lasting typically not more than a few weeks. It also includes teacher tasks undertaken outside the classroom, such as collaboration with colleagues or communication with parents. It is supervised by a school teacher, with periodic assessment by teachers at the training institution.

Competences
The set of learning outcomes: what a teacher knows, understands and is able to perform.

Continuing professional development
In-service (‘on-the-job’) activities that develop skills, knowledge, expertise and other characteristics as a teacher provided in a formal or informal way, beyond the basic training initially required to carry out the job. In certain cases, they may lead to further qualifications. The term is used interchangeably with ‘in-service training’.

Induction
A phase at the early stage of teacher’s career during which novice teachers, having completed the formal programme of initial teacher education, receive structured guidance and support (e.g. from mentors). During induction, new entrants carry out some or all the tasks incumbent on experienced teachers, and they are remunerated for their work. It normally lasts at least several months.

ISCED levels
International Standard Classification of Education (ISCED) is an instrument for compiling statistics on education internationally. It distinguishes between six levels of education: pre-primary education (ISCED level 0), primary education (ISCED level 1), lower secondary education (ISCED level 2), upper secondary education (ISCED level 3), post-secondary non-tertiary level of education (ISCED level 4), tertiary-type A education (ISCED level 5A), tertiary-type B education (ISCED level 5B), advanced Research Qualifications (ISCED level 6).

Learning outcomes
A statement of what a learner knows understands and is able to do on completion of a learning process. The learning outcome approach emphasises the results of learning rather than focusing on inputs such as length of study.

Initial teacher education
A pre-service training provided to student teachers before they have undertaken any teaching, eventually leading to a qualification to teach. It usually takes place in institutions of higher education.

Probation period
Temporary appointment in the form of a trial period, normally followed by permanent employment, of which conditions may vary. It can last between several months up to several years under varying conditions (depending on working regulations) and may be subject to a final assessment and is normally followed by permanent employment.

Professional training
Training that provides prospective teachers with both the theoretical and practical skills needed to be a teacher. In addition to courses in psychology and teaching methods and methodology, it includes in-class placements.

Professional standards
A statement of the professional knowledge, skills and competences required of the teacher at each career stage.

Qualification
A formal confirmation (e.g. certificate, diploma, degree) that an individual has achieved learning outcomes up to given standards; and/or the requirements for an individual to enter, or progress within an occupation.

Teacher
A person who is acknowledged as having the status of a teacher (or equivalent) according to the legislation and practice of a given country.

Teacher Education Institution
Any institution responsible for the overall delivery of a programme of ITE and the conferring of an ITE qualification.

Skill
Practiced/learnt efficiency in the performance of a specific (simple or complex) activity or a specific task.

Standard
A minimum level, depth and breadth of what is to be learnt. It provides the basis for final assessment, planning and implementation of teaching and training actions. Learning outcomes used in curricula can be considered as standards.

*Definitions applied by the European Commission, international organisations, or scholarly research.
## List of abbreviations

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>BDE</td>
<td>The Bureau for Development of Education</td>
</tr>
<tr>
<td>CPD</td>
<td>Continuing professional development</td>
</tr>
<tr>
<td>ETF</td>
<td>European Training Foundation</td>
</tr>
<tr>
<td>GTZ</td>
<td>Deutsche Gesellschaft für Technische Zusammenarbeit</td>
</tr>
<tr>
<td>HEIs</td>
<td>Higher education institutions</td>
</tr>
<tr>
<td>ICT</td>
<td>Information and communication technology</td>
</tr>
<tr>
<td>IPA</td>
<td>Instrument for Pre-Accession</td>
</tr>
<tr>
<td>ITE</td>
<td>Initial teacher education</td>
</tr>
<tr>
<td>MISA</td>
<td>Ministry of Information Society and Administration</td>
</tr>
<tr>
<td>NGO</td>
<td>Non-governmental organisation</td>
</tr>
<tr>
<td>OECD</td>
<td>Organisation for Economic Co-operation and Development</td>
</tr>
<tr>
<td>PIRLS</td>
<td>Progress in International Reading Literacy Study</td>
</tr>
<tr>
<td>SEI</td>
<td>State Educational Inspectorate</td>
</tr>
<tr>
<td>TIMSS</td>
<td>Trends in International Mathematics and Science Study</td>
</tr>
<tr>
<td>UNDP</td>
<td>United Nation Development Programme</td>
</tr>
<tr>
<td>UNESCO</td>
<td>United Nations Educational, Scientific and Cultural Organisation</td>
</tr>
<tr>
<td>UNICEF</td>
<td>United Nations Children's Fund</td>
</tr>
<tr>
<td>WB</td>
<td>World Bank</td>
</tr>
</tbody>
</table>
1 Primary and secondary education: an overview

This section provides a brief overview of the organisational and institutional aspects of the education system with a special focus on primary and secondary education. It defines the role of primary and secondary schooling, the role of primary and secondary school teachers, and lists the key school education indicators in this area. It is complemented by a graphic presentation of the current structure of the education system in the former Yugoslav Republic of Macedonia presented in Annex 1.

1.1 Current structure of the education system

Education in the former Yugoslav Republic of Macedonia is organised in following levels, as defined by the education laws:

- Pre-school education – kindergartens (until the age of 6);
- Compulsory primary education (ages 6-15, grades I-IX):
  - From the first to third grade: classroom instruction, with subject instruction only in some subjects, e.g. foreign language;
  - From the fourth to sixth grade: classroom instruction, with subject instruction only in some subjects (e.g. foreign language); only sixth grade is subject based;
  - From the seventh to ninth grade: subject-based instruction.
- Compulsory secondary education (ages 15-19, grades I - IV):
  - General (gymnasium);
  - Vocational education;
  - Secondary art education;
  - Secondary education for students with special needs.
- Post-secondary vocational education
- Higher education
  - First cycle: Bachelor study programmes (3 to 4 years, 180 to 240 ECTS credits);
  - Second cycle: Master study programmes (1 or 2 years, 60 to 120 ECTS; the total number of credits earned in the first and the second cycle of the university studies shall be 300 ECTS);
  - Third cycle: Doctorate study programmes (Ph.D., 3 years, 180 ECTS).

For a graphic presentation of the education system please see Annex 1.

1.2 Organisation of primary and secondary education system

Primary education is obligatory, lasts 9 years (starting from academic year 2007/2008), and is delivered in three cycles of 3 years each. From the age of 6, pupils enter the formal educational system, starting with the first grade of primary school. On a voluntary basis, they can, in parallel, enrol in an art music school. For pupils with special educational needs, the following options are available: regular schools (classes for pupils with special

---


2At the moment of writing his report, there are still pupils in grades VII and VIII whose studies are based on an old 8-year curriculum. They will finish primary school from an 8-year curriculum in June 2014.

3The Law on Higher Education, Official Gazette of the Republic of Macedonia No 35/08.

4The Law on Primary Education, Official Gazette of the Republic of Macedonia No 103/08.

5Until the age of six, children can attend kindergartens, but it is not obligatory.
educational needs, or inclusion in regular classes), or in schools with special educational needs.

Primary education is delivered by public schools (municipal primary schools or state primary schools). Starting from 2012, a legal basis has also been established to enable the municipalities/Government to establish international public primary schools with curricula and programmes implemented in one of the following languages: English, French or German. Pupils are 14-15 years old when they complete primary education.

Following primary schooling, pupils can select general secondary education, art secondary education, or vocational secondary education. Pupils with special educational needs can attend regular secondary school or state schools designated for pupils with special educational needs. If a pupil wishes to enter vocational secondary education, he or she can select between 4-year profiles, 3-year profiles and specialised profiles.

Secondary education can be provided by municipal secondary vocational schools, municipal high schools (gymnasia), state art secondary schools, state secondary schools for students with special educational needs and private secondary schools.

Education is compulsory until the certificate (diploma) of completed secondary education is obtained. At the end of secondary school, pupils take the final examinations in selected subjects. Pupils from general education (gymnasium) and art schools can choose to enrol for the State Matura or School Matura. Pupils from vocational education (4-year profiles) can choose between State Matura and the Final Examination. Pupils from vocational schools (3-year profiles) take the Final Examination. Once they pass the examination, a state diploma is awarded to pupils from general, art and 4-year vocational education; a school diploma to pupils from general and art schools; or a vocational diploma to pupils from vocational schools who have completed 3 or 4 years of education. After obtaining a diploma of secondary education, pupils can enter the labour market or continue their education in higher education institutions (HEIs).

### Table 1.1 Organisation of education system - at a glance summary table

<table>
<thead>
<tr>
<th>Description</th>
<th>Years/Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Age of pupils starting primary education</td>
<td>6</td>
</tr>
<tr>
<td>Number of years of primary schooling</td>
<td>9</td>
</tr>
<tr>
<td>Age of pupils starting lower secondary education</td>
<td>12*</td>
</tr>
<tr>
<td>Number of years of lower secondary schooling</td>
<td>3*</td>
</tr>
<tr>
<td>Number of years of upper secondary schooling</td>
<td>3-4</td>
</tr>
<tr>
<td>Number of years of obligatory schooling</td>
<td>13**</td>
</tr>
</tbody>
</table>

*According to the ISCED levels.
**For primary education and secondary education in gymnasium and art school.

#### 1.3 The role of primary and secondary education

According to the Law on Primary Education, general objectives of primary education are:

- acquisition of general and applicable knowledge needed in everyday life or further education;

---

5The Law on Secondary Education, Official Gazette of the Republic of Macedonia No 62/05.

6A person who has not completed primary education, but in parallel with vocational training completes a special programme for primary education, can be enrolled into two-year vocational training.

7Curricula for vocational training and 3-year vocational education for part-time students can be realized also by adult education institutions.

8If a pupil repeats a class twice in the same grade of education, he or she loses the status of regular (full-time) pupil. Starting from the age of 17, pupils can change their status from regular (full-time) to part-time pupil, and can take examinations in all regular subjects in order to obtain a formal education diploma.
versatile, intellectual, emotional and social development of students corresponding to their abilities;
- development of literacy and students’ skills for language understanding, communication and self-expression and the Cyrillic alphabet;
- development of literacy and students’ skills for language understanding, communication and self-expression, in addition to the language and alphabet of the non-majority communities;
- development of self-confidence and awareness of the student about his/her own individuality and responsibility for his/her own actions;
- education for mutual tolerance, cooperation, respect of differences, fundamental human freedoms and rights;
- development of awareness of students for their affiliation to country and nurturing of their own national and cultural identity;
- education about general cultural and civilizational values from world traditions;
- adoption of general and applicable knowledge that enables independent creative action in the social and natural environment and development of skills for reasoning and self-expression through art and cultural traditions;
- development of research, experimentation and problem-solving skills;
- inclusion and care for development of students with special educational needs;
- development of students’ talents in different areas; and,
- promotion of a healthy lifestyle and taking responsibility for their own health and protection of the environment.

The goals of secondary and post-secondary education are to empower pupils to:
- participate actively and responsibly in economic, social and cultural life;
- contribute to the democratic, economic and cultural development of society;
- successfully meet their own needs and interests;
- respect others, their identity, needs and interests while developing their own personality and potentials;
- ensure opportunities for acquisition of competences for employment, further education and learning.10

1.4 The role of primary and secondary school teachers

According to the laws addressing primary and secondary education, a teacher is responsible for the teaching and learning processes in schools. Primary and secondary school teachers are also responsible for:
- the assessment of pupils’ achievements;
- providing support to those pupils that need additional assistance;
- providing support and guidance to high achievers to continue their development; and,
- provide support and help in school activities and school life in general.

Teachers in public primary and secondary schools have the legal status of public servants.

1.5 Key trends in numbers in primary and secondary education

Based on the interviews carried out in March 2013 and data received from the UNESCO Institute for Statistics, the following statistical information on teacher education has been obtained:
- The number of pupils in primary and secondary education is decreasing. After introducing the 9-year primary education, there was an increase in the number of pupils due to the additional cohort of pupils in schools starting from the 2007/2008 school year.
- The pupil-teacher ratio in primary and secondary schools is decreasing due to the lower number of pupils in education in general. Particularly in rural areas, there are

schools with a very low number of pupils, which impacts on the country average. Decreasing pupils’ interest in studying at certain profiles in upper secondary vocational schools further reduces the country pupil-teacher average for upper secondary schools.

- Although secondary education is compulsory, the law does not stipulate how many years of VET secondary education is compulsory. Lower-performing students usually choose to study at 3-year vocational profiles. This way they stay fewer years in schools and the country average for secondary schools’ pupils is also decreased.
Table 1.2  Key statistics on primary and secondary education*

<table>
<thead>
<tr>
<th>Description</th>
<th>Year</th>
<th>2005</th>
<th>2006</th>
<th>2007</th>
<th>2008</th>
<th>2009</th>
<th>2010</th>
<th>2011</th>
</tr>
</thead>
<tbody>
<tr>
<td>Public expenditure on education as % of GDP</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Public expenditure on education as % of government expenditure</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Pupils in primary education $^{11}$</td>
<td>110 149</td>
<td>105 045</td>
<td>100 911</td>
<td>115 082</td>
<td>112 477</td>
<td>110 759</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Pupils in secondary education</td>
<td>214 005</td>
<td>-</td>
<td>208 364</td>
<td>203 853</td>
<td>199 064</td>
<td>196 991</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Teachers in primary education</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Teachers in secondary education</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Pupil-teacher ratio in primary education</td>
<td>19.38</td>
<td>19.13</td>
<td>18.28</td>
<td>17.28</td>
<td>16.4</td>
<td>15.94</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Pupil-teacher ratio in secondary education</td>
<td>14.71</td>
<td>-</td>
<td>13.72</td>
<td>13.09</td>
<td>12.36</td>
<td>11.91</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>School enrolment in primary schools (% net)</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>School enrolment in secondary schools (% net)</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Percentage of female teachers in primary schools</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Percentage of female teachers in secondary schools</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Primary school completion rate, total (% of relevant age group)</td>
<td>95.37</td>
<td>93.41</td>
<td>92.83</td>
<td>92.57</td>
<td>92.29</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Youth literacy rate $^{12}$</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>98.69</td>
<td>-</td>
<td>-</td>
</tr>
</tbody>
</table>

*Missing data could not be found on relevant national and international websites and have not been provided by the Ministry.

Source: UNESCO Institute for Statistics.

$^{11}$ The total number of pupils enrolled at primary level in public and private schools and the total number of pupils enrolled at secondary level in public and private schools.

$^{12}$ Understood as a percentage of people aged 15-24 who can, with understanding, read and write a short, simple statement on their everyday life, http://stats.oecd.org/glossary/detail.asp?id=1536
2 Government policy in the area of teacher education

It is the aim of this section to outline the main legislative and institutional framework, national policies, reforms and strategies addressing primary and secondary education as well as school teacher education at initial and in-service level. The section ends with a list of envisaged future developments in these areas.

2.1 Legislative framework

The following legal regulations address the organisation of primary and secondary schooling and teacher education in the former Yugoslav Republic of Macedonia:

- The Law on Primary Education adopted in August 2008 regulates primary education and extends the duration of compulsory primary education from 8 to 9 years;
- The Law on Secondary Education established the basis for compulsory secondary education in 2007 (consolidated text from 2013);
- The Law for Higher Education from 2008 regulates the higher education system, including teacher education institutes (consolidated text from 2013);
- The Law on Bureau for Development of Education (consolidated text from 2013);
- The Law on Educational Inspection (consolidated text from 2013);
- The Law on National Examination Centre (consolidated text from 2009);
- The Law on the Pedagogical Service (2011);
- The Law on Textbooks for Primary and Secondary Education (consolidated text from 2013);
- The Law on Adult Education (consolidated text from 2012);
- The Law on Vocational Education and Training (VET), which has been in force since 2006 (consolidated text from 2013).

The legal framework is comprehensive and reflects efforts made to harmonise it with the European directives, recommendations, and indicators. The most important legal instruments approved in recent years on primary and secondary education regulate the teacher training scheme, institutional arrangements for education quality assurance, external assessment system, indicators for schools' self-evaluation, transparency measures and the introduction of a compulsory secondary education programme.⑪

2.2 Institutional framework

The education system at the national, local and school level is supported by the following institutions:

- At national level:
  - The Ministry of Education and Science (hereafter referred to as the Ministry) is responsible for primary, secondary and higher education.⑫
  - The Bureau for Development of Education (BDE) is responsible for monitoring, research and development of primary and secondary education. It does not regulate teacher education directly, but can influence it, as based on the requirements that can be set by BDE for the quality of primary and secondary education. The BDE has responsibility for in-service teacher training of primary school teachers and secondary school teachers of general subjects.
  - The State Educational Inspectorate (SEI) supervises the specific requirements for selection of teachers, associates, and educators; the professional and pedagogical


⑫Universities are highly autonomous in designing their own education policy.
development of teachers, associates and educators and the professional examination; the use of textbooks in primary and secondary schools; implementation of curricula, standards and norms; extra-curricular activities; experimental programmes; and pedagogical documentation.

- The National Examination Centre is responsible for supporting the external evaluation of students achievements and teachers; preparing plans for training and implementing training for members of schools’ commissions for external evaluation; preparing reports with ranking lists of teachers and associates based on the results of external evaluation and professional portfolios of teachers and associates; preparing national reports on the work of teachers and associates based on the results of external evaluation, self-evaluation, integral evaluation and evaluation of professional portfolios; implementing training for external evaluation, Matura examinations, School Examinations and the Final Examination; organising training of candidates and carrying-out examinations for principals of primary and secondary schools.

- The Vocation and Education Training Centre’s responsibilities include participation in the procedures for accreditation of provision of services related to implementation of programmes for training of appropriate staff on vocational subjects and practical work; proposing measures for improving the quality of teaching and for assessment of teachers of vocational subjects; and ensuring support to VET through counselling, instructing and mentoring of teachers and trainers of vocational subjects.

- The Adult Education Centre harmonises and integrates the public interests in the area of adult education. The Centre supports counselling, instructing and mentoring the staff that delivers the programmes for adult education.

- The Pedagogical Service promotes programmes and measures for development of the psychological, social, cultural and the educational potential of the students, including programmes and measures for students with special educational needs. The Service also proposes programmes for parents’ counselling and performs personality tests for new teachers.

- Directorate for Development and Promotion of Education in Languages of the Communities within the Ministry of Education and Science pays special attention to the education of ethnic communities in the following areas: right to instruction in the languages of the communities, providing textbooks and other literature in the languages of ethnic communities and providing greater access for ethnic communities to all levels of education and coordination of all project activities that foster tolerance among the different ethnic communities.

- At local level:
  - Municipalities are responsible for supporting the work of schools they have established and distributing finances to schools.

- At school level:
  - The School Board is an advisory body which represents the whole school community, including possible business partners (for secondary schools). The Board involves all representatives in supporting and supervising school management and work in school in general.
  - The Teachers’ Council is composed of the class and subject teachers and the counsellors in the school. Among the Council’s responsibilities, there are duties to: give opinion on the school development draft programme and the annual work programme and monitor its implementation; review and determine the students’ achievement and the work of other expert bodies; review the implementation of the curriculum and the syllabus and take measures for their execution; review the reports on the implementation of the annual work programme, self-evaluation, and integral evaluation, and propose appropriate measures; elect representatives for the School Board; give opinions on the planning, delivery and assessment of the teaching and learning outcomes; review the annual report on the work of the
teachers and counsellors and the National Report on the Work of Teachers and Counsellors; make proposals for the promotion of teachers and counsellors in the school.

- The Parents’ Council is an advisory body, which serves to enhance the cooperation and links between schools and pupils’ families. The Council was formed by students’ parents to ensure that the interests of the students are respected by the school; it provides opinions on the draft school development programme and on the annual work programme; discusses the report on school work; proposes programmes for improvement of teaching standards; gives consent to directors’ proposals for introduction of higher standards; reviews parents’ complaints related to educational activities; and elects representatives of the School Board.

Overall, the institutional setting is well-developed and the responsibilities of above-listed institutions (while overlapping with the past developments) are currently more regulated with concrete functions and defined tasks, as illustrated above.

### 2.3 National reforms addressing primary and secondary schooling

Conceptual and structural reorganisation of the primary and secondary education systems undertaken in the former Yugoslav Republic of Macedonia in recent years are discussed below. Reforms that address school teachers in particular are presented in Section 2.4.

#### a) Compulsory 9 year primary education

Before 2007, primary education lasted 8 years and was divided into two parts – from I to IV grade and from V to VIII grade. In the 2007/2008 academic year, compulsory nine-year primary education was introduced, based on the Law on Primary Education and the Concept for 9-year primary education (2007). It is now divided into three parts: from I to III grade; from IV to VI grade; and from VII to IX grade.

The first cohort of pupils who completed the full 9 years of primary education will leave schools in 2015. Currently, pupils attending VII and VIII grades are studying according to the old 8-year curricula of primary education. The final group/year of pupils studying according to old 8-year curricula will finish their primary education in the academic year 2013/2014.

The introduction of a 9-year primary education also triggered changes in the area of teacher education, including the implementation of new educational programmes in teacher education institutions (Section 3.3).

#### b) Compulsory secondary education

Between 2004 and 2012, transition rates (from primary to secondary education) increased significantly from the baseline value of 85.3% to 96%. This increase is often attributed to the parliamentary decision to make secondary education mandatory, starting from the 2007/2008 school year, followed by measures of the Ministry to attract youth to attend school and to discourage early school leaving. By 2010 (latest data available), the drop-out rates from secondary schools reached 0.72% and the percentage of early school leavers has decreased from 22.8% in 2006 to 13.5% in 2011. The Ministry’s information states that this progress occurred due to improved national support given to school pupils.

#### c) New textbooks in primary and secondary education

In 2008, the reform of textbooks for each subject in primary and secondary education took place. Since textbooks have not been approved for all subjects, the Ministry has established special commissions to develop and revise textbooks. The authors of the new

---

15 Statistical data provided by working group from Ministry of Education and Science on 20.06.2013.
17 The Law on Textbooks for Primary and Secondary Education, Official Gazette of the Republic of Macedonia No. 98/08.
textbooks were teachers from primary and secondary schools and university professors. The textbooks are developed in accordance with the Concept for development of textbooks (BDE, 2010) and are reviewed by selection committees in accordance with the Methodology for assessment of textbooks (BDE, 2010).

As from 2008, pupils from primary and secondary schools have been receiving free textbooks and returning them to the school by the end of the school year. The textbooks for primary education can also be found online in PDF format on the Ministry’s website.18

The content of certain textbooks have met with critical reaction from the Albanian community. As stated in the media and in parliamentary discussions, there is no multicultural perspective in the textbooks’ content and they do not reflect the results of a needs assessment conducted in the textbook design process.

Furthermore, in daily classroom practice, teachers are confronted with many errors in the textbook content. As revealed by stakeholders consulted throughout this study, the copious errors result from engaging lax reviewers and inexperienced teacher-writers in textbook development as well as from the lack of coordination between the government oversight agency and the national textbook commission.19

d) Self-evaluation of schools

Self-evaluation of schools was introduced in 2006.20 Schools are now obliged to form teams and to perform internal evaluation every 2 years.21 This process is based on indicators of achievement provided by the State Educational Inspectorate, which, as part of the quality assurance process, monitors and evaluates schools’ performance.22 The indicators for self-evaluation are divided into the following groups:

- curricula and teaching plans and programmes;
- pupils’ achievements;
- teaching and learning;
- pupils’ support;
- school environment;
- school resource;
- school management.

Based upon the results of the self-evaluation, including the SWOT analysis, schools develop their school development programmes which serve as a basis for preparing annual programmes.

External integral evaluation is carried out by the State Educational Inspectorate (SEI) based on the same groups of indicators. The integral evaluation is completed with the grading of the school given by the SEI. Recommendations for improvement are also offered.

e) Introducing ICT in schools

Introduction of ICT in schools has been the main focus of the ‘Computer for every pupil’ initiative implemented jointly by the Ministry of Education and Science and the Ministry of Information Society and Administration (MISA).23 At the beginning, this initiative was centred on providing free Internet connectivity for schools. This was followed by partial

---

18Учебници (ang. Textbooks), http://www.e-ucebnici.mk
19Ersan Su, A. et al. (2012), Human Resource Development Review in the former Yugoslav Republic of Macedonia, ETF.
20The Law for Secondary Education, amendment from Official Gazette 35/06; and Law on Primary Education, Official Gazette of the Republic of Macedonia No103/08.
21Initially internal evaluation was to be performed every 3 years. With amendments to Laws for Primary and Secondary Education from 09.03.2010, Official Gazette No33/10, period to perform internal evaluation in schools is changed into 2 years.
22State Educational Inspectorate (2009), Indicators for quality of work among schools – working version, Skopje, USAID.
computerisation of classrooms in several primary and secondary schools starting from the 2007/2008 school year. By 2010, every school had a computer for each pupil connected to a school network and to the Internet. In addition, teachers have received different types of training in the use of computers for educational purposes (see Section 7.2).

According to the information published on the MISA’s website, the project has been the biggest investment in education in the last 17 years. The provision of computing equipment to primary and high schools in the country meets two thirds of their existing needs, and will be used as tools for educational instruction and for Internet access to digital educational content. The software tools have been translated into both languages widely used in the country and the adaptation of the operating system EduBuntu is already implemented. BDE has developed digital contents for the subjects: history, geography, languages and music. The localisation was implemented by USAID as a donation for the schools.

While there are no current nationwide assessments of the effectiveness of this initiative, some small scale reports reveal that the implementation of this reform has been facing some challenges and the project did not produce the required results in the way it was implemented. The main problems identified include many computers being stolen, breaking down, or locked up at schools not to be stolen. In addition, reforming outdated teaching methods also did not bring the desired effect. Some innovative methods linked to the introduction of digitizing classrooms failed to produce expected results and the classic way of teaching, which still prevails, is considered as the most practical approach in this context.

f) Electronic class administration

In the 2008/2009 school year, the piloting of electronic class administration started in several primary and secondary schools. In 2011/2012, electronic class administration became obligatory for all schools and is performed in parallel to the classical paper class administration, which also remains compulsory.

2.4 National reforms, policies, and programmes on teacher education

Policies, action plans, and projects that outline priority directions and support for the implementation of changes in relation to teacher education are listed below.

a) Changes and amendments of the Law on Primary Education

The recent changes and amendments of the Law on Primary Education and the Law on Secondary Education have defined the professional development of teachers, school principals and professional collaborators. Details will be elaborated with bylaws and criteria will be developed. The career advancement of teachers is based upon the achievements in the professional development.

b) Accredited programmes for CPD

Professional development is realized with accredited programmes for professional development implemented by public and private institutions, associations and other providers. In cooperation with the Bureau for Development of Education, the VET Centre and the National Examination Centre, the Minister brings yearly programmes for professional development and advancement of teachers and professional collaborators. The school maintains professional dossiers for each teacher and professional collaborator.

24 A rare systematic attempt to assess the wide-ranging educational reforms was carried out in 2009 by BDE in cooperation with the Macedonian Civic Education Center.


26 Ibid.

27 Teachers are obliged to write down topics covered during classes, attendance of students, and students’ marks in this system.

c) The Strategy ‘Steps towards Integrated Education in the Education System of the Republic of Macedonia’

The Strategy ‘Steps Towards Integrated Education in the Education System of the Republic of Macedonia’ adopted in 2010 addresses: the promotion of integration through joint activities, integration through language acquisition, curricula and textbooks, teachers’ qualifications (improvement of qualifications of teachers and school support staff regarding integration and integration in pre-school education) and school management in the context of decentralisation.


The recently adopted Strategy for VET Development in Lifelong Learning Context 2013-2020 pays special attention to teacher training and professional development of teachers.

e) Education Modernisation Project

The Education Modernisation Project has been implemented by the Project Coordination Unit established by the Ministry from 2004 to 2010 as a second World Bank-financed operation supporting the education sector of the former Yugoslav Republic of Macedonia (see also Section 8.3). The main objective of the project was to improve quality of learning and participation at the targeted schools by strengthening school level planning and management, and to improve equity and efficiency for a decentralized education system.

The main achievements of the project, as identified in the project completion report, include:

- increased school focus on vulnerable groups of students;
- enhanced teachers’ skills in applying diverse learning and teaching techniques, e.g. in schools with larger number of Roma students and students with special needs;
- establishment of a market for demand-driven in-service teacher training, along with the criteria for accreditation and monitoring of teacher-training services;
- the establishment of a national assessment system under an independent institute;
- strengthening the institutional capacity of the Ministry’s agencies and departments;
- positive impact on school planning;
- the implementation of school grants.

While the overall project implementation has been assessed as contributing to improvement of the learning environment, certain shortcomings have also been identified after closing the initiative. These include:

- the compromising of sustainability due to the lack of funding allocated to the project’s key interventions - School Improvement Grant instrument and in-service teacher Training;
- reduction in primary net enrolment (official reportage);
- continuation of the under-representation of Roma children at all levels of the education system.

f) Teacher’s portfolio

In 2010, the teacher’s portfolio was introduced to facilitate the collection of evidence of teachers’ work and achievements, including teaching plans and materials, tests for pupils’ assessment, training certificates or other certificates of work, participation in working groups, project work results etc. All teachers are now responsible for building their professional portfolios, which are kept in schools to be used as part of the teacher evaluation process, overseen by the SEI. This new development has already triggered some pro-active teachers to seek more in-service training opportunities to develop their careers.

---

31 Ibid.
2.5 Forecast of policy needs in the field of teacher education

Based on the stakeholder consultations and analysis of the documentation, the following needs were identified in the field of teacher education:

- There is a need for change in legislation for CPD and career development of teachers. Clearly-defined evaluation procedures for teachers’ performance and career levels based on evaluation results will boost the professional development of teachers.

- Development of an integrated education as a modern educational trend for all ethnic groups in multicultural environments should be a priority in a multi-ethnic state such as the former Yugoslav Republic of Macedonia. Integrated training activities can be effective in that that learning from each other and understanding each other potentially brings people closer while retaining differences. The need for such training for teachers is particularly noticeable in schools with ethnically mixed students in a class.

- With the introduction of inclusive education, the need for and inclusion of children with special educational needs in regular classes and for qualified teachers to work with these children is paramount. Currently, teachers who work in schools are not trained to work with children with special educational needs and are professionally unprepared for such work. Since inclusion is a wider notion than inclusion of pupils with special educational needs, there is a need for professional development of teachers for tackling all types of pupils’ needs.

- There is a need to prepare standards for teachers which will serve as a base for evaluation and self-evaluation of teachers. They will be used for identifying the teacher professional development needs and planning of initial and in-service training.

3 Organisation of initial teacher education (ITE)

The following section reflects on organisation of primary and secondary school teacher education at pre-service level. It first looks at the key institutions providing the initial teacher education and methods of financing it. Then, it describes how initial teacher education is approached in the former Yugoslav Republic of Macedonia, with a special focus on admission procedures, education programmes, curricula and assessment methods.

3.1 Providers and financing of ITE

Initial education for primary school classroom teachers is provided by four state universities:

- the Pedagogical Faculty\[33\] (the languages of instruction are both official languages and in Turkish) and the Institute of Pedagogy at the Faculty of Philosophy in Skopje;
- the Faculty for Humanitarian Studies and Art in Tetovo;\[34\]
- the Pedagogical Faculty in Bitola;\[35\]
- the Faculty of Education in Štip.\[36\]

Subject teachers can receive their initial education at the faculties for teachers at universities in Skopje and Tetovo.

In line with the Law on Higher Education, higher education institutions (HEIs) receive funds from the state budget. In addition to the budgetary resources, the sources of funding can include:

---

\[33\]http://www.pfsko.ukim.edu.mk
\[34\]http://unite.edu.mk/en/
\[35\]http://www.pfbt.uklo.edu.mk
\[36\]http://www.ugd.edu.mk/index.php/mk/fakulteti/pf
co-financing of the studying costs;
provision of educational services to domestic and foreign private and legal entities;
sale of scientific and professional services and goods to domestic private and legal entities;
interests and dividends;
income based on copyrights owned by the HEI;
Legacies, gifts, endowments, contributions and other sources.\textsuperscript{37}

3.2 Admission procedures

Students who wish to enter their education at HEIs are required to provide grades from secondary education and results from the state examination in the application process. For specific areas of study, public providers of higher education can also organise additional tests for applicants in some subjects, depending on the number of applicants. The acceptance of candidates is based on points gained by the candidates: a minimum number of points achieved in the secondary school, results from the State Matura and the entrance exam (if applicable). Admission is solely based on academic success of students; values and attitudes are not assessed.

For public universities, a ‘state quota’ on the number of students is defined by the Government based on a proposal of the university. There are two types of quotas: state quota and co-financing. As observed by stakeholders consulted during this study, the smaller quota of students entering the pedagogical faculties can sometimes discourage well-qualified students who do not wish to risk rejection. In consequence, applicants give priority to their second choice faculty if a larger number of students are being accepted there.\textsuperscript{38}

Another potential reason why high achieving students are not applying to pedagogical faculties is the relatively low status of the teaching profession in the country. It has been indicated during interviews that applicants to HEIs who want to become teachers do not achieve the best possible results both in application and then in the learning process.\textsuperscript{39} On the other hand, a teacher’s profession is considered as permanent, with a stable (albeit low) salary.

3.3 Education programmes

All primary school teachers are obliged to complete their education at one of the HEIs listed in Section 3.1. Class teachers from I to V grade are trained at the Pedagogical Faculties (Faculty of Education) and the Institute of Pedagogy at the Faculty of Philosophy in Skopje.

Subject-teacher education is provided by specific university faculties. Initial education for subject teachers in primary schools does not differ from initial education for secondary school subject teachers. Teacher training follows a consecutive model whereby candidates first read their (technical) subject and then take (theoretical) psychology and pedagogy courses. The pedagogical knowledge and skills are acquired throughout the study programme, which includes pedagogical subjects. The curricula for upper secondary subject teachers are mostly the same as the regular curricula for the various fields of study (non-teaching), although some students may choose to complete the optional ‘teachers’ programme’ of Psychology, Pedagogy and Teaching Methodology.

Following the changes in curricula after introducing 9-year primary education, new education programmes have been introduced in higher education (Pedagogical Institutes) for language, ICT and Technical Education teachers.\textsuperscript{40}

\textsuperscript{37} The Law on Higher Education, \textit{Official Gazette of the Republic of Macedonia} No. 35/08.
\textsuperscript{38} Stakeholder consultation (interview, teacher education provider), 19.03.2013.
\textsuperscript{39} Stakeholder consultation (questionnaire, schools), 05.03.2013.
\textsuperscript{40} \url{http://www.pfbt.uklo.edu.mk/dodipl.html}
Pedagogical faculties provide initial teacher training, as well as training for specialisation in a pedagogical area. Interested applicants, who have not graduated from a pedagogical faculty and intend to teach in primary or secondary schools, can obtain this certificate at any accredited pedagogical faculty in the country.

### 3.4 Curricula and teacher education standards

According to the recent changes in the Law on Higher Education, the general training for teachers in primary and secondary education covers a course for theoretical and practical training in a regular form in duration of at least four years conducted at a university. Every faculty has complete autonomy in defining its own programmes.

The core teacher education programme covers:

- 60% of compulsory subjects (based on curricula);
- 30% of electives programme;
- 10% of electives from the University.  

The first year of the programme is focused on a broad orientation in (primary) education for future teachers, the function of school in society, youth cultures, the roles of teachers, psychology, intercultural education, values and norms. In the second and third years of the programme, students develop basic teaching skills and learn how to design lessons, about different educational needs, and learn how to work in schools. The third and the final year include also practical preparation for the profession. Pedagogical practice can last 1 month in a year and starts with observation, followed by planning, and conducting classes at the end of the fourth year.  

### Table 3.2 Teaching competences

<table>
<thead>
<tr>
<th>Knowledge and understanding</th>
<th>Pupil development</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Practical skills in the area of the curriculum</td>
</tr>
<tr>
<td></td>
<td>Designing, using and adapting materials for learning and teaching to stimulate, support and challenge pupils</td>
</tr>
<tr>
<td></td>
<td>Developmental rules, individual differences and needs</td>
</tr>
<tr>
<td></td>
<td>Institutional framework of work at school (applications, laws, documentation, legal aspects of the educational process)</td>
</tr>
<tr>
<td></td>
<td>Research in the area of education</td>
</tr>
<tr>
<td>Skills and abilities</td>
<td>Design, management and development of the learning environment</td>
</tr>
<tr>
<td></td>
<td>Organizational and managerial competences in the educational process</td>
</tr>
<tr>
<td></td>
<td>Communication in the classroom</td>
</tr>
<tr>
<td></td>
<td>Planning of teaching</td>
</tr>
<tr>
<td></td>
<td>Preparation of learning concepts</td>
</tr>
<tr>
<td></td>
<td>Pupil learning</td>
</tr>
<tr>
<td></td>
<td>Assessment</td>
</tr>
<tr>
<td>Attitudes and values</td>
<td>Respect for the individual differences among the pupils</td>
</tr>
<tr>
<td></td>
<td>Professional attitude towards work</td>
</tr>
<tr>
<td></td>
<td>Collaboration with parents</td>
</tr>
<tr>
<td></td>
<td>Demonstrate a commitment to promoting and responding to partnerships within the community</td>
</tr>
</tbody>
</table>


---

41 Stakeholder consultations (questionnaire, teacher education provider), 24.02.2013.
42 Stakeholder consultations (interview, teacher education provider), 16.03.2013.
Although the desirable teacher competences are identified above, there is no competence-based quality control system in place. It is difficult to assess attitudes and values of students who will become teachers. Graduating students could have different acquired characteristics. According to the ETF’s study on preparation of teachers for inclusive education, teaching practice in the former Yugoslav Republic of Macedonia is still strongly influenced by outdated ITE models structured around teaching the ‘average’ pupil. The study curricula are overloaded with subject-related information; student teachers are not assisted in developing the knowledge, skills and dispositions needed for inclusive education. Persistent stereotypes and prejudices toward vulnerable groups further contribute to the inadequacy of pre-service teacher preparation for inclusive education. Along with increasing demands towards the profession, many teachers become reluctant to change their attitudes and accept their personal responsibility for the teaching outcomes of every child and prefer to find excuses and transfer responsibility back to parents, support staff and central institutions.

Similar findings came from the integral evaluation carried out by the State Education Inspectorate (SEI), which reported that teachers face difficulties with direct work with students and are not engaged enough to address the particular needs of either the most gifted kids or those who need extra help. Also problems with dealing with issues that arise when working with students from different ethnic communities emerge as a shortcoming in pre-service (and in-service) teacher preparation. As pointed out by UNICEF’s study on inter-ethnic relations in education, teachers are not adequately prepared to deal with conflicts and violence based on cultural/ethnic differences.

As further reported by student teachers and relevant stakeholders, little effort is also made to provide student teachers with contact with real teaching practice and they feel unprepared for the classroom teaching experience. Accordingly, more information and practical exercises are needed during ITE to make them better prepared to enter the profession. For instance, the need for academic staff who are engaged specifically in preparing students for pedagogical practice has been reported at the Pedagogical Faculty of Bitola (Pedagogical Faculties at Skopje and Štip have such support).

Other teacher education needs ITE identified throughout this study include acquiring competences in: new teaching methods, inter-cultural education and its implementation, teaching transversal competences, entrepreneurship, innovations and ICT, research, foreign languages, and collaborating with colleagues and parents.

3.5 Assessment methods

Resulting from the work of a special commission formed to address the issue of student assessment at the Pedagogical Faculty in Bitola, an assessment procedure was developed for students at university level. It has then been accepted as a Rulebook for students’ assessment and is now valid for all faculties. Students can receive the maximum number of 100 points for one subject, divided into two colloquia worth 40 points each in written tests, 10 points for participation in class-work, and 10 points for an essay. At times, exemption form this division is made in methodology courses or languages, when students are assessed on the basis of practical work and proficiency, not solely on knowledgebase requirements.

43ETF (2010), Mapping Policies and Practices for the Preparation of Teachers for Inclusive Education in Contexts of Social and Cultural Diversity, the former Yugoslav Republic of Macedonia.
44Ibid; stakeholder consultations (interview, teacher education provider), 16.03.2013.
47Stakeholder consultations (interview, teacher education provider), 16.03.2013.
There are no assessments to measure communication skills or empathy, although these are considered as highly important for the teaching profession.\textsuperscript{49}

\section{Support for new teachers}

The following section is devoted to the provision of personal and professional support (‘induction’) for new teachers. When there are no systematic and/or national induction programmes, current practices to help novice teachers at the beginning of their career are discussed.

In line with the National Programme for Development of Education, the first level of a teacher’s professional career is a new (novice) teacher. This definition lasts at least one year, during which more experienced teachers guide and support their new colleagues who are entering the teaching profession.

As further stated in the Law on Primary Education, during the first year of his/her work at school, a novice teacher should prepare for the professional examination to be undertaken by the end of the first year of practice. Accordingly, a teacher mentor should develop a programme to support and work with a new teacher. Assigned to the last level of the professional career path in line with the Programme, a person appointed as a teacher-mentor should have at least 6 years of experience as a teacher.

At the moment, however, the model for career promotion for teachers is not implemented and every school director decides his/her own criteria for selection of a teacher mentor. While most schools assign mentors to assist new teachers because it is required by law, in reality, there is very limited collaboration between teacher mentor and novice teacher.

\begin{figure}[h]
\centering
\includegraphics[width=\textwidth]{Mentoring_new_teachers_at_Boro_Petrusevski_VET_secondary_school.png}
\caption{Mentoring new teachers at Boro Petruscevski VET secondary school\textsuperscript{50}}
\end{figure}

Mentorship for quality education is the motto of this school and is considered as prerequisite for quality teaching and learning. There are several internal acts regulating this area, as discussed below, and the school’s website presents the functions of teacher-mentor.\textsuperscript{51}

All teachers in the school are divided into 3 groups. The heads of each group, who received training for mentors, visit each teacher in their group at least once a month (‘hospitalisation’). They monitor the methods applied and the climate of the classroom. Their visits are agreed upon in advance and are not structured to identify personal shortcomings. After the visit, teacher and head of the group discuss the class and identify training needs.

Teachers also collect their own work in a pedagogical folder. At the end of a semester, every teacher writes a report on what he/she has been doing in the classroom. Heads of groups collect teachers’ portfolios, based on classroom visits, pedagogical folders (reporting on all the work prepared and completed by the teacher during the semester, such as tests, presentations, class work preparations, and other materials) and other involvement in the school’s activities. They grade every teacher from satisfactory to the full 15 points. Teachers who obtain more than 15 points can be rewarded with training, travel, or an exchange visit.

During the school year, if there is new training offered, the school principal selects participants based on their performance during hospitalisation. During the winter break (around 15 days) a considerable number of training opportunities (approx. 15) are held. Participants are new teachers, or those where need for improvement has been identified. If needed, the same trainees attend the same training several times until improvement is evident. The usual topics for each winter break are: quality preparation for class work and documentation; tests for assessment; creative teaching and learning; communication with pupils; conflict resolution. All training is delivered by fellow-teachers from the school.

Source: Interview with the school principal, Skopje, 18.03.2013.

\textsuperscript{49}Stakeholder consultations (interview, teacher education provider), Skopje, on 19.02.2013.

\textsuperscript{50}Although education of VET teachers is outside the scope of this study, organisation of mentoring at Boro Petruscevski vocational secondary school can serve as a good example for schools offering general secondary education.

\textsuperscript{51}http://asuc-trend.edu.mk/%5CASUC--2008%5Cmentoriranje.html
5 Continuing professional development of teachers (CPD)

Section 5 describes how continuing professional development (CDP) of teachers is approached in the former Yugoslav Republic of Macedonia. It looks at the CPD providers and financing of in-service teacher training and identifies programmes, practices, and activities for teachers’ professional development. It also reflects on knowledge, skills, and attitudes (values) required from experienced teachers.

5.1 Providers and financing of CPD

According to the Laws on Primary and Secondary Education, the continuing professional and pedagogical teacher training is organised by the Bureau for Development of Education (BDE) in collaboration with the Ministry, the teacher education faculties, and other specialised (public and private) institutions, who follow their own accredited curricula. CPD of teachers is also provided by NGOs (see Section 8.3) and schools.

According to the law, CPD should be funded by local government but this provision is not yet implemented. The Ministry provides financial support for teacher in-service training only for topics identified as the country’s priorities. Hence, at the moment, CPD is heavily reliant on support provided through external assistance. The global financial crisis has imposed further budget constraints on the amounts allocated for teacher training.

5.2 Organisation of in-service teacher training

Attending in-service teacher training in the former Yugoslav Republic of Macedonia is an individual decision of a teacher. While in-service training is recommended to representatives of the teaching profession, they are not obliged to undertake it. Participation of teachers in CPD delivered by accredited providers is used as one of the criteria for individual assessment of teachers carried out by the state education inspectors, as part of the integral evaluation process. The quality and outcomes of in-service training are not evaluated.

There are currently few modes of provision of in-service programmes for teachers and school staff. The first involves a systemic approach, usually organised by the Bureau for the Development of Education (BDE), designed to reach all the schools in the country and ensure they are all provided with the same materials and instructions. BDE organizes three types of training:

- Training for teachers, counselling services and principles of schools for implementation of the new curricula (didactical guides and use of interactive methods in standards-based education);
- Training programmes which are the priority of the government (at national level) and relevant programmes developed from school needs (with accredited providers);
- Training for support to specific programmes and innovations in the educational system in cooperation with and supported by other institutions and organizations.

The provision of CPD training by the Bureau is however heavily linked to the implementation of governmental projects (e.g. current curricula-related issues). In consequence, there is little space for introducing other topics that would address the actual teachers’ needs related to their school and local environment.

According to the ETF’s review on Human Resource Development in Education and Training in the former Yugoslav Republic of Macedonia, the improvement of teaching quality was given greater attention through action specifically geared to the upgrading of professional skills for teachers of primary and lower secondary education. As stated in the BDE report,


teacher training programmes (CPD) implemented in 2010 reached a total of 49,962 participants (teachers of primary and lower secondary education). The duration of training programmes varied from 5 to 32 hours and addressed primarily adaptation to new curricula and related innovations.

The second is in-service teacher training organised and administered by non-governmental initiatives (for more see Section 8.3). While generally considered as training of good quality, the NGO-led CPD has certain disadvantages: it is often inconsistent and not able to provide systemic solutions. Most of such CPD opportunities have been provided to a limited number of schools and teachers and these have failed to be inclusive in the educational system. Moreover, when accompanied by the lack of appropriate dissemination strategy, a selective approach to in-service training can contribute to frustration on the part of teachers not included in this activity.

The National Agency for European Educational Programmes and Mobility also supports educational institutions in cooperation with foreign institutions/schools. Most of the teachers and schools are ready for such collaboration. Funds can be used for teacher in-service training or training in the workplace, usually abroad. In their applications, applicants are obliged to plan a dissemination strategy dealing with knowledge and experience gained during such training.

Finally, school directors have received training in pedagogical support for teachers, their own professional development, and professional development of teachers. As a result of the training they should be prepared to provide help, guidance and support to teachers in planning and implementing their professional development. However, there is currently no mechanism in place to identify and evaluate to what extent this form of support is taking place at school, or any ensuing results.

Despite the developments listed above, there are some opinions among teacher education providers that the importance of teacher education and training as a policy priority has been decreasing over the last 20 years. Accordingly, without clear incentives for participation in CPD and consequences for not undertaking in-service training, some teachers express little interest in improving their competences and work. The requirement for in-service training to be undertaken after the school activities or during, further limits the attractiveness of the in-service training among teachers who perceive it as an additional burden.

Usually, there are several teachers in each school who seize almost all training opportunities and then disseminate the new knowledge in their workplaces. However, it has been argued that teachers are not fully satisfied with such dissemination processes and would prefer direct training to be offered to them that is free of charge. The strongest interest in CPD was reported to be found among primary school teachers.

A promising development that alerted school teachers that professional development could play an important part in their future career is the introduction of the teacher portfolio (see Section 2.4). The launch of external examination of students’ achievements (as of the school year 2012/13) also introduces additional elements related to CPD of teachers. Based on the collective report prepared by the National Examination Centre on the results of the students’ achievements, appropriate professional assistance will be ensured by the BDE to teachers of students with the highest standard deviations from the achieved indicators.

---

54ETF (2011), HRD Review. the former Yugoslav Republic of Macedonia, Chapter: Education and Training, Turin.
56Stakeholder consultations (interview, National Agency for European Educational Programmes and Mobility), Skopje, 19.03.2013.
58The lack of materials to support teachers in their professional development further aggravates the problem.
6 Teacher qualifications and quality assurance

This section provides information on the qualifications (and diplomas, licenses, certificates, occupational grades) required to become a primary and secondary school teacher. It also explores the issue of the quality assurance mechanism and identifies which key stakeholders are involved in the quality assurance process in teacher education.

6.1 Qualification system for primary and secondary school teachers

In 1995/1996, the level of initial education required from all teachers (except for the practical classes in vocational secondary schools) was raised to 4 years university studies. All teachers below 55 years of age, who had completed Higher Pedagogical School under the previous system, were obliged to obtain a university degree in order to be able to remain in the profession. Currently, almost all teachers in primary and secondary schools have a university degree with exceptions within groups of instructors in vocational schools or teachers very close to retirement who were not obliged to fulfil this requirement. 59

Thus, in order to apply for a subject teacher position in primary or secondary schools in the country, a teacher has to obtain a professional pedagogical qualification from any pedagogical faculty in the country. A person without a teaching qualification but with a degree from another university, e.g. an engineer or an artist, who would like to become a teacher, should obtain a pedagogical certificate. To receive such certification, prospective teachers in these fields are trained in pedagogy, psychology and methodology of teaching. 60

They must pass the examinations for these three subjects, prepare and conduct classes with pupils where they will be observed and assessed. This programme has undergone only few minor changes over the last twenty years.

Table 6.1 Minimum qualifications required to teach in primary and secondary schools

<table>
<thead>
<tr>
<th>I cycle (or other)</th>
<th>II cycle (or other)</th>
<th>Other</th>
</tr>
</thead>
<tbody>
<tr>
<td>Primary school teaching qualifications</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Secondary school teaching qualifications</td>
<td>X</td>
<td></td>
</tr>
</tbody>
</table>


There are two teacher categories in primary schools:

- class teachers for grades I-V (who have received a Bachelor’s Degree from the Pedagogical faculties or Institute of Pedagogy at the Faculty of Philosophy);
- subject teachers for grades VI-IX:
  - with completed teaching study programme; or
  - with completed non-teacher study programme at a Teacher Training Faculty plus a teaching qualification at a non-teacher training universities, plus a teaching qualification.

Language teachers are subject teachers but can teach from grade I to IX.

Secondary education has three categories of teachers:

- teachers trained during their university studies to perform the task of teaching, or non-teaching university study programme plus teaching qualification;

59 Stakeholder consultation (interview, teacher education provider), 19.03.2013.
60 For example, graduates from non-teaching universities, such as Medical or other universities, can also become teachers if they gain additional pedagogical qualification from pedagogical faculties, which at the moment requires passing 3 subjects. Also, faculties of sciences provide study programmes for teachers for primary and secondary education, as well as non-teaching study programmes. Graduates from non-teaching universities are required to gain pedagogical certificates/qualifications.
graduates from non-teacher-training faculties who continue their education (plus pedagogy, psychology and methodology) and are qualified to teach vocational subjects in vocational schools;

- teachers of practical classes (also called instructors), a category that is still undefined, despite certain legal demands (usually they should have at least 2 years university education plus teaching qualification, but it is not always the case).

The National Programme for Development of Education (NPDE) has envisaged conditions and criteria for career promotion of teachers. The NPDE proposed the following model of progression:

- Novice teacher (one year)
- Teacher (who has obtained teacher licence)
- Meritorious teacher (with at least 4 years as teacher)
- Mentor teacher (with at least 6 years as teacher).

The system is yet to be implemented and the legislation for the evaluation of a teacher’s performance and teacher’s career progression is currently being revised.61

6.2 Quality assurance mechanisms

The State Education Inspectorate (SEI) has a mandate to assess the quality of education in primary and secondary schools nationwide through integral evaluations. Aided by considerable support provided by the USAID Human and Institutional Development Programme (2005-2011), the Inspectorate introduced standardized procedures and evaluative instruments for carrying out self-and integral evaluation, which contributed to the development of a decentralized monitoring and evaluation education system. Thanks to the National Quality Indicators of School Performance (and a Manual for School Integral Evaluation developed as part of the project) SEI was able to compare the results from evaluations at national level and to develop an annual report on the quality of education.62

The process of carrying out integral evaluation was co-financed by the Swedish government and involved on-site inspections and questionnaires filled out by students and parents.63 The initial results of the first two years of a three-year ‘integral evaluation’ identified areas for improvements that should be made to enhance the learning environment for students, including a number of recommendations for school principals and teachers.

The Bureau for Development of Education (BDE) has also received support from the USAID to develop its capacities. BDE is responsible for:

- conducting accreditation of training providers for in-service teacher and management training;
- ensuring quality in cooperation with State Education Inspectorate by evaluating programmes for in-service teacher and management training;
- organising and conducting activities for professional development of teaching staff;
- overseeing implementation of in-service teacher provision by the selected training providers.64

BDE has a unit for the accreditation of programmes offered by teacher education providers (courses on issues considered as the Government’s priority and courses focused specifically on implementing new curricula). Introduction of an accreditation system to ensure that in-service teacher training services were provided by multiple providers who meet appropriate training quality standards was one of subcomponents of the Education Modernisation Project. However, the main shortcoming of the quality assurance systems in relation to teachers that remains is the lack of clearly defined evaluation procedures for teachers' performance.65

61 There has been piloting of the evaluation of teachers’ performance in some schools, but results have not been published because the process has been halted and is now under revision.
64 The Law on Bureau for Development of Education, Official Gazette of the Republic of Macedonia No37/06.
performance and career levels based on evaluation results. Teachers also complain about ‘conflicting signals from different parts of the educational bureaucracy’. While the inspectors demand precise administrative data (e.g. yearly planning, the thematic planning, and the teaching material for the day), the BDE allows more freedom and asks for less rigidity in a classroom. The detailed rules for setting up teaching plans are considered especially overburdening teachers with administrative tasks.

At university level, every study programme must be accredited by the Board for Accreditation and Evaluation of Higher Education, the body responsible for the external evaluation and quality assessment of the academic staff. External evaluation involves monitoring of the accredited HEIs and the preparation of reports on the external evaluation in five-year cycles. On the basis of the results from the external evaluation, the Board renews or withdraws the operating licence of the respective higher education institution.

Each HEI engages also in a process of internal self-evaluation, which is thus reviewed by a commission comprising of academic staff, administration staff and student representatives. The University Senate establishes a University Evaluation Commission, which prepares a report from the self-evaluation at university level.

Apart from the above-mentioned institutions, few stakeholders are involved in the quality assurance process. Teachers’ associations and teacher unions do not play a significant role.

Despite the above-listed developments, the poor performance of students of the former Yugoslav Republic of Macedonia in the PIRLS assessment of reading skills (2001, 2006) and TIMSS survey of math and science ability (2003) shows that improving the quality of teaching and the overall school effectiveness remains a challenge for the education sector in the country. The former Yugoslav Republic of Macedonia ranked far below the international average in both tests and came last among Southeastern and Eastern European countries.

### 7 Innovations in teacher education

The subsequent part addresses the issue of innovations in teacher education, such as inclusion of novel topics in teacher education programmes, ICT-related teaching and learning, new ways of doing old things that worked well and proved to be effective. Important strategies/reforms that prioritise the adoption of new teaching/professional development models and the development of practical ICT-related skills are also included. At the end of the section, opportunities and limitations for managing the change process in the teacher education programme are identified.

#### 7.1 Innovative practices and developments

A number of schools in the former Yugoslav Republic of Macedonia were involved in USAID projects that were helping them to provide a better educational environment: Creative Teaching and Learning (2002-2009), Primary Education project (2006-2012), and Secondary Education Activity (2003-2008). The main goals of these programmes were to improve the quality of educational services provided to student at primary and secondary school level by:

---

66 Ibid.
69 The USAID assistance was implemented by the Open Society Institute Foundation in the former Yugoslav Republic of Macedonia, FHI 360, and American Institute for Research (AIR).
■ providing a comprehensive teacher training and development programme, including interactive teaching methodologies, ICT use across the curricula and intercultural and social justice education;\(^\text{70}\)

■ assisting teachers to improve the quality of instruction with particular emphasis on helping students to develop critical thinking skills, improve their use of ICT and increase their employment skills, all aimed at helping them to succeed in the job market;\(^\text{71}\)

■ supporting teacher development through teacher training workshops in interactive methods, mentoring and assessment techniques, and preparation (together with the Ministry of Education and Science) in developing a comprehensive Teacher Professional Development Strategy and Standards.\(^\text{72}\)

During the Creative Teaching and Learning project, student-centred teaching methods, new theories of whole-school improvement, and extra-curricular activities such as debate have been introduced in schools. Approximately 1 200 teachers from primary and secondary schools were trained in Reading and Writing for Critical Thinking and in Education for Social Justice as a part of this project. Teacher education providers were also assisted in improving their instruction with usage of active teaching methodology and ICT in teaching (courses on active teaching methodology have received accreditation) and in the development or revision of study programmes for ITE. It is expected that in the long-run, the increased usage of active teaching methodology and ICT usage across the curriculum will result in better quality studies and better initial preparation of students as future teachers. Accordingly, the Education for Social Justice Training should contribute to enhanced trust and cooperation on the side of students and teachers and to better understanding of the negative impact stereotypes and prejudices have on attitudes and behaviour.\(^\text{73}\)

In addition to the use of interactive teaching methodologies and ICT in classrooms, attention is also paid to entrepreneurial learning, including the current development of a Strategy for Entrepreneurial Learning. With the support of ETF, the Ministry hosted a two-day workshop on Entrepreneurial Learning in December 2012 to identify the important issues and topics to be taken into consideration during the development of the Entrepreneurial Learning (EL) Strategy. During the event, teacher development at all levels of education, alongside curriculum reform, were acknowledged as core pillars for planning and developing the national Entrepreneurial Learning Strategy, expected to be published in April 2013. Partnerships with other actors in the entrepreneurship eco-system, the business world in particular, were also highlighted as a key pre-condition to the delivery of strategic priorities.\(^\text{74}\)

Entrepreneurial Learning is supported at regional level by the South East European Centre for Entrepreneurial Learning (SEECEL) based in Zagreb (Croatia). Four primary schools from the former Yugoslav Republic of Macedonia have been involved in SEECEL activities. A two-day entrepreneurship training for all teachers from all secondary schools teaching biology, chemistry, physics, informatics, arts and business (total of 1400 professors) was also organized.

Overall, changes observed in the teaching and learning process stemming from teacher training programmes implemented in the last decade are very slow and many teachers still follow the traditional lecturing method. According to some experts, it seems that pupils, particularly in secondary schools, still learn more by memorizing content instead of truly understanding it. As revealed by a UNICEF-supported survey carried out by BDE in cooperation with the Civic Education Center, pupils have problems with extracting explicit


and implicit information from the text and they perform lower than expected for their age. The main obstacles for teachers to implement new knowledge on interactive methodologies they gained during training sessions include above all: the lack of know-how on how to incorporate their new skills in the classroom and difficulties in combining extensive material on interactive teaching with extensive annual teaching plans. On the other hand, some modest but promising results of BDE’s survey from 2012 show that cases of interactive teaching can be found more often in the lower grades of elementary schools. Accordingly, almost half of the surveyed students declared that they were encouraged to provide answers in their own words instead of repeating the information exactly as delivered.

7.2 The use of ICT

The National Programme for Development of Education has established the vision of ‘Moving the Republic of Macedonia towards a knowledge-based economy through sustainable development of the IT society’. The accomplishment of this vision requires the achievement of a number of priority objectives, as follows:

- All teaching staff must be digitally literate by 2010;
- All teaching staff must use ICT in the teaching process by 2015;
- Every IV grade pupil will start getting digitally literate by the end of 2007;
- All schools will be provided with a sustainable access to a fast Internet connection;
- All classrooms will be connected with local intranet networks by the end of 2010;
- Achieve the principle of 5-15 pupils per multimedia computer by 2015;
- Ensure the accessibility of support services and educational multimedia resources on the Internet by the end of 2015.

One of the most effective innovative measures that contributed to fulfilment of these requirements was the introduction of IT in education, through the project ‘Computer for every pupil’ (see Section 2.3). The introduction of ICT in schools has stressed the importance of computer literacy and new possibilities of using ICT in teaching and learning. As some subjects have received digitalized content to be used in classrooms, many teachers have been trained to use ICT and new software. Teachers also received laptops to be able to prepare their own teaching materials.

Whereas the legal obligation requires teachers to deliver at least part of teaching and learning content (30%) with the use of ICT,78 few teachers are confident about using ICT to innovate the teaching and learning process. A need for further support and follow-up training has been identified, particularly among those teachers who are still not comfortable working with computers. Such assistance would contribute to a wider use of electronic interactive materials, as the appliance of digitalised content is still limited. Inadequate or insufficient use of computers was underlined as one of the main findings in the SEI’s report from the first two years of a three-year integral evaluation.

Although many of the dates for meeting the above-mentioned targets have passed, there is neither follow-up evaluation as to how computers are used, nor any assessment of the efficiency of other innovations in this area. As reported by many teachers and experts, the implementation of the reforms has been slow and improvements marginal. For instance, many pupils still do not have computers, especially in rural areas, where schools struggle with the lack of basic amenities and infrastructure. Teachers, in turn, have been slow to

75 However, the results may not be representative (Hadzi-Zafirova, Macedonian Schools Face the Shock…, op.cit.).
76 Hadzi-Zafirova, Z. (2012), Macedonian Schools Face the Shock…, op.cit.
introduce new teaching methods (see Section 7.1) and are left with little time to use the computers for the required 30% of class time.\footnote{Hadzi-Zafirova, Z. (2012), Macedonian Schools Face the Shock…, op.cit.}

### 7.3 The opportunities and limitations of introducing innovations in the teacher education system

The main opportunities and limitations of introducing innovations in the teacher education system are listed in Table 7.1.

#### Table 7.1 Opportunities and limitations for introducing innovations

<table>
<thead>
<tr>
<th>Opportunities</th>
<th>Limitations</th>
</tr>
</thead>
<tbody>
<tr>
<td>Implementation of donor-funded projects that provide CPD trainings on interactive teaching methodologies, ICT use, and intercultural and social justice education.</td>
<td>No strategy for introducing innovations in the education system.</td>
</tr>
<tr>
<td>Legal obligation for teachers to deliver at least part of teaching and learning content (30%) with the use of ICT.</td>
<td>Inert legislation to instil innovations in education process.</td>
</tr>
<tr>
<td>Project support for the introduction of ICT in schools and development of digitalized content to be used in classrooms.</td>
<td>Limited knowledge of foreign languages (English) among teachers to allow international cooperation.</td>
</tr>
<tr>
<td>Equipping every teacher with a laptop and the development of e-didactics.</td>
<td>No financial allocation planned for CPD of teachers and innovation in the system.</td>
</tr>
<tr>
<td>Mobility of teachers and exchange of experiences via the EU education and training programmes.</td>
<td>Limited capacities of municipalities to support teacher training.</td>
</tr>
<tr>
<td>Improving regional cooperation between schools (possibility of networking for the needs of CPD).</td>
<td>No common understanding of teachers’ needs in terms of innovations.</td>
</tr>
<tr>
<td>Involvement of the Ministry, BDE and the VET Centre as partners in projects supported by international donors (e.g. USAID).</td>
<td>Problems with sustainability of projects outcomes (lack of funding or ownership for project developments, activities rely mainly on donors’ funds).</td>
</tr>
<tr>
<td>Increasing attention devoted to entrepreneurial learning in schools and across higher education.</td>
<td>Teachers not comfortable in the use of ICT to innovate the teaching and learning process.</td>
</tr>
<tr>
<td>Access to the Internet in schools providing online opportunities for teachers’ development.</td>
<td>Little school-business cooperation despite declared interest (see Section 8.2).</td>
</tr>
</tbody>
</table>

Source: Analysis based on stakeholder consultations (interviews and questionnaire answers) and desk research.

### 8 Partnerships and interaction with external actors

Section 8 explores whether partnerships between schools and teacher education institutions are promoted and implemented in order to encourage schools to play an active and central role in developing teaching methods, improving the quality of teaching and extending the knowledge about teaching and learning. The role of private and non-governmental sector actors in the area of teacher education is also reflected as well as the influence of international experts.
8.1 Partnerships between teacher education institutions and schools

Cooperation between teacher education institutions and schools is limited to a few hours of school practice required from teacher students participating in ITE. Signing a memorandum is the basis for such collaboration and is required for students to be allowed to attend classes to complete their pedagogical practice in schools.\(^\text{81}\) No other evidence of cooperation between teacher universities and schools has been identified.

School teachers usually have a marginal place in social developments and rarely participate in the changes and exchanges occurring in local communities.

8.2 The role of the business sector in teacher education

There is no systemic approach for engaging business sector in teacher training. The business sector is sometimes included in the teacher education process but such cases are rare and based solely on individual initiatives.\(^\text{82}\) In general, teacher training is considered as a social responsibility, not dependent on business involvement.\(^\text{83}\) Accordingly, businesses are not perceived as beneficiaries of the pedagogical faculties’ work and the private sector is not included in any form of collaboration or partnerships.\(^\text{84}\)

Private training providers who have delivered teacher training in the scope of different projects’ activities can be perceived as an exemption from the lack of linkages between these two sectors. For example, during the Education Modernisation Project, there have been several calls for accredited training providers to offer their services on topics identified by schools and the Ministry. However, such initiatives are not sustainable as neither schools nor municipalities have adequate budgets for teacher training (CPD).

Yet, there are some recent developments that point out to the increasing engagement of the private sector in the education field. This refers mainly to engaging business sector representatives in the work of commissions revising the curricula at the university level. While the leading role here is usually played by university professors, the experience and needs of the private sector are also taken into consideration. Such experience could be used to revise the curricula of each faculty.\(^\text{85}\)

8.3 The role of NGOs and external support in teacher education

The national education system of the former Yugoslav Republic of Macedonia has benefited from contributions from a considerable number of domestic and international organisations in the last two decades. In particular, many CPD programmes offered in the country are donor-led, as in-service teacher training has been recognised by international institutions as a key need to be supported by external aid. This created opportunities for primary and secondary school teachers to participate in the implementation of NGO project activities, such as workshops and seminars, which often aimed at expanding and deepening their knowledge on new instructive skills, methods and techniques, as well as the application of modern educational technologies.\(^\text{86}\)

Several calls for non-governmental teacher training providers have been issued during the implementation of the Education Modernisation Project (see Section 2.4). Accordingly, a brochure with accredited training providers together with accredited programmes has been

\(^{81}\) Students who are studying to be primary school teachers undergo practical preparation in schools that collaborate with teaching universities.

\(^{82}\) For instance, the Faculty of Educational Science from Štip had agreements with 250 companies from the region to give scholarships for good students. Nonetheless, in the implementation phase, only 5-10 companies have realised these agreements and offered scholarships to the University’s students (stakeholder consultations, questionnaire, teacher education provider, 24.02.2013).

\(^{83}\) Stakeholder consultations (interview, teacher training providers), Skopje, 20.03.2013.

\(^{84}\) Stakeholder consultations (interview, teacher education provider), 18.03.2013, 16.03.2013.

\(^{85}\) Stakeholder consultations (interview, Federation of Employers), Skopje, 20.03.2013.

printed and distributed among schools to choose from a pool of accredited institutions, such as Step by Step, IMOR (Interaktivna Mreza za Obrazovanie i Resursi), MCGO (Makedonski Centar za Gragansko Obrazovanie), OSI (Open Society Institute), or ZIM (Zdruzenie na Informaticari na Makedonija). Most of these organisations have continued to provide teacher training.

The main international donors who have contributed significantly to teacher training in the country include: the European Union (through Tempus, LLP, ETF assistance, IPA projects on VET), USAID, UNICEF, GTZ, OSCE, Open Society, UNESCO, UNDP, Erste Foundation (Interkulturelles Zentrum, Austria, and VČELÍ DOM, Slovakia), CISS, the World Bank, and the Regional Environmental Centre (REC). Selected examples of initiatives where these actors were involved are presented in Table 8.1 below.

The main advantage of non-governmental and international CPD initiatives is their potential for tailoring the training according to the needs of a given school or community, thus helping the teachers to improve appropriate competences in their real-life setting. The main weaknesses of training provided by international institutions are their limited sustainability, reach, effectiveness of monitoring and quality assurance mechanisms.

Table 8.1 Examples of external support for teacher education and training

<table>
<thead>
<tr>
<th>Institution</th>
<th>Area of support provided</th>
</tr>
</thead>
</table>
| European Union | As an EU candidate country, the former Yugoslav Republic of Macedonia receives support for the accession process through the Instrument for Pre-Accession (IPA). The component of EU assistance related to education and training aims at modernising education and training systems, including the development and mainstreaming of entrepreneurship learning in education, the providing of access to education for ethnic communities, and promoting lifelong learning. Clearly defined learning outcomes associated with entrepreneurship education at ISCED levels 2 and 3, with curriculum adjustments and teacher capacities, have been stated as expected indicators (priority axis 2) for the Human Resources Development Component for the period 2007-2013. Accordingly, ETF provides advice, supports capacity building and fosters dissemination and exchange of information at national, regional and local levels (e.g. through inputs to the Western Balkans Platform on education and training).

Through the EU's Tempus projects, such as 'Master Study Programmes in Education', partners from the former Yugoslav Republic of Macedonia had an opportunity to take part in initiatives aimed at: establishing a new vision and tradition for ITE and a new status for teachers and the specialists of educational sciences; contributing to further development of professionalism in education; and providing a concrete basis for the re-planning of pre-service teacher training programmes.

OSCE | OSCE is conducting a project for strengthening teacher competences for working in a multi-ethnic environment. This is to respond to insufficient opportunity for teacher students at university to work with school pupils from different ethnic backgrounds, or to work with bigger groups. The goal of this project is to break stereotypification and prejudices and to provide the possibility to work with colleagues from other universities.

The project responds to a recognised need to better structure the practical work for future teachers at university level. Within the scope of this project, students engage in practical work, with the support of NGOs, which also

---

counts as school practice work during their studies (if the universities have signed a memorandum of understanding with the project leader and NGO). It has been reported that students who initially were negative towards other ethnic groups changed their attitudes after 3 months of project activities.

In addition, Guidelines for Students’ Practicum Work has been developed as part of the project focusing on all stakeholders engaged in the practical preparation (faculty, student, mentor, NGO). The Guidelines have been distributed among pedagogical faculties in the country who can use them for internal purposes.

A Manual of ‘Social skills and responsibilities for teachers and professionals in education’ has also been prepared, and to date about 60 teachers have been consulted on the manual content. In 2013, with the support of BDE and the faculties, it will be presented to a wider audience.\(^\text{89}\)

**UN**

The joint UN Programme ‘Enhancing inter-ethnic community dialogue and collaboration’ was implemented from August 2009 until December 2012. It achieved significant results related to teacher training: through in-service teacher training (CPD), teachers of primary and secondary schools increased their capacity to deliver Life Skills-Based Education (LSBE) and to promote understanding, tolerance and respect for ethnic and cultural diversity within school communities. The BDE (based on a training delivered within its programme) developed methodology for reviewing textbooks in accordance with the criteria for child-friendly schools. UNICEF supported schools to open school-based youth centres and to launch extracurricular activities on multiculturalism and democratic participation involving teachers, students and parents.

**UNICEF**

UNICEF’s engagement in the former Yugoslav Republic of Macedonia has focused on issues such as maths and language literacy, integration in education, gender awareness and non-violence. For instance, the literacy and numeracy in the early grades project (2010-2013) initiated the programme on strengthening the capacity of teachers to deliver high-quality mathematics and language instruction to students in lower grades. With support from the Ministry of Education, BDE and the Macedonian Civic Education Centre, the faculties’ teaching staff (of the 4 pedagogical faculties in the country) were introduced to the concept and structure of the UNICEF Literacy and Numeracy Programme for primary schools, so that continuity is provided for the pre-service training of the future primary school teachers.\(^\text{90}\)

**USAID**

In December 2012, USAID began to realise the Teacher Professional and Career Development Project. The project aims to upgrade and improve the Teacher Professional and Career Development (TPCD) system, contributing in turn to higher quality instruction and higher student achievement in the former Yugoslav Republic of Macedonia.\(^\text{91}\) Other USAID projects are discussed in Section 7.1.

**World Bank, the Netherlands**

The Project’s beneficiaries included all 427 primary and secondary schools benefiting from the School Improvement Grants, with 324,244 pupils and 26,038 teachers. Schools have received grants in three areas – professional staff development, school infrastructure and equipment supporting the educational process. The Ministry has announced a call for training institutions and programmes and produced a catalogue of training programmes from which each school could select training for their teachers. Schools have performed internal evaluations in order to identify weaknesses and points for improvement. That was a starting point for selecting teacher training programmes to match school needs. Schools benefited from improved infrastructure, enhanced educational equipment and materials, and

\(^\text{89}\)Stakeholder consultations (interview, OSCE mission in the former Yugoslav Republic of Macedonia), Skopje, 19.03.2013.


the increased capacity of teaching staff. All municipalities benefited mostly from the school grants; the Ministry’s agencies and departments benefited from increased capacities, especially the National Examination Centre (NEC), the State Education Inspectorate (SEI), the Ministry and the Regional Education Boards (REB). See also Section 2.4.

There is little involvement of trade unions in the field of the professional teacher development. The Trade Union of Education, Science and Culture is concerned mainly with teacher salaries and at times with the conditions of teaching services. Many teachers have expressed their dissatisfaction with the Union’s representation by withdrawing their membership.

9 Key strengths, challenges and perspectives

The final section summarises the key strengths, weaknesses, and challenges faced by the national authorities and educational institutions in the area of teacher education. This is followed by considerations regarding the need for further policy action within the country reviewed as well as at Western Balkan and EU level.

9.1 Current strengths and weaknesses of teacher education

Table 9.1 Summary table: Strengths and weaknesses of primary and secondary school teacher education

<table>
<thead>
<tr>
<th>Institution</th>
<th>Area of support provided</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>the increased capacity of teaching staff. All municipalities benefited mostly from the school grants; the Ministry’s agencies and departments benefited from increased capacities, especially the National Examination Centre (NEC), the State Education Inspectorate (SEI), the Ministry and the Regional Education Boards (REB). See also Section 2.4.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Strengths</th>
<th>Weaknesses</th>
</tr>
</thead>
<tbody>
<tr>
<td>ITE</td>
<td>Inadequate preparation of teachers to work with children with special educational needs and implement inter-cultural education, reinforced by out-dated ITE models.</td>
</tr>
<tr>
<td></td>
<td>Underdeveloped component of school practice in ITE programmes, influenced by out-dated models.</td>
</tr>
<tr>
<td></td>
<td>Values and attitudes of the future not considered during the admission procedure to ITE.</td>
</tr>
<tr>
<td></td>
<td>Limited interest of high-achieving in applying for ITE.</td>
</tr>
<tr>
<td>CPD</td>
<td>Limited opportunities to introduce and participate in training on issues addressing actual teachers’ needs related to their school and local environment.</td>
</tr>
<tr>
<td></td>
<td>No incentives for teachers to participate in CPD.</td>
</tr>
<tr>
<td></td>
<td>Poor dissemination process after CPD training and lack of materials to support teachers in their professional development.</td>
</tr>
<tr>
<td></td>
<td>Lack of confidence among teachers to use ICT to innovate the teaching and learning process.</td>
</tr>
<tr>
<td></td>
<td>Limited number of teachers in each school benefitting from direct CPD opportunities.</td>
</tr>
<tr>
<td></td>
<td>Insufficient training provision on working</td>
</tr>
</tbody>
</table>

There is little involvement of trade unions in the field of the professional teacher development. The Trade Union of Education, Science and Culture is concerned mainly with teacher salaries and at times with the conditions of teaching services. Many teachers have expressed their dissatisfaction with the Union’s representation by withdrawing their membership.

9 Key strengths, challenges and perspectives

The final section summarises the key strengths, weaknesses, and challenges faced by the national authorities and educational institutions in the area of teacher education. This is followed by considerations regarding the need for further policy action within the country reviewed as well as at Western Balkan and EU level.

9.1 Current strengths and weaknesses of teacher education

Table 9.1 Summary table: Strengths and weaknesses of primary and secondary school teacher education

<table>
<thead>
<tr>
<th>Institution</th>
<th>Area of support provided</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>the increased capacity of teaching staff. All municipalities benefited mostly from the school grants; the Ministry’s agencies and departments benefited from increased capacities, especially the National Examination Centre (NEC), the State Education Inspectorate (SEI), the Ministry and the Regional Education Boards (REB). See also Section 2.4.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Strengths</th>
<th>Weaknesses</th>
</tr>
</thead>
<tbody>
<tr>
<td>ITE</td>
<td>Inadequate preparation of teachers to work with children with special educational needs and implement inter-cultural education, reinforced by out-dated ITE models.</td>
</tr>
<tr>
<td></td>
<td>Underdeveloped component of school practice in ITE programmes, influenced by out-dated models.</td>
</tr>
<tr>
<td></td>
<td>Values and attitudes of the future not considered during the admission procedure to ITE.</td>
</tr>
<tr>
<td></td>
<td>Limited interest of high-achieving in applying for ITE.</td>
</tr>
<tr>
<td>CPD</td>
<td>Limited opportunities to introduce and participate in training on issues addressing actual teachers’ needs related to their school and local environment.</td>
</tr>
<tr>
<td></td>
<td>No incentives for teachers to participate in CPD.</td>
</tr>
<tr>
<td></td>
<td>Poor dissemination process after CPD training and lack of materials to support teachers in their professional development.</td>
</tr>
<tr>
<td></td>
<td>Lack of confidence among teachers to use ICT to innovate the teaching and learning process.</td>
</tr>
<tr>
<td></td>
<td>Limited number of teachers in each school benefitting from direct CPD opportunities.</td>
</tr>
<tr>
<td></td>
<td>Insufficient training provision on working</td>
</tr>
</tbody>
</table>

There is little involvement of trade unions in the field of the professional teacher development. The Trade Union of Education, Science and Culture is concerned mainly with teacher salaries and at times with the conditions of teaching services. Many teachers have expressed their dissatisfaction with the Union’s representation by withdrawing their membership.

9 Key strengths, challenges and perspectives

The final section summarises the key strengths, weaknesses, and challenges faced by the national authorities and educational institutions in the area of teacher education. This is followed by considerations regarding the need for further policy action within the country reviewed as well as at Western Balkan and EU level.

9.1 Current strengths and weaknesses of teacher education

Table 9.1 Summary table: Strengths and weaknesses of primary and secondary school teacher education

<table>
<thead>
<tr>
<th>Institution</th>
<th>Area of support provided</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>the increased capacity of teaching staff. All municipalities benefited mostly from the school grants; the Ministry’s agencies and departments benefited from increased capacities, especially the National Examination Centre (NEC), the State Education Inspectorate (SEI), the Ministry and the Regional Education Boards (REB). See also Section 2.4.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Strengths</th>
<th>Weaknesses</th>
</tr>
</thead>
<tbody>
<tr>
<td>ITE</td>
<td>Inadequate preparation of teachers to work with children with special educational needs and implement inter-cultural education, reinforced by out-dated ITE models.</td>
</tr>
<tr>
<td></td>
<td>Underdeveloped component of school practice in ITE programmes, influenced by out-dated models.</td>
</tr>
<tr>
<td></td>
<td>Values and attitudes of the future not considered during the admission procedure to ITE.</td>
</tr>
<tr>
<td></td>
<td>Limited interest of high-achieving in applying for ITE.</td>
</tr>
<tr>
<td>CPD</td>
<td>Limited opportunities to introduce and participate in training on issues addressing actual teachers’ needs related to their school and local environment.</td>
</tr>
<tr>
<td></td>
<td>No incentives for teachers to participate in CPD.</td>
</tr>
<tr>
<td></td>
<td>Poor dissemination process after CPD training and lack of materials to support teachers in their professional development.</td>
</tr>
<tr>
<td></td>
<td>Lack of confidence among teachers to use ICT to innovate the teaching and learning process.</td>
</tr>
<tr>
<td></td>
<td>Limited number of teachers in each school benefitting from direct CPD opportunities.</td>
</tr>
<tr>
<td></td>
<td>Insufficient training provision on working</td>
</tr>
<tr>
<td><strong>Strengths</strong></td>
<td><strong>Weaknesses</strong></td>
</tr>
<tr>
<td>-------------</td>
<td>----------------</td>
</tr>
<tr>
<td><strong>Probation/Induction</strong></td>
<td>Teacher-trainee procedure in place, (including mentoring) leading to the Professional Examination.</td>
</tr>
<tr>
<td></td>
<td>Limited collaboration between teacher mentors and novice teachers.</td>
</tr>
<tr>
<td></td>
<td>Model for career promotion for teachers is not yet implemented.</td>
</tr>
<tr>
<td><strong>QA and evaluation</strong></td>
<td>Establishment of criteria for accreditation and monitoring of teacher-training services.</td>
</tr>
<tr>
<td></td>
<td>No evaluation mechanism to assess the quality and outcomes of in-service training.</td>
</tr>
<tr>
<td></td>
<td>No competence-based quality assurance system in place and lack of clearly defined procedure for teacher's performance evaluation.</td>
</tr>
<tr>
<td></td>
<td>Overburdening teachers with administrative tasks.</td>
</tr>
<tr>
<td><strong>Legislation and policy</strong></td>
<td>Relatively comprehensive legal framework on education and increasing institutional capacity of relevant bodies.</td>
</tr>
<tr>
<td></td>
<td>Basis for further development and introduction of conditions and criteria for career promotion of the teachers model proposed by the National Programme for Development of Education (NPDE).</td>
</tr>
<tr>
<td></td>
<td>Inadequate attention devoted to multiculturalism in textbooks and in everyday practice.</td>
</tr>
<tr>
<td></td>
<td>Delayed enforcement of regulations on teacher career advancement.</td>
</tr>
<tr>
<td></td>
<td>System of career promotion of teachers from the NPDE adopted in 2005 yet to be implemented.</td>
</tr>
<tr>
<td></td>
<td>No nationwide assessments on the implementation of governmental projects.</td>
</tr>
<tr>
<td><strong>Institutions</strong></td>
<td>Increased capacity of SEI to assess the quality of education through integral evaluations.</td>
</tr>
<tr>
<td></td>
<td>Support from the National Agency for European Educational Programmes and Mobility available for teacher in-service training abroad.</td>
</tr>
<tr>
<td></td>
<td>Limited capacities of municipalities to support teacher training.</td>
</tr>
<tr>
<td><strong>Cooperation</strong></td>
<td>Considerable support provided by NGOs and international donors to support creative teaching and learning, and entrepreneurial learning.</td>
</tr>
<tr>
<td></td>
<td>Low level of collaboration between teachers, ITE providers, schools and parents, private training providers, and other representatives of local communities.</td>
</tr>
<tr>
<td><strong>Resources</strong></td>
<td>Implementation of ‘Computer for every pupil’ project.</td>
</tr>
<tr>
<td></td>
<td>International donors’ support (e.g. in training teachers on student-centred teaching methods, new theories of whole-school improvement, and Reading and Writing for Critical Thinking)</td>
</tr>
<tr>
<td></td>
<td>Sustainability of project activities compromised by the lack of funding allocated to continuation of project’s key interventions.</td>
</tr>
<tr>
<td></td>
<td>Limited funds allocated for teacher training due to budget constraints caused by the financial crisis.</td>
</tr>
<tr>
<td></td>
<td>Lack of materials to support teachers in their professional development.</td>
</tr>
<tr>
<td><strong>Attitudes/Perceptions</strong></td>
<td>Teacher’s profession is considered by some as permanent, with a stable (albeit low) salary.</td>
</tr>
<tr>
<td></td>
<td>Reluctance on the part of some teachers to change their attitudes and accept their personal responsibility for the teaching outcomes.</td>
</tr>
<tr>
<td></td>
<td>Relatively low status of teaching profession in the country.</td>
</tr>
</tbody>
</table>

*Source: Analysis based on stakeholder consultations (interviews and questionnaire answers) and desk research.*
9.2 The need for further policy action

According to the desk research findings and stakeholder consultations, the following needs were identified in the field of teacher education:

- **Policy areas where local/regional cooperation would be beneficial:**
  - Strengthen the cooperation between pedagogical faculties and schools for increasing the quality of pedagogical practise for students.
  - Enhance the cooperation between pedagogical faculties, private training providers and schools to improve the quality of the teacher training delivered.
  - Encourage the involvement of the business sector in the professional development of teachers.

- **Policy areas where further policy action at the national level is required:**
  - Introduce stimulus for the best qualified students to become students at Pedagogical Universities.
  - Introduce subjects such as Curriculum design, Teaching from an Intercultural Perspective, Intercultural Education, School management and Legislation in Pedagogical faculties’ curricula.
  - Harmonise pedagogical practice between all pedagogical faculties in the country.
  - Initiate networks between pedagogical faculties supported by training for university professors.
  - Align key teacher competences with EU recommendations.
  - Develop a qualification for teaching staff within NQF.
  - Define quality assurance mechanisms for teacher training.
  - Apply established criteria and standards for teacher career progression by levels.
  - Introduce training for mentors, both in schools for the induction of teachers and in faculties that work with students.
  - Support municipalities for provision and facilitation of teacher professional development activities.
  - Launch an online platform with project results and all developed documents during different project activities, as well as for presenting and exchanging high quality teaching practice, to assure better dissemination of results and training materials.
  - Establish specialized centres for professional development of teachers within the faculties of education to address the issue of teacher's practical preparation to enter classrooms.
  - Create a comprehensive model of CPD alongside continuing decentralisation of CPD implementation to address actual teachers’ needs in the context of school and local environment. Diversified forms of organization and realization of CPD, monitoring the effects of its implementation, and needs assessments to plan future activities should be integral parts of such a model helping to meet the needs of teachers, schools, and local community.
  - Introduce content designed in accordance with intercultural and inclusive education goals in pre-service and in-service teacher education programmes.

- **Policy areas where cooperation at the Western Balkan level would be beneficial:**
  - Intensify regional cooperation through training courses and workshops on topics specific to the region (e.g. access to quality education for all ethnic communities).
o Intensify communication between teachers by electronic means (email, blog, website, social networks). This will also help towards improving ICT skills among teachers.

o Establish regional partnerships for creating, conducting and monitoring training, and develop guidebooks, comparative analyses and research.

o Launch regional independent networks of teacher education institutions, teachers and schools to exchange experiences.

o Initiate mutual study programmes.

o Enhance mobility of students, professors and teachers.

o Encourage collaboration in countries of the Western Balkans by presenting distinctive examples from EU countries.

■ Policy areas where EU cooperation may be useful/sought:

- Launch cooperation at the international level in the field of ICT in teaching, systems for on-line learning, e-learning, life-long learning and flexible learning modes using ICT.

- Launch cooperation at the international level in the field of intercultural education and entrepreneurship.

- Strengthen and enhance partnerships among schools and teachers from different countries. National support to these partnerships to be ensured.

- Increase mobility possibilities for students and teachers for exchange of experiences and best practices.

- Include local national experts in areas such as lifelong learning programmes, associations of directors, teachers, and EQAVET.

- Support the creation of a mutual platform for teacher education, mutual study programmes, researches, conferences and seminars.
Bibliography

Policy and legal documents

The Law on Vocational Education and Training, *Official Gazette of the Republic of Macedonia* No71/06; 87/06; 117/08; 148/09 and 17/11.


The Law on Textbooks for Primary and Secondary Education, *Official Gazette of the Republic of Macedonia* No 98/08.


The Law on State Education Inspectorate, *Official Gazette of the Republic of Macedonia* No52/05.


Steps for Integrative Education Strategy, Ministry of Education and Science.

Studies, reports and other literature

Centre for Education Policy (2008), *Tuning Teacher Education Curricula in the Western Balkans*, edited by Nataša Pantić, Belgrade, Serbia.


European Commission (2012), *Supporting the Teaching Professions for Better Learning Outcomes, Rethinking Education: Investing in skills for better socio-economic outcomes*.


Hadzi-Zaﬁrova, Z. (2012), *Macedonian Schools Face the Shock of the New, article was produced for the Reporting Education project funded by OSI, Transitions Online, 19 November 2012*, ETF


Pantić, N, et al. (2010), Teachers for the future – teacher development for inclusive education in the Western Balkans, European Training Foundation.


State Educational Inspectorate (2009) Indicators for quality of work among schools – working version, Skopje, USAID.

UNICEF (2011), Teachers: A Regional Study on Recruitment, Development and Salaries of Teachers in the CEECIS Region.


Xhaferi, B. et al. (2013), Evaluation of teaching and learning in Higher Education in Macedonia - A study conducted at South East European University, Tetovo, 1st Albania International Conference on Education (AICE).

Websites


**Interviews**

Agency for European Educational Programmes and Mobility, 19.03.2013

ASUC Boro Petrusevski (VET school), 18.03.2013

Confederation of Employers, 20.03.2013

Education Advising Center (EAC) / Obrazoven Informativen Centar (OIC), 18.03.2013

*Macedonian Civic Education Center / MCCE (Makedonski Centar za Gragansko Obrazovanie - MCGO)*, 18.03.2013

National Examination Centre (NEC) – Национален Испитен Центар (DIC), 19.03.2013

*OSCE Mission to Macedonia*, 19.03.2013

Pedagogical Faculty, Un.Sv. K.Ohridski, Bitola; 16.03.2013

Primary School ‘SandeSterjovski’, Kichevo, 19.03.2013

Southeast European University, Tetovo, 19.03.2013

**Questionnaires**

Association of Pedagogists of Skopje/Primary school ‘Njegos’, 05.03.2013

Bureau for Development of Education, Unit for Teacher Professional Development, 13.03.2013

*Macedonian Civic Education Center* (Makedonski Centar za Gragansko Obrazovanie), 15.02.2013

Ministry of Education and Science, Department for Primary and Secondary Education, 19.02.2013

Primary School ‘Gorgija Pulevski’, Skopje, 27.02.2013


University ‘Goce Delchev’ Štip, Faculty of Educational Sciences, 24.02.2013

University Ss. Cyril and Methodius, Faculty of Philosophy, Skopje, 26.02.2013
Annex 1 Structure of education system in the former Yugoslav Republic of Macedonia

<table>
<thead>
<tr>
<th>Age</th>
<th>Grade</th>
<th>ISCED</th>
</tr>
</thead>
<tbody>
<tr>
<td>18</td>
<td>IV</td>
<td>8</td>
</tr>
<tr>
<td>17</td>
<td>III</td>
<td></td>
</tr>
<tr>
<td>16</td>
<td>II</td>
<td></td>
</tr>
<tr>
<td>15</td>
<td>I</td>
<td></td>
</tr>
<tr>
<td>14</td>
<td>IX</td>
<td>7</td>
</tr>
<tr>
<td>13</td>
<td>VIII</td>
<td></td>
</tr>
<tr>
<td>12</td>
<td>VII</td>
<td></td>
</tr>
<tr>
<td>11</td>
<td>VI</td>
<td></td>
</tr>
<tr>
<td>10</td>
<td>V</td>
<td></td>
</tr>
<tr>
<td>9</td>
<td>IV</td>
<td></td>
</tr>
<tr>
<td>8</td>
<td>III</td>
<td></td>
</tr>
<tr>
<td>7</td>
<td>II</td>
<td></td>
</tr>
<tr>
<td>6</td>
<td>I</td>
<td></td>
</tr>
<tr>
<td>5</td>
<td></td>
<td></td>
</tr>
<tr>
<td>4</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

- Kindergarten and pre-school
- Primary schools
- Primary art schools
- Secondary schools for students with special needs
- Vocational schools
- General (gymnasium)
- Post-secondary education
- Integrated studies first and second cycle
- Academic studies first cycle
- Professional studies first cycle
- Doctoral studies
- Post-doctoral studies
- Higher education
- Compulsory education
vocational school can be 3 or 4 years
first cycle can be 3 or 4 years
Teacher Education and Training in the Western Balkans

Report on: MONTENEGRO
The Western Balkans Platform on Education and Training was launched on 7 March 2012. It is the latest EU initiative for enhanced policy dialogue and regional cooperation in the Western Balkans. Its objectives are to help to prepare better our partners in this region for their eventual participation in the EU's policy cooperation framework, the Open Method of Coordination, to enhance their participation in EU programmes and to assist their reform efforts in the area of education and training. The Platform is also an opportunity for discussing issues of common interest among the participants, of sharing good practice and for identifying priorities and needs for further support.

One of the highest priorities identified by the Ministries of Education last year was the training of teachers, and EU support was requested on this topic. In response to this, the EU commissioned a study to map the situation of how teachers are educated and trained in that part of Europe, as comprehensive information on the subject is scarce. The objectives of this study were to look at the key policies, programmes, qualifications systems, quality assurance mechanisms, induction and mentoring programmes, continuing professional development and other aspects of teacher education and training in each country, but also to compare them across the region.

The results of this study are provided in individual country reports and a synthesis report comparing the strengths, weaknesses and good practices in the region. These reports will feed the policy dialogue of the Western Balkans Platform on Education and Training and will hopefully contribute to the on-going national reforms. The main results of the study will be presented, and experiences shared, in a regional seminar organised by the European Commission, under the Western Balkans Platform, in Ohrid in the former Yugoslav Republic of Macedonia, on 19-20 November 2013.

Teachers are among the most influential people in each individual’s life. We can all remember those who inspired us, pushed us and guided us. The importance of a teacher’s work cannot be overstated. It is directly linked to the quality of basic education provision, the development of key competences and it also impacts the quality of education at higher levels. That is why I am very pleased that the EU could contribute with this study to the policy dialogue on teacher education and training in the Western Balkans.

Brussels, 10 September 2013

Jan TRUSZCZYŃSKI
Director-General of Education and Culture
Contents

Glossary* ............................................................................................................................................................................ 5
List of abbreviations .................................................................................................................................................................. 6

1 Primary and secondary education: an overview ............................................................................................................ 7
1.1 Current structure of the education system ................................................................................................................... 7
1.2 Organisation of primary and secondary education system ................................................................................... 8
1.3 The role of primary and secondary education ........................................................................................................ 8
1.4 The role of primary and secondary school teachers ................................................................................................ 9
1.5 Key trends in numbers in primary and secondary education ................................................................................ 9

2 Government policy in the area of teacher education ..................................................................................................... 12
2.1 Legislative framework .................................................................................................................................................. 12
2.2 Institutional framework ................................................................................................................................................ 13
2.3 National reforms addressing primary and secondary schooling ........................................................................ 14
2.4 National reforms, policies, and programmes on teacher education ........................................................................ 17
2.5 Forecast of policy needs in the field of teacher education ........................................................................................ 18

3 Organisation of initial teacher education (ITE) ........................................................................................................ 20
3.1 Providers and financing of ITE .................................................................................................................................. 20
3.2 Admission procedures ................................................................................................................................................ 20
3.3 Education programmes .............................................................................................................................................. 21
3.4 Curricula and teacher education standards ............................................................................................................ 21
3.5 Assessment methods .................................................................................................................................................... 22

4 Support for new teachers .................................................................................................................................................. 22

5 Continuing professional development of teachers (CPD) ............................................................................................. 24
5.1 Providers and financing of CPD ................................................................................................................................ 24
5.2 Organisation of in-service teacher training ........................................................................................................... 24

6 Teacher qualifications and quality assurance .............................................................................................................. 27
6.1 Qualification system for primary and secondary school teachers ........................................................................ 27
6.2 Quality assurance mechanisms .................................................................................................................................. 28

7 Innovations in teacher education .................................................................................................................................. 28
7.1 Innovative practices and developments .................................................................................................................... 28
7.2 The use of ICT ............................................................................................................................................................... 30
7.3 The opportunities and limitations of introducing innovations in the teacher education system .................................. 31

8 Partnerships and interaction with external actors ......................................................................................................... 32
8.1 Partnerships between schools and teacher education institutions ...................................................................... 32
8.2 The role of the business sector in teacher education .............................................................................................. 32
8.3 The role of NGOs and external support in teacher education .................................................................................. 32

9 Key strengths, challenges and perspectives .................................................................................................................. 35
9.1 Current strengths and weaknesses of teacher education .......................................................................................... 35
9.2 The need for further policy action .................................................................................................................................. 37

Bibliography ......................................................................................................................................................................... 39

Annex 1 Structure of education system in Montenegro ....................................................................................................... 42
Glossary*

**Assessment**
The sum of methods and processes used to evaluate the attainments (knowledge, know-how and/or competences) of an individual, and typically leading to certification.

**Classroom Practice**
The practical, school-based elements of any course of initial teacher education (ITE), lasting typically not more than a few weeks. It also includes teacher tasks undertaken outside the classroom, such as collaboration with colleagues or communication with parents. It is supervised by a school teacher, with periodic assessment by teachers at the training institution.

**Competences**
The set of learning outcomes: what a teacher knows, understands and is able to perform.

**Continuing professional development**
In-service (‘on-the-job’) activities that develop skills, knowledge, expertise and other characteristics as a teacher provided in a formal or informal way, beyond the basic training initially required to carry out the job. In certain cases, they may lead to further qualifications. The term is used interchangeably with ‘in-service training’.

**Induction**
A phase at the early stage of teacher’s career during which novice teachers, having completed the formal programme of initial teacher education, receive structured guidance and support (e.g. from mentors). During induction, new entrants carry out some or all the tasks incumbent on experienced teachers, and they are remunerated for their work. It normally lasts at least several months.

**ISCED levels**
International Standard Classification of Education (ISCED) is an instrument for compiling statistics on education internationally. It distinguishes between six levels of education: pre-primary education (ISCED level 0), primary education (ISCED level 1), lower secondary education (ISCED level 2), upper secondary education (ISCED level 3), post-secondary non-tertiary level of education (ISCED level 4), tertiary-type A education (ISCED level 5A), tertiary-type B education (ISCED level 5B), advanced Research Qualifications (ISCED level 6).

**Learning outcomes**
A statement of what a learner knows understands and is able to do on completion of a learning process. The learning outcome approach emphasises the results of learning rather than focusing on inputs such as length of study.

**Initial teacher education**
A pre-service training provided to student teachers before they have undertaken any teaching, eventually leading to a qualification to teach. It usually takes place in institutions of higher education.

**Probation period**
Temporary appointment in the form of a trial period, normally followed by permanent employment, of which conditions may vary. It can last between several months up to several years under varying conditions (depending on working regulations) and may be subject to a final assessment and is normally followed by permanent employment.

**Professional training**
Training that provides prospective teachers with both the theoretical and practical skills needed to be a teacher. In addition to courses in psychology and teaching methods and methodology, it includes in-class placements.

**Professional standards**
A statement of the professional knowledge, skills and competences required of the teacher at each career stage.

**Qualification**
A formal confirmation (e.g. certificate, diploma, degree) that an individual has achieved learning outcomes up to given standards; and/or the requirements for an individual to enter, or progress within an occupation.

**Teacher**
A person who is acknowledged as having the status of a teacher (or equivalent) according to the legislation and practice of a given country.

**Teacher Education Institution**
Any institution responsible for the overall delivery of a programme of ITE and the conferring of an ITE qualification.

**Skill**
Practiced/learnt efficiency in the performance of a specific (simple or complex) activity or a specific task.

**Standard**
A minimum level, depth and breadth of what is to be learnt. It provides the basis for final assessment, planning and implementation of teaching and training actions. Learning outcomes used in curricula can be considered as standards.

*Definitions applied by the European Commission, international organisations, or scholarly research.*
## List of abbreviations

<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>CE</td>
<td>Civic Education</td>
</tr>
<tr>
<td>CPD</td>
<td>Continuing professional development</td>
</tr>
<tr>
<td>ECDL</td>
<td>European Computer Driving Licence (ECDL)</td>
</tr>
<tr>
<td>EU</td>
<td>European Union</td>
</tr>
<tr>
<td>ETF</td>
<td>European Training Foundation</td>
</tr>
<tr>
<td>FOSI ROM</td>
<td>Foundation Open Society Institute - Representative Office Montenegro</td>
</tr>
<tr>
<td>GTZ</td>
<td>Deutsche Gesellschaft für Technische Zusammenarbeit</td>
</tr>
<tr>
<td>HEIs</td>
<td>Higher education institutions</td>
</tr>
<tr>
<td>ICT</td>
<td>Information and communication technology</td>
</tr>
<tr>
<td>IPA</td>
<td>Instrument for Pre-Accession</td>
</tr>
<tr>
<td>ITE</td>
<td>Initial teacher education</td>
</tr>
<tr>
<td>KEPASS</td>
<td>Knowledge Exchange Programme for the Adriatic School System</td>
</tr>
<tr>
<td>MIST</td>
<td>Ministry of Information Society and Telecommunications</td>
</tr>
<tr>
<td>NGO</td>
<td>Non-governmental organisation</td>
</tr>
<tr>
<td>OECD</td>
<td>Organization for Economic Co-operation and Development</td>
</tr>
<tr>
<td>PISA</td>
<td>Programme for International Student Assessment</td>
</tr>
<tr>
<td>QA</td>
<td>Quality assurance</td>
</tr>
<tr>
<td>UNDP</td>
<td>United Nation Development Programme</td>
</tr>
<tr>
<td>UNESCO</td>
<td>United Nations Educational, Scientific and Cultural Organization</td>
</tr>
<tr>
<td>UNICEF</td>
<td>United Nations Children’s Fund</td>
</tr>
<tr>
<td>VET</td>
<td>Vocational Education and Training</td>
</tr>
<tr>
<td>WB</td>
<td>World Bank</td>
</tr>
</tbody>
</table>
1 Primary and secondary education: an overview

This section provides a brief overview of the organisational and institutional aspects of the education system with a special focus on primary and secondary education. It defines the role of primary and secondary schooling, the role of primary and secondary school teachers, and lists the key school education indicators in this area. It is complemented by a graphic presentation of the current structure of the education system in Montenegro presented in Annex 1.

1.1 Current structure of the education system

The education system, as defined and governed by the discrete laws on education, including laws on educational inspection and higher education in Montenegro, consists of the following levels:

- **Pre-school education in Montenegro** (nursery/child-care provision for years 1-3 and kindergartens for children aged between 3 and 6; ISCED level 0)
- **Compulsory primary education** (ISCED level 1) is offered in three cycles:
  - Cycle 1 (Grades I, II and III) class teaching (ages 6-9);
  - Cycle 2 (Grades IV, V and VI) class and subject teaching (ages 9-12);
  - Cycle 3 (Grades VII, VIII and IX) subject teaching (ages 12-15).
- **Secondary education** is offered in:
  - Gymnasia offering year programmes (ISCED level 3); ages 15-19;
  - Combined secondary schools (offering general and vocational education) (ISCED levels 3); ages 15-19;
  - Vocational schools that offer 2 year (lower-level) programmes and 3 and 4 year (middle-level) programmes, preparing for work and further education (ISCED levels 2 and 3); ages 15-17/18/19;
  - Art schools (music, art ballet) offering year 4 year programmes (ISCED level 3); ages 15-19.
- **Higher Education** offers the following degrees and diplomas: 1
  - Applied undergraduate studies diploma - after completing applied studies (study programme lasting 3 years), and after obtaining certificate on completed high school;
  - Academic undergraduate studies diploma - after completing research-oriented studies (study programme lasting at least 3 years), and after obtaining a high school certificate;
  - Specialist studies diploma - after completing a study programme lasting up to 1 year, and after obtaining applied undergraduate or academic undergraduate studies diploma;
  - Applied master studies diploma - after completing the study programme lasting up to 2 years, and after obtaining applied undergraduate studies or academic undergraduate studies diploma;
  - Diploma of academic title of master of science - after completing study programme lasting up to 2 years, and after completing academic undergraduate studies programme, which both last a minimum of 5 years;
  - Diploma of the academic title of a doctor of philosophy shall be obtained at the university after a completed study programme lasting 3 years, and after obtaining a

---

1Law on Higher Education, Official Gazette of the Republic of Montenegro 60/03, 45/10, 47/11, Article 81 (2010 amendment).
diploma of the academic title of a master of science and defending a doctoral dissertation;

○ Diploma of the academic title of a doctor of philosophy shall be obtained at the university after completing a study programme lasting a minimum 300 (ECTS) credits, completing a course of doctoral studies and defending a doctoral dissertation.

For a graphic presentation of the education system please see Annex 1.

1.2 Organisation of primary and secondary education system

In 2004-2005, the new 9 year primary education system was launched, which is structured in 3 cycles and has a lower school entry age of 6. From 2011-2013, the new system and new curricula should be implemented in all Montenegrin schools. Obligatory education finishes at the age of 15.

Secondary education is provided in gymnasia, combined secondary schools (which offer general and vocational education), vocational schools and art schools. Both gymnasia and art schools (e.g. music, art and ballet) offer 4 year programmes. Vocational schools provide 2-year (lower level) and 3- and 4-year (middle-level) programmes which prepare for further education and entering the labour market. Students sit the Matura examination (academic and technical) on completion of secondary education. The examination was introduced in 2009-2010. Following recent reforms, technical high schools can now provide 2-year programmes at the post-secondary level for students recruited from middle-level vocational education.

Table 1.1 Organisation of education system – at a glance summary table

<table>
<thead>
<tr>
<th>Description</th>
<th>Years/Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Age of pupils starting primary education</td>
<td>6</td>
</tr>
<tr>
<td>Number of years of primary education</td>
<td>9</td>
</tr>
<tr>
<td>Age of pupils starting secondary education</td>
<td>15</td>
</tr>
<tr>
<td>Number of years of secondary education</td>
<td>4</td>
</tr>
<tr>
<td>Number of years of secondary vocational education</td>
<td>2/3/4*</td>
</tr>
<tr>
<td>Number of years of obligatory education</td>
<td>9</td>
</tr>
</tbody>
</table>

* See Section 1.1.

1.3 The role of primary and secondary education

According to the Law on Primary Education, the aims of primary education are:

■ providing primary education for all citizens;
■ development of creative personalities;
■ reaching to internationally comparable standards of knowledge and the acquisition of the knowledge required for the continuation of education;
■ development of critical thinking, self-determination and the quest for new knowledge;
■ grounding for self-reliable reasoning and participation in social life;
■ gaining of general knowledge that enables independent, efficient and creative application in practice;
■ facilitation of pupil personalities’ development in line with their capabilities and developmental dispositions;
■ education for respect towards national, historical and cultural values, as well as for recognising the cultural and other characteristics of other nations;
■ education for mutual tolerance, respect for differences, cooperation with others, respect for human rights and fundamental freedoms, and along with that the development of the abilities for life within a democratic society;
adoption of knowledge relating to the basic regularities of nature and of society, as well as the maintenance of human health;

development of democratic attitudes, tolerance and cooperation (in schools and elsewhere) and respect for the rights of others;

the formation and encouragement of a quality life-style and responsible relationship with the natural environment.  

The General Law on Education states that education aims to:

- provide the possibility for complete individual development regardless of the sex, age, social and cultural background, national and religious affiliations and of physical and psychological type;
- meet needs, interests, wishes and ambitions of individuals for life-long learning;
- enable the selection of educational curriculum at all levels of education;
- develop the awareness, the need and the capabilities for the maintenance and the improvement of human rights, the legal state, the natural and social environment, multi-ethnicity and other diversity;
- develop an awareness of state affiliation to the Republic of Montenegro, based on its culture, tradition and history;
- enable individuals’ involvement and participation in all levels of work and activities in line with their capacities;
- develop an awareness of national affiliation, culture, history and tradition and facilitate involvement into the process of European integration.

It is nevertheless claimed that the predominant concern of schools is with numerical attainment, in that schools, at the moment, appear to be geared towards grade achievement rather than with the value of knowledge; and as a consequence, grade inflation is becoming a problem. The upbringing of children and young people in flexible educational environments and their more rounded development and social competence is also claimed to be a subordinate and not a primary focus.

1.4 The role of primary and secondary school teachers

In line with the Ministry’s reform document *The Book of Changes* (2001), the role of primary and secondary teachers is to work with pupils using modern methods (for which they have received training) towards the highest possible educational attainment and enrichment.

This early and seminal text which has been enormously influential in Montenegro, still offers a visionary philosophy for teachers and indeed pupils.

The *Book of Changes*’ versatility has motivated and challenged schools within the modern process of educating the ‘individual’ in a context of continuous innovation and in making educational development more relevant to learners in the modern world. Gradual pedagogic change since 2001 has witnessed a shift from programmes that do not contain ‘lessons’, but rather topics, organised according to defined standards of knowledge and skills. Within these, teachers lead and guide pupils and students in flexible systems of learning. Teachers choose the methods and technologies best suited to achieving the defined standard.

1.5 Key trends in numbers in primary and secondary education

Based on the data provided by the Ministry of Education and Sports of Montenegro and UNESCO Institute for Statistics, the following statistical information has been obtained:

---

2Law on Primary Education, Official Gazette of the Republic of Montenegro 64/02 and 49/07, 04/08, 21/09, 45/10, Article 2.

3General Law on Education, Official Gazette of the Republic of Montenegro 64/02, 31/05 and. 49/07, 04/08, 21/09, 45/10, 45/11, Article 2.

4Stakeholder consultations (interview, teacher education provider), 22.02.2013.

Public expenditure (Table 1.2) as a percentage of GDP reveals a steady rise from 2007 (3.6) to 2010 (4.5), with a small fall-back in 2011 (4.1) largely to be expected in terms of the European and national economies.

The percentage of current spending on education devoted to the salaries of teaching staff in 2009, 2010, and 2011 was 56.96%, 60.96% and 62.29% respectively. The trend is towards more teachers, rather than an increase in salaries. This is especially true of Podgorica, where the population continues to increase.

Table 2.1 below reveals a steady increase in pupil enrolment in primary education during the period 2005-2011 at 37,812 in 2005 to 38,898 in 2011, with the exception of 2009 and 2010 at 37,269 and 35,264 respectively. In secondary education, the pattern fluctuates steadily, decreasing between 2005 at 68,471 to 67,015 in 2008, followed by increases in 2009 at 68,135 and 2010 at 69,619, culminating in a significant decline in 2011 at 64,164.

Teacher numbers show a steady trend in primary education, between 4,761 in 2005, to 5,048 in 2011, with peaks in 2008 (4,855) and 2010 (4,962). In secondary education there is rather uncertain data in terms of trend. There is a peak in teacher numbers in 2009 at 2,386 (from 2,271 in 2006) and a sequential fall to 2,367 in 2011, which may produce a trend in subsequent yearly data.

Pupil-teacher ratios in primary education increased slightly during the same period from 15.70 in 2005 to 16 in 2007 but decreased gradually to 14.59 in 2011. The data for secondary reveals a steady ratio, decreasing very slightly over the earlier period, from 13.94 in 2006 to 13.31 in 2009. There is a marginal increase during 2010 and 2011, to 13.40 and 13.49 respectively. The percentage of school enrolment in primary largely fluctuates, peaking in 2008 at 99.25 and falling to 95.29 in 2011. There is no enrolment data available for secondary.

The percentage of female teachers in primary increases consistently and dramatically over the period from 69.46 in 2005 to 73.87 in 2011, revealing a notable interest in primary teaching as a career among females. A similar trend is also found in secondary teaching where the percentage of female teachers in secondary schools has steadily risen from 59.97 in 2006 to 61.71 in 2011.

The primary completion rate, apart from small dips in 2009 and 2010, shows a gradual increase, peaking in 2011 at 99.62. The youth literacy rate is very high at 99.33 (2010), the sole year in the period for which data is offered.
<table>
<thead>
<tr>
<th>Year Description</th>
<th>2005</th>
<th>2006</th>
<th>2007</th>
<th>2008</th>
<th>2009</th>
<th>2010</th>
<th>2011</th>
</tr>
</thead>
<tbody>
<tr>
<td>Public expenditure on education as % of GDP</td>
<td>4.2</td>
<td>4.1</td>
<td>3.6</td>
<td>3.8</td>
<td>4.2</td>
<td>4.5</td>
<td>4.1</td>
</tr>
<tr>
<td>Public expenditure on education as % of government expenditure</td>
<td>15.42</td>
<td>14.84</td>
<td>14.46</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Pupils in primary education</td>
<td>37 812</td>
<td>38 740</td>
<td>39 123</td>
<td>39 580</td>
<td>37 269</td>
<td>35 264</td>
<td>38 898</td>
</tr>
<tr>
<td>Pupils in secondary education</td>
<td>68 471</td>
<td>68 218</td>
<td>67 683</td>
<td>67 015</td>
<td>68 135</td>
<td>69 619</td>
<td>64 164</td>
</tr>
<tr>
<td>Teachers in primary education</td>
<td>4 761</td>
<td>4 762</td>
<td>4 692</td>
<td>4 855</td>
<td>4 834</td>
<td>4 962</td>
<td>50 48</td>
</tr>
<tr>
<td>Teachers in secondary education</td>
<td>-</td>
<td>2 271</td>
<td>2 257</td>
<td>2 297</td>
<td>2 386</td>
<td>2 382</td>
<td>2 367</td>
</tr>
<tr>
<td>Pupil-teacher ratio in primary education</td>
<td>15.70</td>
<td>15.79</td>
<td>16.00</td>
<td>15.29</td>
<td>15.05</td>
<td>14.68</td>
<td>14.59</td>
</tr>
<tr>
<td>School enrolment in primary schools (% net)</td>
<td>97.92</td>
<td>98.46</td>
<td>94.65</td>
<td>99.25</td>
<td>98.25</td>
<td>95.21</td>
<td>95.29</td>
</tr>
<tr>
<td>School enrolment in secondary schools (% net)</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Percentage of female teachers in primary schools</td>
<td>69.46</td>
<td>70.18</td>
<td>70.57</td>
<td>71.70</td>
<td>72.78</td>
<td>72.91</td>
<td>73.87</td>
</tr>
<tr>
<td>Percentage of female teachers in secondary schools</td>
<td>-</td>
<td>59.97</td>
<td>59.77</td>
<td>60.12</td>
<td>60.39</td>
<td>61.34</td>
<td>61.71</td>
</tr>
<tr>
<td>Primary school completion rate, total (% of relevant age group)</td>
<td>93.23</td>
<td>96.51</td>
<td>97.49</td>
<td>99.05</td>
<td>98.78</td>
<td>97.89</td>
<td>99.62</td>
</tr>
<tr>
<td>Youth literacy rate</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>99.33</td>
<td>-</td>
</tr>
</tbody>
</table>

*Missing data could not be found on relevant national and international websites and could not be provided by the Statistical Office of Montenegro – Monstat.


6 The total number of pupils enrolled at primary level in public and private schools and the total number of pupils enrolled at secondary level in public and private schools.

2 Government policy in the area of teacher education

It is the aim of this section to outline the main legislative and institutional framework, national policies, reforms and strategies addressing primary and secondary education as well as school teacher education at initial and in-service level. The section ends with a list of envisaged future developments in these areas.

2.1 Legislative framework

Of the laws governing education in Montenegro, the relevant legislative framework for primary and secondary education, and higher education is defined by the following:

- The Law on Primary Education (2002, amended in 2007, 2008, 2009, 2010) regulates the professional qualifications of persons who carry out educational work (grade teacher, pre-school teacher, subject teacher, professional associate) at 9 year primary schools.\(^8\)

- The Law on Gymnasia (2002, amended in 2007, 2010)\(^9\) regulates professional qualifications for persons (teachers, teaching associates and professional associates) who carry out educational work at gymnasiuas. Librarians are added to the professional associates.

- The Law on Education of Children with Special Needs (2004 amended in 2010) regulates the professional qualifications of persons who carry out work in primary and secondary schools with pupils who are designated as persons with special needs. Librarians are added to the professional associates.

- The Law on Educational Inspection (2004) states that inspection of the institutions in the fields of pre-school education, elementary education, general high school education, vocational education, higher education institutions, education of persons with special needs, adult education and students' standards, shall be exercised by the ministry competent for the affairs of education and science.


- The Law on Higher Education (2003, amended in 2010, 2011) legislates for all higher education institutions and programmes and regulates the bases of higher education, conditions for doing the activity, types of study programmes, principles of organisation of institutions performing the activity, as well as other issues important for higher education activities. Teacher education is not governed by separate legislation. The law also deals with the reorganisation of degree programmes into 3 cycles, in line with the Bologna process.\(^10\)

Most of the legislation on education in Montenegro was changed in 2002 to accommodate reform processes. These laws have provided strong basis for reforms. For the immediate future, and in addition to the current amendments to the laws, there are government plans to revise all existing legislation in education. Within the updating process, there is a perceived need to include legislation on thematic and cross-curricular initiatives and entrepreneurial learning, and also education for emergency circumstances, such as earthquakes, an acute problem in Montenegro, as well as floods and fire.\(^{11}\)

---

\(^8\)Professional associates are as for pre-school, but with the addition of librarians.

\(^9\)There is no separate law governing secondary general education.


\(^11\)2010 witnessed some of the worst floods in the country’s history which caused unprecedented damage to crops and property.
2.2 Institutional framework

The education system in Montenegro is supported by the following institutions:

■ Ministry of Education

The Ministry is responsible for all policies on teacher education.\(^\text{12}\) It is responsible for laws and regulations, decisions on legal matters, management and professional supervision, adoption of statutes, curricular planning and programming, and also the development of education as well as its financing.\(^\text{13}\)

■ The National Council for Education

The National Council for Education replaced the Council for General Education and consists of Boards for General Education, VET and Adult Education. It is supported by the Bureau of Education Services.\(^\text{14}\)

■ The Council for Higher Education

Established in 2004 under the Law on Higher Education, the Council has, among others, accreditation functions and conducts external evaluations. In 2006, the Council for Scientific and Research Activities was established as a national body consisting of several members from the Government and the research community. The Council is an independent body under the administrative management of the Ministry and is not part of the Council for Higher Education.\(^\text{15}\)

■ Bureau of Education Services

In accordance with the General Law on Education, the Bureau of Education Services (hereafter referred to as the Bureau) shall:

- assess the quality of education services in cooperation with institutions;
- work on the improvement of educational activities;
- monitor the development of the education system;
- define educational and pedagogical standards for textbooks and handbooks;
- assist in the process of curriculum development;
- conduct research and provide advisory services;
- organise in-service teacher training activities as well as the training of principals.

The Bureau is competent for quality assurance and also the drafting of curricula for preschool, primary, general secondary education and the general section of the vocational curriculum. It provides support to the work of the Council for General Education (now the Council for Education).\(^\text{16}\)

■ Centre for Vocational Education

The Centre for Vocational Education and Training (VET Centre) was founded in 2003 and undertakes roles in development, advisory, research, quality assurance and expert activities in the field of VET and adult education.

■ The Examination Centre

The Centre:

- prepares, organises and administers the national examinations;
- provides training and advisory services, particularly in the field of external assessment of learning achievement;
- provides technical and administrative support to the state examination commissions;

---

\(^\text{12}\) Prior to 2011, the Ministry of Education and Sports was known as the Ministry of Education and Science and is now changed to Ministry of Education.

\(^\text{13}\) World Data on Education, op.cit.


\(^\text{15}\) Law on Higher Education, op.cit., Article 9; World Data on Education, op.cit.

\(^\text{16}\) General Law on Education, op. cit., Articles 38-41.
o conducts research in its area of competence and ensures the participation of the country in international assessment exercises and certification systems;\(^\text{17}\)
o conducts external evaluations of students’ learning achievements, and monitors innovations and experiments.

- **Institute for Textbooks and Teaching Aids**

The Institute was established in 1995 as the official publisher of textbooks in Montenegro.\(^\text{18}\)

For the immediate future, the institutional framework needs to include a new structure for licensing and re-licensing procedures, to be operable following the teacher-trainees’ success in the Professional Examination (the year 2014 is the target date for issuing of licences).

On the ground, these support structures continue to provide services at a high level. A higher profile for the Council of Higher Education in relation to teacher education would be welcomed. Although teacher education is organised by the autonomous University of Montenegro and, together with the portfolio of provision for students, is academically orientated, initial teacher education would benefit from a stronger and more inclusive profile in relation to the Institutional Framework. Within this structure, a mention of the role that the University has in the preparation of teachers would be integrative and beneficial.

### 2.3 National reforms addressing primary and secondary schooling

Conceptual and structural reorganisation of the primary and secondary education systems undertaken in Montenegro in recent years are discussed below. Reforms that address school teachers in particular are presented in Section 2.4.

a) **Education Reform Project (2005-2010)**

Supported by the World Bank and several other donors, the project provided extensive support funds, part of which were used to support the establishment of 3 new agencies: the Examination Centre, the Institute of Textbook Publishing (see Section 2.3b) and the Bureau (outlined in section 2.2). These, together with the Ministry of Education and the World Bank, undertook an evaluation of reform progress.\(^\text{19}\) The Examination Centre has completely reformed examinations and examination-related activities across the education system, not solely through the establishment of National Tests, but also through capacity building – the selection and training of co-workers, the training of authors of test items (subject specialists and teachers), school coordinators, test-administrators and markers.

The Centre has held seminars on test construction for subject expert groups, theory and models of measurement and the design and development of the National Assessments. Test administration and its staff have taken part in study visits to the Netherlands, the Examination Centre in Ljubljana, Slovenia and the Education Assessment Unit in the former Yugoslav Republic of Macedonia. Of the reform outcomes, capacity-building and developing levels of expertise are two significant contemporary support strengths in Montenegrin education.

b) **National Council for Curricula**

In February 2002, the newly-appointed National Council for Curricula began the process of reforming all sectors of education below tertiary education level. This process, which began with the *Book of Changes* and continued under the newly-established Bureau, is now mostly completed. The precepts for change were governed by: greater emphasis on child-centred

\(^{17}\) World Data on Education, op.cit.


pedagogy, curricula that gave some freedom to schools (between 20-25% as it turned out), a reduction in what was perceived as being non-relevant factual knowledge and a broader learning base, which now includes 8 areas: communication, numeracy, information, research and problem-solving, personal abilities, cooperation, learning and working and psycho-physical skills and abilities. The first new curricula in Mathematics, History and Nature and Society were approved in 2000.

Whilst the new curricula have received a broad welcome from school principals, the first evaluation of the reforms revealed some problems, especially in what was experienced as unequal treatment in terms of the allocation of additional resources. Other issues concerned the age of teachers in relation to the responsiveness to change (younger teachers more adaptable than older teachers), discrepancy between curricular regulation and the actual capabilities of some schools, lack of evaluative feedback at state level and the fluctuation of teachers - those filling vacant places without the training and expertise of those who had moved on. There were also concerns about the increased burden on pupils in particular, when one of the key aims was to reduce it. Otherwise, and more generally, the new curricula are making a strong impact in schools. They need, however, revisiting, researching and analysing in terms of further modernisation.

Along with the new programme of curriculum reform in Montenegro there was an urgent need for an accelerated textbook renewal programme. Textbooks needed updating, and provision in the Albanian language was also urgent. The Institute for Textbook Publishing has worked with the Examination Centre, other agencies and teachers to support Montenegro’s need for new textbooks and teaching aids, during the early reform period in particular.

c) Quality assurance

Montenegro is striving to achieve internationally comparable internal and external quality assurance mechanisms. The improvement of the efficiency of quality assurance in the Bureau is to be achieved by introducing new software systems appropriate for the evaluation of teacher performance and the evaluation of schools. It is also the intention of the Bureau to analyse and evaluate the implementation of the system of elective subjects, new to schools as a national reform in the curriculum. Generally, quality assurance at all levels needs a stronger profile (see Section 6.2 for detail on external and internal quality assurance procedures at the University of Montenegro).

d) National assessments

In May 2008, the first national assessment of students’ learning in grades 3, 6 and 9 of primary schools was undertaken by the Examination Centre, the results of which yielded the first baseline indicators for Montenegro. These national assessments will take place every year. This mechanism will further align Montenegro with other European countries and, like the Matura examination (see Section 3.2), will enable international benchmarking and facilitate national performance indicators. Montenegro has not performed strongly in the PISA programmes of 2006 and 2009 (see Section 8.3).

e) State Matura examination

The Examination Centre has also prepared the State Matura – the now standardised secondary school leaving examination, which has become an important pre-university entrance qualification. The new standardisation (Matura) process is affecting fairness within admissions’ criteria. The Matura is helping Montenegro to relate its standardisation process


21Stakeholder consultations (interview, the Bureau of Education Services), 25.02.2013.
to key international assessments, which assists benchmarking against EU and OECD countries.\(^{22}\) Whilst standardisation is welcome, there is always risk of discriminating against those who can only apply in non-standard terms, and therefore inhibiting the development of a widening-participation agenda, common to many (and developing in many) EU countries.

f) Pupils’ assessment of reforms in education

Evaluation of the curricula reform process based on pupils’ experience has recently been assessed by pupils themselves, which is considered as a highly innovative practice.\(^{23}\) The research, *The Position of Students in Schools*, conducted by the Bureau in 2012 through the involvement of pupils, was tasked to analyse the:

- Quality of school curricula and textbooks through identifying their adequacy in regard to students’ abilities, interests and needs;
- Quality of teaching through identifying the level of use of current methods and forms of learning in teaching;
- Quality of school environment through assessment of the school as an environment protected from drugs and abuse, and the quality of support given to all pupils/students.

The project has been realised through several stages:

- Piloting of the questionnaire in a sample of 103 students of 9\(^{th}\) grade of the primary school and 96 students of 4\(^{th}\) grade of the gymnasium in March 2012;
- Completing questionnaires by students of 9\(^{th}\) grade of primary school and 4\(^{th}\) grade of gymnasium (April and March 2012) according to standardised procedures and controlled conditions;
- Data processing and discussion organised to derive recommendations for improvement of the school system by the end of 2012.

The results of innovatory initiatives such as this one can be sent to the Ministry, but the Ministry is not bound to adopt them, though normally it often responds to recommendations and asks the Bureau and other stakeholders to take part in updating either curricula or education laws. This project was the first systematic analysis where students were asked about their experience of the education reform and its effects. There were some attempts by NGOs previously in this initiative, but none of these was performed in a systematic and penetrating manner.

The analysis and results have shown that pupil perspectives can promote improved participation of pupils in school, improved and more adequate grading of work and increased safety on school premises. While students in Europe now take part in the evaluation and accreditation processes of HEIs, it is not common in European schools to include the involvement of pupils of primary and secondary age ranges. Montenegro is a leader in this field.

g) School education in rural areas

The tendency in the beginning of the reform process (The Strategic Plan of Education Reform for the Period 2003-2004) in Montenegro was to maintain small primary schools and transfer pupils into regional school departments of bigger (central) schools in the closest vicinity. During the last 2 years, rural schools were attended by students up to the third grade - as regional school departments of central schools - and wherever it was possible, students of fourth and fifth grade were sent to central schools. Provision for transport was made available. This was achieved because of the need for rationalisation and costs reduction in the school system, and also for motivating the local population to remain in the village instead of moving to larger towns.

In small rural schools the problems identified always concerned the lack of qualified teaching staff, insufficient teaching aids, termination of electricity and severe weather conditions (e.g.


\(^{23}\)For more, see the recently completed study: Lalović, Z. (2012). The Position of Students in Schools. Podgorica, Bureau for Education Services.
snow lasting for several months). This situation has been improved in very recent years by basing professional staff from central schools in such villages, wherever this has been possible.\(^{24}\) The provision for rural education, once a palpable weakness in Montenegrin education, is, through the contingency measures outlined above, now somewhat improved.

### 2.4 National reforms, policies, and programmes on teacher education

Policies, action plans, and strategies outlining priority directions and support for the implementation of changes in relation to teacher education in Montenegro are listed below.

**a) School-based professional development**

School-based professional development is the main on-going reform within the in-service teacher training provision. School directors in professional development are tasked to ensure human resources and financial support for the professional development process in schools. They make a direct contribution to the teachers’ work by playing a role in the creation and updating of individual teacher portfolios on professional development needs.\(^{25}\) The major shift is from non-partnership organised in-service provision, to the emphasis on school-based professional development of teachers. Organised by the Bureau through visits and the organisation of programmes, this process is having an impact on teaching careers, in contributing to the competences they need, providing them with wider and deeper skills and vision in preparation for a rewarding career and promotion within the teaching profession (see also Section 6.1).\(^{26}\)

**b) Introduction of the Trainee Teacher**

Established in the General Law of Education (2002), this reform established the roles for school principals and school mentors in relation to a trainee teacher, the sitting of the Professional Examination and gaining the state qualification. Concerned with the school-based development of trainees, this reform is not directly connected with the University of Montenegro’s provision for teacher education.\(^{27}\) This status for novice teachers is effective in giving the opportunity for trainee teachers to develop over a sequence of months. It is a measured, supportive and competence-enhancing period, in many ways, quite unlike the probationary year more commonly known across central Europe.

**c) Teacher licensing (currently informally aligned with the Professional Examination)**

Initial teacher education (ITE) and the Professional Examination share some elements of pre-service jurisdiction in Montenegrin education. This is brought about by the fact that teacher initial training is provided by the university faculties, whereas the Professional Examination is a school-based process, and both lead to a teaching qualification. Students must succeed in both before they are fully qualified to practice. The reform of the Professional Examination should be completed by the end of 2013 and it is expected that the reform will establish a licensing and re-licensing procedure, and to feature a system of reward for the most successful teachers.\(^{28}\) The potential strength of this future development lies in the regularisation of professional standards and in establishing a 5 year expiry/renewal period. At the moment, the Professional Examination serves its purpose in structure and summative process, but is not tied to professional criteria, individual quality assurance and conditions of service, including reward and teacher career progression.

\(^{24}\)Stakeholder consultations (interview, the Bureau for Education Services), 21.06.2013.


\(^{27}\)General Law on Education, op.cit., Article 102.

\(^{28}\)Stakeholder consultations (interview, the Ministry of Education), 25.02.2013, and informal (unpublished) document provided by the representatives.
d) Financing for teachers’ development

The reform of financing (2010), as part of the World Bank Education Reform Project, is now completed. Within its remit, non-salary expenditures for the allocation of resources to teacher development and teaching and learning aids are now possible. Expenditures have been made available for textbooks and also in seeking overseas developmental advice and expertise. The project supported capacity-building for the Bureau and has opened up new pathways for the funding of continuous professional development.

e) Reform of university initial teacher education

Following the developments in the implementation of the Bologna process, some practical application is being gradually observed across courses at the University of Montenegro. Inclusive education is now taught in the Faculty of Philosophy, there is an active interest towards modernisation, and since 2006, an opportunity for students to create teaching profiles during the year (4) of specialisation.

However, the issue of teaching practice and observation is being discussed rather than imminently addressed and the process of ITE is continuing at a slow pace. In general, there has been little change in core teacher education provision at the University of Montenegro. The curricula and methodology for the training of teachers, both primary and secondary, remain largely unchanged, save for the structural reforms according to the Bologna process, for which Montenegro now has a legal framework. Within these reforms, some new supplementary courses have been designed for intending teachers. It should be said that the reform of ITE is continuing.

2.5 Forecast of policy needs in the field of teacher education

Apart from the current debate concerning teacher licensing, other policy needs for the future are the practical provision for initial teacher education at the University of Montenegro and the expressed interest in its modernisation. The particular national need here is for a more systematised scheme of teaching observation and practice which is not fully developed in Montenegrin ITE. Where it exists, it is static, irregular, lacking in regular observation by supervisors and serial formative assessments.

Other long-term targets for initial teacher education in Montenegro identified in this report are:

- Full harmonisation of the Montenegrin system of initial education of teaching staff with systems in EU countries (the region, including Montenegro, is still lagging behind, particularly in the area of teacher competences).
- Up-to-date research into educational practice in schools.
- Encouraging mobility of university teachers and students towards developing a system of continuous exchanges and cooperation with the pedagogical universities from EU countries.

---

29Presentation given by Professor A. Milic (University of Montenegro) on 21st February, 2013 (Cluster of Knowledge on Teacher Training), Podgorica, Montenegro; interview, 21.02.2013.
30New courses include: contemporary preschool systems, intercultural pedagogy, pedagogical communicology and educational management.
31Briefing papers have yet to be drafted. Information from a questionnaire received from a representative from the VET Centre of Montenegro, declared that the University of Montenegro, recognising the need for the VET sector, has designed a one-year study specialist programme, intended for future VET teachers in various fields of study. This 60 ECTS credit programme is designed to equip these people with pedagogical, methodological and psychological knowledge needed for good teaching and learning. This new development provides future VET teachers with the training currently not at the moment being afforded (to the equivalent extent) to intending general school practitioners.
33International Research project (Round Table 2006): Pre-service and In-service Teacher Training in Montenegro (some aspects of the National Report): http://www.docstoc.com/docs/49947935/Pre-service-and-in-service-teacher-training-in-Montenegro-
Establishing methods in Entrepreneurial Learning for all teachers and teacher educators. Developments have begun at ISCED Level 2 (a recent seminar from 2012 prioritised entrepreneurial learning theories, instruments for assessing learning styles and motivation for learning, entrepreneurial learning strategies, teaching and learning methods and assessment methods, and the possibilities of applying a system of active learning). Developing, by the University and the Bureau, a partnership concerning the pre-and in-service preparation of teachers. Increasing teachers’ salaries - should the country hope to attract and retain the best quality teaching personnel. Continuing to promote the importance and social role of quality teaching staff in a knowledge-oriented society (there is also the need to consider means and strategies towards enhancing the status of the teaching profession). Developing a system of initial education for teachers which will be implemented by the most eminent specialists in pedagogical and psychological professions, and professionals from various subject areas and other relevant areas of proficiency.

The two final points above contain the most sophisticated and most difficult qualities to attain in Montenegro and future Montenegrin strategy will be challenged by them in the immediate years ahead. Many of the above issues were raised in the Round Table of 2006 and are being tackled, though greater pace is needed and a concerned eye for European harmonisation. More European connections and exchanges (of teacher educators) would help towards the more rapid development of education at all levels in Montenegro. What is also urgently needed are up-to-date published papers (new overall policies and strategies) though this report acknowledges the existence of professional debate on the future of teacher education, and new publications are imminent.

Forecasts for the future concerning major policy will be more feasible in the coming months, since there is currently much in draft policy under discussion by the Ministry of Education. Otherwise, publication in several specific areas has been quite copious. As mentioned earlier in this report (Section 2.1) Montenegro is also considering the need for updated legislation across all aspects of school and university education.

---

35 The EC (2012) Report: Supporting the Teaching Professions for Better Learning Outcomes: ec.europa.eu/education/news/rethinking/sw374_en.pdf underlines the problems of teacher salaries, vis-à-vis, length of service (i.e. achieving the maximum statutory salary) and latterly the current economic crisis in Europe. The report, in making the vital point, that ‘teachers whose salaries rise significantly throughout their entire career may be less inclined to leave the profession than those whose salaries do not progress beyond the early years of experience’. https://ec.europa.eu/education/news/rethinking/sw374_en.pdf
36 International Research project (Round Table 2006), op.cit.
39 Stakeholder consultations (interview, the Ministry of Education), 25.02.2013.
3 Organisation of initial teacher education (ITE)

The following section reflects on the organisation of primary and secondary school teacher education at pre-service level. It first looks at the key institutions providing the initial teacher education and methods of financing it. Then, it describes how initial teacher education is approached in Montenegro, with a special focus on admission procedures, education programmes, curricula, and assessment methods.

3.1 Providers and financing of ITE

The University of Montenegro is the sole state provider of initial teacher education. In accordance with Article 19 of the Law on Higher Education, the university is empowered to: innovate within its licence; provide study programmes for obtaining the necessary or adequate knowledge towards accomplishing higher-education aims; develop independently and implement curricula and research projects; determine curricula and subjects to be studied; determine conditions for student admission; determine methods of teaching and assessment of students’ knowledge; elect management and governing bodies and determine their composition, scope of activities and mandate; elect academic and other staff; and award honorary titles.

Students intending to become teachers are educated at the Faculty of Philosophy, the Faculty of Natural Sciences and Mathematics, the Faculty of Sports and Physical Education, the Faculty of Fine Arts and the Music Academy and also within individual study programmes dedicated to teacher training in the Albanian language.

Most of the government expenditures are allocated to staff salaries in the education sector. The fees of pupils and students are also included in state budgetary provision. Subsidies from agencies and parents are very small and limited. However, international aid has been significant in the form of substantial grants and loans for education in Montenegro, beginning in the 1990s. There was a sizable injection of international funds that followed the June 2001 International Donors Conference for the former Yugoslavia, held in Brussels. Over the past fifteen years several other major donations have been made.

3.2 Admission procedures

There are no set aptitude criteria for the recruitment into teaching at the University of Montenegro, other than strong performances in the State Matura examination. The benefit of new secondary school final examination (Matura) is that of fairness to students, through standardisation for all, and reduced possibilities of corruption.

Students opt to take teacher education modules within their 1st-cycle degree and there are otherwise no specialist aptitude tests or interviews.

In principle, however, while the Matura offers a clearer pathway to higher education, there are additional entrance requirements for the University of Montenegro, which were in place prior to the Matura. As mentioned in documents pertaining to university admission, the ‘additional requirements’ are described as:

- general success at the end of individual secondary school grades;
- success in 2 subjects of the third and the fourth grade of secondary school, important for mastering the selected study programme;

---

40 International Donors Conference for the former Yugoslavia held in Brussels, June, 2001.
41 StateUniversity.com: Administration, Finance & Educational Research: http://education.stateuniversity.com/pages/1010/Montenegro-ADMINISTRATION-FINANCE-EDUCATIONAL-RESEARCH.html
42 The Ministry has recently completed its ‘Innovated action plan for fight against corruption in Education for the period 2010-2012’. See Ministry of Education: http://www.mpin.gov.me/en/sections/FIGH_AGAINST_CORRUPTION_IN_EDUCATION
success at additional exams – the diploma ‘Luča’ (obtained for excellent success at the end of all grades) or an equivalent diploma.\textsuperscript{43}

### 3.3 Education programmes

For the majority of departments in the Faculty of Philosophy at the University of Montenegro, the duration of studies is now 3+1 (Bachelor and Specialist) and in the Faculty of Natural Sciences and Mathematics, as well as the Academies, it is also 4 years. The duration of study programmes for class teachers\textsuperscript{44} in the Faculty of Philosophy is 4 years. Students wishing to become primary teachers pursue an integrated degree of 4 years. The scope of a study programme per year shall be 60 (ECTS) credits.

<table>
<thead>
<tr>
<th>Cycle</th>
<th>Name</th>
<th>Length</th>
</tr>
</thead>
<tbody>
<tr>
<td>I</td>
<td>Primary: 4 year integrated teaching degree</td>
<td>4 years</td>
</tr>
<tr>
<td>I</td>
<td>Secondary: 3 year degree, plus a further year in a specialist discipline (1st cycle)</td>
<td>4 years</td>
</tr>
</tbody>
</table>

Of the academic programmes for teacher education offered at the 3 faculties of the University of Montenegro outlined above, the Faculty of Philosophy offers the most comprehensive range of subjects. Teacher education programmes are treated as part of 1st-cycle studies more generally across the university, and there is no separate national legislation governing their curriculum and assessment.

At the university faculties with teacher-training departments, subject teachers for upper compulsory elementary school (grades V-I/X, ages 9-14) and secondary school are trained in the same way, according to the same curricula and with the same pedagogical and didactic preparation.\textsuperscript{45}

### 3.4 Curricula and teacher education standards

The current competence requirements are specified in the Professional Examination process; these are in the fields of didactics, pedagogy, psychology, and school legislation. The teacher trainee is required to be competent in the classroom and demonstrate competences in producing an extended piece of research, a project related to a professional discipline, or practice in an aspect of teaching.\textsuperscript{46}

There are no written standards for students when they enter the traineeship. However, the competence requirements for the Professional Examination are extensive, as above. Professional standards are currently being developed by the Ministry and will be a feature of the new licensing system now in process.

A study of teacher education in the Western Balkans (2008) presents interesting findings in this area.\textsuperscript{47} Results of the research illustrate a consolidated list of 39 competences pertinent to 4 generic areas of teacher expertise: self-evaluation professional development; subject knowledge, pedagogy and the curriculum; contribution to education system development; values and child-rearing.\textsuperscript{48} The study contextualises what has been identified as the

\textsuperscript{43}University of Montenegro, Guide for Incoming Students.
\textsuperscript{44}A 'class' teacher in Montenegro teaches all subjects in the 1\textsuperscript{st} cycle of primary school (1-3\textsuperscript{rd} grade). She/he can also continue teaching subjects in the 4\textsuperscript{th}, 5\textsuperscript{th} and 6\textsuperscript{th} grades, such as Montenegrin-Serbian, Bosnian, Croatian language and literature, Science and Social Studies, Mathematics etc. Subject teachers in primary schools teach pupils from 4\textsuperscript{th} to 9\textsuperscript{th} grade.
\textsuperscript{45}Consultation (electronic) with a member at the Bureau of Education Services, Podgorica, 8\textsuperscript{th} February 2013.
\textsuperscript{46}Ibid; interview with representatives of the Ministry of Education, 25\textsuperscript{th} February 2013.
\textsuperscript{48}Montenegro was a committed participant whose questionnaire return was 100%.
continuing problem in initial teacher education in the Western Balkans (including Montenegro) as a performance gap between the traditional, theoretical bases in the curriculum and the modern-day needs for skills and competences. Although the study acknowledges the articulation of knowledge and skills in syllabuses, greater re-orientation in teacher education is required in the proposed harmonisation of teacher competences, since they are able to ‘represent a dynamic combination of ‘knowledge, understanding, skills, abilities and values’ (see Table 3.2 below).

As for teaching practice, it has been claimed to be often more concerned with observation and with minimum involvement of students in the processes of teaching (see Section 2.4e).

Table 3.2 Teaching competences

<table>
<thead>
<tr>
<th>Knowledge and Understanding</th>
<th>Subject knowledge, reflexivity, professional development, the profession and its importance, assessment, ethics, national priorities, research, prediction for new initiatives and demands, laws and authorities, school development, stakeholders, progression</th>
</tr>
</thead>
<tbody>
<tr>
<td>Skills and Abilities</td>
<td>Grasp of practical aspects, IT, spectrum of teaching strategies, interactive teaching, projects, working with relevant bodies, cooperation, inspirational skills</td>
</tr>
<tr>
<td>Attitudes and Values</td>
<td>Dedication, professional relationships, racial equality, gender equality, health and environment, tolerance, cooperation with support personnel, i.e. psychologists, conducive climate creation, special needs (learning difficulties and giftedness), democratic principles, morals, discipline</td>
</tr>
</tbody>
</table>

Source: Taken from the Western Balkan study (which included Montenegro) and organised into 3 domains of competences: Teacher Competence as a Basis for Teacher Education: Tuning Teacher Education Curricula in Five Western Balkan Countries.

3.5 Assessment methods

Summative Examinations in an education-based 1st-cycle degree are followed by an assessed traineeship, before the qualifying Professional Examination is taken (see Section 4). Currently in Montenegro, there is little formative assessment of teachers undertaking university ITE at the faculties mentioned earlier. Assessment in undergraduate degree performance containing the requisite education modules largely follows the processes in place for all undergraduate degrees.

4 Support for new teachers

The following section is devoted to the provision of personal and professional support (‘induction’) for new teachers. When there are no systematic and/or national induction programmes, current practices to help novice teachers at the beginning of their career are discussed.

In Montenegrin schools, there is no short induction period for a teacher. There is no need for this since the traineeship is a one-year process (primary) and 6 months (secondary) covering many aspects of a trainee teacher’s preparation (see Section 3.4). While the duration of training probably covers most aspects of a novice teacher’s needs over these protracted periods of time, there is otherwise no national procedure for the immediate induction of teachers in schools and there is no mention of it in the Bureau’s strategic planning. However, the example of training given to a cohort of English language teachers illustrated below, shows the beginnings of short-period teacher induction in Montenegro, vis-à-vis support

49 Amongst the West-Balkan participants, the Montenegrin project-questionnaire return was unequalled at 100%.
50 Presentation given by Professor A. Milic (University of Montenegro) on 21st February, 2013 (Cluster of Knowledge on Teacher Training), Podgorica, Montenegro; interview, 21.02.2013.
51 Pantić, op.cit.
52 General law on Education, op.cit., Articles 102-107; see also National Report: Montenegro, op.cit.
given to new teachers in the profession. There is currently no evidence to indicate the continuance of this initiative.

**Induction for primary and secondary school English teachers**

The Bureau has worked with primary and secondary English teachers on programmes of induction in cooperation with the Faculty of Philosophy of the University of Montenegro, to equip them with the skills for roles as teacher-mentors. Teachers for this training came from both primary and secondary schools and were trained at the Bureau and in schools. The process involved more than one hundred hours of work over a period of 6 months and encompassed lesson preparation, keeping and maintaining pedagogical information and meetings with parents.

This initiative exposed the lack of practical training offered by the teacher-training faculties at the University of Montenegro. Moreover, ‘the program highlighted the support and not the assessment as the main objective of the mentorship, so that the teacher becomes aware of the necessity to make changes in his/her work. The new mentors were specifically trained to assist newly-trained (novice) teachers from the university faculties who were joining schools with minimum experience of teaching practice. These English teachers are now the only qualified teacher-mentors who can work with teacher students and teacher trainees’.


Only when teachers enter schools as teacher-trainees does a process akin to ‘admission’ to the profession actually begin. Students are interviewed for traineeships on the basis of their 1st-cycle degree performance. It is recognised that the teacher-trainee period is a rigorous and continuous schedule of ‘support’ in lesson planning, assessment, observation and teaching practice. This is clearly where teacher induction and a robustly-supported teacher-trainee (probationary) period merge. The teacher-trainee arrangement in Montenegrin schools amounts to an intensification of what otherwise has become known as the probationary year experienced in other countries (see Section 2.4 b). The trainee months comprise teaching, observation and mentorship. The teacher-trainee is in receipt of 80% of a teacher’s salary. 53

Concerning competences required for teaching, these are supposed to be demonstrated during the Professional Examination. At the end of the trainee programme, a commission is appointed, comprising the school principal, the teacher’s mentor, a representative from the Ministry (often a legal representative to examine the teacher-trainee on matters concerning the law and school legislation) and a member from the Bureau, who examines the teacher-trainee on a portfolio of work (compiled throughout the training on an aspect of CPD), competences (in teaching and learning) and professional practice. 54 The commission is bound by law to observe the teacher-trainee in the classroom and assess teaching performance and competence. The teacher-trainee is also verbally examined in applied academic areas, i.e. in pedagogics and psychology. This process is summative and controlled and administered by an assembled competence commission, under the auspices of the Ministry of Education. 55

Not all teacher-trainees complete the training, not all are suitable, and not all are certain about a career in teaching, or whether they will be retained as teachers in the school in which they have been engaged during the training months. The duration of training provides an opportunity for both sides to explore and evaluate, or for the teacher-trainee to find an alternative career. The trainee period, the acquisition of classroom competences and the Professional Examination are in themselves a robust means of ensuring teacher suitability.

53 This practice is defined by the General Collective Contract which is signed between the Trade Unions Council, the Government and the Steering Committee of the Chamber of Commerce, based on the Labour Law. The current contract remains in force until 31.12.2013. The regulation stipulates that the salary of the teacher-trainee cannot be less than 80% of the regular salary.

54 There are also competences required in psychology, professional development and other legal and constitutional matters.

and standards, and the state relies upon these extended methods of final selection as a guarantee of adequate entry standards.

Yet, the Professional Examination system as it exists (it came into law in 2002) has been recently called into question in terms of its fitness for purpose. Despite the professional make-up of the commission and the apparent rigour of the process, the Professional Examination has been described as lacking in objectivity, often yielding inflated assessments, by school principals in particular.56

5 Continuing professional development of teachers (CPD)

Section 5 describes how continuing professional development (CDP) of teachers is approached in Montenegro. It looks at the CPD providers and financing of in-service teacher training and identifies programmes, practices and activities for teachers’ professional development. It also reflects on knowledge, skills and attitudes (values) required from experienced teachers.

5.1 Providers and financing of CPD

Professional development for all educationists who work in schools is provided by the Bureau, which is the state provider in Montenegro, though there are also NGO providers.

The Bureau also provides funds according to its year plans for CPD in regard to themes that are in accordance with particular needs it deems as relevant. Schools themselves sometimes fund certain training or ask support from the Bureau. For example, the Bureau will pay the trainers and the school provides refreshments during coffee breaks. Teachers may choose training programmes themselves out of an adopted catalogue of training programmes for each year, which have been adopted by the Ministry of Education and proposed by the Bureau.

Other education institutions, individuals and NGOs may offer programmes in CPD in accordance with their financing (often through donors) but must have their programmes approved by the Ministry, via a commission, before they can be listed in the annual catalogue. Currently, the NGO Youth Forum and Non-Formal Education (Forum MNE) has 3 catalogued programmes, including a major project on key competences, funded by the European Training Foundation (ETF).57 Forum MNE also has many school partnerships throughout Montenegro (see Section 8.3).

5.2 Organisation of in-service teacher training

Continuous improvement is now an obligatory part of every teacher’s professional life and is embedded in the in-service development system. In accordance with Article 112 of the General Law on Education:

Teachers have the right and the obligation to undertake in-service training through various forms of in-service (individual, formal and informal). The Ministry shall prescribe the programmes and the organisation of the forms of in-service training for teachers, at the proposal of the Bureau.58

There are no optimum hours for teachers and CPD, and individual requirements for schools vary, but they have to maintain a record of their attendance and work in professional development and ultimately be prepared to produce and discuss it at each school inspection, which occurs every 4 years, or at more regular intervals should there be concerns raised.

56Stakeholder consultations (interview, the Ministry of Education), 25.02.2013.
about performance. Their portfolio of professional development is also a requirement in any application for career promotion in a school. Every two years, schools prepare plans for the school-based continuous professional development of teachers, which reflect the needs and priorities of the school, teachers and pupils.

The national CPD framework for teachers in Montenegro was established as a result of the Montenegro Education Reform Project funded by a World Bank loan in the period 2005-2008. The CPD Framework was established through the help of a range of professionals, including ‘teachers, pedagogues, head teachers from schools and pre-school institutions, advisors and school inspectors from the Bureau for Education Services as well as international consultants’. The framework comprises the following components:

- School-based professional development
- In-service teacher training
- Catalogue of teacher training programmes
- Promoted posts
- Mentorship to a novice teacher
- Trainer training and certification
- Appraisal system
- Publications and posters.

A portfolio of 51 programmes in teacher development and education across all levels of schooling are on offer by the Bureau. They extend to expert associates, principals and deputy principals. Currently, the Bureau is developing competences for teachers across a range of new areas, which include: ICT, group teaching, peer support, co-operation between pupils, cross-curricular initiatives, special needs (including gifted pupils), entrepreneurship, consumer education, sustainability development, risk reduction in emergency situations, civil education (citizenship education), problem-solving in peaceful ways, critical thinking, creative writing and the practice of continuous formative assessment. The Bureau is very much in line with the European Commission’s critical view on teaching staff competences, which are needed to ‘constantly innovate and adapt’ in order to face rapidly changing demands for teaching in the 21st century.

New methods, different types of learning activity and useful indicators for future development can be communicated by schools and the Bureau to the National Council for Education, which can decide whether to publish for the benefit of teachers, for example the innovative students’ assessment of reforms (Section 2.3.6). There are school coordinators for CPD who make their observations and school needs known to Bureau experts. Particularly innovative in the Bureau’s methodology is the practice of training teachers in special needs groups that integrate the two domains of ability: those with learning difficulties and others of special aptitude, or giftedness.

There have been some ‘historical’ limitations in the progress of the Bureau, however. Not all staff have been willing to attend additional training and there has been insufficient experience in the organisation of project work. Databases have not necessarily been updated and the lack of the optimal work discipline has been the result of inadequate space and conditions for work in general. These matters, and some reluctance to participate in team work, have caused some difficulties in the overall contribution. The setting of financial limits remains a problem for the Bureau, which also influences the realisation of projected activities.

---

59 Stakeholder consultations (interview, the Bureau of Education Services), 03.07.2013.
61 Stakeholder consultations (interview, the Bureau of Education Services), 26.02.2013.
62 For example: ‘critical, evidence-based attitudes, enabling teachers to respond to students’ outcomes, new evidence from inside and outside the classroom, and professional dialogue, in order to adapt their own practices’. EC (2012), op.cit.
63 Stakeholder consultations (interview, the Bureau of Education Services), 26.02.2013.
64 Bureau of Education Services, Strategic Plan, op.cit.
Teachers in Montenegro generally are willing participants in CPD and they rarely have difficulties with it. As the teaching process is a priority for each school, normally organisers/providers of training are sensitive and careful in the selection of participants, and if necessary find solutions directly with principals to keep the process moving without experiencing difficulties. Teachers, keen to keep up with transformation in education, are willing to invest in their own learning. They receive feedback from the Bureau on their development and are incentivised towards future progress.

A considerable incentive is the quest for promotion, which can be achieved in part by the assimilation of CPD points, which enable teachers to apply. Currently applications from Montenegrin schools are at very high levels. The culture of modernisation has greatly influenced the way in which careers of teachers develop, that is, according to a competence-based scheme based on annual professional development. A competence-orientated culture has become the norm since Montenegro began its reforms, but more systematically since the publication of Key Competences for Lifelong Learning (2007).  

Teacher promotion has been established according to developmental criteria. The Rulebook on the ‘Types of Degrees, Conditions, Manner and Procedure for Nominating and Awarding the Title of Teacher’ addresses the school staff promotion scheme. The scheme follows graduated levels:

- One point: activism in working with students in a school;
- Two points: engagement in spreading knowledge;
- Three points: mentorship, participation in projects;
- Four points: international activities;
- Five points: authorship of a manual or workbook approved in accordance with the rules and co-authorship of books;
- Eight points: published research work that contributes to the development and affirmation of the educational process in Montenegro;
- Ten points: authorship of a book, participation as a researcher in a scientific research project in Montenegro and its international promotion.

This system is currently being updated by the Ministry, together with the Bureau representatives taking part as members of an appointed commission. Currently, teachers’ applications for promotion may be submitted by the teacher to the school principal for approval and then sent on to the Awards Commission in the Ministry of Education. As the criteria stand currently, the higher grades in the point system intriguingly correspond more to university criteria than might be expected within a school culture.

Concerning the experience of CPD, teachers can be censorious if the seminars do not mirror the reformed methodologies and principles established in their own teaching. Teachers in the learning process are therefore involved in activities such as group discussions, problem-solving, case studies, role plays, journal writing, and structured learning groups. Training programmes conducted by pairs of trainers from the Bureau are of the interactive type, based on an understanding that the learning process is an active, integrated and contextual process during which different styles of learning are respected.

These methods, according to a leading NGO provider, can improve critical-thinking skills, increase motivation and improve interpersonal skills for teachers. Such methods of CPD, it

---


67There are no current briefing papers available.

68ETF (2010), op.cit.

69Training is provided by Professors from the University of Montenegro, advisors to the Bureau for Education Services and to the Ministry of Education and Science, school teachers and members of non-governmental organisations whose primary activity is teacher training.
is claimed from the same source, create ample opportunities to clarify, question, apply, and consolidate new knowledge. Consequently, teachers undertaking CPD are not expected to sit in lecture rooms, statically attentive (or inattentive) to power-point presentations. This is unsurprising given the increasingly pedagogic variety they bring to their own teaching.

On the other hand, as many teaching staff in Montenegro’s pre-school and school institutions have been trained using outdated pedagogical concepts, teacher-centred teaching and fact-oriented knowledge, the process of change is to some extent reliant on new-blood teaching appointments. Teachers, both new and serving, need more expert training in reflexive strategies, evaluation and self-evaluation strategies; and in upper primary and secondary school, they need to acquire more pedagogical and didactic training courses specifically adapted to inclusive education and to the needs of the children they teach. Notwithstanding these needs, active and partnership learning and greater emphasis on communication continue to encourage stimulating learning environments in classrooms. Such transformative processes are acquired in the longer rather than shorter term, and in the secondary classroom more particularly. The future role of teachers should include greater management competences throughout the work they undertake.

6 Teacher qualifications and quality assurance

This section provides information on the qualifications (and diplomas, licenses, certificates, occupational grades) required to become a primary and secondary school teacher. It also explores the issue of the quality assurance mechanism and identifies which key stakeholders are involved in the quality assurance process in teacher education.

6.1 Qualification system for primary and secondary school teachers

In accordance with the General Law on Education:

- To teach in Montenegrin schools a teacher must complete the 1st-cycle degree studies and obtain a Bachelor’s degree.
- The trainee period of a teacher-trainee with a university degree shall last one year for primary trainees and 6 months for secondary trainees.
- After the completion of a trainee period, a teacher shall sit the Professional Examination.

<table>
<thead>
<tr>
<th>Table 6.1</th>
<th>Minimum qualifications required to teach in primary and secondary schools</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>I cycle (or other)</strong></td>
<td><strong>II cycle (or other)</strong></td>
</tr>
<tr>
<td>Primary school teaching qualifications</td>
<td>1st Cycle, Integrated Classroom Teacher Degree (4 years).</td>
</tr>
<tr>
<td>Secondary school teaching qualifications</td>
<td>1st Cycle, University Degree plus the Specialist year 3+1 (the specialist year is normally not in education, nor is it at master level).</td>
</tr>
</tbody>
</table>

Current standards for teachers’ vocations include the following levels: Teacher trainee, Teacher with experience (T), Teacher mentor (M), Teacher consultant (C), Teacher higher consultant (HC), Teacher researcher (R).

---

70 Stakeholder consultations (interview, Forum MNE, the Bureau), 02.07.2013.
72 Law on General Education, op.cit., Article 102.
6.2 Quality assurance mechanisms

Teacher education in Montenegro is not subject to separate legislation and comes under the same higher education legislative procedures governing the University of Montenegro, which is quality assured and accredited by the Council of Higher Education. Internally, the University of Montenegro has a Quality Assurance Commission and a dedicated office for the monitoring of quality assurance and enhancement across the faculties and departments, including those offering initial teacher education. The University’s quality culture is conceived in terms of an ability to develop quality assurance in everyday work and therefore achieve continuous quality assurance, implemented in all aspects of endeavour, not relying solely on the results of periodic evaluation. A well-established quality culture, it is claimed, should therefore be recognisable within all normative acts of the University.\textsuperscript{73}

In accordance with Article 40 of the General Law on Education, the Bureau shall assess the quality of the standards achievement in the area of education within institutions, in cooperation with the institutions.\textsuperscript{74} In addition to its responsibilities listed in Section 2.2, the Bureau engages in the assessment of teaching quality in the monitoring and evaluation of school development.\textsuperscript{75} At the request of school principals or the Ministry of Education, experts from the Bureau may visit schools or teachers, inspect lessons, particularly where there are deemed to be problems, or areas requiring further development (see Section 2.3f for school-pupil involvement in quality assurance).

As part of the 4 yearly school evaluations, teachers are also assessed, but are not named individually in the published reports; they are, however, given oral feedback during the visit. When the new licensing system begins, in late 2013, or early 2014, teachers will be evaluated individually, be subject to reports on their performance and named in reports as part of the due process.

This form of quality assurance conducted for schools carried out by the Bureau is different to that associated with external accreditation as described above, which follows the standard procedure for award-bearing European higher-education institutions.\textsuperscript{76}

Concerning the accreditation of ITE, given the varied elements comprising pre-service teacher education, both academic and professional, quality assurance and accreditation procedures should take account of all relevant and contributing stakeholders.\textsuperscript{77}

7 Innovations in teacher education

The subsequent part addresses the issue of innovations in teacher education, such as inclusion of novel topics in teacher education programmes, ICT-related teaching and learning, new ways of doing old things that worked well and proved to be effective. Important strategies/reforms that prioritise the adoption of new teaching/professional development models and the development of practical ICT-related skills are also included. At the end of the section, opportunities and limitations for managing the change process in the teacher education programme are identified.

7.1 Innovative practices and developments

The introduction of a measure of freedom within the curricula (between 20% and 25%) allows schools to develop the teaching towards local and regional interests. This latitude for schools and their principals complements and balances the major shift in the curricula towards Montenegrin interests. Since independence, the Ministry has encouraged school

\textsuperscript{73}Stakeholder consultations (University of Montenegro), 28.08.2013.
\textsuperscript{74}General Law on Education, op.cit., Article 40.
\textsuperscript{75}Ibid.
\textsuperscript{77}Pantić (2012), op.cit., observes that ‘teacher education [pre-service] quality assurance is reported to provide few formative links between quality criteria for teachers, schools and teacher education providers’.
curricula to be more nationally focused. Approximately 80% of what is taught in schools is to some extent influenced by Montenegrin culture and economic developments. This emphasis was brought about by the interest in preserving and developing a national identity. To enable the awareness of a wider national context and future outlook to become part of a new, more democratic curricular thinking, the processes of decentralisation, equal opportunities and possibility of choice according to the wishes of schools and the individual abilities of pupils were needed as a radical departure from the didactic rigidities of pre-reform education.

A Task Force for Civic Education (CE) was established (within the Bureau) to develop new curricula with interested partners, followed by the creation of the Association of Civic Education Teachers. A strategy for the new subject was established, including a roster of expert trainers. Progress in the new subject has reached completion and has witnessed the inclusion of democratic citizenship principles and practices in university curricula and undergraduate teacher-education provision. Civic Education in general secondary schools is now an obligatory elective subject which may be chosen from the 1st to the 4th grade, with a total of 35 classes a year in the 1st and 2nd grade, 70 classes a year in the 3rd grade and 64 classes a year in the 4th grade. A Montenegrin Centre for Civic Education has been developed, focusing on education for democracy, human rights and European integration, purposed to strengthen a civic society which includes multi-ethnic and multicultural values.

While one of the successful outcomes has been pupil recognition of the kind of behaviour required in a civil society – but not necessarily always exhibiting it themselves - some concerns have been raised about time-tabling CE, about the level of difficulty of some of the material for the younger students, and about the need for professional development of CE teachers.

There is a range of Bureau initiatives including teacher education in critical thinking and in entrepreneurship which are new to the school curriculum. These current developments are outlined in Section 5.2 and in themselves illustrate that innovation in Montenegrin education is a permanent feature of teacher enhancement of the pedagogic process and a response to new knowledge available to schools. Particularly recent (2013) is the Bureau’s generation of the Instructions for the Implementation of Entrepreneurial Learning through the Compulsory Programmes in Elementary Schools, a document which is currently forming the basis for implementing entrepreneurial learning as a key competence in the curriculum of primary schools.

Concerning change in Montenegrin education, the evaluation of the school curricular reforms has been positive, with mostly supportive responses from school principals and teachers. The principals positively assessed the new teaching methods which, because of the overall changes, have now become embedded into the educational process. It was also emphasised that ’interactive teaching significantly improved communication between pupils and teachers and that, consequently, it contributed to the accomplishment of basic educational goals’.

Another recent development important to Montenegrin education is the partnership in the Knowledge Exchange Programme for the Adriatic School System (KEPASS). The Bureau is undertaking responsibility for the coordination of the communication set of activities, including the communication plan and promotional material, as well as arrangements for the exchange mobility programme in Montenegrin schools involved in the KEPASS project. The national competences regarding the teaching plans and programmes will underpin and expedite the student exchange programme. Organizing a teacher-training event in Montenegro will enable the Bureau to host an international forum for the promotion of the project at local level.

---

80KEPASS - Knowledge Exchange Programme for the Adriatic School System (2013), http://www.kepass.net/joomla/bureau-for-educational-services-of-montenegro
7.2 The use of ICT

Policies for ICT have been prioritised and continue apace. The ’Strategy for Introducing ICT into the Education System of Montenegro’ in 2003 (ICT in the Teaching Process) has stimulated the pedagogic use of ICT as part of a reformed curriculum. As a modern pedagogic method in teaching and learning, schools receive support from the Bureau which can provide school-based demonstration lessons to teachers and students on the integrated use of ICT in the teaching and learning process. The Action Plan (2007-2009) published by the Government of the Republic of Montenegro states that the introduction of ‘E-learning and Distance learning with the means of videoconference systems fully provides for the sustainability of ICT systems in schools [and a] sustainable system of teacher training and quality implementation of educational reform’. This statement has not been subject to further report by the Montenegrin government; however the Action Plan position has been built on by the work of a new ministry - the Ministry of Information Society (2009) - which replaced the Secretariat for Development and which was to gain the fuller title: Ministry of Information Society and Telecommunications (MIST).

The new ministry published the Strategy for Information Society Development (2009-2013) which identified key areas in e-learning. These included: pupils in primary and secondary schools gaining increasing specialist and expert knowledge in the domain of ICT; wider use of ICT in curricula; providing and distributing didactic e-material and software (English learning, Matlab, etc.) for as many school subjects as possible; providing internet access to all stakeholders in the educational system and allowing pupils and students to connect interactively with local and global communities through web-sites; joint projects with distant schools; implementing systems to support learning and video-conference systems in schools and providing sustainable structures within establishments to support the full implementation of e-education.

These developments remain in process. In strengthening the education-related aspects of the overall Strategy for the country, MIST is working in close partnership with the Ministry of Education and is currently conducting an EU-funded project of ECDL training for government employees and teaching staff, aimed at improving the computer skills of public workers and teachers. A total of 2 500 candidates are entering the training and certification process, and it is expected that the percentage of ECDL certificates issued in Montenegro will reach EU levels. MIST also has 2 years’ practice of donating information equipment to Montenegrin schools, which are now fully equipped. The 2013 donation is focused on children from the Northern region of Montenegro who are in a state of social and material need.

The ICT process is impacting progressively on the work of the Bureau, teachers and schools, and is key to the modernisation of teacher education and training. The Bureau engages in school-based development in the pedagogic aspects of ICT.

Moreover, Montenegro has introduced ICT-related elective subjects – 3 new subjects in primary schools and 5 new subjects in high school and secondary vocational schools, all of which are ‘pedagogic’. The subjects for secondary schools are: Business Informatics, Multimedia Web Presentations, Algorithm and Programming, Web Programming and Databases, and Computer System Engineering.

---

83 Stakeholder consultations (the Ministry for Information Society and Telecommunications), 27.08.2013.
84 Strategy for Information Society Development in Montenegro from 2009-2013, ibid, states as one of its priorities for e-education: ‘building [a] modern educational system in Montenegro in which all students in primary and secondary schools and universities can acquire basic information literacy that is sufficient to be included in [the] modern information society, and specialist or expert knowledge in the domain of ICT; Bureau for Education Services (2009), School-Based Professional Development: guidelines for schools. Podgorica, Bureau for Education Services.
85 Republic of Montenegro (2007), op.cit.
### 7.3 The opportunities and limitations of introducing innovations in the teacher education system

The main opportunities and limitations of introducing innovations in the teacher education system are listed in Table 7.1.

<table>
<thead>
<tr>
<th>Opportunities</th>
<th>Limitations</th>
</tr>
</thead>
<tbody>
<tr>
<td>■ Willingness and acceptance towards the perceived need for change, demonstrated by successful curricular reform, changes in ITE content and active participation in CPD, all of which have been opportunities in an increasingly dynamic arena</td>
<td>■ Limited funding for CPD</td>
</tr>
<tr>
<td>■ Versatility and expertise in the Bureau across a range of innovatory developments, quality assurance and international relations, creating opportunities for CPD and its profile</td>
<td>■ Slow pace of change in the modernising of ITE</td>
</tr>
<tr>
<td>■ Implementation of ICT towards new pedagogics through opportunities provided by the Ministry of Information Society and Telecommunications</td>
<td>■ Poor teacher salaries resulting in insufficient motivation for faster-paced assimilation of new learning, skills, competences and innovation</td>
</tr>
<tr>
<td>■ Groundwork established since the very influential and respected Book of Changes which has created a confident and dynamic impetus to launch the curricular and pedagogic transformation</td>
<td>■ Lack of a sense of pluralism in the education system. There is a need for a wider sense of ownership, including the business sector, communities and other stakeholders who are able to make a contribution</td>
</tr>
<tr>
<td>■ Flexible and innovative education experts in the NGOs who work with the Bureau and independently, servicing the needs of schools, and providing particular expertise</td>
<td>■ Limited teaching practice in ITE for the modern-day school curriculum, which must be a priority for change in the immediate future</td>
</tr>
<tr>
<td>■ School ownership (20%-25%) of the curricula which gives teachers opportunity and freedom to augment and enrich the common-core curricula</td>
<td>■ National isolation, where it is difficult to cooperate regionally and with the European dimension in all aspects of contemporary innovation in teacher training</td>
</tr>
<tr>
<td>■ Designing elective subjects, some of which are ICT-related, providing opportunities for further pedagogic diversity</td>
<td>■ Lack of national vision for the future of the teaching profession. Without this new thinking for career-minded teachers, progress in terms of standards, PISA scores and mobility will be difficult</td>
</tr>
<tr>
<td>■ Entrepreneurial initiatives in the education system, including a set of newly-established instructions for curricular implementation in primary schools. Key competences will be established early in the genesis of this culture and initiative</td>
<td>■ Lack of cooperation and synergies among and between educational institutions, which maintain individualism rather than collective enterprise</td>
</tr>
<tr>
<td>■ Expected association of Montenegro with the EU’s Lifelong Learning Programme (2013)</td>
<td>■ Difficulties in achieving optimal work-practice, resulting from inadequate space and conditions and some [historical] reticence towards the practice of teamwork(^{86})</td>
</tr>
<tr>
<td>■ Wider evaluation mechanisms, to include a unique role and opportunity for pupils, not only as active learners but as evaluators.</td>
<td>■ Some [historical] challenges in the capacities of the Bureau for Education Services, such as the need of additional training and lack of experience in project organisation.(^{87})</td>
</tr>
</tbody>
</table>

Source: Analysis based on stakeholder consultations (interviews and questionnaire answers) and desk research.

\(^{86}\) Bureau for Education Services Strategic Plan, op.cit.

\(^{87}\) Bureau for Education Services (2005), ibid.
8 Partnerships and interaction with external actors

Section 8 explores whether partnerships between schools and teacher education institutions are promoted and implemented in order to encourage schools to play an active and central role in developing teaching methods, improving the quality of teaching and extending the knowledge about teaching and learning. The role of private and non-governmental sector actors in the area of teacher education is also reflected and initiatives where the private/non-governmental sector organisations collaborate with education institutions/providers for teacher education purposes are identified. Finally, the influence of international experts in the field of primary and secondary teacher education is also analysed.

8.1 Partnerships between schools and teacher education institutions

The Bureau is the main agent in forming partnerships. It liaises with all schools, with the Ministry of Education and with a range of agencies training university units, teachers’ associations, educational inspection, media and the Council for General Education. School-based professional development set up by schools and the Bureau work on a partnership basis. Although for example in the Yugoslavian era, schools were used as centres for training, this amounted to little more than the use of available space. In Montenegro, school-based CPD amounts to a continuous professional relationship between the Bureau and schools and their CPD co-ordinators.

8.2 The role of the business sector in teacher education

Concerning teacher education in Montenegro, there is no engagement with the business sector other than with the vocational schools. Competence training in entrepreneurship (see Section 5.2), currently underway for teachers, may well encourage business partnerships. Moreover, it has been proposed that establishing a model for constant and permanent communication between the business sector and education would be beneficial and that business incubators and spin-off companies would be desirable towards incentivizing an entrepreneurial spirit. Liaison with companies could feasibly also generate additional funds for Montenegrin teacher education and general education across the country’s schools. At the moment, however, distrust between the business sector and the academic world exists. It comes mainly from the business sector which doubts that the academic sector is capable of responding to labour market needs and solving major problems concerned with employment.

8.3 The role of NGOs and external support in teacher education

Initiatives to develop teachers’ skills, made in the late 1990s, to include training in student-centred methodologies for approximately 2000 basic education teachers, were made possible by UNICEF’s Active Learning Project, the Open Society Institute’s Step-by-Step programme, seminars offered by the Ministry of Education and Science and the British Council. Seminars were run by Longman Publishing Company for teachers using their published texts. Teachers in basic education also received training in evaluation and testing. A small number of teachers at the upper secondary level (both general and vocational) also benefitted from seminar training run by the Ministry and in language and methodology seminars through the offerings of the British Council. Civic Education projects have included Education for Tolerance, Peace and Human Development and Education for Democratic Citizenship.

88 bid.
90 bid.
91 State University.com (2013), Montenegro Teaching Profession, html" Montenegro++Teaching+Profession"/a>
All providers of professional development need to be highly skilled to work with teachers. As pointed out by a member of Forum MNE, NGO providers who are not directly involved in schools have to be particularly skilled to win the support and confidence of teachers who tend to relate best to providers drawn from within their profession. Highly-skilled trainers who are not teachers find no difficulty in facilitating teacher development. While the Bureau is now generally supportive towards a decentralised system of professional development, the Bureau’s personnel are nevertheless mindful of skill levels, and are happy to support NGOs should they need help. Forum MNE claims that there is ‘a great untapped potential in schools to be exploited through the creation of local development work’. The bottom-up approach is claimed to be rather alien to most transitional countries, and that moves away from the training setting in which teachers are told exactly what to do within relatively short deadlines are desirable in training active teachers.\(^92\) Decentralised CPD, which engages widely experienced providers, is proving its worth to Montenegrin educationists, not least in the role they play but also as accepted members of the professional community of in-service practitioners.

Examples of initiatives where national NGOs and international institutions and experts were involved in development of teacher education and training are presented below.

Table 8.1  Examples of external and national support for teacher education and training

<table>
<thead>
<tr>
<th>Institution</th>
<th>Area of support provided</th>
</tr>
</thead>
<tbody>
<tr>
<td>European Union</td>
<td>Montenegro has been involved in a number of TEMPUS (EU Funded) and other European projects. TEMPUS III (2000-2006) supported 23 projects in Montenegro with a total budget of almost €3 million. A further €9.5 was assigned to 22 projects across the first four calls of TEMPUS IV (2007-2013). The fourth call (final one) involves 10 partners including University of Montenegro, schools, ministries, institutions and civil society organisations. During TEMPUS III and TEMPUS IV, the EU supported 45 projects in Montenegro. A very recent EU-funded TEMPUS project is HEART (2012-2015), designed to develop courses and programmes in Human Rights at universities in 5 countries in the Western Balkans (including the University of Montenegro) in cooperation with EU universities. The project, led by the Crucible Centre for Human Rights Research, is uniquely focused on human rights education in universities – aiming to integrate human rights across the academic curriculum of each university, as well as develop undergraduate and graduate programmes in human rights, through which future generations of human rights educators in the region will emerge. In addition, ETF initiated a regional EU funded project promoting inclusive education, training policies, practices and cultural diversity in the Western Balkans (Report for Montenegro published in 2010). This has made considerable impact in Montenegrin schools.</td>
</tr>
<tr>
<td>Foundation Open Society Institute - Representative Office Montenegro (FOSI ROM)</td>
<td>Starting from 1999, the FOSI ROM has been involved in establishing and implementing the Education Reform Programme (ERP) initiative. As a part of ERP, FOSI ROM supported, inter alia, the introduction of media literacy as an elective subject in secondary schools, which included development of curriculum and teaching materials and teacher training. Other FOSI ROM activities include assistance for the Step by Step programme for the lower grades of primary school, critical thinking in Montenegrin education system, and the Roma Programme on education for Roma children and youth.(^93)</td>
</tr>
<tr>
<td>UNICEF Montenegro</td>
<td>Within the ‘It's about ability’ campaign (2012), a dedicated social network numbering more than 100 teachers supporting inclusive education has been</td>
</tr>
</tbody>
</table>

---


\(^93\)Foundation Open Society Institute - Representative Office Montenegro (FOSI ROM), http://www.osim.org.me/fosi_rom_en/frame_about_us.htm
Institution | Area of support provided
---|---
Chamber of Economy Montenegro | Founded by the Resource Centre in Podgorica and primary schools in Bijelo Polje, Danilovgrad, Podgorica, Tivat and Herceg Novi. There are legal (2004) and strategic frameworks which accord with international standards and European legislation for children with disabilities. In 2012, 3,600 children with special educational needs were placed in mainstream schools, a dramatic move forward when compared with just 67 in 2002/03. The EC Progress Report for 2012 states that more Roma, Ashkali and Egyptian (RAE) children are attending school (1582 children enrolled in 2012) due to the inclusive education programme.

Local Democracy Agency | During 2011-2012, the Local Democracy Agency of Montenegro took part in a survey on Citizenship Education in Transitional Societies, initiated by the Research and Education Centre CIIE, Lisbon, aimed at teachers and teacher trainers and which involved experts from 41 European countries.

Pedagogical Centre of Montenegro | The Pedagogical Centre of Montenegro is an NGO (supported by private donors) which has made a significant impact in the Step-by-Step programme. The centre’s workshops, monitored by CPD advisers, had successful outcomes in furthering the process of child-centred education.

Trade Union on Education in Montenegro (TUEM) | A particular activity of the TUEM concerns the advanced training of teachers and the career promotion of teachers in schools. The union supported the decentralisation and organisation of training, so that CPD seminars could be organised by teacher associations or individuals who work in education. The Bureau accepts decentralisation and is willing to support other providers.

There are also other independent agencies which cooperate in teacher education; of these, the work of Forum MNE, mentioned above, is particularly significant for the role it plays in youth and non-formal education. The Forum, existing primarily through donors (the Rockefeller Foundation and the Austrian ERSTE Foundation being among its chief funders), works with the Bureau and schools in providing training for teachers. Its recent programmes, approved by the Ministry of Education, have received positive responses from teachers. These include: ‘Better Understanding of Adolescence in the Classroom and the role of

---

97 Stakeholder consultations (questionnaire, the Chamber of Economy), 12.02.2013.
98 A means of explaining and guiding each step in education curricula and education processes (gradual learning).
99 The Pedagogical Centre of Montenegro is a non-governmental and non-profit making organisation which was established in 2000 and has been training teachers in Step by Step methodology in partnership with public authorities and other NGOs; World Data on Education, op.cit.
100 Stakeholder consultations (questionnaire, the Trade Union of Education in Montenegro), 03.03.2013 and 19.06.2013.
101 Forum MNE (2010). Youth and Key Competencies as a Cornerstone for EU Integration. Podgorica, Forum MNE.
Montenegro has participated in the OECD's Programme for International Student Assessment (PISA) since 2006. Results in 2006 and 2009 were not strong and indicate a need for improvements in teaching skills. Efforts were made to prepare students better and hopefully the 2012 PISA scores will reflect this (due to be published in Dec 2013). Helpfully, and persuasively, the EC Progress Report for Montenegro takes the view that these results 'help to identify gaps in the education reform' (sic).

There has been significant involvement of international experts in the reform process to strengthen new Montenegrin working groups who would later act as 'agents of change'. Aided by the World Bank, the Education Reform Project has supported capacity-building at the newly-established agencies (see Section 2.3a). International experts are engaged in accreditation work (including initial-teacher education) organised by the Council of Higher Education, and also in the evaluation work in schools carried out by the Bureau. In 2003, the European Commission, Council of Europe Secretariat, and Serbian and Montenegrin authorities were involved in the promotion of the values of Human Rights and Civic Education in the education system. Seminars on teacher training were held in Montenegro and Serbia.

9 Key strengths, challenges and perspectives

The final section summarises the key strengths, weaknesses, and challenges faced by the national authorities and educational institutions in the area of teacher education. This is followed by considerations regarding the need for further policy action within the country reviewed as well as at Western Balkan and EU level.

9.1 Current strengths and weaknesses of teacher education

Table 9.1 Summary table: Strengths and weaknesses of primary and secondary school teacher education

<table>
<thead>
<tr>
<th>Strengths</th>
<th>Weaknesses</th>
</tr>
</thead>
<tbody>
<tr>
<td>ITE</td>
<td>No set aptitude criteria for the admission of students into initial teacher education.</td>
</tr>
<tr>
<td></td>
<td>Theoretical ITE with insufficient emphasis on teaching practice experience.</td>
</tr>
<tr>
<td></td>
<td>University ITE needs curricular reform to include more modern methods and increased competence-based teaching.</td>
</tr>
<tr>
<td></td>
<td>Lack of well-developed mobility for lecturer and initial teacher training students.</td>
</tr>
</tbody>
</table>


104 World Bank (2010), op.cit.

Strengths | Weaknesses
--- | ---
**CPD** | Overly academic graduated promotion scheme for teachers (expected to change with the proposed licensing scheme).
- School-based CPD developed to the considerable support of teacher education (teachers generally are willing participants) and shaped initially by the Book of Change.

**Probation/Induction** | 
- Traineeship for novice teachers provides support and mentoring.

**QA and evaluation** | 
- A well-developed and organised structure and system for the current Professional Examination and competence-based scheme for teachers’ promotion.
- Transparent mechanisms for the career enhancement/promotion of teachers, which is a pre-licensing preparation towards establishing professional standards.
- Self-evaluation procedures, strong in individualised CPD.
- Modern and responsive quality assurance culture established at the University of Montenegro.
- Pupil evaluation of schools and reforms.

**Legislation and policy** | 
- Strong ICT strategies, with ICT being a clear priority in Montenegrin education. Well-motivated ICT (EU) directives and support given by the partnership between the Ministry for Society Information and Telecommunications and the Ministry of Education.
- Successful implementation of the Matura examination, though careful monitoring should be put in place to ensure that those mechanisms exist for ‘non-standard’ applications and that such applicants are not denied opportunities.
- Outstanding outcomes in particular areas of inclusive education and amended law to support this work; more Roma, Ashkali and Egyptian (RAE) children are now attending school.
- Good progress in Civic Education.

**Institutions** | 
- Establishment of new Agencies and particularly the Bureau for Education Services, which offers support for development of the teaching profession.
- Effective capacity-building and high levels of expertise established in the Examination Centre.

**Cooperation** | 
- Lack of engagement between the academic world of education and the business sector. Cooperation with business limited only to VET schools. There is evidence to suggest that there is
### Strengths

- Improved capacity towards meeting the needs of rural schools, mainly due to increased teacher provision and transportation.
- Commitment to and success in the updating of textbooks.

### Weaknesses

- Mistrust from the business sector and that it is questionable whether the academic sector can respond to the labour market needs.
- A poor teacher salary structure.
- Overcrowded schools and shift arrangements across many urban areas posing a considerable problem in areas of increasing population.

### Resources

- Responsive and dynamic CPD behaviours.
- Lack of mechanisms for promoting the importance and social role of quality staff in a knowledge-based society.

### Attitudes / Perceptions

- Reforming the university faculties delivering initial teacher education to achieve interactive teaching methods (more cooperative learning, more active role of students in the learning process/projects, seminars, essays, creation of new syllabuses and new textbooks).
- Improving the communication, knowledge and skills of teachers, with particular emphasis on creating a democratic atmosphere in the upbringing and education process, such as liberal forms of interpersonal communication with students, and developing students' awareness of the importance of cooperation.
- Continuing with the Round Table research results of 2006 to discover more about current initial teacher-training opinions and attitudes.
- More frequent publication and evaluation on national policies and strategies across all aspects of teacher education. Montenegro has fallen a little behind in its frequency of publication in the strategic (overall national) policy areas.
- Dissemination of newer (formative) methods in the assessment of pupils and more teacher training focusing on assessment methods, at secondary level in particular. Moves towards more formative assessment methods are fundamental to the modernisation processes.
- Continued improvement in ICT infrastructures. The IT work achieved thus far should continue and extend more significantly into teacher pedagogical methods (e-didactics) towards facilitating pupils and providing one-to-one guidance within a more modern and advanced teaching culture.
- Improvement of the current quality of initial and in-service education and the management of quality at state level. For example, more formalised procedures should be in place for the evaluation of the Bureau.
- Considering whether the dual role of school supervision and support (CPD) is best placed within the remit of a single governmental body.
- Introduction of greater rigour and objectivity into the existing Professional Examination, towards the newly proposed teacher-licensing process.

### Source

Analysis based on stakeholder consultations (interviews and questionnaire answers) and desk research.

### 9.2 The need for further policy action

- Policy areas where further policy action at the national level is required:
  - Reforming the university faculties delivering initial teacher education to achieve interactive teaching methods (more cooperative learning, more active role of students in the learning process/projects, seminars, essays, creation of new syllabuses and new textbooks).
  - Improving the communication, knowledge and skills of teachers, with particular emphasis on creating a democratic atmosphere in the upbringing and education process, such as liberal forms of interpersonal communication with students, and developing students' awareness of the importance of cooperation.
  - Continuing with the Round Table research results of 2006 to discover more about current initial teacher-training opinions and attitudes.
  - More frequent publication and evaluation on national policies and strategies across all aspects of teacher education. Montenegro has fallen a little behind in its frequency of publication in the strategic (overall national) policy areas.
  - Dissemination of newer (formative) methods in the assessment of pupils and more teacher training focusing on assessment methods, at secondary level in particular. Moves towards more formative assessment methods are fundamental to the modernisation processes.
  - Continued improvement in ICT infrastructures. The IT work achieved thus far should continue and extend more significantly into teacher pedagogical methods (e-didactics) towards facilitating pupils and providing one-to-one guidance within a more modern and advanced teaching culture.
  - Improvement of the current quality of initial and in-service education and the management of quality at state level. For example, more formalised procedures should be in place for the evaluation of the Bureau.
  - Considering whether the dual role of school supervision and support (CPD) is best placed within the remit of a single governmental body.
  - Introduction of greater rigour and objectivity into the existing Professional Examination, towards the newly proposed teacher-licensing process.

---

106 Power-point Presentation on Teacher Education given by Prof. Sasa Milic at the University of Montenegro, June, 2008.

○ Strategies towards improving the status of teachers should be a priority such as higher salaries particularly, to enable teachers to adequately resolve housing issues and other issues related to the cost of living in Montenegro. This also means increasing the recognition of active and effective teachers. The new licensing procedures will attend to this latter issue of ‘recognition’ and reward.

○ Development of a stronger support culture, as opposed to supervision, in the ‘informal’ aspects of the work of the Bureau of Education Services.

○ It is important to integrate strategies for entrepreneurial learning and capacity-building in teacher education, towards what Montenegro describes as ‘Developing an Entrepreneurial Society’ and build on what has recently begun as early as ISCED Level 2.

○ Within the updating process, there is a perceived need to include legislation on thematic and cross-curricular initiatives and entrepreneurial learning, and also education for emergency circumstances, such as earthquakes, an acute problem in Montenegro, as well as floods and fire.

○ A higher profile for the Council of Higher Education in relation to initial teacher education would help to bring the University of Montenegro and education personnel into a wider professional area in all aspects of teacher education and development.

■ Policy areas where cooperation at the Western Balkans’ level would be beneficial:

○ Progress in the tuning of competences, building on the research and outcomes highlighted in the work outlined in Section 5.2.1.3 and making these more demonstrable and achievable. The EC Report Supporting the Teaching Professions for Better Learning Outcomes (2012) should also be consulted for a European illustration, analysis and achievement of competences.108

○ Harmonisation and standardisation of initial teacher education and professional training of teachers across the Balkans for all levels of the educational system. Regional co-operation is invaluable towards developing new due-diligence competences and the sharing of best practices.

■ Policy areas where EU cooperation may be useful/sought:

○ Improvement in the quality of educational research and external publication: for example, pupil evaluation of reforms (section 3.3.7) is of such ground-breaking interest and dimension that it deserves wide EU publication, cooperation and support.

○ Development and further promotion of mobility and the European dimension. It is important for Montenegrin teacher educators to visit some larger countries and see how policies are co-ordinated, and also take part in teaching, research and collaborative publication.

108EC (2012), op.cit.
Bibliography

Policy and legal documents

Law on Amendments to the General Law on Education. (Official Gazette of Montenegro, 04/08, 21/09, 45/10, 45/11) (accessed on 26.02.2013).


Law on Amendments to the Law on Primary Education. (Official Gazette of Montenegro, 04/08, 21/09, 45/10) (accessed on 26.02.2013).


Law on Primary Education. (Official Gazette of the Republic of Montenegro 64/02, 49/07) (accessed on 26.02.2013).

General Law on Education. (Official Gazette of the Republic of Montenegro 64/02, 31/05 and. 49/07) (accessed on 26.02.2013).


Studies, reports and other literature


On-line articles


Forum MNE (2010). *Youth and Key Competencies as a Cornerstone for EU Integration*. Podgorica, Forum MNE.


**Reports**


**Interviews**


Department for Continuous Professional Development, Bureau of Education Services, 22.02.2013.

Department for Continuous Development of Teachers, Bureau of Education Services, 22.02.2013.


Faculty of Philosophy, University of Montenegro, 22.02.2013.


**Questionnaires**


Bureau of Education Services, 08.02.2013.

Chamber of Economy, 12.02.2013.

MNE Forum, 25.02.2013


Ministry of Science, 11.03.2013

Trade Union of Education in Montenegro, 23.02.2013.
Annex 1  Structure of education system in Montenegro
Teacher Education and Training in the Western Balkans

Report on: SERBIA
The Western Balkans Platform on Education and Training was launched on 7 March 2012. It is the latest EU initiative for enhanced policy dialogue and regional cooperation in the Western Balkans. Its objectives are to help to prepare better our partners in this region for their eventual participation in the EU's policy cooperation framework, the Open Method of Coordination, to enhance their participation in EU programmes and to assist their reform efforts in the area of education and training. The Platform is also an opportunity for discussing issues of common interest among the participants, of sharing good practice and for identifying priorities and needs for further support.

One of the highest priorities identified by the Ministries of Education last year was the training of teachers, and EU support was requested on this topic. In response to this, the EU commissioned a study to map the situation of how teachers are educated and trained in that part of Europe, as comprehensive information on the subject is scarce. The objectives of this study were to look at the key policies, programmes, qualifications systems, quality assurance mechanisms, induction and mentoring programmes, continuing professional development and other aspects of teacher education and training in each country, but also to compare them across the region.

The results of this study are provided in individual country reports and a synthesis report comparing the strengths, weaknesses and good practices in the region. These reports will feed the policy dialogue of the Western Balkans Platform on Education and Training and will hopefully contribute to the on-going national reforms. The main results of the study will be presented, and experiences shared, in a regional seminar organised by the European Commission, under the Western Balkans Platform, in Ohrid in the former Yugoslav Republic of Macedonia, on 19-20 November 2013.

Teachers are among the most influential people in each individual's life. We can all remember those who inspired us, pushed us and guided us. The importance of a teacher's work cannot be overstated. It is directly linked to the quality of basic education provision, the development of key competences and it also impacts the quality of education at higher levels. That is why I am very pleased that the EU could contribute with this study to the policy dialogue on teacher education and training in the Western Balkans.

Jan TRUSZCZYŃSKI
Director-General of Education and Culture
European Commission

Brussels, 10 September 2013
Contents

Glossary* ...........................................................................................................................4

List of abbreviations ..........................................................................................................5

1 Primary and secondary education: an overview ............................................................6
   1.1 Current structure of the education system .................................................................6
   1.2 Organisation of primary and secondary education system .........................................7
   1.3 The role of primary and secondary education ............................................................7
   1.4 The role of primary and secondary school teachers ......................................................8
   1.5 Key trends in numbers in primary and secondary education .......................................9

2 Government policy in the area of teacher education ..................................................11
   2.1 Legislative framework ................................................................................................11
   2.2 Institutional framework ..............................................................................................12
   2.3 National reforms addressing primary and secondary schooling ..............................15
   2.4 National reforms, policies, and programmes on teacher education .............................16
   2.5 Forecast of policy needs in the field of teacher education ...........................................17

3 Organisation of initial teacher education (ITE) ..........................................................18
   3.1 Providers and financing of ITE ..................................................................................19
   3.2 Admission procedures ...............................................................................................19
   3.3 Education programmes .............................................................................................19
   3.4 Curricula and teacher education standards ..................................................................20
   3.5 Assessment methods ................................................................................................21

4 Support for new teachers .............................................................................................21

5 Continuing professional development of teachers (CPD) .........................................22
   5.1 Providers and financing of CPD .................................................................................23
   5.2 Organisation of in-service teacher training ...............................................................23

6 Teacher qualifications and quality assurance .............................................................24
   6.1 Qualification system for primary and secondary school teachers ..............................24
   6.2 Quality assurance mechanisms ................................................................................25

7 Innovations in teacher education ................................................................................27
   7.1 Innovative practices and developments .....................................................................27
   7.2 The use of ICT ...........................................................................................................28
   7.3 The opportunities and limitations of introducing innovations in the teacher education system ........................................................................................................29

8 Partnerships and interaction with external actors .....................................................29
   8.1 Partnerships between teacher education institutions and schools ............................29
   8.2 The role of the business sector in teacher education ..................................................30
   8.3 The role of NGOs and external support in teacher education ....................................30

9 Key strengths, challenges and perspectives ..................................................................33
   9.1 Current strengths and weaknesses of teacher education ...........................................33
   9.2 The need for further policy action ..............................................................................34

Bibliography .......................................................................................................................37

Annex 1 Structure of the education system in Serbia .......................................................39
Glossary*

Assessment
The sum of methods and processes used to evaluate the attainments (knowledge, know-how and/or competences) of an individual, and typically leading to certification.

Classroom Practice
The practical, school-based elements of any course of initial teacher education (ITE), lasting typically not more than a few weeks. It also includes teacher tasks undertaken outside the classroom, such as collaboration with colleagues or communication with parents. It is supervised by a school teacher, with periodic assessment by teachers at the training institution.

Competences
The set of learning outcomes: what a teacher knows, understands and is able to perform.

Continuing professional development
In-service (‘on-the-job’) activities that develop skills, knowledge, expertise and other characteristics as a teacher provided in a formal or informal way, beyond the basic training initially required to carry out the job. In certain cases, they may lead to further qualifications. The term is used interchangeably with ‘in-service training’.

Induction
A phase at the early stage of teacher’s career during which novice teachers, having completed the formal programme of initial teacher education, receive structured guidance and support (e.g. from mentors). During induction, new entrants carry out some or all the tasks incumbent on experienced teachers, and they are remunerated for their work. It normally lasts at least several months.

ISCED levels
International Standard Classification of Education (ISCED) is an instrument for compiling statistics on education internationally. It distinguishes between six levels of education: pre-primary education (ISCED level 0), primary education (ISCED level 1), lower secondary education (ISCED level 2), upper secondary education (ISCED level 3), post-secondary non-tertiary level of education (ISCED level 4), tertiary-type A education (ISCED level 5A), tertiary-type B education (ISCED level 5B), advanced Research Qualifications (ISCED level 6).

Learning outcomes
A statement of what a learner knows understands and is able to do on completion of a learning process. The learning outcome approach emphasises the results of learning rather than focusing on inputs such as length of study.

Initial teacher education
A pre-service training provided to student teachers before they have undertaken any teaching, eventually leading to a qualification to teach. It usually takes place in institutions of higher education.

Probation period
Temporary appointment in the form of a trial period, normally followed by permanent employment, of which conditions may vary. It can last between several months up to several years under varying conditions (depending on working regulations) and may be subject to a final assessment and is normally followed by permanent employment.

Professional training
Training that provides prospective teachers with both the theoretical and practical skills needed to be a teacher. In addition to courses in psychology and teaching methods and methodology, it includes in-class placements.

Professional standards
A statement of the professional knowledge, skills and competences required of the teacher at each career stage.

Qualification
A formal confirmation (e.g. certificate, diploma, degree) that an individual has achieved learning outcomes up to given standards; and/or the requirements for an individual to enter, or progress within an occupation.

Teacher
A person who is acknowledged as having the status of a teacher (or equivalent) according to the legislation and practice of a given country.

Teacher Education Institution
Any institution responsible for the overall delivery of a programme of ITE and the conferring of an ITE qualification.

Skill
Practiced/learnt efficiency in the performance of a specific (simple or complex) activity or a specific task.

Standard
A minimum level, depth and breadth of what is to be learnt. It provides the basis for final assessment, planning and implementation of teaching and training actions. Learning outcomes used in curricula can be considered as standards.

*Definitions applied by the European Commission, international organisations, or scholarly research.
List of abbreviations

<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>CPD</td>
<td>Continuing professional development</td>
</tr>
<tr>
<td>ECTS</td>
<td>European Credit Transfer and Accumulation System</td>
</tr>
<tr>
<td>ETF</td>
<td>European Training Foundation</td>
</tr>
<tr>
<td>EU</td>
<td>European Union</td>
</tr>
<tr>
<td>GIZ</td>
<td>Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH</td>
</tr>
<tr>
<td>HEIs</td>
<td>Higher education institutions</td>
</tr>
<tr>
<td>ICT</td>
<td>Information and communication technology</td>
</tr>
<tr>
<td>IPA</td>
<td>Instrument for Pre-accession assistance</td>
</tr>
<tr>
<td>ITE</td>
<td>Initial teacher education</td>
</tr>
<tr>
<td>NGO</td>
<td>Non-governmental organisation</td>
</tr>
<tr>
<td>OECD</td>
<td>Organization for Economic Co-operation and Development</td>
</tr>
<tr>
<td>SDC</td>
<td>Swiss Development Council</td>
</tr>
<tr>
<td>UNDP</td>
<td>United Nation Development Programme</td>
</tr>
<tr>
<td>UNESCO</td>
<td>United Nations Educational, Scientific and Cultural Organization</td>
</tr>
<tr>
<td>UNICEF</td>
<td>United Nations Children’s Fund</td>
</tr>
<tr>
<td>VET</td>
<td>Vocational education and training</td>
</tr>
<tr>
<td>WB</td>
<td>World Bank</td>
</tr>
</tbody>
</table>
1 Primary and secondary education: an overview

This section provides a brief overview of the organisational and institutional aspects of the education system with a special focus on primary and secondary education. It defines the role of primary and secondary schooling, the role of primary and secondary school teachers, and lists the key school education indicators in this area. It is complemented by a graphic presentation of the current structure of the education system in the Republic of Serbia (Serbia) presented in Annex 1.

1.1 Current structure of the education system

The system of education in the Republic of Serbia consists of:

- Pre-school education (ages 6 months–6)
- Compulsory pre-school education (ages 5/6)\(^1\)
- Compulsory primary education (ages 6/7–15)
  - Lower level – class-based (ages 6–11, grades I–IV)
- Secondary education (ages 15–19):
  - General high schools (gymnasiums/grammar schools) that last 4 years
  - Vocational and specialised schools that last from 3 to 4 years
  - Art schools that last 4 years
  - Adult secondary education that lasts from 2 to 3 years.
- Higher education\(^2\):
  - First cycle: Bachelor study programmes (3-4 years, 180-240 ECTS)
  - Second cycle: Master’s and Specialised study programmes (1-2 years, 60-120 ECTS)
  - Third cycle: Doctoral study programmes (3 years, 180 ECTS).
- Vocational education: applied Bachelor study programme (3 years, 180 ECTS) and specialised level (1–2 years, 60-120 ECTS)\(^3\).

For a graphic presentation of the education system please see Annex 1.

1.2 Organisation of primary and secondary education system

Primary education in Serbia is obligatory and lasts for 8 years. It is divided into two education cycles:

- the first cycle encompasses the first 4 years of education, and the classes are held by class teachers and by some subject teachers (e.g. in foreign languages, physical education, arts);
- the second cycle covers the next 4 years, during which classes are held by subject teachers.

---

\(^1\) Pre-school education that takes place one year before the expected beginning of primary education is obligatory from 2006/2007 school year for all students for the duration of at least nine months, with four hours per day. It is free of charge in pre-school state institutions.


Primary education for adults lasts from 3 to 5 years. It is provided by primary schools and is free of charge in state-founded (and funded) institutions.

The duration of secondary education is from 3 to 4 years, and for adults – from 2 to 3 years. Specialised and draft education lasts from 1 to 2 years. In order to be enrolled into secondary education, students have to complete primary education and to pass the final examination (‘small’ Matura). Students can be re-enrolled into secondary education also if they have already completed secondary education, with the aim of gaining different qualifications, additional qualifications, and/or specialised or artisan education.

Table 1.1 Organisation of education system – at a glance summary table

<table>
<thead>
<tr>
<th>Description</th>
<th>Years/Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Age of pupils starting primary education</td>
<td>6/7</td>
</tr>
<tr>
<td>Number of years of primary schooling</td>
<td>8</td>
</tr>
<tr>
<td>Age of pupils starting lower secondary education</td>
<td>11*</td>
</tr>
<tr>
<td>Number of years of lower secondary education</td>
<td>4*</td>
</tr>
<tr>
<td>Number of years of secondary schooling</td>
<td>3-4</td>
</tr>
<tr>
<td>Number of years of obligatory schooling</td>
<td>8**</td>
</tr>
</tbody>
</table>

*According to the ISCED levels.
**+1 year of obligatory preschool education.

1.3 The role of primary and secondary education

The aim of primary education as defined by the Law on Primary Schools is to:

- acquire an integrated system of science-based knowledge about nature and society and be capable to implement and exchange that knowledge;
- be capable of efficient communication in the Serbian language and the students’ mother tongue if it is a language of a national minority, and at least one foreign language;
- acquire functional literacy in mathematical, scientific and financial domains;
- be capable of efficient and critical use of scientific knowledge and technology, showing responsibility towards their life, lives of others and the environment;
- be capable of understanding different forms of artistic expression and to use them for their own expression;
- be capable for independent learning; be capable to gather, analyse and critically assess information;
- be able to identify and solve problems and make decisions based on critical and creative thinking and relevant knowledge;
- be ready to accept challenges and changes with a responsible relationship towards themselves and their activities;
- be responsible towards their health and prevention; be able to recognise and respect human rights and child’s rights and be able to actively participate in their achievement;
- have a developed sense of belonging to their own family, nation and culture, and know their own tradition and to contribute to its preservation and development;
- know and respect tradition, identity and culture of other communities and be capable to cooperate with them;
- be able to work efficiently and constructively as team, organisation and community members.

---

The Law on Primary Schools, Official Journal of the RS, 55/13, Article 22.
The main goals of education in general, including secondary education, according to Article 4 of the Law on the Foundation of the Education System⁵ are:

- intellectual, emotional, social, moral and physical development of all children and students, in accordance to their age, development needs and interests;
- acquisition of quality knowledge, skills and formation of attitudes (thereafter: knowledge, skills and attitudes) essential for personal achievement and development, inclusion and employment;
- acquisition and development of basic competences for communication in mother tongue and in foreign languages, mathematical literacy and basic competences in sciences and technology, digital competences, competences of learning how to learn, communication and civil and cultural competences;
- development of creative skills, creativity, aesthetic perception and taste;
- development of skills of research, analysis, use and communication of information, with skilful and efficient use of informatics-communicational technologies;
- training for problem solving, combining and use of knowledge and skills in further education, professional work and everyday life;
- development of learning motivation, training for independent learning, lifelong learning and inclusion in international education and professional processes;
- development of self-awareness, self-initiative, capability of self-evaluation and expression of opinion;
- training for decision making about further choice of education and profession, self-development and future life;
- development of key competences needed for life in contemporary society, training for work and professional life through development of professional competences, in accordance to the demands of the particular profession, development of modern science, economy and technology;
- development and practice of healthy lifestyles, awareness of the need for preserving one’s health and safety, need for nurture and development of physical capabilities;
- development of awareness of the importance of sustainable development, protection and preservation of the natural environment, ecological ethics and protection of animals;
- development of communication skills, dialogue, solidarity, efficient cooperation with others, teamwork, the nurturing of friendship;
- development of active citizenship skills, life in a democratic and humane society based on respect of human rights, as well as basic values of justice, truth, freedom, honesty and personal responsibility;
- formation of attitudes, beliefs and value system, development of personal and national identity, development of conscience and feeling of belonging to the Republic of Serbia, respect and nurture of Serbian language and one’s own language, tradition and culture of the Serbian people, ethnic minorities and ethnic communities, other peoples, development of multiculturalism, respect and preservation of national and world cultural heritage;
- development and respect for race, national identities, cultural, linguistic, religious, gender, sexual and age equality, tolerance, each with respect for differences;
- raising the education level of the population and development of the Republic of Serbia as a knowledge-based state.

1.4 The role of primary and secondary school teachers

In line with the Law on the Foundation of the Education System, the task of a teacher is to ensure the achievement of education aims and students’ learning outcomes, respect for educational principles, knowledge, interests and special capabilities of students.⁶

---

⁵The Law on the Foundation of the Education System, Official Journal of the RS 72/09, 52/11 and 55/13, Article 4.
⁶The Law on the Foundation of the Education System, Official Journal of the RS 72/09, 52/11 and 55/13, Article 118.
In the development of education policy in Serbia in the last years more emphasis is being put on the responsibility of teachers for achieving key competences by students. At the same time, teachers are also expected to encourage personal development and maintain an atmosphere of tolerance and non-discrimination – factors that have gained particular prominence due to the introduction of inclusive education as one of the educational priorities. Teachers should also participate in the school development planning and creation of plans and programmes at the school level.

1.5 Key trends in numbers in primary and secondary education

Based on data received from the Statistical Office of the Republic of Serbia and the World Bank database (March 2013), the following trends in school education can be observed:

- Public spending on education has steadily grown since 2005, reaching its peak in 2009 when it has once again started to fall when the Republic of Serbia has entered the economic crisis. The effects of the economic slowdown can be observed from 2010.

- While the number of students in primary schools has continuously been falling since 2005 due to the low birth rate in Serbia, the number of teachers in primary education has risen. In consequence, the teacher/student ratio has been lowering over the past years. The overall enrolment rates have also fallen.

- The number of students in secondary education has also decreased due to the lower birth rate. However, the enrolment rates in secondary education have risen and it is claimed by some stakeholders that this results from the reforms in secondary education.

- The number of teachers in secondary education has fallen, due to a reduction in the need for teachers and/or decreasing interest in a teaching profession.

- The percentage of female teachers, both in primary and secondary education, has remained rather stable, which shows that the gender aspect of the profession has not changed.

---

7Comment to the draft, the Ministry of Education, Science and Technological Development
8http://webrzs.stat.gov.rs/WebSite/
## Table 1.2 Key statistics on primary and secondary education*

<table>
<thead>
<tr>
<th>Year Description</th>
<th>2005</th>
<th>2006</th>
<th>2007</th>
<th>2008</th>
<th>2009</th>
<th>2010</th>
<th>2011</th>
</tr>
</thead>
<tbody>
<tr>
<td>Public expenditure on education as % of GDP</td>
<td>4.00</td>
<td>4.37</td>
<td>4.67</td>
<td>4.85</td>
<td>5.04</td>
<td>4.88</td>
<td>4.77</td>
</tr>
<tr>
<td>Public expenditure on education as % of government expenditure</td>
<td>8.55</td>
<td>8.91</td>
<td>8.86</td>
<td>9.33</td>
<td>9.49</td>
<td>9.11</td>
<td>-</td>
</tr>
<tr>
<td>Pupils in primary education&lt;sup&gt;9&lt;/sup&gt;</td>
<td>659 543</td>
<td>641 612</td>
<td>622 564</td>
<td>610 078</td>
<td>598 108</td>
<td>587 147</td>
<td>579 042</td>
</tr>
<tr>
<td>Pupils in secondary education</td>
<td>297 708</td>
<td>293 711</td>
<td>290 387</td>
<td>288 163</td>
<td>288 121</td>
<td>286 844</td>
<td>285 596</td>
</tr>
<tr>
<td>Teachers in primary education</td>
<td>45 610</td>
<td>46 300</td>
<td>47 001</td>
<td>48 580</td>
<td>49 140</td>
<td>49 781</td>
<td>50 600</td>
</tr>
<tr>
<td>Teachers in secondary education</td>
<td>36 776</td>
<td>27 004</td>
<td>27 365</td>
<td>28 014</td>
<td>28 511</td>
<td>29 074</td>
<td>29 750</td>
</tr>
<tr>
<td>Pupil-teacher ratio in primary education</td>
<td>14.5</td>
<td>13.9</td>
<td>13.2</td>
<td>12.6</td>
<td>12.2</td>
<td>11.8</td>
<td>11.4</td>
</tr>
<tr>
<td>Pupil-teacher ratio in secondary education</td>
<td>11.1</td>
<td>10.9</td>
<td>10.6</td>
<td>10.3</td>
<td>10.1</td>
<td>9.9</td>
<td>9.6</td>
</tr>
<tr>
<td>School enrolment in primary schools (% net)</td>
<td>..</td>
<td>99.8</td>
<td>99.1</td>
<td>99.5</td>
<td>98.4</td>
<td>97.0</td>
<td>96.4</td>
</tr>
<tr>
<td>School enrolment in secondary schools (% net)</td>
<td>79.4</td>
<td>80.1</td>
<td>81.4</td>
<td>82.2</td>
<td>83.1</td>
<td>84.0</td>
<td>84.4</td>
</tr>
<tr>
<td>Percentage of female teachers in primary schools</td>
<td>71.7</td>
<td>71.8</td>
<td>71.6</td>
<td>71.2</td>
<td>71.2</td>
<td>71.5</td>
<td>71.1</td>
</tr>
<tr>
<td>Percentage of female teachers in secondary schools</td>
<td>62.2</td>
<td>62.5</td>
<td>63.3</td>
<td>63.5</td>
<td>63.3</td>
<td>63.8</td>
<td>63.4</td>
</tr>
<tr>
<td>Primary school completion rate, total (% of relevant age group)</td>
<td>95.2</td>
<td>96.7</td>
<td>94.5</td>
<td>95.6</td>
<td>94.9</td>
<td>96.3</td>
<td>96.6</td>
</tr>
<tr>
<td>Youth literacy rate&lt;sup&gt;10&lt;/sup&gt;</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>99.28</td>
<td>-</td>
</tr>
</tbody>
</table>

* Missing data could not be found on relevant national and international websites and have not been provided by the Ministry.


<sup>9</sup>The total number of pupils enrolled at primary level in public and private schools and the total number of pupils enrolled at secondary level in public and private schools.

<sup>10</sup>Understood as a percentage of people aged 15-24 who can, with understanding, read and write a short, simple statement on their everyday life, [http://stats.oecd.org/glossary/detail.asp?ID=1536](http://stats.oecd.org/glossary/detail.asp?ID=1536)

<sup>11</sup>Primary education data refers to Serbian primary education (8 years long) which corresponds to ISCED levels 1 and 2, while Secondary education data refers to Serbian secondary education and thus corresponds to ISCED level 3.
2 Government policy in the area of teacher education

It is the aim of this section to outline the main legislative and institutional framework, national policies, reforms and strategies addressing primary and secondary education as well as school teacher education on initial and in-service level. The section ends with a list of envisaged future developments in these areas.

2.1 Legislative framework

The following legal acts and regulations set the basis for primary and secondary education and teacher education in Serbia:

- The Law on the Foundation of the Education System\textsuperscript{13} regulates: the general system of education, its aims and standards; development, implementation and enhancement of the quality of education (regulation of councils, institutes, centres); competences of relevant bodies and organisation of schools; the rights and obligations of employees (teachers, professional associates, pedagogical assistants); – initial teacher education requirements (ITE); employment conditions; induction programmes; licensing; continuous professional development; labour regulations; inspection and supervision; funding of state founded institutions.

- The Law on Primary Schools\textsuperscript{14} addresses further details of the provisions of the Law on the Foundation of the Education System concerning primary education and its implementation (rights and obligations of the students, school management, employment conditions and teachers’ role, organisation of the school and programme etc.).

- The Law on Secondary Schools\textsuperscript{15} regulates further details from the provisions of the Law on the Foundation of the Education System in the area of secondary education.

- The Law on Higher Education\textsuperscript{16} covers general provisions concerning higher education institutions (HEIs), including initial education of teachers (ITE) and the quality assurance of the respective programmes.

- The Law on Adult Education\textsuperscript{17} regulates education and lifelong learning of adults, including its principles and aims; competences; qualifications and their standards, adult education activities.

- The Standards for Teacher Competences and Professional Development\textsuperscript{18} define teacher competences and serve as guidelines for teachers and schools for self-evaluation and planning teachers’ professional development; the creation of professional-development plans at institutional level and the advancement of professional development.

- The Standards for Competences of School Principals\textsuperscript{19} define school principals’ competences as criteria for successful management, organisation, implementation and control of the school work, as well as pedagogical leaders and innovators.

- The Rulebook on continuing professional development and advancement of teachers and professional associates\textsuperscript{20} defines types of professional development; priority areas of professional development (2012-2015); programmes and implementation of continuous professional development; conditions and bodies which decide on the advancement of teachers.

\textsuperscript{12}All regulations can be found at www.mpn.gov.rs (accessed March 2013) and www.nps.gov.rs (accessed April 2013).

\textsuperscript{13}Official Journal of the Republic of Serbia, 72/09 and 55/13.

\textsuperscript{14}Official Journal of the Republic of Serbia, 55/13.

\textsuperscript{15}Official Journal of the RS, 55/13.

\textsuperscript{16}Official Journal of the RS, 76/05.

\textsuperscript{17}Official Journal of the RS, 55/13.


\textsuperscript{20}Official Journal of the RS, 13/12.
The Rulebook on licensing of teachers\textsuperscript{21} defines the induction of new teachers and professional associates; implementation and evaluation of induction; the licensing programme; evaluation of the licensing programme; funding of the licence examination and the licence examination body; content and methodology of the teachers' registry and the licence formula.

The Rulebook on quality standards for education institutions\textsuperscript{22} enumerates the quality standards of school programmes and annual work plans; teaching; learning outcomes of students; student support; school ethics; organisation and management of the school and resources.

The Rulebook on the type of qualifications of teachers in grammar schools\textsuperscript{23} enumerates the type of qualifications that are eligible for each teacher position in the grammar schools.

In June 2013, a new set of education laws was adopted, changing the Law on the Foundation of the Education System and introducing new laws on Primary Education, on Secondary Education and on Adult Education. The new legislation reflects the changes that were introduced in the education system during the last decade.

As the development of legal framework is on-going, there is a need for further regulations and rulebooks to create a basis for the framework implementation that reflects the adopted legal changes. For instance, while the laws, newly adopted in 2013, better reflect the general aims of education and general learning outcomes of students, there is a further need to introduce student-centred learning as a methodological shift into the classroom. Also the implementation of the adopted legislation together with the assurance of full institutional and financial support for it remains a challenge. In addressing these issues, more transparency and stakeholder participation in the legislative process have been recommended by interviewees consulted throughout this study.

2.2 Institutional framework

The education system in Serbia is supported by the following institutions:

- The Ministry of Education, Science and Technological Development (hereafter referred to as the Ministry) is responsible for:
  - planning and follow up of the education development;
  - supervision of institutions and institutes;
  - planning, coordination and organisation of CPD programmes;
  - international cooperation;
  - establishing and managing the information system of education in the Republic of Serbia;
  - registering and issuing work licences for principals, teachers and professional associates\textsuperscript{24}.

The regional school administrations, which are the organisational units of the Ministry, implement expert pedagogical supervision, support development planning and quality assurance of schools, coordinate continuing professional development of teachers, provide all necessary conditions for schools to complete and maintain databases on education within the information systems of education and control appropriate use of funds for schools\textsuperscript{25}.

- The local self-governments can:
  - found Centres for Professional Development of teachers;
  - found schools and practice schools;
  - send representatives to the expert section for development planning of the school;

\textsuperscript{21}Official Journal of the Republic of Serbia, 22/05 and 51/08.
\textsuperscript{24}The Law on the Foundation of the Education System, Official Journal of the RS 72/09, 52/11 and 55/13, Article 25.
\textsuperscript{25}Ibid.
adopt the act on the pre-school and primary school networks, based on the criteria adopted by the Government;

in cooperation with the schools, assure the quality and development of education at the respective school;

nominate and dissolve members of the management board, in which the local self-government participates with three representatives;

manage the list of children who are at the age of starting the compulsory pre-school programme and the primary education on the territory of the local-self-government, and inform the respective school;

manage the inspection duties, through the education inspector, concerning the implementation of the legal provisions by the schools;

provide funding through the budget of the local self-government for a part of costs of the schools, including continuing professional development of the employees.

The schools’ autonomy allows, inter alia, the adoption of plans for the continuing professional development (CPD) of teachers in the respective institution and the self-evaluation of schools.27

The Education Board of the Parliament of the Republic of Serbia is responsible for education, science, technological development and information society.28

The National Education Council29 is a state funded body which:

follows and analyses the state of the art in the area of education at all levels;

determines the development course and quality enhancement of preschool, primary and secondary general and art education;

advises the Ministry;

determines learning outcomes;

determines competence standards for teachers and their professional development;

determines competence standards for principals;

sets quality standards for textbooks and teaching aids;

establishes quality standards for the educational institutions;

adopts the basis of plans and programmes for primary and secondary education;

determines the programme proposal for the final exam of primary education;

monitors the need for new textbooks and proposes such changes to the Ministry;

makes recommendations for education and training of teachers and professional associates to the Higher Education Council.30

The National Council of Higher Education31 is a state funded body which:

follows developments in higher education and its harmonisation with the European and international standards;

proposes higher education policies to the Ministry;

provides opinion on the admission to (HEIs) policies;

provides opinion in the legislation procedures for the adoption of legal acts concerning higher education;

proposes to the government norms and standards of the work of HEIs, including financial means for their implementation, after obtaining opinion of the Conference of the universities and Conference of the vocational studies’ academies;

determines self-evaluation and quality assurance standards of HEIs;

determines standards and procedures for external quality assurance of HEIs;

determines accreditation standards and procedures;


27The Law on the Foundation of the Education System, op.cit., Article 41.

28http://www.parlament.gov.rs

29The Law on the Foundation of the Education System, op.cit., Part II, Articles 12-16. The Council consists of 43 members are elected by Parliament for 6 and 3-year long mandates.


31The Law on Higher Education, Official Journal of the RS 76/05, Article 11. The Council consists of 16 members being elected by the Parliament for 4-year long mandates.
determines HEIs' licensing standards;
- determines study programmes’ accreditation standards and procedures;
- decides on appeals following accreditation procedures;
- provides recommendations on detailed conditions for HE professors;
- determines the list of vocational, academic and scientific titles.

The Commission for Accreditation and Quality Assurance\(^{32}\) is a state-funded body founded by the National Council for Higher Education, as prescribed by the Law, with members being elected by the Council for 4 years long mandate. The Commission:
- proposes HEIs’ licensing standards to the National Council for Higher Education;
- provides opinion in the procedure of licensing of HEIs;
- proposes accreditation standards and procedures to the Council;
- proposes study programme accreditation standards and procedures to the Council;
- proposes self-evaluation and quality-assurance standards for higher education institutions to the Council;
- proposes external quality-assurance standards for HEIs to the Council;
- advises and cooperates with HEIs and their internal units in quality assurance;
- implements the accreditation procedures for higher education institutions and study programmes, decides on and publishes accreditation certificates;
- monitors the harmonisation of accreditation standards and procedures within the European Higher Education Area.

The Institute for Improvement of Education\(^{33}\) is a state-funded body, composed of experts, which cooperates with the Ministry, the National Education Council and other institutions in the preparation of legislative acts. It is comprised of three centres: the Centre for Curricula and Textbook Development; the Centre for Vocational and Adult Education, and the Centre for Professional Development of Education Workers. The main role of the Institute is to:
- prepare plans and programmes for pre-school, primary and secondary education and quality standards for the textbooks, including evaluation of the textbooks;
- develop, monitor and evaluate the vocational secondary and adult education;
- evaluate textbooks for vocational secondary and adult education;
- provide professional development and vocational education and training after secondary education;
- prepare the vocational final examinations;
- develop and monitor education for children with special needs;
- coordinate the implementation of inclusive education;
- monitor and develop the education of talented children and national minorities;
- prepare competence standards for teachers and their professional development, and competency standards for principals;
- prepare the induction programmes;
- approve programmes for CPD of teachers and advance the CPD;
- participate in European and international programmes for CPD;
- prepare additional materials and guidelines for teachers to support them in achieving their education aims and learning outcomes.\(^{34}\)

The Institute for Evaluation and Quality of Education\(^{35}\) is a state body responsible for preparing general and specific learning outcome assessments, quality standards, final examination programmes, quality assurance and evaluation procedures, research, and the follow up on harmonisation developments with European countries.\(^{36}\)

--

\(^{32}\)The Law on Higher Education, Official Journal of the RS 76/05, Article 13 and 14.


\(^{34}\)The Law on the Foundation of the Education System, op.cit., Articles 18-21.

\(^{35}\)The Law on the Foundation of the Education System, op.cit., Articles 17 and 22, http://www.ceo.edu.rs/

\(^{36}\)The Law on the Foundation of the Education System, op.cit., Article 22.
The Agency for Education is a new body envisaged by the latest legislative changes, which will be responsible for the follow up of the strategic development and implementation of education objectives.\(^{37}\)

The Council for Vocational Education and Adult Education is responsible for preparation of the strategy and quality enhancement of vocational, adult, specialised and artisan and other forms of vocational (formal and non-formal) education including development of NQF, and holds responsibilities similar to the National Education Council.\(^{38}\)

Overall, the institutional network in Serbia is well developed, with a number of specialised institutes and agencies that report to the government and to the Ministry. To improve the capacity of the institutions managing the education system, it would be necessary to introduce CPD to the civil servants working in these bodies. It is also essential to assure stronger cooperation with teachers on the ground, through trade unions and professional teacher associations.

As of September 2013, a new Minister for Education has been elected; it remains to be seen whether the Ministry will take up new institutional and legal reforms. Frequent changes at the governmental level impede the continuous implementation of the reforms, as in the case of school development planning (see 2.3d).

2.3 National reforms addressing primary and secondary schooling

Conceptual and structural reorganisation of the primary and secondary education systems undertaken in Serbia in recent years are discussed below. Reforms that address school teachers in particular are presented in Section 2.4.

a) The National Education Strategy of the Republic of Serbia 2020

The National Education Strategy of the Republic of Serbia 2020\(^ {39}\), adopted in 2012, outlines the mission, the vision, key development challenges, strategic policies, strategic relations and envisaged changes of the education system in Serbia. The Strategy specifies the following sections: pre-tertiary education; tertiary education; vocational education; teacher education; adult education; financing of education; and education of special student categories (ethnic minorities’ students; talented students; students with disabilities, with learning difficulties and from less favoured social strata).

While it is yet to be implemented, the Strategy is considered as one of the rare examples where such a holistic approach to education has been envisaged in the policy development in education in Serbia. The strength of the document stems from the cooperation of a large number of independent education experts and stakeholders in its preparation. Nevertheless, the lack of continuous monitoring and evaluation of the implementation of the Strategy leads to difficulties in the assessment of its results on the ground. A number of interviewees consulted during this study pointed out that the Strategy remained a fine idea on the paper with very few real outcomes; for example the harmonisation of the plans and programmes within the initial teacher education has still not taken place.\(^ {40}\)

b) Introduction of national standards for completion of primary and secondary education

Standards for primary education have been introduced since 2010/2011 and are currently being revised. This is financially supported within the EU’s IPA 2011 framework through Support Human Capital development and research component 1 – General education and human capital development with the Ministry of Education as the beneficiary. Accordingly, standards for the completion of secondary education have been prepared and are now under public discussion. The standards set the basis for the development of plans and programmes in primary and secondary education.

The Institute for Quality Assurance in Education is responsible for defining learning outcomes, quality standards of schools, programmes of the final exams in primary and secondary education (Matura)

\(^ {37}\) The Law on the Foundation of the Education System, op.cit., Articles 24a and 24b.

\(^ {38}\) The Law on the Foundation of the Education System, op.cit., Article 16.


\(^ {40}\) Stakeholder consultations (interview, the Educational Forum/HEI representative), 19.04.2013.
and the evaluation of schools. The achievement of standards is also evaluated through national and international examinations, including PISA and TIMSS\textsuperscript{41}.

In addition to curriculum changes, an important innovation related to the adoption of standards has been the introduction of active and collaborative teaching methods, which take up at least 25% of the working hours of the teachers. At this point in time, the government has so far not followed up whether this is fully implemented within classrooms.

Although the standards are an important means of evaluation of the quality of teachers’ performance, they do not directly influence teacher education and they are not directly considered as a CPD evaluation instrument.

c) Introduction of the final elementary school examination

The introduction of the final elementary school examination (implemented instead of entrance examination for secondary schools) was facilitated by the new Law on the Foundation of the Education System\textsuperscript{42}, except in cases of entrance examinations for special talents (in arts education, or for example, the Mathematical Grammar School in Belgrade).

In June 2013, due to the technical difficulties and problems with the secrecy of tests, details of the final examination were compromised in being leaked to the public and to students. The examination was cancelled, and all of the students were admitted to their chosen secondary schools, based on their success in primary school. The security of the system needs to be further strengthened, as the perception of the corruption level in education sector has been reinforced by similar happenings.

d) School development planning

School development planning was introduced in 2003 with the aim of providing schools with further autonomy in the aspects of pedagogy.\textsuperscript{43} Schools prepare their development plans as a strategic plan which contains priorities and planned outcomes, names persons responsible for its implementation, and sets criteria for evaluation and monitoring. Schools also include plans for the CPD of teachers and school principals; measures for the introduction of innovative teaching methods, learning and student assessment; promotion plans for teachers and other associates.\textsuperscript{44} School development plans are prepared on a basis of a school's self-evaluation report, reports on the achievement of learning outcomes and other school quality indicators. Professional sections/teams for school development planning\textsuperscript{45} within the schools include representatives of teachers, professional associates, local self-governments, the student parliament and parents’ council.

Unfortunately, insufficient attention has been given to school development planning and no further investments have been made.\textsuperscript{46} In consequence, the full potential of the school development planning has not been used and should be given further attention.

2.4 National reforms, policies, and programmes on teacher education

The main national reforms, policies and programmes on teacher education introduced in recent years include:

- Introduction of new teacher qualifications at Master's level (except in special cases) in accordance with the Law on Higher Education from 2005 which introduced the Bologna reforms into higher education in Serbia.\textsuperscript{47}

- Introduction of new requirements of education in psychological, pedagogical and methodological disciplines to be acquired at higher education institutions (HEIs) during or after initial education and valued with at least 30 ECTS and 6 ECTS of classroom practice.

\textsuperscript{41}The Law on the Foundation of the Education System, op.cit., Article 76.
\textsuperscript{42}The Law on the Foundation of the Education System, op.cit., Article 82.
\textsuperscript{43}Stakeholder consultations (questionnaire, the Ministry of Education, Science and Technology), 05.03.2013.
\textsuperscript{44}The Law on the Foundation of the Education System, op.cit., Article 26.
\textsuperscript{45}The Law on the Foundation of the Education System, op.cit., Article 66.
\textsuperscript{46}Draft comment, Institute of Pedagogy
\textsuperscript{47}The Law on Higher Education, op.cit., Article 9.
(see Section 3.4). From 2012/2013, also the beginning (novice) teachers need to fulfil this requirement.

- Adoption of standards for teacher competences and the professional development of teachers by the National Education Council which contain: expert competences from respective subject field; pedagogical competences; support to the development of the personality of students and communication and cooperation competences (see Section 3.4).

- Introduction (in 2003) of an obligation for teachers to renew their licences, with attendance of CPD programmes as one of the conditions for renewal; in 2004 however the regulation was changed and the licence no longer requires renewal but the CPD requirement remains in force and can lead into the revocation of the licence.

- Introduction of Centres for the Professional Development of teachers founded by the local self-governments which implement a selection of CPD programmes.

- Introduction of a two-year application cycle for new CPD programmes, liberalisation of the CPD programmes’ offer and an obligation for all teachers employed before 2004 to achieve 120 points through CPD by 2013/2014.

- Introduction of the system of career advancement of teachers with the new Rulebook on continuing professional development and advancement of teachers and professional associates (2012); however, the implementation of the system has been postponed due to budgetary constraints.

### 2.5 Forecast of policy needs in the field of teacher education

According to the research findings based on desk research and stakeholder consultations, the following needs were identified in the field of teacher education and training:

- Further investment in research in the field of methodology and also in the applied research in the education field which would enhance policy development in education.

- A more sustainable CPD-funding system. With the budget cuts and the current solution of being financed by the local self-governments, a large number of teachers have to finance their own CPD.

- Introduction of škole vežbaonice – school practice in specific schools. A Commission has been formed which has prepared pilot projects; implementation should start from 2014/2015. The practical placement throughout initial teacher education (ITE) would enhance the quality of teacher education.

- Organising better programmes which provide obligatory 36 ECTS in pedagogical-psychological-didactic subjects for students who have finished their initial education in other fields (i.e. engineers, economists, lawyers). There is a need to debate the possibility of augmenting the obligatory 36 ECTS to 60-120 ECTS which represents the standard in most EU countries.

- Training and licensing of school principals, as envisaged in the Law on the Foundation of the Education System. The strengthening of school management positions would contribute to the overall quality of education and would provide the needed skills for principals to provide continuous feedback on teacher performance.

---

48 The Law on the Foundation of the Education System, op.cit., Article 9.
50 The Law on the Foundation of the Education System, op.cit., Article 38.
51 The Official Journal of the RS, 13/12.
52 Stakeholder consultations (interview, the Ministry of Education, Science and Technological Development), Belgrade, 29.04.2013.
53 Stakeholder consultations (questionnaire, Tempus office in Serbia), 09.03.2013. Tempus programme on ‘Master’s programme for Subject Teachers in Serbia’.
Harmonising the number of students attending and graduating from teacher faculties, as currently there is a surplus of class teachers in primary education in the labour market. At the same time, there is a lack of subject teachers for mathematics, physics and English. These issues demand specific measures, and also incentives to attract the best students into the teaching profession.

- Strengthening teacher education for teaching in minority languages in line with the inclusive education policies adopted.

- Adoption and implementation of the National Qualifications Framework. A proposal of the Framework is currently in process and should be sent to the National Education Council, the National Council of Higher Education and the Council for Vocational Education and Adult Education in the course of the next months. The NQF would provide clear teacher competences on the national level (see below). It would also lead to the revision of the types of qualifications demanded from the teachers in different types of schools and different education levels.

- Implementation of the system of career advancement of teachers. The system was introduced with the new 2012 Rulebook on continuing professional development and advancement of teachers and professional associates but due to the financial situation, the proposed implementation did not happen.

A number of reforms, regulations, and action plans to be developed and implemented are also highlighted in the National Strategy for Education in the Republic of Serbia 2020. In relation to teacher education, the list of general (and somewhat speculative) actions that the Strategy asks for includes:

- New plans and programmes for initial teacher education and accreditation standards for initial teacher education programmes – an integrated degree for class teachers and the introduction of two subject studies for subject teachers (aimed especially at solving the challenge of a large number of very small schools in Serbia). This has to be taken into account in the forthcoming process of reaccreditation of higher education institutions in Serbia. The modernisation of initial teacher education is crucial for the quality of education.

- Foundation of interdisciplinary university centres for teacher education which would further enhance policy development in the area of teacher training.

- Inclusion of university professors (from initial teacher education institutions) in induction programmes, and licensing procedures which would strengthen the cooperation between initial teacher education providers and schools.

- Beginning the implementation (through budget programming) of the career-advancement system of teachers which would provide incentives to teacher development.

- Development of a national system of quality assurance of teachers at all levels of education in order to harmonise the quality of education.

3 Organisation of initial teacher education (ITE)

The following section reflects on the organisation of primary and secondary school teacher education at initial level. It first looks at the key institutions providing the initial teacher education and methods of financing it. Then, it describes how initial teacher education is approached in Serbia, with a special focus on admission procedures, education programmes, curricula, and assessment methods.

---

55 Ibid.
56 Ibid.
57 The Official Journal of the RS, 13/12.
3.1 Providers and financing of ITE

Initial education of primary school teachers (the first 4 years of primary education) is provided by state universities at teacher faculties and pedagogical faculties. Teachers of the second cycle of primary schools and secondary education receive initial training at the faculties of philology, philosophy, natural sciences, technical faculties, art faculties and sport faculties. There is no difference between second-cycle primary school and secondary school teachers in initial education.

In addition to Bachelor and Master's level degrees, universities providing initial teacher education, also offer PhD degrees.

ITE of teachers is provided only by state-funded faculties at the universities from Belgrade (the University of Belgrade, the University of Arts in Belgrade), Novi Sad, Kragujevac, Niš, Novi Pazar. There are altogether 34 faculties and 6 departments providing ITE.

Graduates from private universities can also be employed as teachers, if they fulfil qualification requirements (as described in 6.1).

Financing of primary and secondary education system for the institutions founded by the Republic of Serbia, the Autonomous Province of Vojvodina, and local self-governments, is provided from the budgets of the Republic, the Province and respective local authorities.

3.2 Admission procedures

Admission to the faculties providing ITE is based on the points gained in secondary school and an admission examination which includes physical, musical and verbal aptitudes. There are no psychological criteria for enrolment. The criterion of psychological suitability for teacher profession has only been introduced with the most recent changes in the Law on the Foundation of the Education System in June 2013 and it is one of the conditions for employment. This does open the question, raised by a number of interviewees, whether it is justifiable to estimate psychological suitability for working with children only at the time when novice teachers seek employment. In such cases, once the student (and the state in the case of state funded universities) has invested five years in his/her education, s/he can find him/herself unemployable in terms of a career in teaching.

Once the new secondary school final exam (Matura) is introduced in 2018/2019, it will be the only basis of admission to ITE (save for special cases, such as in arts education).

3.3 Education programmes

ITE programmes can be implemented as simultaneous models (students obtain a Master's degree in a certain field, while simultaneously obtaining pedagogical and other teacher competences); consecutive models (pedagogical and field competences can be obtained in different cycles); and transitional models (for existing teachers with a Master's degree in a certain field who have to obtain also 36 ECTS in pedagogical-psychological-didactical competences). These models are rarely implemented in practice however.

Table 3.1 Teacher education programmes

<table>
<thead>
<tr>
<th>Cycle</th>
<th>Name</th>
<th>Length</th>
</tr>
</thead>
<tbody>
<tr>
<td>I</td>
<td>Academic studies of the first degree</td>
<td>3-4 years</td>
</tr>
</tbody>
</table>

58Although located in the territory of Kosovo (this designation is without prejudice to positions on status, and is in line with UNSCR 1244 and the ICJ Opinion on the Kosovo Declaration of Independence), the University of Mitrovica de facto operates under Serbian legislation.
59Stakeholder consultations (questionnaire, the Ministry of Education, Science and Technological Development), 05.03.2013.
60The Law on the Foundation of the Education System, op.cit., Article 155.
61The Law on the Foundation of the Education System, Official Journal of the RS, 72/09, 52/11 and 55/13, Article 32.
62Stakeholder consultations (questionnaire, the Ministry of Education, Science and Technological Development), 05.03.2013.
The National Education Strategy identifies the current unbalanced teacher education programmes as one of the problems within ITE. Such imbalance at teacher faculties means that the main focus is placed on pedagogical competences, while the subject competences fall behind and at other faculties for subject teachers, the situation is exactly the opposite.  

### 3.4 Curricula and teacher education standards

The Standards of competences for teachers in terms of their professional development, adopted in 2011, contribute to the development of teacher faculties’ programmes by providing them with clear standards and learning outcomes expected from teachers. This development should also influence a stronger harmonisation of programmes between different faculties.

In line with the Standards, teaching competences are divided into four categories:

1. teaching field, subject and teaching methodology, subject area and subject didactics;
2. learning and teaching;
3. support to the individual (social, emotional and personal) development of students;
4. communication and cooperation.

In addition, new obligatory competences (education in psychological, pedagogical and didactic disciplines), acquired at HEIs during or after ITE with at least 30 ECTS and 6 ECTS of classroom practice, have been introduced. This development has strengthened the initial education of teachers by fostering changes in the curricula of ITE at universities in Serbia. These modifications are still unevenly implemented throughout the country and as yet, no students have graduated from the newly-developed programmes. It also remains disputable whether 36 ECTS is sufficient for the attainment of psychological, pedagogical and didactic competences.

Currently, however, teacher education curricula developed by HEIs vary significantly, due to the autonomy of universities. A lack of coordination between the programmes for class teachers at teacher faculties throughout the country contribute to the diversity of teacher competences, depending on the faculty from which they have graduated.

**Table 3.2. Teacher competences (adopted in 2011)**

<table>
<thead>
<tr>
<th>Knowledge and understanding</th>
<th>The teacher:</th>
</tr>
</thead>
<tbody>
<tr>
<td>Knows the education system, principles and aims, learning outcomes and standards</td>
<td></td>
</tr>
<tr>
<td>Knows and implements the legislative framework in education, strategic documents and relevant international documents</td>
<td></td>
</tr>
<tr>
<td>Implements internal and external evaluation results while continuously reflecting and self-evaluating work and practice</td>
<td></td>
</tr>
<tr>
<td>Understands the concept of lifelong learning and continuously develops, innovates and enhances practice and work</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Skills and abilities</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Expresses himself/herself within the grammatical rules of the Serbian language and the language in which education is being undertaken, while working on further enrichment of his/her linguistic culture</td>
<td></td>
</tr>
<tr>
<td>Implements ICT</td>
<td></td>
</tr>
<tr>
<td>Synchronises own practice with innovations in education</td>
<td></td>
</tr>
<tr>
<td>Speaks at least one foreign language</td>
<td></td>
</tr>
</tbody>
</table>

---

64Ibid.
67The Law on the Foundation of the Education System, op.cit., Article 9.
The teacher:

- Knows the education system, principles and aims, learning outcomes and standards
- Knows and implements the legislative framework in education, strategic documents and relevant international documents
- Implements internal and external evaluation results while continuously reflecting and self-evaluating work and practice
- Understands the concept of lifelong learning and continuously develops, innovates and enhances practice and work

Attitudes and values

- Understands the social context of education and actively contributes to multicultural and inclusive education
- Contributes to sustainable development and encourages healthy lifestyles
- Respects human and national values, while encouraging students to adopt them,
- Supports understanding and respect, tolerance, respect for diversity, cooperation and friendship
- By his/her own example encourages students to form a value system and develop positive characteristics.

Source: The Standards of competences for teachers and their professional development adopted in April 2011.

3.5 Assessment methods

Student teacher assessment methods are defined for each subject. Following the Bologna process reforms, assessment includes different continuous assessment methods (attendance, active participation during lectures, papers, evaluation of practice exercises). Students can obtain a number of points through continuous assessment methods (at least 30 and maximum 70) and through the final examination, written or oral. There are no specific assessment methods for students in ITE. Overall, assessment methods still remain insufficiently related to learning outcomes.

4 Support for new teachers

The following section is devoted to the provision of personal and professional support (‘induction’) for new teachers. When there are no systematic and/or national induction programmes, current practices to help novice teachers at the beginning of their career are discussed.

New (novice) teachers are obliged to go through the induction programme of minimum one year in duration, supervised by mentors, as prescribed by the Rulebook on licensing of teachers adopted in 2005 and revised in 2008. Mentoring is regulated by an administrative act in accordance with the 2009 Law on the Foundation of the Education System. All schools are implementing the induction

---

68 Zindović Vukašinović Gordana, Kritički osvrt na profesionalni razvoj nastavnika, 2003 and stakeholder consultations.
69 Stakeholder consultations (questionnaire, the Ministry of Education, Science and Technological Development), 05.03.2013.
70 The Law on the Foundation of the Education System, op.cit., Article 12.
71 The Law on Higher Education, op.cit., Article 89.
72 Rulebook on licensing of teachers, Official Journal of the RS 22/05 and 51/08.
73 The Law on the Foundation of the Education System, op.cit., Article 123.
programmes, while the level of mentoring differs, mostly depending on the individual enthusiasm of the mentor.

During one year, the new teacher has a mentor, chosen by the school, who instructs him/her into preparation, organisation and realisation of learning processes. Over the first three months of induction, the novice teacher is directly supervised by a mentor who must be a licensed teacher or have at least five years of working experience in education. The new teacher has an obligation to attend and observe at least 12 hours of classes held by his/her supervisor. The mentor helps the novice teacher in preparation of the classes and also attends his/her classes.

After one year, the novice teacher gives a class in front of a commission organised by the principal of the school. Following the opinion of the mentor, he/she applies for the licensing examination. Induction can last for maximum two years. The licence examination consists of a written and an oral part. The oral part of the exam assesses knowledge, skills and aptitudes for independent teaching and didactic skills; skills for problem solving of specific pedagogic challenges and knowledge of education regulations. The written part consists of a practical example of a class preparation. If the new teacher has not passed psychology and pedagogy subjects during his/her initial education, an additional examination is included in the licensing examination. The licence is obligatory in order to work as a teacher, except for new teachers; employees who are only substituting a teacher for a certain time period; and employees who are fulfilling all other conditions and have working experience outside of school – but only for a maximum period of two years.

The licensing examination takes place in the Ministry before a commission formed by the Minister. The examination fee is paid by the novice teacher’s institution, but if the examination is repeated it is covered by the new teacher. The licence is issued by the Minister, who keeps the register of licensed teachers. Licences can be suspended in particular cases enumerated by law and are defined as serious breaches of the work contract (e.g. criminal act, encouragement of alcohol or drug abuse by children, gun possession in school, improper administration of obligatory documentation, illegal acts against the rights of the child). The Law also defines other cases in which the licence can be revoked.

A problem that has often been raised in the context of the induction programme is the lack of training for mentors. The Institute for Improvement of Education has published a Guide for mentoring, already in second edition, and envisages organisation of training for mentors, but still this remains to be implemented. Another obstacle for successful implementation of the induction programme is the common established practice that, due to the lack of mentors, new teachers often work without supervision. On the whole, the mentoring practice depends upon the individual initiative and motivation of a mentor.

5 Continuing professional development of teachers (CPD)

Section 5 describes how continuing professional development (CPD) of teachers is approached in Serbia. It looks at the CPD providers and financing of in-service teacher training and identifies programmes, practices, and activities for teachers’ professional development. It also reflects on knowledge, skills, and attitudes (values) required from experienced teachers.

74 Rulebook on the licensing of teachers, Official Journal of the Republic of Serbia, 22/05 and 51/08, Article 6.
75 Ibid, Article 12.
76 The Law on the Foundation of the Education System, op.cit., Article 122.
77 The Law on the Foundation of the Education System, op.cit., Article 127.
78 The Law on the Foundation of the Education System, op.cit., Article 128.
79 Stakeholder consultations (questionnaire, Teachers’ Association of Serbia; interview, Centre for Education Policy) 05.03.2013, 24.04.2013.
81 Stakeholder consultations (questionnaire, Teachers’ Association of Serbia), 05.03.2013
5.1 Providers and financing of CPD

Continuing professional development of teachers (CPD) is provided by NGOs, schools, university faculties, registered agencies, and centres for professional development founded by local government. CPD is funded by local government, but there is also training funded by the Ministry of Education, Science and Technology and by certain EU funded projects, such as under the Instrument for Pre-Accession (IPA), the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH, the World Bank credit (DILS), UNICEF, and the Open Society Foundation.

During the current economic crisis and overall budget cuts, most interviewees claimed that it was the CPD of teachers that suffered the highest cuts.

5.2 Organisation of in-service teacher training

Article 129 of the Law on the Foundation of the Education System defines CPD of teachers as obligatory. Teachers are entitled to a leave of three days (68 hours) per year in order to attend the CPD activities approved by the pedagogical collegiums of the institution in which they work. In total, 24 hours are intended for external CPD activities, while 44 hours are aimed at professional development and carried out at the institution where a teacher is employed. Every teacher should gather 120 points in five years. If not, he/she could have his/her licence suspended or removed.

The main areas related to CPD are addressed in the Rulebook on continuous professional development and advancement of teachers and professional associates, which was adopted in 2012. It regulates: the types of professional development activities; priority fields for professional development for the period of three years; programmes and ways of organising CPD; conditions and bodies that decide on licensing and promotion throughout the professional development of teachers and professional associates.

Different types of activities are offered as CPD and include: training programmes; accredited HEI programmes as a part of lifelong learning; professional conferences (congresses, symposia and round tables); summer and winter schools; expert and study visits. There is a lack of recognition of non-formal and informal learning as CPD. Consequently, there is a strong need for the recognition of peer and school-based learning as CPD. Programmes are being accredited by the Centre for Professional Development of Education Workers, and in the territory of the Autonomous Province of Vojvodina, the accreditation is undertaken through the Pedagogical Institute of Vojvodina. There is also the possibility of direct accreditation by the Ministry for programmes in cases of special education policy relevance, created upon a request by the Ministry and/or through international or EU projects. One programme unit can last from 8 to 24 hours.

The content of CPD varies and is presented on the website of the Centre for professional development of education workers of the Institute for improvement of education (www.zuov.gov.rs). Every two years, the Institute publishes a catalogue of all CPD programmes. The catalogue provides information on the aim of the programme, its duration, envisaged activities, methodology and trainers. Priority areas for the period 2012/2015 are determined as follows: prevention of violence, abuse and neglect; prevention of discrimination; inclusion of children and students with disabilities and from marginalised groups; communication skills; teaching to learn and development of motivation; strengthening of professional capacities of teachers especially in the innovative teaching methods and class management; cooperation with parents, students and student parliaments; ICT.

The content of the programmes is prepared by the organisations conducting the CPD programmes but it is demanded that teachers need to fulfil at least 16 hours of professional development within each of the four defined groups of teacher competences. The CPD programmes’ offer has been

---

82 Rulebook on continuous professional development and advancement of teachers and professional associates, Official Journal of the RS 13/12, Article 27.
83 Rulebook on continuous professional development…, op.cit.
84 Rulebook on continuous professional development…, op.cit., Article 7.
85 Rulebook on continuous professional development…, op.cit., Article 9.
86 Rulebook on continuous professional development…, op.cit., Article 8.
87 Stakeholder consultations (questionnaire, Ministry of Education, Science and Technological Development), 05.03.2013.
created somewhat randomly, rather than through a well-developed education policy.\textsuperscript{58} The evaluation results of the CPD programmes are published in the catalogue (see Section 6.2).\textsuperscript{89} The management board of the respective school adopts the plan of CPD for teachers and the report on the implementation of the plan.\textsuperscript{90}

**Good practice examples in CPD**

The Institute for Improvement of Education implements a programme called ‘We learned and implemented in practice’ for teachers in Serbia. It is a public call for good practice examples of skills/methods that teachers have acquired through participation in an accredited CPD programme and then implemented in their personal work in school. Teachers are asked to send their account, or story in a form of a 5000 words long paper and 10 best papers are selected for promotion on the website of the Institute. Three papers receive awards. This programme encourages teachers to share their own experience and to put their acquired knowledge into practice. Further information on the call for 2013 can be found on: [http://www.zuov.gov.rs/novisajt2012/2013saznaliprimenili.html](http://www.zuov.gov.rs/novisajt2012/2013saznaliprimenili.html)

The Association of Teachers of the Republic of Serbia organises Winter Meetings of Teachers of Serbia and an Assembly of Teachers of Serbia. During the Winter Meeting, in the plenaries, all participants receive the newest information on education, and through two two-hour workshops they go through different CPD programmes according to their own interests. After the Meeting, they are expected to implement the acquired knowledge and then, at the Assembly, they present good practice examples. The Association, in 2011/2012, implemented different forms of CPD programmes which were attended by 14, 570 teachers.\textsuperscript{91}

6 Teacher qualifications and quality assurance

This section provides information on the qualifications (and diplomas, licenses, certificates, occupational grades) required to become a primary and secondary school teacher. It also explores the issue of the quality assurance mechanism and identifies which key stakeholders are involved in the quality assurance process in teacher education.

6.1 Qualification system for primary and secondary school teachers

The required level of primary and secondary teacher education is defined by the Law on the Foundation of the Education System.\textsuperscript{92} According to the law, in primary schools, class teachers (teachers providing education in the first 4 years of primary school) should obtain a Master's degree from teacher faculties. Otherwise, class teachers can also be Bachelor degree graduates (either from academic or vocational studies) if they have obtained their degree according to previous legislation (before the introduction of the Bologna process). In that case, they must obtain additional 36 ECTS in psychological, pedagogical and didactical disciplines at a higher education institution. Sometimes teachers have already obtained these credits within their Bachelor degrees but sometimes they need to obtain them after graduation from another HEI (see Section 3.3). These provisions refer also to subject teachers and secondary education subject teachers, in addition to the requirements described below.

Subject teachers (teachers providing education in the last 4 years of primary school and in secondary schools, specialised for a specific subject) should obtain a Master's degree from different faculties (other than teacher faculties).


\textsuperscript{92}The Law on the Foundation of the Education System, Official Journal of the RS, 72/09, 52/11 and 55/13, Article 57.

\textsuperscript{91}Questionnaire received on 05/03/2013, Teachers’ Association of Serbia.

\textsuperscript{92}Law on the Foundation of the Education System, Official Journal of the RS 72/09, 52/11 and 55/13, Article 8.
In secondary schools, a Master's degree from any faculty with a teacher education programme is required to provide teaching services.

### Table 6.1 Minimum qualifications required to teach in primary and secondary schools

<table>
<thead>
<tr>
<th>I cycle (or other)</th>
<th>II cycle (or other)</th>
<th>Other</th>
</tr>
</thead>
<tbody>
<tr>
<td>Primary school teaching qualifications</td>
<td>Bachelor degree for class teachers, if obtained according to previous legislation, with additional 36 ECTS of psychological, pedagogical and didactic competences</td>
<td>Master's degree of teacher faculty</td>
</tr>
<tr>
<td>Secondary school teaching qualifications</td>
<td>Master's degree of any faculty with a teacher education programme</td>
<td></td>
</tr>
</tbody>
</table>

As a result of CPD, teachers can advance professionally and be promoted to: a pedagogical advisor, an independent pedagogical advisor, higher pedagogical advisor and senior pedagogical advisor. For a promotion to the category of pedagogical advisor, it is required that a teacher has: at least eight years of work experience; a high level of developed competences; an outstanding record of CPD; initiation and participation in quality enhancement; additional 50 points in CPD in addition to obligatory 120; the ability to speak a foreign language at least at A2 level and the ability to employ computer technology in his/her work. The same competences are required for each next level, but are intensified. Each promotion level carries a raise in salary, and consequently, these provisions are still waiting to be fully implemented.

An educational advisor determines if a teacher has fulfilled the conditions for acquiring a new category. Teachers’ portfolios (collected proofs of CPD) and their certification will become obligatory in 2014 for all teachers.

#### 6.2 Quality assurance mechanisms

Teachers’ competences are evaluated during the licensing process and through the system of promotion. Another system in place for evaluation of teacher competences is self-evaluation and external evaluation of schools. A complete process of self-evaluation of primary and secondary schools should be carried out every 5 years by expert bodies, parents’ council, student parliament, a principal and the managing body of the institution.

The system of external evaluation, supervised by the Ministry and the Institute for Quality Assurance of Education, is still not being implemented.

In the process of self-evaluation and when planning their professional development, teachers apply teacher-competency standards (through a portfolio which contains information on all CPD activities they have undertaken). The school principals follow these professional development plans of the teachers. It is difficult to evaluate the real results of the CPD programmes, however, as this type of assessment demands time. While the quality of CPD programmes could be reflected in students’ achievements, e.g. based on national and international student tests like PISA and TIMSS, due to the lack of funds, Serbia is still finalising the formal arrangements for participation in PISA 2015. Throughout the number of cycles of PISA study (2003, 2006, 2009), the results consistently indicate...
that students from Serbia do not achieve satisfactory results in reading literacy. The general analysis concerning the overall low PISA achievements indicates a need for improvements in teaching skills.

CPD programme evaluation results (usually filled in questionnaires by the programme participants) are analysed by the Institute for Improvement of Education. Programmes are evaluated and approved by the commissions formed by the Institute once the organisation in charge of respective CPD programme has submitted a demand for accreditation. What is planned by the Institute for the future is further research into real needs of teachers and the identification of the priority areas for CPD. Perplexingly, even if the evaluation questionnaires reflect usually positive assessments of the training programmes by the participants, when discussing overall satisfaction, a large number of teachers often express that they are not truly satisfied with the existing programmes and especially criticise the lack of applicability of the knowledge and skills' training offered. The impact evaluation of CPD programmes is still being rarely and only partially conducted, while the overall evaluation of the CPD system is non-existent.

The school principal organises and implements pedagogical evaluation and monitors the quality of education and pedagogical practices in the school and recommends measures for the improvement of CPD for teachers. Expert bodies, teams and pedagogic collegiums in the school evaluate the teachers’ achievements. It remains unclear what amount of time and importance are attributed to these issues on the ground. As there is no systematic monitoring, the implementation of these measures, once again, relies largely on the individual approach of a school principal and the approach of the overall school collective (employees).

The Parents’ Councils have been able to propose measures for quality assurance and enhancement of education in schools since 2009. The principal is, inter alia, responsible for the organisation and implementation of the pedagogical supervision and measures for CPD of teachers.

The Law on Foundation of Education System from 2009, with the newest changes adopted in June 2013, introduced the licensing of school principals, which has led to the further professionalisation of the management function of the school principals. School principals are obliged to pass an examination which provides them with a licence, the deadline for this being within one year following the election to the position. Further details on the licensing of principals are outlined by the Ministry.

Quality assurance mechanisms of ITE are defined by the Law on Higher Education. Higher education institutions, through their statutes, define bodies and procedures for evaluation, quality assurance and quality enhancement of study programmes. The quality-assurance procedures are further regulated by the Rulebook on quality assurance which is adopted by the Ministry for education, science and technological development. The Accreditation Commission, on demand by a higher education institution or the Ministry, supervises HEI's quality-assurance procedures and their compliance with the Rulebook. The Accreditation procedure is implemented on demand of the Ministry, the founder of the institution or the institution itself. The Commission for Accreditation and Quality Assurance gives an Accreditation Certificate in respect to higher education institutions and study programmes; or it can otherwise issue a warning identifying institution’s or study programme’s deficiencies and give a deadline for improvement; or it can issue a decision which denies

---

100 Interview, Agency for the Advancement of Education, Belgrade, 24/04/2013.
102 The Law on the Foundation of the Education System, 72/09, 52/11 and 55/13, Official Journal of the RS, Article 62.
103 Law on the Foundation of the Education System, 72/09, 52/11 and 55/13, Official Journal of the RS, Article 67.
104 Law on the Foundation of the Education System, Official Journal of the RS 72/09, 52/11 and 55/13, Article 58.
106 Law on Higher Education, Official Journal of the RS 76/05.
107 Law on Higher Education, Official Journal of the RS 76/05, Article 15.
accreditation. Higher education institutions also implement procedures for the self-evaluation of their study programmes and working conditions, as prescribed by their general acts. Internal self-evaluation exercises are undertaken at least every three years. The second round of accreditation is currently being undertaken in Serbia. At this point, it is difficult to assess whether the envisaged criteria for ITE programmes that were outlined in the National Education Strategy are going to be taken into consideration in the process of reaccreditation that is currently underway (some of the interviewees expressed their doubts).

7 Innovations in teacher education

The subsequent part addresses the issue of innovations in teacher education, such as inclusion of novel topics in teacher education programmes, ICT-related teaching and learning, new ways of doing old things that worked well and proved to be effective. Important strategies/reforms that prioritise the adoption of new teaching/professional development models and the development of practical ICT-related skills are also included. At the end of the section, opportunities and limitations for managing the change process in the teacher education programme are identified.

7.1 Innovative practices and developments

The Law on the Foundation of the Education System introduced the possibility of innovative practices through quality enhancement and introduction of new teaching programmes, innovative practices in the organisation of the teaching processes, or funding systems. The initiative for this introduction can be expressed by a school, respective council, one of the institutes, or another entity. If the innovative practice is approved by the Ministry, the Ministry would make an open call to the implementing school, with the priority given to the school which has submitted the initiative (if that is the case). The longest duration of the innovative practice can be five years and the evaluation is implemented in the last year by the Institute for Improvement of Education.

As much as there are most certainly a number of individual examples of innovative practices in schools, there are no coordinated and centralised efforts to keep them registered and recorded. In 2005, an NGO ‘Reformski obrazovni krugovi’ (Reform education circles) published a Guide for improvement of teachers and schools, which included the criteria for innovative practices and some good practice examples.

E-learning CPD programmes are planned to be implemented in Serbia, as announced by the Institute for the Improvement of Education. The open call for possible organisers of e-learning CPD programmes is scheduled to begin in October 2013 and the programmes should start in 2014. This might open access to teachers who are not able to attend some of the CPD programmes because of financial difficulties.

The newest changes in the law in 2013 also introduced the possibility for the creation of ‘model centre’ schools, which would further be regulated by the Ministry. However, there is still no information on the development of this innovation as it has been adopted only in June 2013.

a) Inclusive education

Inclusive education has been implemented through various projects in Serbia, and has become one of the main priorities in all policy development in education. The Law on the Foundation of the Education System prescribes an education-for-all approach. The European Union has recognised the importance of the issue of inclusion for Serbia and many projects have been implemented with the EU financial support i.e. ‘Strengthening capacities of local self-governments and education institutions for the implementation of laws and policies of inclusive education in local communities in

110 The Law on Higher Education, Official Journal of the RS 76/05, Article 17.
111 Stakeholder consultations (interview, the Educational Forum/HEI representative), 19.04.2013.
113 http://www.most.org.rs/publikacije/prirucnici/VODIC_za_unapredjenje_rada_nastavnika_i_skola.pdf
114 Stakeholder consultations (interview, Institute for Improvement of Education), Belgrade, 24.04.2013.
Serbia’ (implemented by the Association of Disabled Students in partnership with the Initiative for inclusion VelikiMali and the Initiative for the rights of persons with mental disability in Serbia) funded by the EU; or ‘Provision of advanced service at the local level’ – DILS through funding of the World Bank and the International Bank for Reconstruction and Development (implemented by the Ministry of Health, the Ministry of Education, Science and Technological Development and the Ministry of Labour and Social Policy).

A number of interviewees perceived inclusive education as one of the biggest priorities in education reforms in recent years in Serbia. In the last three years about 23,000 teachers have attended different programmes on inclusive education, which have mostly been CPD training or lectures. Through the above mentioned DILS project, national training on the topic ‘Inclusive education and individual education plans’ has been organised for approximately 7,500 employees in schools, for at least 5 employees from every school, including school principals. A support network for inclusive education has been established, comprising 75 experts and 10 schools, which is always open for questions and problems, peer learning, study visits, presentation of inclusive teaching, development of internal networks, development of teaching resources, cooperation with parents and team building.

Special attention has been given to improving access to education of Roma children, through the implementation of measures from the Unique action plan for improvement of education of Roma in Serbia adopted in 2005. An important project in inclusive education that has been implemented is ‘Education for all – advancement of access and quality of education for children from marginalised groups’, funded from EU IPA 08 funds with support of OSCE, which started its implementation in 2010. The project trains and employs 178 assistants in pre-school facilities and primary schools and provides training for school principals and other employees.

The introduction of obligatory and free preschool one-year education has been one of the results of efforts for enlarging access to education for all. The Ministry has also been providing free textbooks for all children in primary education from the first to the fourth grade.

### 7.2 The use of ICT

Teacher faculties at universities dedicate considerable attention to the use of ICT in teaching. Nevertheless, problems such as the lack of technical equipment in schools, the lack of technical support (schools do not have staff responsible for ICT support), and the lack of software and other teaching materials, remain. On the other hand, it has been noted that often, even if the equipment is in place, teachers use it neither frequently nor in the most effective and efficient manner.

Through the project ‘The digital school’ funded through a protocol with Telecom Serbia, implemented by the Ministry of Telecommunications and Information Society in 2008, about 95% of schools have been provided with computer labs and about 80% with an ADSL internet connection. However, many schools, especially in rural areas, do not have internet connection and a vast number of students do not have computers or internet connection at home.

Many of the CPD programmes are dedicated to the use of ICT in teaching. For instance, for 2012/2013 and 2013/2014 school years, the Centre for Professional Development in Kikinda offers,

---

118 Reply to the European Commission questionnaire, [http://www.seio.gov.rs/%D0%B4%D0%BE%D0%BA%D1%83%D0%BC%D0%B5%D0%BD%D1%82%D0%B0%D0%BD%D0%B0%D1%86%D0%BB%D0%BE%D0%BD%D0%B0%BB%D0%BD%D0%B5%D0%BD%D1%82%D0%B0%166.html](http://www.seio.gov.rs/%D0%B4%D0%BE%D0%BA%D1%83%D0%BC%D0%B5%D0%BD%D1%82%D0%B0%D0%BD%D0%B0%D1%86%D0%BB%D0%BE%D0%BD%D0%B0%BB%D0%BD%D0%B5%D0%BD%D1%82%D0%B0%166.html)
119 Unique action plan for improvement of education of Roma in Serbia, [http://inkluzivno-obrazovanje.rs/resursi/strategije](http://inkluzivno-obrazovanje.rs/resursi/strategije)
121 Stakeholder consultations (questionnaire, Teachers’ Association of Serbia), 05.03.2013
122 Stakeholder consultations (interview, the Ministry of Education, Science and Technological Development), Belgrade, 29.04.2013.
123 National Education Strategy, 2012, p.43
among others, the following seminars\textsuperscript{124}: SMART table in the classroom of creativity, motivation and knowledge (on the use for ICT in teaching and SMART table including SMART Notebook Software); interactive electronic poster as an e-tool for cooperative learning; the use of computers in inclusive education; digital film as a tool for motivation of teachers and students; the use of innovative communication technologies.

7.3 The opportunities and limitations of introducing innovations in the teacher education system

The main opportunities and limitations of introducing innovations in the teacher education system are listed in Table 7.1.

Table 7.1 Opportunities and limitations for introducing innovations

<table>
<thead>
<tr>
<th>Opportunities</th>
<th>Limitations</th>
</tr>
</thead>
<tbody>
<tr>
<td>■ Established system of CPD programmes which could be diversified with provision of more innovative teaching skills.</td>
<td>■ Limited financial resources.</td>
</tr>
<tr>
<td>■ Reform of ITE curricula could include more innovative teaching skills.</td>
<td>■ Limited innovation skills among teachers and teacher educators.</td>
</tr>
<tr>
<td>■ The Ministry’s intention to implement the promotion system which would reward innovative teaching.</td>
<td>■ No incentives for teachers to motivate them to use innovative methods (the promotion system still not being in place, including financial incentives).</td>
</tr>
<tr>
<td>■ Well-developed network of regional CPD centres.</td>
<td>■ Lack of innovative methods implemented in ITE.</td>
</tr>
<tr>
<td>■ Well covered provision of ICT teaching tools throughout Serbia.</td>
<td>■ Limited access to technical support/ICT infrastructure/teaching materials and software in schools.</td>
</tr>
<tr>
<td>■ Strategies and legislative framework is in place supporting innovation.</td>
<td>■ Limited ICT skills among teachers.</td>
</tr>
<tr>
<td>■ Individual teachers’ motivation for introducing innovations who could represent role models.</td>
<td>■ Lack of ICT equipment and skills among students.</td>
</tr>
<tr>
<td></td>
<td>■ Insufficient implementation of strategies and plans.</td>
</tr>
<tr>
<td></td>
<td>■ Lack of coordinated monitoring of innovative practices.</td>
</tr>
</tbody>
</table>

Source: Analysis based on stakeholder consultations (interviews and questionnaire answers) and National Education Strategy.

8 Partnerships and interaction with external actors

Section 8 explores whether partnerships between schools and teacher education institutions are promoted and implemented in order to encourage schools to play an active and central role in developing teaching methods, improving the quality of teaching and extending the knowledge about teaching and learning. The role of private and non-governmental sector actors in the area of teacher education is also reflected as well as the influence of international experts.

8.1 Partnerships between teacher education institutions and schools

Partnerships between schools and higher education institutions are insufficient. The classroom practice schools (škole vežbaonice) have been introduced by the Law on the Foundation of Education System (the newest changes in 2013), which is expected to help to institutionalise the relationship between schools and providers of initial teacher education, most probably from 2013/2014.

According to a recent publication on teacher education reforms in South-Eastern Europe\textsuperscript{125}, in the whole Western Balkan region, teacher education institutions and schools stay disconnected, while teaching and learning seem to be ‘perceived as individualistic teacher class activities rather than as

\textsuperscript{124}www.csu.rs

collaborative school-based endeavour. There is insufficient collaboration among school staff and the wider school community, as well as insufficiently mutually supportive home-school relationships'.

The National Education Strategy\(^{126}\) also calls for local communities to take on some responsibility for the development of primary and partly secondary education through the inclusion of funding as a priority within the local community development plans. As the local self-government budgets suffer widely, due to the economic crisis and poor development, this is being reflected in frequent insufficiency of funds being provided to education.

The Law on the Foundation of the Education System\(^{127}\) has introduced articles promoting stronger cooperation mechanisms between schools and local self-government and between schools and parents/students’ family. The Law encourages schools to develop partnership relations with parents, based on the principles of mutual understanding, respect and trust. Certain progress has been noticed in the relations between schools and parents, but both parties require further training and skills for mutual understanding and cooperation.

Parents’ Councils\(^{128}\) are organised in every school and they consist of one parent representative of each class within the school. The Councils propose members for the management bodies of the school, discuss school development plans and other strategic documents and discuss financial decisions in regard to donations.

8.2 The role of the business sector in teacher education

The business sector has mostly been involved in the vocational education and rarely in general primary and secondary education or teacher education.

One of the examples is the project ‘Career guidance in secondary schools’\(^{129}\) by Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH and the Ministry of Education, Science and Technological Development together with the Regional Centres for Professional Development, implemented 2011 - 2013. The project, supported and advised the implementing partners, the Ministry of Education and Science and the Ministry for Youth and Sports, collaborated with national vocational educational and training institutions, the national employment agency and chambers of industry and commerce. Both regionally and locally, the project’s most important partners were schools, youth offices, business enterprises and, in part, non-governmental organisations. The project developed two components, in-school measures (training teachers as multipliers; introducing and improving career guidance in schools, including a monitoring system) and out-of-school measures (training out-of-school multipliers, developing and accrediting teaching programmes for youth leaders).

8.3 The role of NGOs and external support in teacher education

Non-governmental organisations (NGOs) have been participating in the implementation of different international projects and providing CPD programmes for teachers. Since they gather education experts and contribute to the development of education and teacher training policies, NGOs should be more involved in the official development of education strategies as they are the main actor promoting innovative and creative practices.

Examples of such involvement include:

- The Centre for Interactive Pedagogy\(^{130}\), a member of the International Step By Step Association and the Association for Supervision and Curriculum Development, organises seminars, creates training modules for teachers and works in research on the education policy. On their website it is noted that they have organised 244 seminars with 8,108 participants.

---

\(^{126}\) National Education Strategy, 2012, p.162.


\(^{128}\) The Law on the Foundation of the Education System, Official Journal of the RS, 72/09, 52/11 and 55/13, Article 58.

\(^{129}\) http://www.giz.de/themen/en/34363.htm

\(^{130}\) Center for Interactive Pedagogy, accessed on 14 July 2013, http://www.cip.org.rs/
Education Forum\textsuperscript{131} is a group of education experts and opinion-makers in the education field, dealing with research and policy development, cooperation with national level actors and international organisations, providing expert consultancies, and CPD programmes for teachers. The Forum organises monthly gatherings of education stakeholders to discuss different issues within the education reform, which often serve as a platform for further policy development.

The Centre for the Rights of the Child of Užice, with support of the Norwegian Embassy in Serbia, implemented a 3-year project ‘Civil society for inclusive education – student centred education’. The aim of this project is to strengthen the non-governmental sector in monitoring the inclusion process in education institutions and the implementation of new legislation in the field. Another project funded by the Pestalozzi Children’s Foundation from Switzerland and implemented by the Centre, is ‘Education for Child and Human Rights’ aiming at establishing an effective and functional method of education for child rights across the educational system. Specific objectives of this initiative are: (1) to build capacities of teachers in child rights; (2) to form the teams of teachers in secondary for a permanent transfer of knowledge and awareness-raising on child rights; (3) to familiarise children with the rights of a child.

Most projects are funded by donors such as the European Union with IPA support and that of the European Training Foundation or via the Tempus programme, other foreign donors. The Open Society Foundation and the Balkan Fund for Democracy in the area of teacher education and training have also funded projects realised by the Centre for Education Policy. The most recent are ‘Teachers’ Conversations about Teachers’ and ‘Advancing Teacher Professionalism for Inclusive, Quality and Relevant Education’. These are further discussed below.

**Teachers’ Conversations About Teachers**

Teachers’ Conversations About Teachers (TCAT or abbreviation in Serbian: RANON) is a multi-year project (2011-2013) implemented by the Centre for Education Policy, the Association of Teachers of the Republic of Serbia, Education Plus and the Pedagogic Society of Serbia, initiated and supported by the Open Society Foundation – Serbia. The aim of this project is to support the process of teachers’ self-organisation, which should lead to a more adequate representation of teachers in decision-making and active implementation of new education policies. A part of the project deals with examining teachers’ attitudes towards issues such as: their key competences for implementing change and improving the education system; schools’ autonomy; teachers’ cooperation with parents and the local community; cooperation of teachers within school and the application of the standards of student achievement (understanding teachers’ perceptions of the reforms). Examining teachers’ positions and attitudes will contribute to the more objective analysis of the situation on the ground and could prove a very useful feed-in to the development of education policy.

**Advancing Teacher Professionalism for Inclusive, Quality and Relevant Education**

ATEPIE Project ‘Advancing Teacher Professionalism for Inclusive, Quality and Relevant Education’ is being implemented during 2011/2013 by the Centre for Education Policy in cooperation with the Education Support Programme of Open Society Foundations (ESP/OSF). The project aims to strengthen the role of teachers in ensuring education inclusion and quality in Serbia (and other Western Balkan countries). One of the outcomes of the project is the publication ‘Teaching Profession for the 21st Century’ which strives to develop a common understanding of the knowledge, skills and values that the twenty-first century teacher should have. The project has also developed the Framework of Teacher Competences, based on a constructivist approach to learning. The project outcomes should serve as a basis for further development of modern teacher competences at national level in Serbia.

Sources: [www.cep.edu.rs/atepie](http://www.cep.edu.rs/atepie); Teaching Profession for the 21\textsuperscript{st} Century, ed. Vlasta Vizek Vidović and Zoran Velkovski, Centre for Education Policy, Belgrade, 2013; Questionnaire reply from a representative of Tempus office in Serbia, received on 09/03/2013.


\textsuperscript{132}Stakeholder consultations (questionnaire, Regional centre for teacher CPD in Užice), 05.03.2013.
Other examples of initiatives where international institutions and experts were involved in development of teacher education and training are presented in the table below.

Table 8.1 Examples of external support for teacher education and training

<table>
<thead>
<tr>
<th>Institution</th>
<th>Area of support provided</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>European Union</strong></td>
<td>EU-funded projects under the Tempus programme, such as:</td>
</tr>
<tr>
<td></td>
<td>■ Modernising Teacher Education in a European Perspective, with the aim of introducing content which contributes to the European dimension in education in teacher education programmes.</td>
</tr>
<tr>
<td></td>
<td>■ Education Policy Study Programme in Serbia and Montenegro, with the aim of the creation of Master's studies in the field of education policies in different fields and at different levels of education.</td>
</tr>
<tr>
<td></td>
<td>■ Master's programme for Subject Teachers in Serbia, with the aim of the creation of Master's studies for additional subject teachers’ education in order to fulfil the demand of the Law on the Foundation of the Education System for obtaining 36 ECTS in pedagogical-psychological-didactic competences.</td>
</tr>
<tr>
<td></td>
<td>■ Harmonisation and Modernisation of the Curriculum for Primary Teacher Education, with the aim of quality enhancement of study programmes for teacher education and harmonisation of learning outcomes at national level and in accordance with the latest trends and needs (i.e. inclusive education teachers’ competences, entrepreneurship education).</td>
</tr>
<tr>
<td><strong>IPA Programme</strong></td>
<td>Support for human capital development and research projects:</td>
</tr>
<tr>
<td></td>
<td>■ Modernisation of the vocational education and training system in Serbia (2008);</td>
</tr>
<tr>
<td></td>
<td>■ Support for quality assurance within the national primary and secondary education examination system (2008);</td>
</tr>
<tr>
<td></td>
<td>■ Education for All – Increasing the Availability and Quality of Education for Children from Marginalised Groups (2008);</td>
</tr>
<tr>
<td></td>
<td>■ Improvement of Pre-School Education in Serbia (2009);</td>
</tr>
<tr>
<td></td>
<td>■ Higher Education Teaching Infrastructure Programme (2009);</td>
</tr>
<tr>
<td><strong>OECD</strong></td>
<td>The European Training Foundation policy support for vocational education and training:</td>
</tr>
<tr>
<td></td>
<td>■ Support for the development of an education strategy 2012-2020 and for the development of a National Qualifications Framework;</td>
</tr>
<tr>
<td></td>
<td>■ Serbia’s participation in 2013 in the FRAME initiative launched by the EU in order to support the EU enlargement region in the development of their HRD policies.</td>
</tr>
<tr>
<td></td>
<td>Teaching and Learning International Survey – TALIS, implemented within the remit of the Institute of Psychology of the Faculty of Philosophy at the University in Belgrade. In 2012, a pilot survey was conducted, which included 17 schools and 332 teachers. In 2013, the main TALIS survey was conducted including 194 schools (4,114 teachers and 194 school principals). The results are expected in 2014. The TALIS survey is aimed towards: research of teachers’ work in schools; regular feedback on their continuous professional development, access (types of CPD including existing challenges in its implementation); the impact of measures of school management on teachers’ development and the impact of new school management practices on teachers’ development. The results of this...</td>
</tr>
</tbody>
</table>

---

133 The main goals in the field of education are: the development of a National Curriculum Framework in primary and general secondary education and further development of professional teachers’ training, focused on building a functional and multidisciplinary competency of teachers, along with building on the relationship between research, policy and practice, aiming to monitor education reforms and continuously improve education policies and the establishment and equipping of practice classrooms as teaching bases for the CPD of teachers. Stakeholder consultations (questionnaire, Tempus office in Serbia), 09.03.2013.

Institution | Area of support provided
--- | ---
Swiss Development Council (SDC) | CPD development, with the aim of promoting the formalisation of the professional development system, in particular in-service teacher training at the central and local level as well as promoting the Life-Long Learning concept. The SDC project helped in the creation of the basic components of the professional development system, including the Institute for Professional Development, while delivering training for 80,000 teachers throughout ten Regional Centres for professional development and the Regional Centres Network, helping the institutionalisation of the system through inclusion of the relevant articles in the Law on the Foundations of the Education System adopted in 2009.

World Bank | Development of teacher licensing system, including teacher training and teacher professional development.

Other international institutions involved in Serbia, such as GIZ (active especially in vocational education) or UNICEF (active mostly on the topic of inclusion and violence prevention in schools), concern education in general (and less so teacher education in particular).

9 Key strengths, challenges and perspectives

The final section summarises the key strengths, weaknesses, and challenges faced by the national authorities and educational institutions in the area of teacher education. This is followed by considerations regarding the need for further policy action within the country reviewed as well as at Western Balkan and EU level.

9.1 Current strengths and weaknesses of teacher education

Table 9.1 Summary table: Key strengths and weaknesses of primary and secondary school teacher education

<table>
<thead>
<tr>
<th></th>
<th>Strengths</th>
<th>Weaknesses</th>
</tr>
</thead>
<tbody>
<tr>
<td>ITE</td>
<td>Obligation of a Master's degree for teachers to practice the teaching profession.</td>
<td>HEI professors not included in the induction programmes and licensing.</td>
</tr>
<tr>
<td></td>
<td>Introduction of new requirements of education in psychological, pedagogical and methodological disciplines to be acquired at higher education institutions.</td>
<td>Enrolment of students in teacher faculties not harmonised with the labour market needs.</td>
</tr>
<tr>
<td></td>
<td>Adoption of standards for teacher competences and the professional development.</td>
<td>No psychological criteria for enrolment into ITE.</td>
</tr>
<tr>
<td></td>
<td>Introduction of Centres for Professional Development of teachers.</td>
<td>Lack of recruitment and retention mechanisms for high quality teachers.</td>
</tr>
<tr>
<td></td>
<td>Introduction of a two-year application cycle for new CPD programmes.</td>
<td>Further need to introduce student-centred learning as a methodological shift into the classroom.</td>
</tr>
<tr>
<td></td>
<td>Liberalisation of the CPD programmes’ offer.</td>
<td>Insufficient use of innovative teaching methods, and poor training and use of ICT by teachers.</td>
</tr>
<tr>
<td></td>
<td>Several CDP programmes dedicated to</td>
<td>Limited relevance and applicability of skills and knowledge of CPD courses on offer.</td>
</tr>
</tbody>
</table>

9.2 The need for further policy action

The following needs were identified in the field of teacher education:

- Policy areas where *local/regional cooperation* would be beneficial:
Taking into account and understanding regional differences for budget planning and planning of the school network within Serbia concerning the size of schools (in rural areas, schools often have very few students due to the demographic issues and the rationalisation processes need to take this question into consideration.)

Introducing incentives for teachers to move into rural areas/smaller cities where there is a need for teachers in certain subjects while the overall policy should be coordinated on the national level.

Exchange of experiences in all aspects of the education reform processes primarily between teachers and school principals, but including parents, civil society and business representatives. Providing mechanisms for the cooperation between schools, parents and the local community and a framework for higher involvement of the business community in teacher education. The overall sense of cooperation in the education field between the local communities needs to be enhanced.

Policy areas where further policy action at the national level is required

Improving and implementing additional teacher education in specific pedagogical-psychological-didactic competences (36 ECTS) for teachers who are already employed or have graduated from the programmes which have not provided these competences. At a national level it should also be deliberated whether the obligatory 36 ECTS should be augmented in line with the European standards.

The introduction of innovative teaching methods ITE at higher education institutions and professional development of higher education professors, which would further encourage innovative teaching methods in schools. Implementing the practical classroom placements within the initial teacher education programmes, as prescribed by the Law.

Establishing national level recruitment and retention mechanisms of teachers, which would aim for improving the gender imbalance situation and attracting the best students to the teaching profession. This would require clearer policies for personal and professional support being provided to teachers. Also, psychological suitability for teaching should be estimated at the beginning of initial teacher education as well as at the point of employment.

Improving the applicability of CPD programmes to the real needs and demands of the teaching profession and real life situations in the classroom, while assuring that better transparency of CPD programmes’ offer training in relation to teachers’ learning needs. This would also require comprehensive evaluation and monitoring of the impact of CPD programmes. An important aspect would be the introduction of the recognition of informal and non-formal learning as CPD.

Encouraging cooperation between the ITE providers and schools, through classroom practice placements, induction programmes, licensing and local/regional education research policy development.

Assuring sustainability of different projects’ outcomes so that the positive effects would continue to influence teacher education programmes, and also ensuring that project outcomes become institutionalised rather than disappearing after a project ends.

Improving the capacity of the institutions managing the education system by introducing CPD to the civil servants working in these bodies, following the international trends in the education field. It is also essential to assure stronger cooperation with trade unions and professional teacher associations.

Implementing the measures envisaged for training and licensing of school principals, providing them with the necessary skills for giving regular feedback on the quality of teachers.

The advancement of the status of teacher profession – encouraging larger investments in education and leading awareness raising campaigns on the importance of education and
teachers, but also providing incentives for raising the attractiveness of the teaching profession. It is also of essential importance to harmonise the labour market needs for specific teachers with the number of students being admitted to initial teacher education programmes.

- Further regulation and training of mentors within induction programmes, leading to the harmonisation of induction programmes throughout the country.
- Offering incentives to apply innovative teaching methods in schools and providing further training for the use of ICT in the classroom.
- Implementation of the regular licensing of teachers, conditioned with the CPD, in order to encourage CPD.

- **Policy areas where cooperation at the Western Balkans’ level would be beneficial:**
  - Exchange of experiences in all fields of education reform, particularly between teachers and moreover, between teachers who are not active in unions or other associations (for better outreach).
  - Teachers’ peer learning programmes.

- **Policy areas where EU cooperation may be useful/sought**
  - Further funding of innovative projects in the field of teacher education, as the country budget is still not (and probably will not be in the foreseeable future) capable of fully supporting systematic changes within education and teacher education.
  - Exchange of experiences in all aspects of education reform processes, particularly with the countries with similar education systems and similar educational culture.
  - Exchange of experience in initial teacher education and CPD programmes’ development, following the European standards, and further opening of possibilities for education research exchanges and policy learning between state officials and experts from the country and other European countries.
  - Participation of Serbia in the working groups of the Open Method of Coordination.
  - Participation of Serbia in centralised actions of the future cooperation programme ‘Erasmus for All’, i.e. projects aimed at innovative methodology of teachers’ work and content-related issues (former multilateral projects).
  - Opening possibilities for the primary and secondary teachers in Serbia to participate in ‘Erasmus for All’ mobility schemes (study visits and in-services training, initial training - similar to former Comenius, Leonardo and Grundtvig mobility schemes).

---

136 National Education Strategy, 2012; questionnaire received on 09/03/2013 from the Tempus office in Serbia; interviews.
Bibliography

Policy and legal documents


Rulebook on continuous professional development and admission to the profession of teachers and associates, Službeni glasnik RS (official journal) no. 13/12 and 31/12, www.mpn.gov.rs (accessed in February 2013).


Studies, reports and other literature


Marušić, M, Tok promena u sistemu stručnog obrazovanja i usavršavanja učitelja, p.44 in Polovina, N, Pavlović, J (Ed), Teorija i praksa profesionalnog razvoja nastavnika (Theory and practice of professional development of teachers), Institute za pedagoška istraživanja, Belgrade, 2010.


Pantić, N. (Ed.), (2008), Usaglašavanje programa obrazovanja prosvetnih radnika u zemljama Zapadnog Balkana (Harmonization of education programmes for teachers in the Western Balkans), Belgrade: Centre for Education Policy.


Group of authors, University of Kragujevac – Faculty of Education in Jagodina, Special edition, Conference Proceeding No. 8/1, Volume *Promoting Teacher Education from Intake System to Teaching Practice*, Jagodina, 2009.

**Websites**

Centre for Education Policy, www.cep.edu.rs (accessed in February/July 2013)
Centre for Professional Development in Kikinda, http://www.csu.rs/ (accessed in July 2013)
Project Delivery of Improved Local Services, http://www.dils.gov.rs/, (accessed in July 2013)
Tempus office in Belgrade, www.tempus.ac.rs (accessed in February 2013)
Zavod za unapređivanje obrazovanja i vaspitanja (Institute for improvement of education), www.zuov.gov.rs (accessed in February/July 2013)

**Interviewees**

Association of Serbian Gymnasia/Grammar Schools (14/03/2013)
Centre for Education Policy (24/04/2013)
Education Forum, member of the Working group on Teacher Education section in the Education Strategy 2020/HEI representative (19/04/2013)
Independent Expert (07/03/2013)
Institute of Pedagogy (12/04/2013)
Institute for the Improvement of Education (ZUOV) (24/04/2013)
Ministry of Education, Science and Technological Development (29/04/2013)
United Field Unions “Independence” – education branch (24/04/2013)

**Questionnaires**

Ministry of Education, Science and Technological Development – Primary school directorate (05/03/2013)
Ministry of Education, Science and Technological Development – Sector for EU integration (26/02/2013)
Regional centre for teacher CPD, Smederevo (18/03/2013)
Regional centre for teacher CPD, Užice (05/03/2013)
Tempus office in Serbia (09/03/2013)
Teachers’ Association of Serbia (05/03/2013)
Vocational and Adult Education Council (05/03/2013)
Annex 1 Structure of education system in Serbia

Higher Education

III cycle
Doctoral studies
180 ECTS

II cycle
Master's studies (academic)
60-120 ECTS
Specialised studies (academic)
60 ECTS

I cycle
Bachelor studies (academic)
180-240 ECTS
Specialised studies (vocational)
60 ECTS
Applied bachelor studies (vocational)
180 ECTS

Secondary Education

4 year secondary education
( general high school and vocational education)

3 year secondary education
( vocational education)

Compulsory Education

Primary education (8 years)

Pre-school education